



# PROVO MUNICIPAL COUNCIL

## Work Meeting

1:30 PM, Tuesday, June 17, 2025

Provo Peaks Conference Room (Room 110)

Hybrid meeting: 445 W. Center Street, Provo, UT 84601 or

<https://www.youtube.com/provocitycouncil>

The in-person meeting will be held in the **Council Chambers**. The meeting will be available to the public for live broadcast and on-demand viewing on YouTube and Facebook at: [youtube.com/provocitycouncil](https://www.youtube.com/provocitycouncil) and [facebook.com/provocouncil](https://www.facebook.com/provocouncil). If one platform is unavailable, please try the other. If you do not have access to the Internet, you can join via telephone following the instructions below.

**To listen to the meeting by phone: June 17 Work Meeting: Dial 346-248-7799. Enter Meeting ID 834 2791 0634 and press #. When asked for a participant ID, press #.**

## Agenda

### Roll Call

### Approval of Minutes

June 3, 2025 Work Meeting

### Business

- 1 An ordinance amending Provo City Code regarding covered parking structures on historic landmark properties. (PLOTA20250179)
- 2 A presentation regarding FY26 tentative budget amendments (25-025)
- 3 A discussion regarding neighborhood feedback about time-limited off leash hours for dogs in city parks. (25-015)
- 4 A presentation regarding the 2025 Business License and Rental Dwelling Fee Study (25-072)
- 5 A resolution regarding station area plans (25-032)

### Adjournment

If you have a comment regarding items on the agenda, please contact Councilors at [council@provo.gov](mailto:council@provo.gov) or using their contact information listed at: [provo.gov/434/City-Council](http://provo.gov/434/City-Council)

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The next Work Meeting will be held on Tuesday, July 8, 2025. The meeting will be held in the Council Chambers, 445 W. Center Street, Provo, UT 84601 with an online broadcast. Work Meetings generally begin between 12 and 4 PM. Council Meetings begin at 5:30 PM. The start time for additional meetings may vary. All meeting start times are noticed at least 24 hours prior to the meeting.

#### **Notice of Compliance with the Americans with Disabilities Act (ADA)**

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#### **Notice of Telephonic Communications**

One or more Council members may participate by telephone or Internet communication in this meeting. Telephone or Internet communications will be amplified as needed so all Council members and others attending the meeting will be able to hear the person(s) participating electronically as well as those participating in person. The meeting will be conducted using the same procedures applicable to regular Municipal Council meetings.

#### **Notice of Compliance with Public Noticing Regulations**

This meeting was noticed in compliance with Utah Code 52-4-207(4), which supersedes some requirements listed in Utah Code 52-4-202 and Provo City Code 14.02.010. Agendas and minutes are accessible through the Provo City website at [agendas.provo.org](http://agendas.provo.org). Council meeting agendas are available through the Utah Public Meeting Notice website at [utah.gov/pmn](http://utah.gov/pmn), which also offers email subscriptions to notices.

*Please note: These minutes have been prepared with a timestamp linking the agenda items to the video discussion.*



## PROVO MUNICIPAL COUNCIL

### Work Meeting Minutes

1:30 PM | June 3, 2025

Provo Peak Room

Hybrid meeting: 445 W. Center Street, Provo, UT 84601 or  
<https://www.youtube.com/provocitycouncil>

## Agenda

### Roll Call

Council Chair Gary Garrett, conducting  
Council Vice-Chair Rachel Whipple  
Councilor Katrice MacKay (Remote for Item 1 and excused for the rest)  
Councilor Craig Christensen  
Councilor George Handley  
Councilor Becky Bogdin  
Councilor Travis Hoban (Remote)

### Approval of Minutes

- May 6, 2025 Council Meeting
- May 20, 2025 Work Meeting
- May 20, 2025 Council Meeting

### Business

#### **Item 1: A discussion regarding water rates (25-013) [0:07:17](#)**

Melia Dayley, Policy Analyst, presented four options for water rate increases for the upcoming fiscal year. Option 1, included in the current tentative budget, proposed a 2.5% revenue increase with three tier levels. Option 2, developed prior to the tentative budget, would generate a 5% revenue increase. Options 3 and 4 were created in response to recent Municipal Council discussions. Option 3 introduced equal dollar increases across all tiers, resulting in a 3.3% revenue increase. Option 4 maintained the tier proportions of Option 1 while achieving a 5% revenue increase.

Ms. Dayley also provided projections for rate increases in future years under each option in order to meet recommended capital funding levels. Additionally, she presented data on the percentage of users who would experience annual bill increases under each option.

Keith Larson, Consultant from Bowen Collins & Associates, participating via Zoom, offered insight from the American Water Works Association (AWWA) cost of service perspective. He noted that Option 2 most closely aligned with system impact costs and recommended a gradual shift toward its structure, emphasizing the evolving nature of cost of service due to changing water use patterns.

Councilor Handley voiced support for Option 2 but acknowledged it may not have sufficient support to pass. As a compromise, he recommended adopting Option 3, citing concerns about aligning rates more accurately with the cost of service and the importance of maintaining meaningful tier differentials.

Councilor Handley moved to adopt Option 3 as the recommended rate increase and tiered rate structure for the fiscal year 2025-2026. Councilor Christensen seconded the motion.

During the discussion, Councilor Bogdin raised concerns about the potential negative impact on orchards and urban farming operations. Councilor Whipple expressed preference for Option 2 but acknowledged its low likelihood of passage. She also warned that postponing a 5% increase would likely result in a 6.5% increase in the following fiscal year.

The motion to support Option 3 passed by a vote of 5 to 2, with Councilors Bogdin, Garrett, Whipple, Handley, and Christensen voting in favor, and Councilors MacKay and Hoban voting against.

Following the vote, Councilors Bogdin and Whipple inquired about the status of an exemption for urban farming or gardening. Gordon Haight, Public Works Director, confirmed that staff were actively working on the matter and intended to bring it forward for adoption after the budget process concludes.

### **Item 2: A presentation regarding FY26 tentative budget amendments (25-025) [0:28:04](#)**

Andrea Wright, Budget Analyst, presented proposed amendments to the Fiscal Year 2026 tentative budget. She explained that the updates were based on the latest corrections and financial data, with particular emphasis on the forthcoming release of the certified tax rate, scheduled for June 9th.

Ms. Wright outlined specific changes to the budget, beginning with updates to rental rehabilitation, Community Development Block Grant (CDBG), and HOME funds. These allocations were revised to reflect the actual grant and funding amounts received, ensuring accuracy and alignment with confirmed financial awards.

Additional corrections were made in the following areas:

- **Payroll**
- **Facilities**
- **Energy Capital Improvement Plan (CIP)**

**Item 3: An ordinance adopting a budget for Provo City Corporation for the fiscal year beginning July 1, 2025 and ending June 30, 2026, in the amount of \$323,326,393. (25-025)  
0:30:12**

John Borget, Administrative Services Director, presented the proposed budget ordinance for the fiscal year 2025–2026. He noted that the total budget amount of \$323,326,393 may be subject to minor adjustments prior to final adoption. He highlighted that public hearings on the ordinance were scheduled for June 3rd and June 17th.

Mr. Borget requested feedback on a provision within the ordinance related to the local government disaster fund. Specifically, the language would allow for the transfer of up to 20% of remaining General Fund budget savings to the disaster fund. The Council expressed general support for retaining this provision, with the understanding that the decision would be evaluated annually each September.

Mr. Borget also reviewed the exhibits that would accompany the ordinance. These include references and links to the adopted budget, capital projects budget, the employee pay table range, and the consolidated fee schedule.

**Item 4: An ordinance amending Provo City Code regarding certain employee retirement programs (25-064) 0:45:23**

Daniel Softley, Human Resources Director, presented a proposed ordinance amending Provo City Code to enhance supplemental retirement contributions for specific employee groups that do not participate in Social Security. Under the proposed change, sworn police officers and firefighters would be eligible for a 401(k) match of up to 4%, while the contribution for other employees would remain at 2%.

Mr. Softley provided historical context regarding Provo City's decision to opt out of Social Security for certain employee categories. He reviewed the various retirement plans currently available and explained that the recommended contribution increase was based on a comparison to the median contributions provided by other agencies that also do not participate in Social Security. He argued that approving this ordinance would help Provo City Police Department remain competitive in the job market.

The estimated annual cost of the proposed change is approximately \$282,000, and this amount has already been incorporated into the proposed budget.

**Item 5: An ordinance amending Provo City Code regarding public safety impact fees (25-065) 0:45:55**

John Borget, Administrative Services Director, presented a proposed ordinance to amend Provo City Code by consolidating the fire and police impact fees into a single public safety impact fee. He displayed a table outlining the new combined fees applicable to various geographic areas within the city.

Mr. Borget recommended adopting an annual adjustment mechanism based on the supporting impact fee study, aligning the process with the recent updates made to water impact fees. The ordinance, if adopted, would take effect on July 1st, with annual adjustments incorporated into the consolidated fee schedule moving forward.

Councilor Bogdin raised concerns regarding the adequacy of the current fee levels given inflation since the last impact fee study in 2018. In response, Susie Becker, Senior Vice President of Zions Public Finance, clarified that the updated fees primarily reflected reductions in bond credits rather than inflation-driven increases.

The Council engaged in discussion about the importance of conducting more frequent impact fee studies to ensure that fees remain reflective of current costs and economic conditions.

**Item 6: A resolution appointing Danny Mitchell as Provo City Constable to serve a six-year term. (25-042) [1:12:28](#)**

John Borget, Administrative Services Director, presented a resolution to appoint Danny Mitchell as the Provo City Constable for a six-year term. He outlined the selection process, which involved a request for proposals (RFP) and review by a nominating commission. Mr. Mitchell, who is employed by the same company as the outgoing constable, was recommended for appointment by the commission.

Councilor Whipple, a member of the nominating commission, spoke in support of the recommendation, noting that Mitchell had received positive references from those familiar with his work. City Attorney Brian Jones added that the Provo Police Department had been consulted about potentially assuming constable duties, but this alternative was determined to be more costly than the proposed contract.

Mr. Mitchell appeared before the Council to answer questions, during which he shared information about his professional background and his interest in serving as constable. Council members expressed support for his appointment, which was scheduled for a formal vote at the evening Council meeting.

**Item 7: A presentation regarding Provo Police Victim Services (25-018) [1:25:27](#)**

Kim Thayne, the new Victim Services Coordinator, presented an overview of the Provo Police Victim Services program, accompanied by team members Estrella and Dennys. The presentation detailed the qualifications necessary for victim advocates, including relevant education, specialized training, and successful completion of background checks.

The team outlined the types of cases typically supported by Victim Services, such as domestic violence, harassment, and sexual assault. They explained that services are confidential within the Provo Police Department and offered free of charge to clients. Victim advocates also provide assistance with legal processes, including protective orders and accompanying clients to court proceedings.

Councilors Christensen and Whipple expressed strong support for the Victim Services program, underscoring its critical role in public safety and its capacity to save lives. They noted concerns about the recent reduction in staffing from seven to four advocates and conveyed a willingness to consider funding additional positions should a request be submitted by the Police Department.

**Item 8: A resolution approving a lease agreement with PNC Bank for 80 electric golf carts over 5 years. (25-066) [2:07:32](#)**

Brett Watson, Golf Manager, presented a resolution to approve a five-year lease agreement with PNC Bank for 80 electric golf carts. He explained that the golf course aims to refresh its fleet every five years, and this lease supports that objective.

Mr. Watson highlighted the operational benefits of transitioning to electric carts, including improved efficiency and environmental considerations. He noted that the lease payments would be fully funded by Golf Course Revenue, without requiring general fund support.

The Council discussed the pros and cons of leasing versus purchasing such equipment. Daniel Follett, Division Director of Finance, provided additional insight into the financial implications of the lease structure, supporting the cost-effectiveness of the proposal.

**Item 9: A resolution approving a lease agreement with Zion's Bank for golf course maintenance equipment over 5 years. (25-067) [2:08:25](#)**

Brett Watson, Golf Manager, presented a resolution to approve a five-year lease agreement with Zion's Bank for the procurement of golf course maintenance equipment. He explained that this lease is part of the golf course's regular practice of renewing its maintenance fleet every five years to ensure reliable and up-to-date equipment.

Mr. Watson confirmed that all lease payments would be funded through Golf Course Revenue, requiring no subsidy from the general fund.

**Item 10: An update regarding Re-Imagining Code Enforcement (25-053) [2:19:42](#)**

Scott Johnson, Zoning Administrator, provided an update on the City's ongoing efforts to reimagine code enforcement. He reported that data comparison between Utah County and Provo City revealed approximately 12,000 properties potentially operating as rentals without the required licenses. Johnson indicated that letters to these property owners would be mailed within the week.

He discussed ongoing collaboration with other City departments and agencies to address particularly challenging enforcement areas, such as hotels and motels. The Council deliberated on the importance of utilizing the newly obtained data to create meaningful and measurable enforcement outcomes. Councilor Christensen emphasized the need for this effort to yield tangible impacts rather than isolated enforcement instances. Councilor Whipple proposed implementing system reminders for officers to follow up on properties with a history of non-compliance, such as repeated weed violations, to reduce reliance on citizen complaints. Johnson

agreed, noting that automated system reminders could support sustained compliance and address chronic violators.

Johnson also reported progress on the implementation of body-worn cameras for code enforcement officers and enhancements to public education through neighborhood meetings and digital outreach. He stated he would monitor responses to the license-related letters and track whether they result in new license applications or further enforcement actions.

**Item 11: An ordinance amending Provo City Code to enact the Chronic Nuisance Chapter.**  
**(25-068) 2:33:34**

Sergeant Bryce Lewis and City Attorney Brian Jones introduced a proposed ordinance targeting chronic nuisance properties. This initiative aims to mitigate the growing issues posed by such properties and the current inability to sufficiently compel property owner accountability.

The ordinance stipulates that any property with five emergency service calls within 90 days or ten calls within a 12-month timeframe can be designated as a "chronic nuisance." This categorization applies to calls involving problematic activities such as drug-related incidents, disturbances of the peace, or any acts connected with violence or alcohol. Sergeant Lewis illustrated these conditions by sharing past examples of chronic nuisance cases the city has been striving to address, emphasizing how prolific some problem properties have become.

He also cited a hotel and a private residence previously engulfed with troubles as cases where such a regulation would have provided added leverage in urging owners to take rectifying actions more swiftly. Conversely, the law doesn't automatically penalize properties if cooperative efforts are already underway, and acts occurring independent of the property owner are considered. Fair exemptions were included, notably for incidents involving domestic violence victims, who often require increased call activity for their protection.

While the ordinance is heralded as a useful tool, Jones counseled that it's not a comprehensive solution. Its success will depend on accurately diagnosing the precise problems within each property and enforcing necessary solutions by property owners. Properties qualifying as chronic nuisances will be issued a letter outlining necessary remedial actions, and owners will have ten days to respond and cooperate in addressing the cited issues. Non-compliance would incur penalties up to \$500 per day.

The council engaged in discussions on the ordinance's purposes, acknowledging its potential benefits and recognizing the significant challenges that the execution of these regulations still poses. The ordinance is crafted to supplement existing enforcement measures, providing another mechanism through which Provo can seek relief from properties driving local complaint statistics.

**Item 12: A resolution allowing Provo to participate in the Utah Valley HOME Consortium (25-069) [2:59:59](#)**

Melissa McNally, Redevelopment Agency (RDA) Director, presented a resolution for Provo City to participate in the Utah Valley HOME Consortium. She explained that the consortium agreement is renewed every three years in partnership with the U.S. Department of Housing and Urban Development (HUD) and several entities within Utah County. Participating members of the consortium include Provo City, Utah County, Lehi City, Orem City, and, for the first time, Eagle Mountain City. All these jurisdictions are recipients of HUD entitlement funds through the Community Development Block Grant (CDBG) program.

Ms. McNally provided background on the origin and purpose of the consortium. Initially, Provo City was the only entity in Utah County that received CDBG funds directly from HUD. Other cities and the county accessed similar funding through the State of Utah. By forming cooperative agreements, these jurisdictions increased their access to HOME funds—resources specifically dedicated to supporting affordable housing initiatives throughout the region.

Provo City serves as the “lead entity” in the consortium, assuming responsibility for all operational aspects of funding administration. This includes managing the application process, contracting, project vetting, and ensuring compliance with HUD’s detailed reporting requirements. Ms. McNally emphasized that all HOME funding allocated through the consortium is restricted to affordable housing efforts within the participating cities.

She noted that the resolution would be formally considered during an upcoming council meeting and offered to answer additional questions from the Council as needed.

**Closed Meeting**

Councilor Bogdin moved to close the meeting for the purpose of discussing the character and professional competence of an individual or individuals, in accordance with Utah Code Sections 52-4-204 and 52-4-205. Councilor Christensen seconded the motion.

The motion passed 6-0 (Councilor MacKay excused).

**Adjournment**

# PROVO MUNICIPAL COUNCIL

## WORK SESSION

### STAFF REPORT



**Submitter:** DWRIGHT  
**Presenter:** Dustin Wright, Planner  
**Department:** Development Services  
**Requested Meeting Date:** 06-17-2025  
**Requested Presentation Duration:** 10 minutes  
**CityView or Issue File Number:** PLOTA20250179

**SUBJECT:** 1 An ordinance amending Provo City Code regarding covered parking structures on historic landmark properties. (PLOTA20250179)

**RECOMMENDATION:** Approval

**BACKGROUND:** The applicant owns a property that is on Provo's Historic Landmark Register. The property is in an area that allows accessory dwelling units (ADU), and she would like to establish one. One of the requirements for parking spaces to be counted on a driveway is that the driveway leads to the required covered parking (garage or carport). Like many historic properties, there is not an existing carport or garage on the property that meets code. Rather than trying to add a new carport to the historic property, staff suggested another approach would be to amend the City Code.

**FISCAL IMPACT:** None

**COMPATIBILITY WITH GENERAL PLAN POLICIES, GOALS, AND OBJECTIVES:**

This amendment aligns with, and helps carry out, goals in the General Plan including: Chapter 4.1c Continue to examine zoning solutions in certain locations to promote Accessory Dwelling Units in residential areas.

Chapter 4.2c. Encourage "affordability through design" by using the best practices to improve efficiency in building and land use.

# ORDINANCE <<Document Number>>

AN ORDINANCE AMENDING PROVO CITY CODE REGARDING  
COVERED PARKING STRUCTURES ON HISTORIC LANDMARK  
PROPERTIES. (PLOTA20250179)

## RECITALS:

It is proposed that the Provo City Code be amended to include an exception to the covered parking requirement for properties listed on the Historic Landmarks Register;

Parking requirements for an accessory dwelling unit can include tandem parking on a driveway if it leads to the required covered parking;

Historic properties may not have existing covered parking and adding new covered parking on historic properties alters their historic character and is not desirable;

On May 14, 2025, the Planning Commission held a public hearing to consider the proposed amendment, and after the hearing, the Planning Commission recommended approval to the Municipal Council by a vote of 5:0;

On June 3, 2025, and June 17, 2025, the Municipal Council met to ascertain the facts regarding this matter and receive public comment, which facts and comments are found in the public record of the Council's consideration; and

After considering the facts presented to the Municipal Council, the Council finds that (i) the proposed action should be approved, and (ii) such action furthers the health, safety, and general welfare of the citizens of Provo City.

THEREFORE, the Provo Municipal Council ordains as follows:

## PART I:

Provo City Code Section 14.30.030 is amended as follows:

### **14.30.030 Accessory Dwelling Unit (ADU) Development Standards.**

ADUs shall be subject to the following development standards:

1

39 (5) Parking. A one (1) family dwelling with an ADU ~~must~~shall have at least four (4) off-street  
40 parking spaces.

41 (a) Two (2) tandem parking spaces (front to rear) ~~are shall be~~ permitted. ~~when the front~~  
42 ~~and back spaces are both designated to serve either the ADU or the principal part of the~~  
43 ~~dwelling unit.~~

44 (b) Parking spaces for a one (1) family dwelling with an associated ADU may be located  
45 on a driveway in a required front yard ~~if; provided~~

46 (i) the driveway leads to the minimum number of required covered off-street  
47 parking spaces; or

48 (ii) the property is listed on the Provo City Landmarks Registry.

49 (c) Parking spaces allowed under Subsection (b) may not be between the primary  
50 dwelling and the street.

51 (d) In no case ~~may shall~~ the number of off-street parking spaces be less than the number  
52 of vehicles being maintained on the premises.

53 (e) Parking ~~must shall~~ comply with all other regulations of PCC Chapter 14.37, ~~Provo~~  
54 ~~City Code.~~

55 ...

56  
57 PART II:

58 A. If a provision of this ordinance conflicts with a provision of a previously adopted  
59 ordinance, this ordinance prevails.

60

61 B. This ordinance and its various sections, clauses, and paragraphs are severable. If any part,  
62 sentence, clause, or phrase is adjudged to be unconstitutional or invalid, the remainder of  
63 the ordinance is not affected by that determination.

64

65 C. This ordinance takes effect immediately after it has been posted or published in accordance  
66 with Utah Code Section 10-3-711, presented to the Mayor in accordance with Utah Code  
67 Section 10-3b-204, and recorded in accordance with Utah Code Section 10-3-713.

68

69 D. The Municipal Council directs that the official copy of Provo City Code be updated to  
70 reflect the provisions enacted by this ordinance.

71

### **14.30.030 Accessory Dwelling Unit (ADU) Development Standards.**

ADUs shall be subject to the following development standards:

...

(5) Parking. A one (1) family dwelling with an ADU shall have at least four (4) off-street parking spaces.

(a) Two (2) tandem parking spaces (front to rear) shall be permitted when the front and back spaces are both designated to serve either the ADU or the principal part of the dwelling unit.

(b) Parking spaces for a one (1) family dwelling with an associated ADU may be located on a driveway in a required front yard, provided the driveway leads to the minimum number of required covered off-street parking spaces.

(i) Properties listed on the Provo City Landmarks Register are exempt from providing covered parking if the required number of parking spaces is met in approved parking locations.

(ii) No off-street parking spaces in the front yard are allowed between the primary dwelling and the street.

(c) In no case shall the number of off-street parking spaces be less than the number of vehicles being maintained on the premises.

(d) Parking shall comply with all other regulations of **PCC Chapter 14.37, Provo City Code**.

...

**Planning Commission Hearing  
Staff Report  
Hearing Date: May 14, 2025**

**\*ITEM 2** Wendy Holdaway requests Ordinance Text Amendments to Provo City Code 14.30 to allow for homes on the Landmarks Registry to be exempt from providing covered parking structures for Accessory Dwelling Units. Citywide Application. Dustin Wright (801) 852-6414 dwright@provo.gov PLOTA20250179

Applicant: Wendy Holdaway

Staff Coordinator: Dustin Wright

Property Owner: N/A

Parcel ID: N/A

Acreage: N/A

Number of Properties: N/A

Council Action Required: Yes

**Relevant History:**

The applicant has a historic landmarked property that will have an accessory dwelling unit (ADU) and is trying to avoid altering the property with a new structure, which is a goal of landmarks preservation.

**Neighborhood Issues:**

Citywide Application. No issues provided to staff.

**Summary of Key Issues:**

- This amendment would only apply to properties on the Landmarks Register and are in an area that would allow an ADU.
- Adding new structures on historic properties may compromise their historic integrity.
- Required parking will still be needed for an ADU to be established, it just would not have to be covered parking.
- The Landmarks Commission Chair provided a letter of support for this text amendment to help preserve landmarked properties in their original character while still allowing for new opportunities.

**Staff Recommendation:**

**Recommend approval** to the Municipal Council for the proposed ordinance text amendment to Provo City Code 14.30, to allow for homes on the Landmarks Registry to be exempt from providing covered parking structures for Accessory Dwelling Units.

**ALTERNATIVE ACTIONS**

**Continue** to a future date to obtain more information or to further consider the information presented. *The next available meeting date is May 28, 2025, at 6:00 p.m.*

**Recommend denial** of the requested text amendment. *This action would not be consistent with the recommendations of the Staff Report. The Planning Commission should state new findings.*

## **BACKGROUND**

The applicant owns a property that is on Provo's Historic Landmark Register. The property is in an area that allows accessory dwelling units (ADU), and she would like to establish one. One of the requirements for parking spaces to be counted on a driveway is that the driveway leads to the required covered parking (garage or carport). Like many historic properties, there is not an existing carport or garage on the property that meets code. Rather than trying to add a new carport to the historic property, staff suggested another approach would be to amend the City Code.

## **CODE ANALYSIS**

Sec. 14.020.020(2) establishes criteria for the amendments to the zoning title as follows: **(Staff response in bold type)**

Before recommending an amendment to this Title, the Planning Commission shall determine whether such amendment is in the interest of the public and is consistent with the goals and policies of the Provo City General Plan. The following guidelines shall be used to determine consistency with the General Plan:

(a) Public purpose for the amendment in question.

**Staff response:** **The purpose of the amendment is to allow ADUs in historically significant buildings with minimal impact to the historic integrity of the property. This achieves two goals; increasing ADUs where they are allowed by zoning and to preserve the historic integrity of Landmark properties. Additionally, the required off-street parking would be provided.**

(b) Confirmation that the public purpose is best served by the amendment in question.

**Staff response:** **The amendment will allow property owners with historic properties to be able to establish legal ADU's where they are already allowed without needing to add new structures on the property that may detract from the historic character. This will help alleviate new development pressures to alter historic properties which will encourage efforts to preserve these community assets.**

(c) Compatibility of the proposed amendment with General Plan policies, goals, and objectives.

**Staff response:** **This amendment aligns with, and helps carry out, goals in the General Plan including:**

**Chapter 4.1c Continue to examine zoning solutions in certain locations to promote Accessory Dwelling Units in residential areas.**

**Chapter 4.2c. Encourage "affordability through design" by using the best practices to improve efficiency in building and land use.**

(d) Consistency of the proposed amendment with the General Plan's "timing and sequencing" provisions on changes of use, insofar as they are articulated.

**Staff response: The proposed amendment to the ordinance does not conflict with and timing and sequencing of the General Plan.**

(e) Potential of the proposed amendment to hinder or obstruct attainment of the General Plan's articulated policies.

**Staff response: Staff does not see any potential conflicts from the proposed amendment with the General Plan policies.**

(f) Adverse impacts on adjacent landowners.

**Staff response: No adverse impacts would be expected for adjacent landowners.**

(g) Verification of correctness in the original zoning or General Plan for the area in question.

**Staff response: N/A**

(h) In cases where a conflict arises between the General Plan Map and General Plan Policies, precedence shall be given to the Plan Policies.

**Staff response: No conflicts exist between the map and plan in relation to the proposed amendment.**

### **STAFF ANALYSIS**

Adding a new structure on a landmarked property is generally not desired as it may unnecessarily impact or alter the original historic setting and character of the property or detract from the original design and layout of the historic structure. We want to encourage the use and upkeep of our historic structures and not require things that would detract from the original character.

The proposed amendment (attachment 1) would add text in chapter 14.30 – Accessory Dwelling Units – to provide an exclusion to the covered parking requirement for historic properties. They would still need to provide the four (4) parking spaces as required in the code.

The proposed amendment would not allow ADUs where they are not already allowed. If a landmark property is in an area that currently does not allow an ADU, then this amendment would not change that. This would only be applicable for properties that are on the historic register and are also found in a zone that would allow an ADU, and all the requirements would have to be met.

This item does not go to the Landmarks Commission for a recommendation, but the Chair of the Landmarks Commission has provided a personal letter of support (attachment 2) for this proposed text amendment.

Currently, Provo has 47 homes that are on the Landmarks register and are in zones or areas where ADUs are permitted by right.

## **CONCLUSION**

The proposed text amendment is something that staff supports as it will help to preserve the historic setting around historic homes and not detract from them with new additions. The parking that is required by code will still be provided and it will not allow ADU's in areas where they are not already allowed. The public purpose will be to help ensure that we are encouraging preservation and allowing for full use of the property while keeping adequate off-street parking.

## **STAFF RECOMMENDATION**

**Recommend approval** to the Municipal Council for the proposed ordinance text amendment to Provo City Code 14.30, to allow for homes on the Landmarks Registry to be exempt from providing covered parking structures for Accessory Dwelling Units.

## **ATTACHMENTS**

1. Proposed Text
2. Letter of Support

**ATTACHMENT 1 – PROPOSED TEXT**

**14.30.030 Accessory Dwelling Unit (ADU) Development Standards.**

ADUs shall be subject to the following development standards:

...

(5) Parking. A one (1) family dwelling with an ADU shall have at least four (4) off-street parking spaces.

(a) Two (2) tandem parking spaces (front to rear) shall be permitted when the front and back spaces are both designated to serve either the ADU or the principal part of the dwelling unit.

(b) Parking spaces for a one (1) family dwelling with an associated ADU may be located on a driveway in a required front yard, provided the driveway leads to the minimum number of required covered off-street parking spaces.

(i) Properties listed on the Provo City Landmarks Register are exempt from providing covered parking if the required number of parking spaces is met in approved parking locations.

(ii) No off-street parking spaces in the front yard are allowed between the primary dwelling and the street.

(c) In no case shall the number of off-street parking spaces be less than the number of vehicles being maintained on the premises.

(d) Parking shall comply with all other regulations of PCC Chapter 14.37, ~~Provo City Code~~.

...

**ATTACHMENT 2 – LETTER OF SUPPORT**

*This statement serves to confirm my support, as chair of the Provo Historic Landmarks Commission, of the proposed amendment to Provo City Code 14.30. This change will provide an exemption from the requirement of covered parking structures for accessory dwelling units on properties listed in the Landmarks Registry.*

*I believe this amendment will be beneficial in preserving open space and reducing visual clutter around our historic buildings. Additionally, the amendment offers a distinct advantage and/or benefit to owners of landmark properties who would like to adapt their properties to meet contemporary needs.*

*Sincerely,*

*David Amott*

Provo City Planning Commission  
**Report of Action**

May 14, 2025

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\*ITEM 2 Wendy Holdaway requests Ordinance Text Amendments to Provo City Code 14.30 to allow for homes on the Landmarks Registry to be exempt from providing covered parking structures for Accessory Dwelling Units. Citywide Application. Dustin Wright (801) 852-6414 dwright@provo.gov PLOTA20250179

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The following action was taken by the Planning Commission on the above described item at its regular meeting of May 14, 2025:

## **RECOMMENDED APPROVAL**

On a vote of 5:0, the Planning Commission recommended that the Municipal Council approve the above noted application.

Motion By: Lisa Jensen

Second By: Daniel Gonzales

Votes in Favor of Motion: Lisa Jensen, Daniel Gonzales, Jonathon Hill, Anne Allen, Melissa Kendall  
*Jonathon Hill was present as Chair.*

- Includes facts of the case, analysis, conclusions and recommendations outlined in the Staff Report, with any changes noted; Planning Commission determination is generally consistent with the Staff analysis and determination.

### **TEXT AMENDMENT**

The text of the proposed amendment is attached as Exhibit A.

### **STAFF PRESENTATION**

The Staff Report to the Planning Commission provides details of the facts of the case and the Staff's analysis, conclusions, and recommendations.

### **CITY DEPARTMENTAL ISSUES**

- The Coordinator Review Committee (CRC) has reviewed the application and given their approval.

### **NEIGHBORHOOD MEETING DATE**

- Citywide Application; all Neighborhood District Chairs received notification.

### **NEIGHBORHOOD AND PUBLIC COMMENT**

- This item was City-wide or affected multiple neighborhoods.
- Neighbors or other interested parties were present or addressed the Planning Commission.

### **CONCERNS RAISED BY PUBLIC**

Any comments received prior to completion of the Staff Report are addressed in the Staff Report to the Planning Commission. Key issues raised in written comments received subsequent to the Staff Report or public comment during the public hearing included the following:

- No comments from the public were made.

### **APPLICANT RESPONSE**

Key points addressed in the applicant's presentation to the Planning Commission included the following:

- The applicant was unable to attend the hearing, so her sister and nephew were there to support the item and answer any questions.

- Her property does not have enough room for the garage or carport.
- Adding them to the property would detract from the structure.
- The home is made with adobe, and new construction would be challenging.

### **PLANNING COMMISSION DISCUSSION**

Key points discussed by the Planning Commission included the following:

- Allowing this will help ensure that there is owner occupancy.
- There are less than fifty properties that this amendment could apply to, and not all of them would need to make use of it.
- This is a good incentive for keeping properties on the Historic Register.
- Historic properties with garages would potentially be able to use the existing garage space for an ADU.



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Planning Commission Chair



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Director of Development Services

See Key Land Use Policies of the Provo City General Plan, applicable Titles of the Provo City Code, and the Staff Report to the Planning Commission for further detailed information. The Staff Report is a part of the record of the decision of this item. Where findings of the Planning Commission differ from findings of Staff, those will be noted in this Report of Action.

Legislative items are noted with an asterisk (\*) and require legislative action by the Municipal Council following a public hearing; the Planning Commission provides an advisory recommendation to the Municipal Council following a public hearing.

Administrative decisions of the Planning Commission (items not marked with an asterisk) **may be appealed** by submitting an application/notice of appeal, with the required application and noticing fees to the Development Services Department, 445 W Center Street, Provo, Utah, **within fourteen (14) calendar days of the Planning Commission's decision** (Provo City office hours are Monday through Thursday, 7:00 a.m. to 6:00 p.m.).

**BUILDING PERMITS MUST BE OBTAINED BEFORE CONSTRUCTION BEGINS**

# EXHIBIT A

## **14.30.030 Accessory Dwelling Unit (ADU) Development Standards.**

ADUs shall be subject to the following development standards:

...

(5) Parking. A one (1) family dwelling with an ADU shall have at least four (4) off-street parking spaces.

(a) Two (2) tandem parking spaces (front to rear) shall be permitted when the front and back spaces are both designated to serve either the ADU or the principal part of the dwelling unit.

(b) Parking spaces for a one (1) family dwelling with an associated ADU may be located on a driveway in a required front yard, provided the driveway leads to the minimum number of required covered off-street parking spaces.

(i) Properties listed on the Provo City Landmarks Register are exempt from providing covered parking if the required number of parking spaces is met in approved parking locations.

(ii) No off-street parking spaces in the front yard are allowed between the primary dwelling and the street.

(c) In no case shall the number of off-street parking spaces be less than the number of vehicles being maintained on the premises.

(d) Parking shall comply with all other regulations of PCC Chapter 14.37, Provo City Code.

...

**PROVO MUNICIPAL COUNCIL  
WORK SESSION  
STAFF REPORT**



**Submitter:** AWRIGHT  
**Presenter:** Andrea Wright, Budget Analyst  
**Department:** Finance  
**Requested Meeting Date:** 01-01-2018  
**Requested Presentation Duration:** 10 Minutes  
**CityView or Issue File Number:** 25-025

**SUBJECT:** 2 A presentation regarding FY26 tentative budget amendments (25-025)

**RECOMMENDATION:** Presentation and discussion.

**BACKGROUND:** The city's finance team has prepared a presentation regarding changes to the FY26 Tentative Budget. This presentation will go over the associated reconciliations regarding those changes.

**FISCAL IMPACT:** FY2026

**COMPATIBILITY WITH GENERAL PLAN POLICIES, GOALS, AND OBJECTIVES:**  
Presenting a correcting budget with the City's needs.

FY26 Budget Changes from 5-06-2025 Tentative Version

Corrections  
New Info

Change	Revenue/ Transfers In	Expense/ Transfers Out	Net Impact
<b>GENERAL FUND</b>			
<b>General Services:</b>			
Increased Property Tax Revenue based on certified tax rate( place holder for when property tax rates are confirmed)			
Increase in transfer from Water	11,927		
Increase in transfer to Justice Court		6,162	
General Fund Totals	<b>11,927</b>	<b>6,162</b>	<b>5,765</b>
<b>Justice Court</b>			
Increase in Payroll	-	6,162	
Increase in transfer from general fund	6,162	-	
Justice Court Total	<b>6,162</b>	<b>6,162</b>	-
<b>Rental Rehab</b>			
Added transfer to CDBG	-	70,000	
CDBG Total	<b>-</b>	<b>70,000</b>	<b>(70,000)</b>
<b>CDBG</b>			
Decreased revenue to actual amount awarded	(127,179)	-	
Added transfer from Rental Rehab	70,000	-	
Added transfer from HOME (already accounted for in HOME)	131,457	-	
CDBG Total	<b>74,278</b>	-	<b>74,278</b>
<b>HOME Consortium</b>			
Increased revenue to actual amount awarded	20,857		
HOME Consortium Total	<b>20,857</b>	-	<b>20,857</b>
<b>Facility</b>			
Correction to payroll	-	6,895	
Facility Total	<b>-</b>	<b>6,895</b>	<b>(6,895)</b>
<b>Water</b>			
Increase in utility services sales revenue	95,417	-	
Increase in transfer to general fund	-	11,927	
Increase in CIP budget	-	75,000	
Implemented the cross connection control program	20,000	20,000	
Water Total	<b>115,417</b>	<b>106,927</b>	<b>8,490</b>
<b>Energy</b>			
Correction to CIP revenue and expenses	1,082,280	(3,718,956)	
Energy Total	<b>1,082,280</b>	<b>(3,718,956)</b>	<b>4,801,236</b>

# PROVO MUNICIPAL COUNCIL

## WORK SESSION

### STAFF REPORT



**Submitter:** MDAYLEY

**Presenter:** Melia Dayley & David Pyle, Council Policy Analysts

**Department:** Recorder

**Requested Meeting Date:** 02-11-2025

**Requested Presentation Duration:** 20 minutes

**CityView or Issue File Number:** 25-015

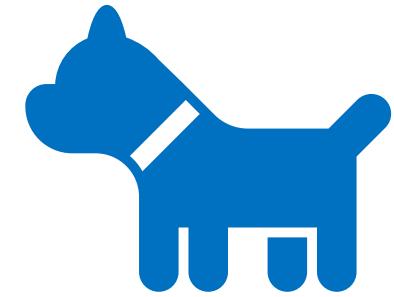
**SUBJECT:** 3 A discussion regarding neighborhood feedback about time-limited off leash hours for dogs in city parks. (25-015)

**RECOMMENDATION:** Discussion seeking Council motion for further action.

**BACKGROUND:** The Council motioned in the March 11, 2025 Work Meeting for Council staff to solicit feedback from the five neighborhood districts regarding the potential for time-limited off leash hours for dogs in city parks. After distributing the survey to all neighborhood districts and receiving over 450 responses, staff has compiled the quantitative and qualitative data for Council review.

**FISCAL IMPACT:** None at this time

**COMPATIBILITY WITH GENERAL PLAN POLICIES, GOALS, AND OBJECTIVES:**  
N/A



# Community Survey

Off-Leash Dog Parks



Final Response Pool:

349

# Agenda

Quantitative Data

Analysis of Comments

Questions

# Quantitative Data



# Would you support off-leash dog parks?

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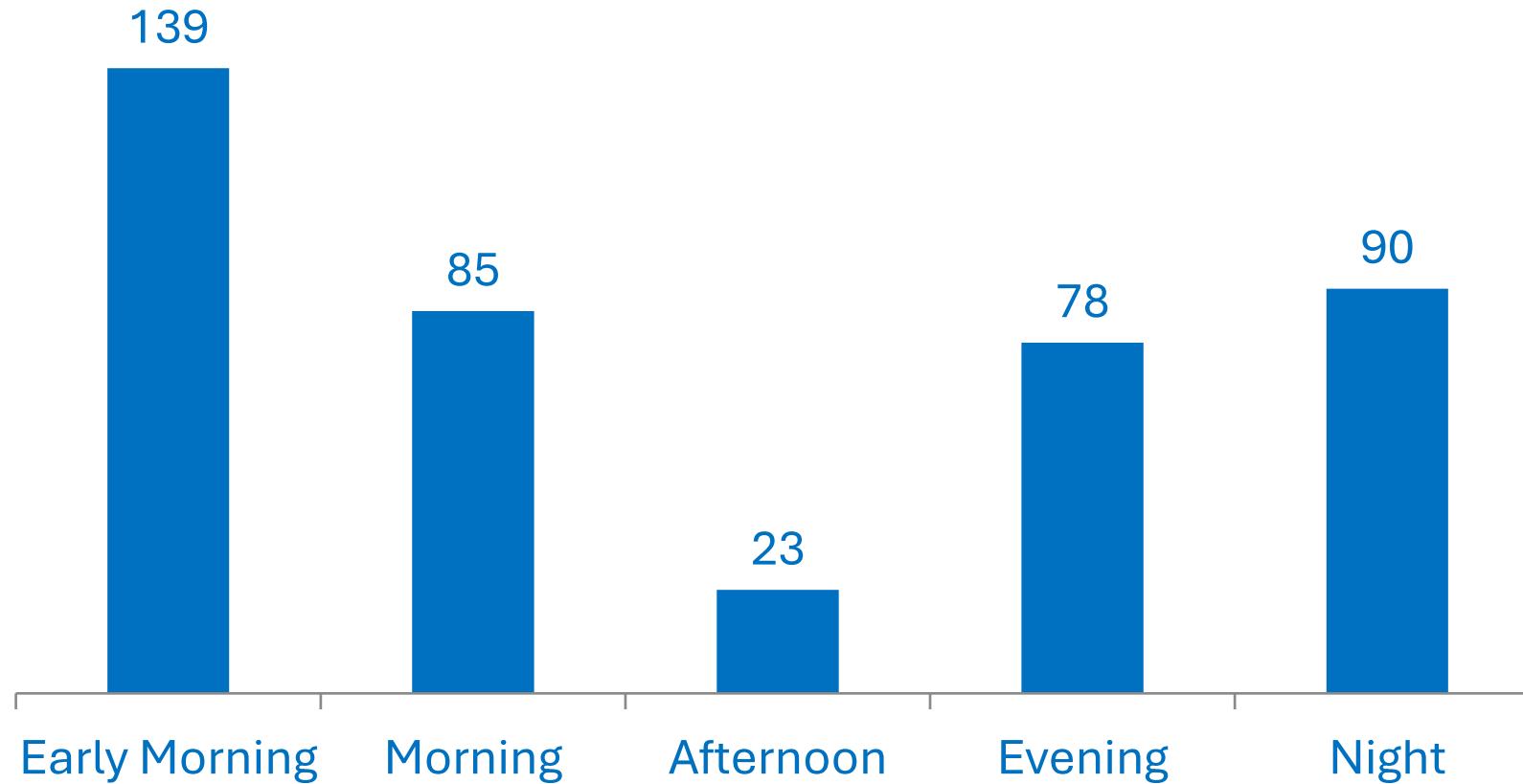
# Would you support off-leash dog parks?

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	Yes	No
District 1	34	47
District 2	32	47
District 3	12	28
District 4	43	41
District 5	35	30

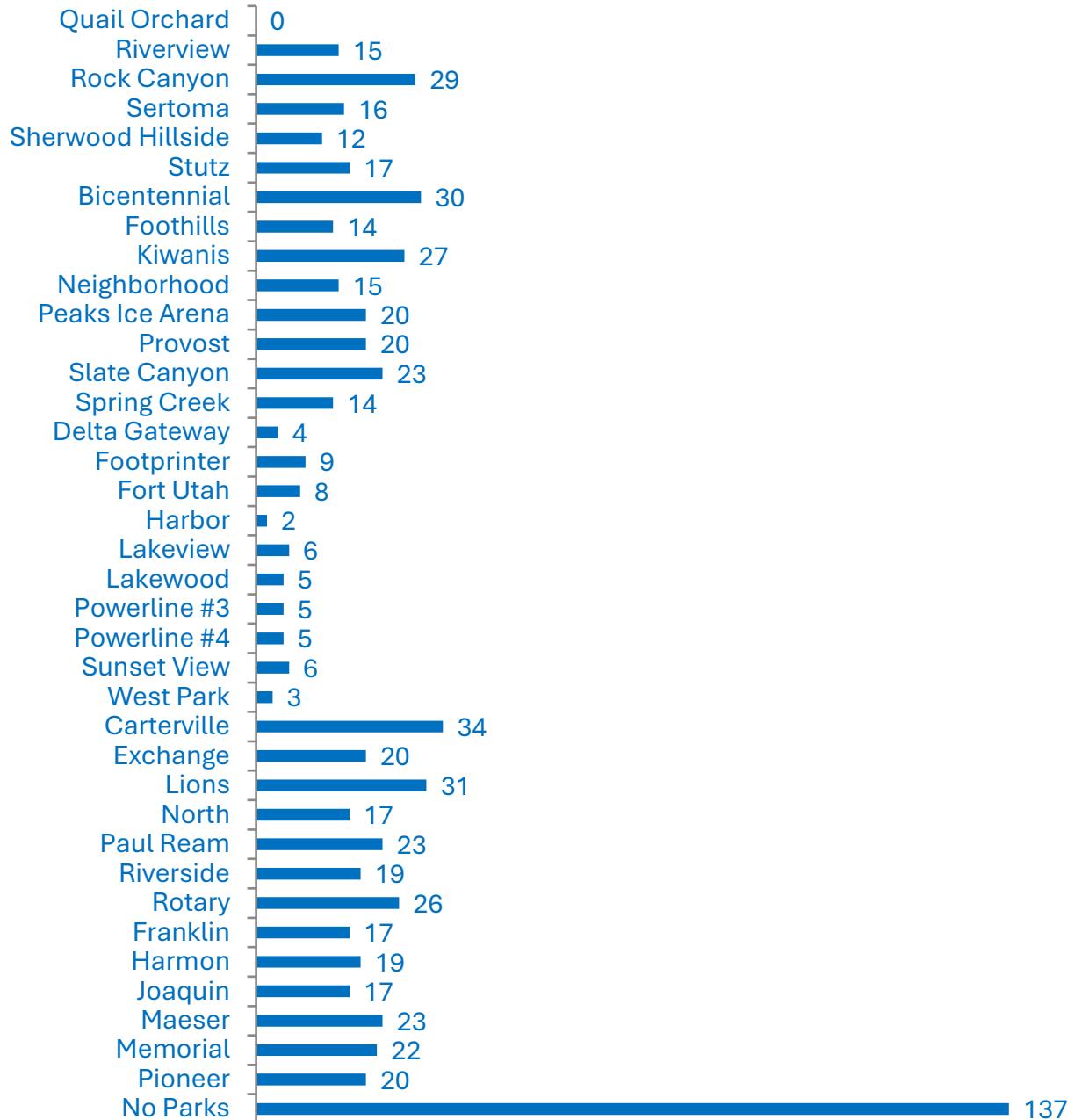
# What time periods would you prefer?

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# What parks in your district would you support having off-leash hours?

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## Top 5 Parks

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Carterville 34

Lions 31

Bicentennial 30

Rock Canyon 29

Kiwanis 27

# Comments



# Safety Concerns

---

95

63 concerned for child  
safety

# Health and Cleanliness

---

61

Picking up dog poop

# Owner Responsibility

---

60

Negligent owners letting  
dogs run wild

Owners claim their dogs are  
“good boys”

# Request Alternative Solutions

---

43

Fenced-in dog areas

Only certain parks

Different hours

# Enforcement & Regulation

---

40

Doubts city will be able to enforce rules

34 claim current rules are not enforced

# Other Themes

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Impact on Public Spaces & Non-Dog Owners	27
Dog Freedom & Health	22
Liability and Legal Concerns	12
Public Funding	7
Geographic Access	5
Community Events and Education	4
Inadequate Dog Park Infrastructure	4
Community Connection	2



# PROVO CITY MUNICIPAL COUNCIL

Melia Dayley, Policy Analyst

## Off-Leash Hour Areas in City Parks Proposal

March 6, 2025



### Issue Sponsors' Proposal

Councilors Handley and Christensen are proposing an ordinance text amendment to [Provo City Code 8.02.110 Animals Running at Large](#). The amendment would create time-limited off-leash hours for dogs in all city parks, except for the Epic Regional Sports Park, seven days a week. (see Appendix A)

### Policy & Stakeholder Considerations

Time-limited off-leash hours allow dogs to be off-leash in designated parks or areas within parks during specific times of the day. Unlike designated fenced areas, the park's area, in addition to its other uses at all other times of the day, becomes a dog park for specific, regular hours. Stakeholders for this policy include, but are not limited to, dog owners, park guests, and the parks and recreation department.

For dog owners, this provides a designated, legal open space for their animals to run and socialize with other dogs outside of the city's current single dog park at Bicentennial Park in Southeast Provo. For park guests, their access to parks will remain the same, but with the added possibility of off leash dogs using the park during certain hours. Off-leash hours do not denote the parks to be dog-only during the hours, however, off-leash dogs might discourage park guests from visiting.

Generally, the specific hours for off-leash allowance have the potential of reducing illegal off-leash dogs in the parks during non-designated hours, a violation that currently is relatively low according to police data (see Appendix C). This proposal would also provide a more cost-effective solution than establishing new fenced dog park(s) to meet the identified need for an increase in dog amenities in Provo. At the same time, conflicts may arise between organized sport teams' uses of the parks, especially during evening hours.

The Parks and Recreation department in an April 2024 memo explained their opposition to the proposal (see Appendix B).

As part of Council staff's research, the Police Department responded to a request for data on all dog-related reports in the last five years. This was to understand dog behavior currently in the city, especially aggressive dog incidents. The data, broken out in non-park and park locations, shows "dogs running at large" to be the most common incident at 2,383 incidents over the past 5 years total with 268 happening at parks. The incident coming in at the lowest occurrence is "dog attacking other animal" at 108 total incidents with 3 being within a park. The full data breakdown can be found in Appendix C.

## Council Options

1. Adopt the text amendment as written
2. Adopt the text amendment with changes
  - Sunset date
  - Different effective hours
  - Specific parks
  - Other amendments at Council discretion
3. Park selection process through the Neighborhood Program & text amendment adoption
  - Direct Council staff to solicit feedback from each neighborhood district to nominate a park within their district to be used for time-limited off-leash hours
4. Status Quo

## Off-Leash Park Hours in Other Cities

In reviewing off-leash policies in other cities, common approaches surfaced including early morning & late evening hours to avoid peak park usage, seasonal adjustments based on daylight hours & weather conditions, certain park uses (sport fields in fall and spring), and location-based restrictions where only certain parks or sections permit off-leash activity. Enforcement tactics remained essentially the same from city to city through the utilization of signage, public education, and monitoring by animal control or park staff with violations causing owners to incur fines.

As part of a review of proposed off-leash hours in city parks, Council staff reached out comparable cities with off-leash areas with the following questions:

- *Have dog owners and non-dog owners generally supported or opposed the policy over time?*
- *What are the biggest challenges in enforcing the off-leash time restrictions?*
- *Has there been an increase or decrease in dog-related incidents (e.g., bites, aggression, lost dogs) since implementing off-leash hours?*
- *Have you noticed any changes in park maintenance needs (e.g., more waste, increased wear and tear) due to the policy?*

As of the publishing date of this memo, only Park City has responded to the questions. Staff will send updates to Councilors as we receive them. Below is information for the four cities including links to more information and specific policies regarding how dogs are to be handles and violation enforced.

### *Utah Cities*

#### Salt Lake City

- Salt Lake City hosts 11 fenced dog parks and 3 time-limited off-leash parks
- The time-limited parks are open 7 days a week from 5am-10am and 5pm-10pm

#### Park City

- Park City has 2 fenced dogs parks and 2 non-time-limited off-leash parks (no restricted hours)
- One of the off-leash areas is a grass field next to the library in the middle of town and the other is an open space/trail network

- City Feedback
  - *Responses to the policy?*
    - “Since being approved as off-leash areas, we have received very few complaints. You could check with Summit County Animal Control as they provide enforcement.”
  - *Challenges with the time restrictions?*
    - “There are no time restrictions.”
  - *Increase or decrease in dog-related incidents?*
    - “Summit County Animal Control again would have info on this.”
  - *Maintenance and resource needs?*
    - “More poop bags. Round Valley is 600+ acres so trash removal has increased.”

### *Cities Outside of Utah*

#### Boise, Idaho

- 12 parks with a “no pets allowed policy”
- 7 designated, fenced dog parks
- 11 time limited off-leash areas
  - Seasonal restrictions on 3 of the 11 areas and hours are sunrise-10am & 4pm-sunset

#### Boulder, Colorado

- 3 designated, fenced dog parks
- 1 non-time limited off-leash area (no restricted hours)

### **Current Parks & Recreation Department Efforts & Plans**

The Parks and Recreation department is in the process of creating a dog park master plan. The timeline for the plan’s process is below:

- Jan 16 - Strategy Presentation
- Jan 31 - Stakeholders Plan Submittal
- Jan 31 - Launch City-wide survey
- Feb 3 - Stakeholder Outreach
- Feb 13 - Public Open House - Present Process
- Feb 28/Mar 26 - Identification and Ranking
- April 11 - 25 - Survey completed
- May 2 - Conceptual Design Submittals
- May 14 - Public Open House - Present Concepts
- May 30 - Detailed Design Submittals
- Jun 11 - Public Open House
- Jun 17 - City Council Presentation
- Jul 11 - Project Completion

Additionally, the department in the Fiscal Year (FY) 2026 Capital Improvement Plan report, is proposing to appropriate \$900,000 towards a future dog park(s) in the upcoming fiscal year and an additional \$900,000 in FY29 for a total of \$1.8 million planned to go towards the results of the Dog Park Master Plan. (see Appendix D)

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#### **Off-Leash Hour Areas in City Parks Proposal**

## **Appendix A**

### **8.02.110 Animals Running at Large.**

(1) Except as provided in subsection (2), it is ~~shall be~~ unlawful for any animal to be at large at any time within the corporate limits of the City. The owner or custodian of any animal ~~that which~~ is at large ~~is~~ ~~shall be~~ strictly liable for a violation of this Section, regardless of the precautions taken to prevent the escape of the animal and regardless of lack of knowledge of the offense at the time it occurs.

(2) Notwithstanding subsection (1), dogs may be off leash in all city parks, except for Epic Regional Sports Park, daily between 6 A.M. and 8 A.M. and between 6 P.M. and 8 P.M., subject to the following conditions:

- (a) Even while in city parks during the time limited off leash hours, it is unlawful for a dog to be at large unless it is at all times under the control of the dog's owner or custodian. "Under control" means that a dog will respond on command to its owner or custodian; and
- (b) Even while in city parks during the time limited off leash hours, it is unlawful for a dog to be on designated walking and recreation trails unless leashed and under the direct control of the dog's owner or custodian.

## Appendix B

Staff Report: **Off-Leash Dog Recommendations**  
Date: April 22, 2024  
Contact: Doug Robins, Parks & Recreation Director



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Provo City has received an increasing number of complaints from residents of unwanted off-leash dog interactions and excessive dog waste left in public spaces. This has led to multiple discussions and action to deal with these issues including education, legislation, enforcement, development planning, and sustainability. As part of this review of dog issues, the Provo City Council asked Parks & Recreation staff to provide recommendations for potential off-leash dog opportunities in Provo. This staff report is the result of that request.

Existing ordinances provide opportunity for owners to bring dogs to parks and along trails, as long as the animal is leashed and that the owner disposes of dog waste. Compliance to these simple community standards offers access to dog owners and their animals, balanced with the reasonable expectation of citizens to enjoy the same public spaces without them being spoiled with dog feces or unwanted dog interactions. A quick review indicates that this approach is used by all of Provo's surrounding communities.

To remind dog owners of their responsibilities, signs have been posted at all park and trailheads. While it is a dog owner's role to dispose of their dog waste, convenience bag dispensers and trash receptacles have also been set at parks and trailheads.

### Off-leash hours in all parks

The concept of scheduling off-leash hours or days of the week in parks is not a common practice. Considering the current conflicts and opposition to this concept that the Department has received, this option may further confuse the original issues regarding enforcement of leash laws and dog waste and assure continued problems with unwanted off-leash dog interactions at outdoor recreation facilities.

Other local communities also have standard leash laws and requirements to dispose of dog waste, very similar to the policies in Provo. However, what is being observed in other communities are more dog restrictions to watersheds, sports fields, and other public spaces due to fecal contamination. In an effort to maintain a balance of reasonable opportunity of access while promoting a culture of responsibility, staff would expect to continue with reasonable leash laws and not recommend off-leash schedules in City parks.

### Dedicated and fenced off-leash areas at existing parks

The enclosed off-leash area at Bicentennial Park is an example of the integration of a fenced off-leash area in an existing park. Locations that have similar site characteristics, including a buffer from residential areas might be candidates for this type of use, but it should be noted that even the mention of a potential site often creates immediate negative reactions and concerns from adjacent homeowners that may be impacted.

Staff recommendation is to continue careful consideration of potential future locations, using the standard park planning and design process which includes neighborhood involvement.

### Dedicated and fenced off-leash areas at new/future parks

For many years, off-leash dog opportunities have been discussed as a design option for each new park development. Park design committees consisting of neighborhood residents, have been reluctant to include off-leash areas in their neighborhood park or adjacent to their neighbors. Location, distribution, size, buffer from residential, access, security, surfacing, amenities, and other design elements must be considered for this specific use.

---

The following is an incomplete list of some potential locations that may be explored further for dedicated off-leash dog enclosures. Parks and Recreation would explore this as part of a standard park design process that involves more involved site analysis, neighborhood meetings and other public involvement.

**Regional: (5 Acres+)**

- USFS access at Rock Canyon Trailhead, Slate Canyon Trailhead, and Provo Canyon.

**Community: (2-5 Acres)**

- 1600 West Lakeview Parkway (5 Acres)
- Slate Canyon Park (2-5 Acres)
- Bicentennial Park Expansion – (1-2 Acres)

**Neighborhood (1/2 – 2 Acres)**

- Bicentennial Park – current site (.63 Acres)
- Powerline #3, Powerline Park #4, Provost Park, Harbor Park, 1730 North – future public works detention basin site
- Foothills Trails Park (1-2 Acres)
- Sunset View Park expansion (1/2 Acre); Footprinters Park expansion (1/2 Acre).
- Paul Ream Wilderness Park (1/2 to 1 Acre)

**Private off-leash dog facilities**

Simple pet amenity spaces at hotels and commercial areas and more common. Residential communities and HOA's are also creating dedicated off-leash dog facilities on private property to support their tenants with pets. Good examples can be found at: <https://dogfriendlyslc.com/dog-friendly-housing/>. Some landowners offer private property rental advertised for dog park use: <https://www.sniffspot.com/listings/provo-ut>

This staff recommendation has been reviewed with the Parks & Recreation Advisory Board, with general comments to continue forward as described in this report. The Department will continue to explore opportunities for dedicated enclosed off-leash areas. This effort is currently included in the Parks and Recreation Department CIP to meet the level of service standards of 4 dedicated off-leash areas by 2031, and other objectives of the Parks & Recreation Master Plan.

### Review of Local Off-Leash Dog Policies/Facilities

Salt Lake City: Strict policy that dogs must always be on leash at parks unless otherwise posted. Own and maintain one dog park that allows dogs off leash in a fenced-in area, otherwise all our parks, trails, and open spaces abide by our on-leash rule.

Orem: Dogs must be leashed in parks and trails. No off-leash hours in existing parks. One dedicated off-leash enclosed dog park at Mt. Timpanogos Park at Provo Canyon.

Springville: No dog parks. Dogs must be leashed at all parks, trails and other public properties.

Lehi: Dogs must be leashed in parks and trails. A newly designated off-leash area is being enclosed with fencing at Willow Park. This gravel surface site is the only off-leash area. All other public spaces are leash required. Animal control enforces dog issues in Lehi city parks.

Sandy: One off-leash dog park with separate gravel and turfgrass sections that close on rotation in an effort to keep grass alive. This fenced site is open 9am-9pm.

Draper: One off-leash dog park with fenced areas for large and small animals. This site has gravel and a stream that has been associated with reported giardia infections. Dogs must be on leashes at other outdoor recreation facilities.

Logan: Dogs must be on leashes, on all walkways and trails. Dogs allowed at a select number of parks, in designated areas with leashes. They do have 1 designated dog park. Police dispatch and Animal Control enforce the park rules.

Spanish Fork: A large off-leash dog park has two separate fenced areas that open and close on rotation in an effort to keep grass alive. Two other small enclosed off-leash areas one with grass, the other with gravel. No other off leash areas within the city. Park staff remind people the violate laws and policies, and Police enforce. A strict no dog policy at all sports fields and parks with splash pads.

St. George: No off-leash areas or hours at any park. Enforced by the police department. Must have doggy bag and water visible on leash/person or will be at risk of being ticketed. Two off-leash dog parks (enclosed) have designated with big and little dog sections.

Tooele: Newly designated off-leash dog park and they are currently posting signage. All other public spaces are leash only.

Vineyard: One designated dog park. Leashes are required on all other city property. No other off-leash areas or hours. Animal control enforces leash and litter laws.

Santaquin: No-off leash areas on city property and no city owned dog parks.

Payson: No dog park. Leashes are required on all city property. Several parks have a no dog rule enforced by police.

## Appendix C

### Dog Related Incidents in Provo City

2020- February 2025

Police Report Classification	Year						5 Year Total
	2020	2021	2022	2023	2024	2025	
<b>Aggressive Dog</b>	<b>47</b>	<b>59</b>	<b>52</b>	<b>43</b>	<b>49</b>	<b>6</b>	<b>256</b>
Non-Park	43	53	47	39	45	6	233
Park	4	6	5	4	4		23
<b>Dog Attack Dog</b>	<b>26</b>	<b>33</b>	<b>31</b>	<b>35</b>	<b>22</b>	<b>2</b>	<b>149</b>
Non-Park	25	32	22	34	20	2	135
Park	1	1	9	1	2		14
<b>Dog Attack Other Animal</b>	<b>12</b>	<b>30</b>	<b>17</b>	<b>31</b>	<b>14</b>	<b>4</b>	<b>108</b>
Non-Park	11	30	17	29	14	4	105
Park	1			2			3
<b>Dog Bite</b>	<b>89</b>	<b>87</b>	<b>83</b>	<b>76</b>	<b>98</b>	<b>2</b>	<b>435</b>
Non-Park	84	77	77	71	93	2	404
Park	5	10	6	5	5		31
<b>Off Leash</b>	<b>32</b>	<b>48</b>	<b>19</b>	<b>33</b>	<b>127</b>	<b>18</b>	<b>277</b>
Non-Park	5	20	8	15	63	9	120
Park	27	28	11	18	64	9	157
<b>Running at Large</b>	<b>619</b>	<b>534</b>	<b>587</b>	<b>513</b>	<b>488</b>	<b>97</b>	<b>2838</b>
Non-Park	553	489	531	470	434	93	2570
Park	66	45	56	43	54	4	268
						<b>Grand Total</b>	<b>4063</b>
						Non-Park	3567
						Park	496

## Appendix D

### Capital Improvement Summary Parks & Recreation CIP

#### Funded Projects

##### Funding Sources

	FY 2025-2026 Estimate	FY 2026-2027 Estimate	FY 2027-2028 Estimate	FY 2028-2029 Estimate	FY 2029-2030 Estimate	Total
Grants	\$ 4,032,126	\$ 4,898,592	\$ -	\$ 113,592	\$ -	\$ 9,044,310
Taxes	\$ 1,643,783	\$ 2,300,000	\$ 2,073,000	\$ 1,895,000	\$ 1,645,000	\$ 9,556,783
Transfers	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
City Labor	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Impact Fees	\$ 100,000	\$ 50,000	\$ -	\$ -	\$ 5,547,039	\$ 5,697,039
Bonds	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Prior Year Carryover	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
CIP Fund Balance	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
New Year Budget	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Total Funding Sources</b>	<b>\$ 5,775,909</b>	<b>\$ 7,248,592</b>	<b>\$ 2,073,000</b>	<b>\$ 2,008,592</b>	<b>\$ 7,192,039</b>	<b>\$ 24,298,132</b>

##### Project Costs

Project Title	Priority Level	Project is New or has Significantly Changed	Operating Impact						
			1. Critical Health and Safety	2. Necessary Infrastructure	3. Aspirational Projects	2c	2d	2e	2f
Dog Park Off Leash Areas	1. Critical Health and Safety	Yes	\$ 900,000	\$ -	\$ -	\$ 900,000	\$ -	\$ 1,800,000	B. Little to no impact
Arts Projects	2. Necessary Infrastructure	No	337,200	300,000	300,000	300,000	300,000	1,537,200	B. Little to no impact
Provo River Parkway Trail - Central	2c. Conditional funding secured	No	4,346,709	-	-	-	-	4,346,709	B. Little to no impact
Bicentennial Park Expansion	2d. Projects depending on outside fi	No	192,000	-	-	-	-	5,547,039	B. Little to no impact
Memorial Park Site Plan	2. Necessary Infrastructure	Yes	-	60,000	-	-	-	60,000	B. Little to no impact
Impact Fee Study	2. Necessary Infrastructure	Yes	-	50,000	-	-	-	50,000	B. Little to no impact
Parks and Recreation Master Plan	2. Necessary Infrastructure	Yes	-	80,000	-	-	-	80,000	C. Potential increase
Fort Utah Improvements	2c. Conditional funding secured	Yes	-	6,250,000	-	-	-	6,250,000	B. Little to no impact
Playground Replacements	2. Necessary Infrastructure	No	-	413,592	700,000	713,592	600,000	2,427,184	B. Little to no impact
Parks Restroom Replacements	2. Necessary Infrastructure	No	-	-	978,000	-	650,000	1,628,000	B. Little to no impact
Minor Capital Projects	2. Necessary Infrastructure	No	-	95,000	95,000	95,000	95,000	380,000	B. Little to no impact
<b>Total Project Costs</b>			<b>\$ 5,775,909</b>	<b>\$ 7,248,592</b>	<b>\$ 2,073,000</b>	<b>\$ 2,008,592</b>	<b>\$ 7,192,039</b>	<b>\$ 24,298,132</b>	

Priority Levels: 1 - Critical Health and Safety 2 - Necessary Infrastructure 3 - Aspirational Projects

2c - Projects with conditional funding 2d - Projects depending on outside funding

Operating Impact: A - Potential decrease B - Little to no impact C - Potential increase D - Current Budget increase needed

# PROVO MUNICIPAL COUNCIL

## WORK SESSION

### STAFF REPORT



**Submitter:** AERCANBRACK

**Presenter:** Laramie Gonzales, Customer Op Business Analyst & Aaron Sanborn, Vice President of Zion's Public Finance

**Department:** Customer Service

**Requested Meeting Date:** 06-17-2025

**Requested Presentation Duration:** 60 minutes

**CityView or Issue File Number:** 25-072

**SUBJECT:** 4 A presentation regarding the 2025 Business License and Rental Dwelling Fee Study (25-072)

**RECOMMENDATION:** Presentation Only

**BACKGROUND:** Provo City contracted with Zions Public Finance to conduct an analysis of business license and rental dwelling fees. This effort follows two previous fee studies completed in 2010 and 2011, both of which recommended significant increases to better align fees with the actual cost of service. However, at that time, the City Council chose not to implement those recommended rate increases. The current study by Zions aims to provide updated data and recommendations to ensure that fees are fair, equitable, and reflective of the City's cost to provide these services.

**FISCAL IMPACT:** The City currently subsidizes these programs; adopting the proposed fees would make them self-sustaining.

**COMPATIBILITY WITH GENERAL PLAN POLICIES, GOALS, AND OBJECTIVES:**

Adopting these fees would ensure cost recovery for administering the business and rental licensing programs.

# Provo City

Business & Rental License Fee Cost of Service Analysis



ZIONS PUBLIC FINANCE, INC.

June 2025

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## Introduction

Zions Public Finance, Inc. (ZPFI) was asked to evaluate the current business & rental license fees for Provo City (“City”) and recommend a revised fee structure that reflects the City’s costs associated with providing these services to the community. Utah law allows municipalities to license businesses for the purpose of regulation and revenue. License fees may be considered based on the cost to the City for provisioning the license, disproportionate costs to provide municipal services, and for the provision of an enhanced level of municipal services to certain businesses or a selected area.

This analysis examines the base license fee and includes a disproportionate cost analysis to determine if any business or rental types have a greater impact on City services.

## Methodology

ZPFI’s approach to calculating costs was based on the following tasks and steps:

- Step 1: Review Department Budgets; Gather Initial Data Regarding Employees per Department and Labor Costs
- Step 2: Prepare Spreadsheet Template
- Step 3: Coordinate with City Staff on Direct Costs
- Step 4: Allocate Indirect and Overhead Costs
- Step 5: Calculate Total Cost Per Hour
- Step 6: Calculate Costs per Service
- Step 7: Geocode Police & Fire Calls for Service to Businesses/Rentals
- Step 8: Calculate Ratio of Business/Rental Calls for Service to Residential Calls for Service
- Step 9: Calculate Disproportionate Fee
- Step 10: Calculate total business/rental license fee

### **Step 1: Review Department Budgets; Gather Initial Data Regarding Employees per Department and Labor Costs**

ZPFI first reviewed the budgets for business and rental licensing fees. This step identified overall labor costs, as well as the number of employees and employee positions in each department.

### **Step 2: Preparation of Spreadsheet Template**

ZPFI created a financial model that allowed for City staff to enter the amount of time spent on each fee-related service, by employee position.

### **Step 3: Coordination with Departments on Direct Costs**

From the information gathered from the various departments, ZPFI prepared a detailed spreadsheet that allowed for input regarding the actual time spent by various positions in providing each service. ZPFI then followed up to clarify data and resolve any potentially conflicting information.

### **Step 4: Allocation of Indirect and Overhead Costs**

1. Indirect - Business License employee time not directly spent on fee-related services, but on activities such as meetings, training, etc.
2. Overhead - Certain City departments have overhead costs that need to be apportioned among all departments and fees.

**Business/Rental License Indirect Cost Allocation.** Costs are allocated for employee time spent on activities that are not directly license fee-related, such as training, meetings, etc. For example, an employee who provides fee-related services may also attend department meetings or training workshops. A portion of these indirect costs can be allocated to the unit costs associated with providing services for which fees are charged.

**City Overhead Cost Allocation.** There are also overhead costs associated with other City departments such as human resources, IT, attorney etc. The work done by these departments benefits every City employee and represents costs that those departments do not need to include in their direct budgets. These costs have also been allocated and added to the direct unit costs. The overhead costs that are allocated to all City departments are shown in the following Table 1.

TABLE 1: TOTAL OVERHEAD COSTS

Overhead Category	Cost
Municipal Council	\$1,254,854
Legal	\$2,113,064
General Services	\$1,357,578
Mayor's Office	\$2,237,865
Recorder Division	\$220,677
Human Resource Division	\$1,049,567
Finance Division	\$1,272,548
Information Security Division	\$5,568,126
Cybersecurity Division	\$539,209
<b>Total</b>	<b>\$15,613,488</b>

Source: Provo City FY2024 Budget

Total overhead costs for the City were divided between each full-time equivalent (FTE) employee to calculate an overhead cost per minute. As shown in the following Table 2, the overhead cost per FTE is \$17,420 per FTE or \$0.14 per minute.

TABLE 2: OVERHEAD COSTS PER HOUR

Description	Amount
Total Overhead Costs to Allocate	\$15,613,488
Total City Employees (FTE)	969.8
Employees in Overhead Departments (FTE)	73.5
Employees for Cost Spread (FTE)	896.30
Cost per Employee per Year	\$17,419.94
Cost per Employee per Hour	\$8.37
<b>Cost per Employee per Minute</b>	<b>\$0.14</b>

In addition to these overhead costs, the Customer Service department allocates a portion of the total department budget to responding to licensing related inquiries, outside of the license review process. A calculation is provided for the Customer Service department licensing allocation.

TABLE 3: CUSTOMER SERVICE DEPARTMENT - LICENSING ALLOCATION

Customer Service Call Center Budget	Percent of Licensing Related Calls	Allocable Amount	Cost per License
\$1,226,975	4%	\$49,079	\$7.32

#### Step 5: Calculation of Total Cost per Hour

The indirect and overhead costs per hour are added to the direct cost per hour to identify the total costs per hour. These calculations will be detailed in the Cost-of-Service Analysis.

#### Step 6: Calculate Costs per Service

This step calculates the total cost per service by multiplying the time spent by the fully loaded cost per hour. These calculations will be detailed in the Cost-of-Service Analysis.

#### Step 7: Geocode Police & Fire Calls for Service to Businesses

ZPFI collected police and fire calls for service from the City for a period of one year and analyzed both the calls to residential units and business/rental locations. Calls for businesses and rentals were geocoded to business addresses to determine the calls for service to each business during one year.

#### Step 8: Calculate Ratio of Business/Rental Calls for Service to Residential Calls for Service

During this step, ZPFI calculated the base ratio of calls for service to residential locations and calculated the call ratios for each business or rental type. These were compared to the residential base ratio to determine any disproportionate impacts by a certain business or rental type.

#### Step 9: Calculate Disproportionate Fee

This step calculates any disproportionate fees by multiplying disproportionate business and rental ratios by the base police and fire cost per call.

#### Step 10: Calculate Total Business/Rental License Fee

This step calculates the total cost per service to the City, combining the base total cost with any disproportionate costs by business or rental type.

## Business License Fees

#### Current Fee Structure

Current fees are pulled directly from the City's Fee Schedule. Based on discussions with the City, the existing fee structure (i.e., fee categories shown in Table 4 below) will be maintained in this analysis, except for the General Business license. Actual fees (costs), along with any disproportionate fees, will be updated as part of this study.

TABLE 4: CURRENT BUSINESS LICENSE FEE STRUCTURE

License Type	Current Fees	Renewal Fee
<i>General Business (based on employee count)</i>		
0 to 5	\$125	
6 to 10	\$175	
11 to 25	\$300	
26 to 50	\$425	
51 to 75	\$550	

License Type	Current Fees	Renewal Fee
76 to 100	\$675	
101+	\$800	
<i>Home Based Business</i>		
Home Business	\$37	\$17
Home Occupation / Major	\$100	
Home Occupation / Day Care	\$175	\$155
<i>Beer License</i>		
Class A	\$350	
Class B	\$450	
Class C	\$550	
Class D	\$300	
Class E	\$550	
Class F	\$450	
<i>Nonprofit Business</i>		
Non-profit non-retail	\$218	\$159
Non-profit retail	\$287	\$228
<i>Misc Businesses/Licenses</i>		
Christmas Tree Stand + permit fee	\$309	
Firework Stand + permit fee	\$384	
Chicken License	\$20	
Solicitor	\$76	
Temporary + permit fee	\$318	
Towing	General business fee + \$38 per truck	
Salon Chair	\$28	
Special Event	\$50	
Food truck	Same as general business license	
General Business + Food Est.		
<i>General Service Fees</i>		
Late Fee (all licenses)	\$25	
Name Change	\$10	
Location Change	\$25	

Source: Provo City

### Cost-of-Service Analysis

Direct costs are incurred by those individuals who directly manage fee-related services. While the “average” time spent for similar services can vary depending on a variety of factors, this report is based on an “average” time spent per individual service, as shown in the Table 5 below, broken out by major category.<sup>1</sup>

<sup>1</sup> Two employees, one in Customer Service and one in Parks, serve as backup reviewers and do not review every application. For this reason, their time is not counted as separate time but would be identical to the regular employee review in that department.

Not every employee is required to review each application type. For purposes of clarity, employees who are not involved in reviews or approvals for a category of licenses have been removed from that category.

TABLE 5: MINUTES SPENT BY POSITION PER LICENSE – GENERAL BUSINESS

Employee/Department	0 to 5	6 to 10	11 to 25	26 to 50	51 to 75	76 to 100	101+
Customer Service	25	25	25	25	25	25	25
Police	20	20	20	20	20	20	20
Fire	90	90	90	90	90	90	90
Development Services	13	13	13	13	13	13	13
Development Services	25	25	25	25	25	25	25
Waste Water	30	40	50	60	70	80	90
<b>Total</b>	<b>203</b>	<b>213</b>	<b>223</b>	<b>233</b>	<b>243</b>	<b>253</b>	<b>263</b>
<b>General Business</b>	<b>233</b>						
<b>License Average</b>	<b>minutes</b>						

Source: Provo City

TABLE 6: MINUTES SPENT BY POSITION PER LICENSE – HOME BASED BUSINESS

Employee/Department	Home Business <sup>2</sup>	Home Occupation / Major	Home Occupation / Day Care
Customer Service	20	20	20
Police	0	30	30
Fire	60	60	90
Development Services	35	40	40
Waste Water	15	15	15
<b>Total</b>	<b>130</b>	<b>165</b>	<b>195</b>

Source: Provo City

TABLE 7: MINUTES SPENT BY POSITION PER LICENSE – BEER LICENSE

Employee/Department	Class A	Class B	Class C	Class D	Class E	Class F
Customer Service	20	20	20	20	20	20
Police	40	40	40	40	40	40
Development Services	25	25	25	25	25	25
<b>Total</b>	<b>85</b>	<b>85</b>	<b>85</b>	<b>85</b>	<b>85</b>	<b>85</b>

Source: Provo City

TABLE 8: MINUTES SPENT BY POSITION PER LICENSE – NONPROFIT BUSINESS

Employee/Department	Nonprofit non-retail	Nonprofit Retail
Customer Service	25	25

<sup>2</sup> Utah code prohibits a municipality from charging a fee to operate a home-based business, “unless the combined offsite impact of the home-based business and the primary residential use materially exceed the offsite impact of the primary residential use alone” or if a “home-based business owner who is otherwise exempt...requests a license from the municipality” - Utah Code Annotated § 10-1-203 (8)(a). The City currently does not charge for a home-based business license, but the costs associated with issuing these licenses is shown in this study, as a matter of information.

Employee/Department	Nonprofit non-retail	Nonprofit Retail
Police	20	20
Fire	90	90
Development Services	13	13
Development Services	25	25
Waste Water	30	30
<b>Total</b>	<b>203</b>	<b>203</b>

Source: Provo City

TABLE 9: MINUTES SPENT BY POSITION PER LICENSE – MISCELLANEOUS BUSINESSES/LICENSES

Dept.	Christm as Tree Stand	Firework Stand	Chicken License	Solicitor	Temporary	Towing	Salon Chair	Special Event	Food Truck	Food Est.*
Cust. Service	35	35	15	30	35	25	20	30	25	5
Police	0	0	0	0	5	0	0	45	0	0
Police	0	0	0	40	30	30	0	0	30	0
Fire	0	0	0	0	0	0	0	90	0	0
Fire	90	90	0	0	90	90	15	0	90	0
Dev. Services	0	0	0	0	20	0	0	5	0	15
Dev. Services	25	25	0	10	25	25	20	0	10	0
Parks	0	0	0	0	0	0	0	45	0	0
Sani.	30	30	0	0	30	0	0	20	0	0
Eng.	0	0	0	0	0	0	0	30	0	0
Eng.	0	0	0	0	0	0	0	20	0	0
Waste Water	0	0	0	0	15	0	15	0	30	60
<b>Total</b>	<b>180</b>	<b>180</b>	<b>15</b>	<b>80</b>	<b>250</b>	<b>170</b>	<b>70</b>	<b>285</b>	<b>185</b>	<b>80</b>

\*Food Establishments will include the General Business License fee + the Food Establishment fee

Source: Provo City

TABLE 10: MINUTES SPENT BY POSITION PER LICENSE – GENERAL SERVICE FEES

Employee/Department	Late Fee	Name Change	Location Change
Customer Service	5	10	25
Police	0	0	20
Fire	0	0	90
Development Services	0	0	13
Development Services	0	0	25
Waste Water	0	0	30
<b>Total</b>	<b>5</b>	<b>10</b>	<b>203</b>

Source: Provo City

Based on information provided by the City, all new Customer Service representatives (CSR) receive 40 hours of training specific to licensing and permitting. All CSR will receive one-hour refresher training annually. All other department application reviewers will receive one hour of training on their specific assignment in the overall licensing approval process.

Based on this information, employees spend between approximately 0.05 percent and 1.92 percent of their time on training or meetings and an allocation of that time can be attributed to business licensing. The following Table 11 shows each employee's cost per hour for training.

TABLE 11: INDIRECT TRAINING COST PER HOUR

Employee/Department	Percent of Time	Training Cost per Hour
Customer Service*	1.92%	\$1.35
Customer Service	1.92%	\$0.91
Police	0.05%	\$0.02
Police	0.05%	\$0.02
Fire	0.05%	\$0.04
Fire	0.05%	\$0.04
Development Services	0.05%	\$0.04
Development Services	0.05%	\$0.02
Development Services	0.05%	\$0.02
Parks	0.05%	\$0.02
Parks*	0.05%	\$0.04
Sanitation	0.05%	\$0.04
Engineering	0.05%	\$0.04
Engineering	0.05%	\$0.03
Waste Water	0.05%	\$0.03

\*Employee serves as backup and is not included in the total cost calculations.

Source: Provo City

It is also permissible to include the cost of conducting this cost-of-service analysis in the overall cost of the fees. Cost estimates assume the life of the study is 5 years and therefore the total cost of the study is divided by five and then divided by the total licenses completed within one year.

The study also includes the general overhead costs and the materials costs to determine the total cost for each employee involved with the fee-related services.

TABLE 12: TOTAL COSTS PER HOUR &amp; MINUTE

Employee/Department	Wages + Benefits per Hour	Indirect Costs per Hour - Admin	Indirect Costs per Hour - Training	Supplies Cost per Hour	Total Cost per Hour	Total Cost per Minute
Customer Service*	\$70.32	\$0.14	\$1.35	\$1.00	<b>\$72.81</b>	<b>\$1.21</b>
Customer Service	\$47.31	\$0.14	\$0.91	\$1.00	<b>\$49.35</b>	<b>\$0.82</b>
Police	\$47.34	\$0.14	\$0.02	\$0.00	<b>\$47.50</b>	<b>\$0.79</b>
Police	\$47.37	\$0.14	\$0.02	\$0.00	<b>\$47.53</b>	<b>\$0.79</b>
Fire	\$76.64	\$0.14	\$0.04	\$0.00	<b>\$76.82</b>	<b>\$1.28</b>
Fire	\$73.58	\$0.14	\$0.04	\$0.00	<b>\$73.75</b>	<b>\$1.23</b>
Development Services	\$79.22	\$0.14	\$0.04	\$0.00	<b>\$79.40</b>	<b>\$1.32</b>
Development Services	\$48.10	\$0.14	\$0.02	\$0.00	<b>\$48.26</b>	<b>\$0.80</b>
Development Services	\$41.21	\$0.14	\$0.02	\$0.00	<b>\$41.37</b>	<b>\$0.69</b>

Employee/Department	Wages + Benefits per Hour	Indirect Costs per Hour - Admin	Indirect Costs per Hour - Training	Supplies Cost per Hour	Total Cost per Hour	Total Cost per Minute
Parks	\$39.51	\$0.14	\$0.02	\$0.00	<b>\$39.67</b>	<b>\$0.66</b>
Parks*	\$74.61	\$0.14	\$0.04	\$0.00	<b>\$74.79</b>	<b>\$1.25</b>
Sanitation	\$77.73	\$0.14	\$0.04	\$0.00	<b>\$77.91</b>	<b>\$1.30</b>
Engineering	\$80.88	\$0.14	\$0.04	\$0.00	<b>\$81.06</b>	<b>\$1.35</b>
Engineering	\$64.88	\$0.14	\$0.03	\$0.00	<b>\$65.05</b>	<b>\$1.08</b>
Waste Water	\$60.00	\$0.14	\$0.03	\$0.00	<b>\$60.17</b>	<b>\$1.00</b>

There are two costs that are charged per license, which are added to each license type.

TABLE 13: PER LICENSE COSTS

Category	Per License Fee
Study Cost	\$0.60
Customer Service Cost	\$7.32
<b>Total</b>	<b>\$7.91</b>

The cost per minute for each employee is then multiplied by the time spent per service, by each employee, arriving at the total calculated fee per license type. State code directs that this is the maximum fee a municipality may charge for its business license fee.

TABLE 14: TOTAL COST PER UNIT – BUSINESS LICENSES

License Type	Current Fees	Calculated Fee
<i>General Business (based on employee count)</i>		
0 to 5	\$125	\$222.35
6 to 10	\$175	\$232.38
11 to 25	\$300	\$242.41
26 to 50	\$425	\$252.43
51 to 75	\$550	\$262.46
76 to 100	\$675	\$272.49
101+	\$800	\$282.52
<i>Home Based Business</i>		
Home Business	\$37	\$141.31 <sup>3</sup>
Home Occupation / Major	\$100	\$169.10
Home Occupation / Day Care	\$175	\$205.98
<i>Beer License</i>		
Class A	\$350	\$76.16
Class B	\$450	\$76.16
Class C	\$550	\$76.16
Class D	\$300	\$76.16

<sup>3</sup> Although no license fee will be charged for Home Businesses that do not have an impact, the City could charge this amount, if able.

License Type	Current Fees	Calculated Fee
Class E	\$550	\$76.16
Class F	\$450	\$76.16
<i>Nonprofit Business</i>		
Non-profit non-retail	\$218	\$222.35
Non-profit retail	\$287	\$222.35
<i>Misc Businesses/Licenses</i>		
Christmas Tree Stand + permit fee	\$309	\$206.40
Firework Stand + permit fee	\$384	\$206.40
Chicken License	\$20	\$20.25
Solicitor	\$76	\$72.32
Temporary + permit fee	\$318	\$275.63
Towing	General business fee + \$38 per truck	
		\$182.98
Salon Chair	\$28	\$73.93
Special Event	\$50	\$307.99
Food truck	Same as general business license	
General Business + Food Est.		\$201.00
	<i>General Service Fees</i>	
Late Fee (all licenses)	\$25	\$12.02
Name Change	\$10	\$16.14
Location Change	\$25	\$222.35

Currently, the City charges different fees to general businesses based on the number of employees that business has. This methodology does not account for the actual impact a given business has on the City. Due to this, it is recommended that the City standardize the base license fee for general businesses and then add on disproportionate fees based on a business's sub-category. This more accurately reflects a businesses impact on the City and allows the City to recapture those costs through the business licensing process. By averaging the calculated base fee for the General Business license category, this would result in a maximum base fee of **\$252.43**.

Additionally, beer licenses are charged different fees based on class. There is not a demonstrative difference in the time taken to process these licenses and it is recommended that all classes be categorized together. If there are additional regulatory costs associated with different beer license classes, those costs should be identified to allow for different costs.

### Disproportionate Analysis

In addition to the costs of service to process licenses, there is a recognition that certain business types may have a disproportionate impact on the City. This is calculated using police and fire calls for service to each business location throughout the City.

### Total Calls for Service

A total of 11,156 non-traffic related police calls were received in the City and 7,111 non-traffic related fire calls. These calls are then geocoded in a GIS database to determine which of these calls were associated with businesses, rentals, or single-family residences in the City. The following Table 15 shows the calls for each service type that can be mapped to a physical location. For both police and

fire calls, there are numerous calls that, because of the listed incident addresses, cannot be accurately associated with any of the categories and cannot be counted in the analysis.

TABLE 15: POLICE &amp; FIRE CALLS FOR SERVICE

Category	Calls for Service
<i>Police</i>	
Single Family Residential	4,090
Business	2,642
Rental	1,277
BYU	3
<i>Fire</i>	
Single Family Residential	2,195
Business	1,655
Rental	1,283
BYU	399

### Cost per Call

To calculate a cost per call, the Police Department and Fire Department budgets are divided out to the total calls for service. However, only a portion of each department's time is spent directly responding to calls as opposed to administrative duties, general patrol, or other duties. To account for this, only a proportion of the budget, equal to the percentage of time spent responding to calls, is used to calculate the cost per call. This information was measured by the Police and Fire Department based on the calls that were responded to. Thus, the cost per call is as follows:

TABLE 16: CALCULATED COST PER CALL

Department	Percent of Time Responding to Calls	Cost per Call
Police Department	20%	\$410.51
Fire Department	20%	\$379.44

### Disproportionate Costs – Businesses

To determine disproportionate costs, extreme outliers are removed from licensing categories to avoid skewing the data. Then, the average number of calls per business is calculated. By subtracting the base residential ratio, we can identify categories with higher or lower call volumes compared to the average residential unit. Businesses with a final call ratio of 0.00 or below indicates no greater impact than the average residential unit and are not assessed a disproportionate fee. Conversely, business subcategories with a final call ratio above 0.00 show a disproportionate impact and can be assessed a disproportionate fee.

TABLE 17: COMMERCIAL BUSINESS CALL RATIOS WITH DISPROPORTIONATE IMPACT

License Subcategory	Total Business	Police Calls per Business	Fire Calls per Business	Police Final Call Ratio	Fire Final Call Ratio
Accommodation and Food Services	298	1.18	0.59	0.89	0.44
Administrative and Support and Waste Management and Remediation Services	103	0.13	0.04	(0.16)	(0.12)

License Subcategory	Total Business	Police Calls per Business	Fire Calls per Business	Police Final Call Ratio	Fire Final Call Ratio
Agriculture, Forestry, Fishing and Hunting	12	0.08	0.08	(0.20)	(0.07)
Air Transportation	11	0.55	0.00	0.26	0.00
Apparel Manufacturing	10	0.70	0.30	0.41	0.15
Arts, Entertainment, and Recreation	63	0.67	0.34	0.38	0.18
Beverage and Tobacco Product Manufacturing	1	0.00	0.00	(0.29)	(0.15)
Building Material and Garden Equipment and Supplies Dealers	9	0.75	0.56	0.46	0.40
Chemical Manufacturing	2	0.00	0.00	(0.29)	(0.15)
Clothing and Clothing Accessories Stores	67	0.30	0.09	0.01	(0.07)
Computer and Electronic Product Manufacturing	1	0.00	0.00	(0.29)	(0.15)
Construction	142	0.09	0.08	(0.20)	(0.08)
Couriers and Messengers	2	0.00	0.00	(0.29)	(0.15)
Educational Services	44	0.25	0.36	(0.04)	0.21
Electronics and Appliance Stores	8	0.25	0.00	(0.04)	(0.15)
Fabricated Metal Product Manufacturing	31	0.32	0.26	0.03	0.10
Finance and Insurance	84	0.44	0.12	0.15	(0.04)
Food and Beverage Stores	32	1.89	1.40	1.60	1.25
Food Manufacturing	38	0.13	0.05	(0.16)	(0.10)
Furniture and Home Furnishings Stores	3	0.00	0.00	(0.29)	(0.15)
Furniture and Related Product Manufacturing	5	0.00	0.00	(0.29)	(0.15)
Gasoline Stations with Alcohol License	14	3.89	2.50	3.60	2.35
Gasoline Stations without Alcohol License	1	2.00	1.00	1.71	0.85
General Merchandise Stores	20	0.63	0.58	0.34	0.42
Health and Personal Care Stores	29	0.48	0.03	0.19	(0.12)
Health Care and Social Assistance	332	0.30	0.28	0.01	0.12
Impound	11	0.00	0.09	(0.29)	(0.06)
Information	46	0.20	0.04	(0.09)	(0.11)
Insurance	3	0.00	0.00	(0.29)	(0.15)
Machinery Manufacturing	9	0.00	0.00	(0.29)	(0.15)
Management of Companies and Enterprises	2	0.00	0.00	(0.29)	(0.15)
Mining, Quarrying, and Oil and Gas Extraction	1	0.00	0.00	(0.29)	(0.15)
Miscellaneous	58	0.82	0.52	0.53	0.36
Miscellaneous Manufacturing	15	0.60	0.13	0.31	(0.02)
Miscellaneous Store Retailers	98	0.25	0.05	(0.04)	(0.10)

License Subcategory	Total Business	Police Calls per Business	Fire Calls per Business	Police Final Call Ratio	Fire Final Call Ratio
Motor Vehicle and Parts Dealers	76	0.55	0.17	0.26	0.02
Nonmetallic Mineral Product Manufacturing	3	0.00	0.67	(0.29)	0.51
Nonstore Retailers	29	0.14	0.17	(0.15)	0.02
Other Services	309	0.24	0.12	(0.05)	(0.04)
Printing and Related Support Activities	6	0.00	0.17	(0.29)	0.01
Professional, Scientific, and Technical Services	202	0.24	0.10	(0.04)	(0.05)
Real Estate and Rental and Leasing	129	0.40	0.13	0.11	(0.03)
Rentals	4	0.00	0.00	(0.29)	(0.15)
Sporting Goods, Hobby, Musical Instrument, and Book Stores	28	0.11	0.04	(0.18)	(0.12)
Support Activities for Transportation	44	0.36	0.09	0.08	(0.06)
Temporary	11	0.09	0.00	(0.20)	(0.15)
Transit and Ground Passenger Transportation	3	0.33	0.00	0.05	(0.15)
Transportation Equipment Manufacturing	3	0.00	0.00	(0.29)	(0.15)
Truck Transportation	1	0.00	0.00	(0.29)	(0.15)
Warehousing and Storage	11	0.10	0.09	(0.19)	(0.06)
Wholesale Trade	53	0.45	0.06	0.16	(0.10)
Wood Product Manufacturing	3	0.33	0.00	0.05	(0.15)

To calculate the final disproportionate cost, each category is multiplied by the cost per call. Only license subcategories with a disproportionate impact on police or fire calls are included in Table 18 below, while all license subcategories are listed in the appendix.

TABLE 18: CALCULATED DISPROPORTIONATE FEE – BUSINESS LICENSE

License Subcategory	Police Cost	Fire Cost	Total Cost
Accommodation and Food Services	\$365.71	\$166.36	\$532.07
Air Transportation	\$105.61	\$0.00	\$105.61
Apparel Manufacturing	\$169.05	\$55.15	\$224.20
Arts, Entertainment, and Recreation	\$155.37	\$69.83	\$225.20
Building Material and Garden Equipment and Supplies Dealers	\$189.58	\$152.11	\$341.69
Clothing and Clothing Accessories Stores	\$6.09	\$0.00	\$6.09
Educational Services	\$0.00	\$79.29	\$79.29
Fabricated Metal Product Manufacturing	\$14.12	\$39.23	\$53.35
Finance and Insurance	\$61.92	\$0.00	\$61.92
Food and Beverage Stores	\$658.73	\$472.53	\$1,131.26
Gasoline Stations with Alcohol License	\$1,478.13	\$889.91	\$2,368.04

License Subcategory	Police Cost	Fire Cost	Total Cost
Gasoline Stations without Alcohol License	\$702.72	\$320.75	\$1,023.47
General Merchandise Stores	\$140.96	\$160.99	\$301.95
Health and Personal Care Stores	\$79.87	\$0.00	\$79.87
Health Care and Social Assistance	\$4.72	\$46.52	\$51.24
Miscellaneous	\$218.90	\$137.81	\$356.71
Miscellaneous Manufacturing	\$128.00	\$0.00	\$128.00
Motor Vehicle and Parts Dealers	\$106.11	\$6.22	\$112.33
Nonmetallic Mineral Product Manufacturing	\$0.00	\$194.27	\$194.27
Nonstore Retailers	\$0.00	\$6.73	\$6.73
Printing and Related Support Activities	\$0.00	\$4.55	\$4.55
Real Estate and Rental and Leasing	\$45.26	\$0.00	\$45.26
Support Activities for Transportation	\$30.97	\$0.00	\$30.97
Transit and Ground Passenger Transportation	\$18.53	\$0.00	\$18.53
Wholesale Trade	\$67.59	\$0.00	\$67.59
Wood Product Manufacturing	\$18.53	\$0.00	\$18.53

### Total Fee Calculation

The final business license fee is calculated by adding in the base license cost, with any disproportionate fees based on the type of business. These figures show the actual cost of services to the City. The City's legislative body may determine to adopt fees lower than the calculated amounts but may not exceed the calculated amounts. Not every license would have disproportionate costs added to it and would therefore only be charged the base license fee.

TABLE 19: TOTAL BUSINESS LICENSE FEE CALCULATION

License Subcategory	Total Base Fee	Total Disproportionate Cost	Total Cost
Accommodation and Food Services	\$252.43	\$532.07	\$784.50
Administrative and Support and Waste Management and Remediation Services	\$252.43	\$0.00	\$252.43
Agriculture, Forestry, Fishing and Hunting	\$252.43	\$0.00	\$252.43
Air Transportation	\$252.43	\$105.61	\$358.04
Apparel Manufacturing	\$252.43	\$224.20	\$476.63
Arts, Entertainment, and Recreation	\$252.43	\$225.20	\$477.63
Beverage and Tobacco Product Manufacturing	\$252.43	\$0.00	\$252.43
Building Material and Garden Equipment and Supplies Dealers	\$252.43	\$341.69	\$594.12
Chemical Manufacturing	\$252.43	\$0.00	\$252.43
Clothing and Clothing Accessories Stores	\$252.43	\$6.09	\$258.52
Computer and Electronic Product Manufacturing	\$252.43	\$0.00	\$252.43
Construction	\$252.43	\$0.00	\$252.43
Couriers and Messengers	\$252.43	\$0.00	\$252.43
Educational Services	\$252.43	\$79.29	\$331.72

License Subcategory	Total Base Fee	Disproportionate Cost	Total Cost
Electronics and Appliance Stores	\$252.43	\$0.00	\$252.43
Fabricated Metal Product Manufacturing	\$252.43	\$53.35	\$305.78
Finance and Insurance	\$252.43	\$61.92	\$314.35
Food and Beverage Stores	\$252.43	\$1,131.26	\$1,383.69
Food Manufacturing	\$252.43	\$0.00	\$252.43
Furniture and Home Furnishings Stores	\$252.43	\$0.00	\$252.43
Furniture and Related Product Manufacturing	\$252.43	\$0.00	\$252.43
Gasoline Stations with Alcohol License	\$252.43	\$2,368.04	\$2,620.47
Gasoline Stations without Alcohol License	\$252.43	\$1,023.47	\$1,275.90
General Merchandise Stores	\$252.43	\$301.95	\$554.38
Health and Personal Care Stores	\$252.43	\$79.87	\$332.30
Health Care and Social Assistance	\$252.43	\$51.24	\$303.67
Impound	\$252.43	\$0.00	\$252.43
Information	\$252.43	\$0.00	\$252.43
Insurance	\$252.43	\$0.00	\$252.43
Machinery Manufacturing	\$252.43	\$0.00	\$252.43
Management of Companies and Enterprises	\$252.43	\$0.00	\$252.43
Mining, Quarrying, and Oil and Gas Extraction	\$252.43	\$0.00	\$252.43
Miscellaneous	\$252.43	\$356.71	\$609.14
Miscellaneous Manufacturing	\$252.43	\$128.00	\$380.43
Miscellaneous Store Retailers	\$252.43	\$0.00	\$252.43
Motor Vehicle and Parts Dealers	\$252.43	\$112.33	\$364.76
Nonmetallic Mineral Product Manufacturing	\$252.43	\$194.27	\$446.70
Nonstore Retailers	\$252.43	\$6.73	\$259.16
Other Services	\$252.43	\$0.00	\$252.43
Printing and Related Support Activities	\$252.43	\$4.55	\$256.98
Professional, Scientific, and Technical Services	\$252.43	\$0.00	\$252.43
Real Estate and Rental and Leasing	\$252.43	\$45.26	\$297.69
Rentals	\$252.43	\$0.00	\$252.43
Sporting Goods, Hobby, Musical Instrument, and Book Stores	\$252.43	\$0.00	\$252.43
Support Activities for Transportation	\$252.43	\$30.97	\$283.40
Temporary	\$252.43	\$0.00	\$252.43
Transit and Ground Passenger Transportation	\$252.43	\$18.53	\$270.96
Transportation Equipment Manufacturing	\$252.43	\$0.00	\$252.43
Truck Transportation	\$252.43	\$0.00	\$252.43
Warehousing and Storage	\$252.43	\$0.00	\$252.43
Wholesale Trade	\$252.43	\$67.59	\$320.02
Wood Product Manufacturing	\$252.43	\$18.53	\$270.96

## Revenue Projections

### Current Business License Revenue

The estimated annual Business License Fee revenue based on the current fee structure, with no changes to the fee structure is \$505,202.

### Estimated Fee Revenue

Taking the licenses in operation in 2023, the estimated annual Business License Fee revenue, if only the proposed base fee was adopted, would have been \$640,693.20. However, if both the proposed base fee and the disproportionate fee were adopted, the estimated revenue would increase to \$968,872.95.

TABLE 20: BLF - ESTIMATED ANNUAL REVENUE FOR BASE FEE ONLY AND BASE AND DISPROPORTIONATE FEE

License Category	License Subcategory	Base Fee Annual Revenue	Disproportionate & Base Fee Annual Revenue
Alcohol License	N/A	\$4,569.60	\$4,569.60
	Accommodation and Food Services	\$75,224.14	\$233,781.00
	Administrative and Support and Waste Management and Remediation Services	\$26,000.29	\$26,000.29
	Agriculture, Forestry, Fishing and Hunting	\$3,029.16	\$3,029.16
	Air Transportation	\$2,776.73	\$3,938.44
	Apparel Manufacturing	\$2,524.30	\$4,766.30
	Arts, Entertainment, and Recreation	\$15,903.09	\$30,091.32
	Beverage and Tobacco Product Manufacturing	\$252.43	\$252.43
	Building Material and Garden Equipment and Supplies Dealers	\$2,271.87	\$5,347.08
	Chemical Manufacturing	\$504.86	\$504.86
General Business	Clothing and Clothing Accessories Stores	\$16,912.81	\$17,321.51
	Computer and Electronic Product Manufacturing	\$252.43	\$252.43
	Construction	\$35,845.06	\$35,845.06
	Couriers and Messengers	\$504.86	\$504.86
	Educational Services	\$11,106.92	\$14,596.12
	Electronics and Appliance Stores	\$2,019.44	\$2,019.44
	Fabricated Metal Product Manufacturing	\$7,825.33	\$9,479.18
	Finance and Insurance	\$21,204.12	\$26,405.40

License Category	License Subcategory	Base Fee Annual Revenue	Disproportionate & Base Fee Annual Revenue
	Food and Beverage Stores	\$8,077.76	\$44,278.08
	Food Manufacturing	\$9,592.34	\$9,592.34
	Furniture and Home Furnishings Stores	\$757.29	\$757.29
	Furniture and Related Product Manufacturing	\$1,262.15	\$1,262.15
	Gasoline Stations with Alcohol License	\$3,534.02	\$36,686.58
	Gasoline Stations without Alcohol License	\$252.43	\$1,275.90
	General Merchandise Stores	\$5,048.60	\$11,087.80
	Health and Personal Care Stores	\$7,320.47	\$9,636.99
	Health Care and Social Assistance	\$83,806.76	\$100,818.44
	Impound	\$2,776.73	\$2,776.73
	Information	\$11,611.78	\$11,611.78
	Insurance	\$757.29	\$757.29
	Machinery Manufacturing	\$2,271.87	\$2,271.87
	Management of Companies and Enterprises	\$504.86	\$504.86
	Mining, Quarrying, and Oil and Gas Extraction	\$252.43	\$252.43
	Miscellaneous	\$14,640.94	\$35,330.12
	Miscellaneous Manufacturing	\$3,786.45	\$5,706.45
	Miscellaneous Store Retailers	\$24,738.14	\$24,738.14
	Motor Vehicle and Parts Dealers	\$19,184.68	\$27,721.76
	Nonmetallic Mineral Product Manufacturing	\$757.29	\$1,340.13
	Non-store Retailers	\$7,320.47	\$7,515.93
	Other Services	\$78,000.87	\$78,000.87
	Printing and Related Support Activities	\$1,514.58	\$1,541.94
	Professional, Scientific, and Technical Services	\$50,990.86	\$50,990.86

License Category	License Subcategory	Base Fee Annual Revenue	Disproportionate & Base Fee Annual Revenue
	Real Estate and Rental and Leasing	\$32,563.47	\$38,402.01
	Rentals	\$1,009.72	\$1,009.72
	Sporting Goods, Hobby, Musical Instrument, and Book Stores	\$7,068.04	\$7,068.04
	Support Activities for Transportation	\$11,106.92	\$12,469.60
	Temporary	\$2,776.73	\$2,776.73
	Transit and Ground Passenger Transportation	\$757.29	\$812.88
	Transportation Equipment	\$757.29	\$757.29
	Manufacturing		
	Truck Transportation	\$252.43	\$252.43
	Warehousing and Storage	\$2,776.73	\$2,776.73
	Wholesale Trade	\$13,378.79	\$16,961.06
	Wood Product Manufacturing	\$757.29	\$812.88
	<b>Total Annual Revenue</b>	<b>\$640,693.20</b>	<b>\$968,872.95</b>

### Business License Fee Comparison

Business license fees, like other fees or rates, are difficult to compare between different cities. This is due to differences in how licenses are processed and issued, different service level provision, or similar elements. Despite this, it can be instructive to make some comparisons if recommended fees are significantly out of alignment. Business license fees for Vineyard, Lehi, Springville, American Fork, and Orem. Out of these comparable cities, only Orem currently uses a similar rate structure with a base license fee combined with a disproportionate fee. The comparable license fees are listed in the following tables.

TABLE 21: VINEYARD BUSINESS LICENSE FEES

License Category	Approved License Fee
Home Occupation (exceeds residential impact)	\$50.00
Home Occupation (no impact)	\$0.00
RDL (initial)	\$100.00
RDL (renewal)	\$50.00
Industrial Manufacturing/Distribution	\$250.00
Restaurant/Food	\$190.00
Food Truck Fee (per truck)	\$25.00
Retail	\$215.00
Service Related	\$150.00

License Category	Approved License Fee
License Renewal (all but Alcohol & Towing/Parking Enforcement)	\$25.00
Alcohol & Towing/Parking Renewal Fee	Same as initial
Solicitor	\$30.00
Itinerant Merchant	\$50.00
Itinerant Merchant Refundable Deposit	\$300.00
Towing/Parking Enforcement Certificate	\$50.00
Class A-D Beer License	\$400.00
Class E Beer License	\$400.00
Class A or B Liquor License	\$300.00
Class C Liquor License	\$300.00

Source: *Vineyard City*

TABLE 22: LEHI BUSINESS LICENSE FEES

License Category	Approved License Fee
General Business License	\$140.00
Temporary Business License	\$100.00
Seasonal Business License	\$100.00
Mobile Food Vendor	\$100.00
Beer License	\$175.00
Liquor License	\$320.00

Source: *Lehi City*

TABLE 23: SPRINGVILLE BUSINESS LICENSE FEES

License Category	Approved License Fee
Standard License - New	\$351.00
Standard License - Renewal	\$60.00
Hotel/Motel - New	\$396.00
Hotel/Motel - Renewal	\$30.00
Pawnbroker - New	\$383.00
Pawnbroker - Renewal	\$30.00
Mechanical Amusement Device (Plus \$16 Per device/yr. Cap \$350)	\$49.00
On-Premise Beer Retailer	\$129.00
On Premise Beer Retailer Renewal	\$30.00
Off-Premise Beer Retailer	\$600.00
On Premise Beer Retailer Renewal	\$30.00
Bar Establishment	\$300.00
Beer Only Restaurant	\$300.00
Full-Service Restaurant	\$300.00
Limited-Service Restaurant	\$300.00
Master Full-Service Restaurant	\$300.00
Master Limited-Service Restaurant	\$300.00
Master Off-Premises Beer Retailer	\$600.00
On-Premise Banquet	\$300.00

License Category	Approved License Fee
Reception Center	\$300.00
Resort License	\$300.00
Tavern	\$300.00
Fireworks License - Outdoor Stand	\$256.00
Fireworks License - In-store	\$97.00
Itinerant Merchant	\$198.00
1 Year Permit-Residential Solicitation	\$56.00
Food Truck	\$36.00
Food Truck Renewal	\$17.00
Sexually Oriented Business	\$1,000.00
Entertainer and Escort Fee	\$500.00
Industrial	\$366.00
Industrial Renewal	\$75.00
General Retail - Under 15,000 Square Feet	\$366.00
General Retail - Under 15,000 Square Feet Renewal	\$30.00
General Retail - 15,001 to 60,000 Square Feet	\$366.00
General Retail - 15,001 to 60,000 Square Feet Renewal	\$30.00
General Retail - 60,001 to 120,000 Square Feet	\$366.00
General Retail - 60,001 to 120,000 Square Feet Renewal	\$30.00
General Retail - 120,001 to 200,000 Square Feet	\$366.00
General Retail - 120,001 to 200,000 Square Feet Renewal	\$30.00
General Retail - Over 200,000 Square Feet	\$366.00
General Retail - Over 200,000 Square Feet Renewal	\$30.00
Alcohol License "Local Consent" application fee	\$14.00
Home Office	\$38.00
Home Occupation	\$96.00
Home Occupation Renewal	\$25.00
Short Term Rental Business License	\$72.00
Short Term Rental Renewal	\$21.00

Source: Springville City

TABLE 24: AMERICAN FORK BUSINESS LICENSE FEES

License Category	Approved License Fee
Annual Business License Processing Fee (commercial, home occupations with impacts)	\$40.00
New Home Occupation Application Fee - No impacts, No certificate of license	\$0.00
New Home Occupation Application Fee - No impacts, certificate of license needed	\$10.00
New Home Occupation Application Fee - with impact and certificate of license	\$40.00
New Commercial Application Business License Fee	\$60.00
New Commercial Business License Fire Inspection Fee (Initial Inspection)	\$125.00
Penalty Fee (assessed if business is open prior to obtaining license)	\$100.00
Late fee for late renewals	\$50.00

Change of Location Fee (plus annual processing fee)	\$125.00
Name Change Fee	\$10.00
Alcohol/Beer License Fee	\$300.00
Amusement Device Fee (per machine, maximum of \$200)	\$25.00
Short-Term Rental Business License	\$80.00
Initial Landlord Permit Fee	\$50.00
Annual Landlord Permit Fee - Renewal	\$25.00
Temporary Business License (Up to 10 consecutive days)	\$200.00
Seasonal Business License (up to 4 months)	\$300.00
Solicitor Fees (individual)	\$15.00
Mobile Vendor (excluding food trucks)	\$325.00
Fingerprinting for Mobile Vendor	\$25.00
Food Truck Vendors Annual Processing Fee (If already licensed in another city with current fire inspection)	\$40.00
Food Truck Vendors - per company (if a business license is needed) (Plus Processing Fee)	\$60.00
Food Truck Vendors - per company (if a business license is needed) Fire Inspection Fee	\$100.00

Source: American Fork City

TABLE 25: OREM BUSINESS LICENSE FEES

License Category	Approved License Fee
<b>Base License Fees</b>	
Commercial Business License – Base Fee – New Businesses	\$210.00
Commercial Business License – Renewal Fee	\$85.00
Street Lighting Fee - Annual - New or Renewed Commercial Business License	\$31.32
Commercial Inspection	\$105.00
Home Occupation Inspection (if required)	\$105.00
Home Occupation License – Base Fee (includes setup fee) – Fee is generally waived	\$110.00
Home Occupation License – Renewal Fee - Fee is generally waived	\$60.00
Solicitor Badge Fee	\$10.00
Solicitor License	\$59.00
<b>Disproportionate Fees</b>	
Automotive Service	\$110.00
Banking and Consumer Finance	\$315.00
Convenience Stores	\$1,000.00
Electronics and Appliances	\$80.00
Entertainment	\$480.00
Equipment Supply and Rental	\$90.00
Fast Food and Take-out Food Products	\$350.00
Fitness and Recreation	\$45.00
Grocery and Food Supply	\$225.00
Group and Treatment Homes	\$485.00

License Category	Approved License Fee
Hospital	\$7,500.00
Industrial-Manufacturing, Distribution, Skilled Labor	\$29.00
Medical	\$210.00
Personal Services	\$80.00
Restaurants	\$425.00
Retail Sales 1-10,000 sf	\$110.00
Retail Sales 10,001-25,000	\$190.00
Retail Sales 25,001-50,000	\$330.00
Retail Sales 50,000+	\$3,500.00
Business, Professional, and Contracted Services	\$36.00
Assisted Living, Small (per unit/room)	\$17.00
Assisted Living, Large (per unit/room)	\$23.00
Lodging (per unit/room)	\$5.00
Storage Units (per unit/room)	\$0.50

Source: Orem City

To help with comparison, it is helpful to look at what it could cost for a specific business to operate in multiple cities. Due to the comparable fee structure, this will be done between Orem and Provo.

TABLE 26: SELECTED BUSINESS CATEGORY COMPARISONS

Business Type	Total Orem Fee	Total Provo Fee	Difference
Gas Station	\$1,315.00	\$1,695.76 <sup>4</sup>	\$380.76
Professional Services	\$351.00	\$252.43	(\$98.57)
Industrial	\$344.00	\$290.25 <sup>5</sup>	(\$53.75)
Mid-box General Retail	\$645.00	\$554.38	(\$90.62)
Restaurant	\$740.00	\$784.50	\$44.50

With these selected business categories, there are times when the fees for each city are comparatively more affordable than the other, but neither is always more affordable nor more expensive.

Among the six total cities, the average business license base fee for a commercial business is \$247.45.<sup>6</sup> The calculated base fee for Provo City sits slightly above the total average for the comparison group.

<sup>4</sup> Average of Gas Stations with Alcohol License and Gas Stations without Alcohol License

<sup>5</sup> Average of all manufacturing, warehousing, distribution, and similar industrial businesses

<sup>6</sup> Several cities break out license processing fees and inspection fees separately, which have been combined to calculate this average.

FIGURE 1: AVERAGE BUSINESS LICENSE BASE FEE



Source: ZPFI, Vineyard City, Lehi City, Springville City, American Fork City, Orem City

## Rental Dwelling Licenses

In addition to the costs for businesses, a municipality is authorized to charge a rental dwelling license fee. This can include the costs of issuing a license, along with a disproportionate rental fee, which Utah code defines as “a fee adopted by a municipality to recover its disproportionate costs of providing municipal services to residential rental units compared to similarly-situated owner-occupied housing.”<sup>7</sup>

This study identifies the base license costs and examines the costs to provide police and fire services to rental housing compared to owner-occupied housing.

### Current Fees

The City currently has three categories of rental licenses within its Consolidated Fee Schedule.

<sup>7</sup> Utah Code Annotated § 10-1-203.5 (1)(b)

TABLE 27: CURRENT RENTAL LICENSE FEE STRUCTURE

License Type	Current Fees
Extra Living Space (elderly)	\$50
Rental Dwelling License	\$20
Rental Dwelling license MU	\$60

Source: Provo City

### Cost-of-Service Analysis

Direct costs are incurred by those individuals who directly manage fee-related services. While the “average” time spent for similar services can vary depending on a variety of factors, this report is based on an “average” time spent per individual service, as shown in the table below, broken out by major category.<sup>8</sup>

TABLE 28: MINUTES SPENT BY POSITION PER LICENSE – RENTAL LICENSE

Employee/Department	Rental Dwelling	Rental Dwelling MU	Extra Living Space
Customer Service	20	30	20
Development Services	90	30	20
<b>Total</b>	<b>110</b>	<b>60</b>	<b>40</b>

In addition to the base rental license review time, Rental Dwelling MU licenses require the following additional review time per unit.

TABLE 29: ADDITIONAL PER UNIT REVIEW

Department	Additional Review Time per Unit
Development Services	45
Development Services	5
Fire	15
Police	15

The same costs per minute are calculated for each employee that participates in the rental dwelling license review process.

TABLE 30: TOTAL COSTS PER HOUR &amp; MINUTE

Employee/Department	Wages + Benefits per Hour	Indirect Costs per Hour - Admin	Indirect Costs per Hour - Training	Supplies Cost per Hour	Total Cost per Hour	Total Cost per Minute
Customer Service*	\$70.32	\$0.14	\$1.35	\$1.00	<b>\$72.81</b>	<b>\$1.21</b>
Customer Service	\$47.31	\$0.14	\$0.91	\$1.00	<b>\$49.35</b>	<b>\$0.82</b>
Police	\$47.34	\$0.14	\$0.02	\$0.00	<b>\$47.50</b>	<b>\$0.79</b>
Police	\$47.37	\$0.14	\$0.02	\$0.00	<b>\$47.53</b>	<b>\$0.79</b>
Fire	\$76.64	\$0.14	\$0.04	\$0.00	<b>\$76.82</b>	<b>\$1.28</b>

<sup>8</sup> Two employees, one in Customer Service and one in Parks, serve as backup reviewers and do not review every application. For this reason, their time is not counted as separate time but would be identical to the regular employee review in that department.

Employee/Department	Wages + Benefits per Hour	Indirect Costs per Hour - Admin	Indirect Costs per Hour - Training	Supplies Cost per Hour	Total Cost per Hour	Total Cost per Minute
Fire	\$73.58	\$0.14	\$0.04	\$0.00	<b>\$73.75</b>	<b>\$1.23</b>
Development Services	\$79.22	\$0.14	\$0.04	\$0.00	<b>\$79.40</b>	<b>\$1.32</b>
Development Services	\$48.10	\$0.14	\$0.02	\$0.00	<b>\$48.26</b>	<b>\$0.80</b>
Development Services	\$41.21	\$0.14	\$0.02	\$0.00	<b>\$41.37</b>	<b>\$0.69</b>
Parks	\$39.51	\$0.14	\$0.02	\$0.00	<b>\$39.67</b>	<b>\$0.66</b>
Parks*	\$74.61	\$0.14	\$0.04	\$0.00	<b>\$74.79</b>	<b>\$1.25</b>
Sanitation	\$77.73	\$0.14	\$0.04	\$0.00	<b>\$77.91</b>	<b>\$1.30</b>
Engineering	\$80.88	\$0.14	\$0.04	\$0.00	<b>\$81.06</b>	<b>\$1.35</b>
Engineering	\$64.88	\$0.14	\$0.03	\$0.00	<b>\$65.05</b>	<b>\$1.08</b>
Waste Water	\$60.00	\$0.14	\$0.03	\$0.00	<b>\$60.17</b>	<b>\$1.00</b>

There are two costs that are charged per license, which are added to each license type.

TABLE 31: PER LICENSE COSTS

Category	Per License Fee
Study Cost	\$0.60
Customer Service Cost	\$7.32
<b>Total</b>	<b>\$7.91</b>

The following table shows the total calculated fee for each type of rental dwelling license.

TABLE 32: TOTAL COST PER UNIT - RENTAL DWELLING LICENSES

License Type	Current Fees	Calculated Fee
Extra Living Space (elderly)	\$50	\$38.15
Rental Dwelling License	\$20	\$86.42
Rental Dwelling license MU	\$60	\$53.27 + \$67.96/unit

### Disproportionate Analysis

In addition to the costs of service to process licenses, there is a recognition that certain rental types may have a disproportionate impact on the City. This is calculated using police and fire calls for service to each rental location throughout the City.

### Total Calls for Service

A total of 11,156 non-traffic related police calls were received in the City and 7,111 non-traffic related fire calls. These calls are then geocoded in a GIS database to determine which of these calls were associated with businesses, rentals, or single-family residences in the City. The following table shows the calls for each service type that can be mapped to a physical location. For both police and fire calls, there are numerous calls that, because of the listed incident addresses, cannot be accurately associated with any of the categories and cannot be counted in the analysis.

TABLE 33: POLICE &amp; FIRE CALLS FOR SERVICE

Category	Calls for Service
<i>Police</i>	
Single Family Residential	4,090
Business	2,642
Rental	1,277
BYU	3
<i>Fire</i>	
Single Family Residential	2,195
Business	1,655
Rental	1,283
BYU	399

### Cost per Call

To calculate a cost per call, the Police Department and Fire Department budgets are divided out to the total calls for service. However, only a portion of each department's time is spent directly responding to calls as opposed to administrative duties, general patrol, or other duties. To account for this, only a proportion of the budget, equal to the percentage of time spent responding to calls, is used to calculate the cost per call. This information was measured by the Police and Fire Department based on the calls that were responded to. Thus, the cost per call is as follows:

TABLE 34: CALCULATED COST PER CALL

Department	Percent of Time Responding to Calls	Cost per Call
Police Department	20%	\$410.51
Fire Department	20%	\$379.44

Source: Provo City, ZPFI

### Disproportionate Costs – Rentals

The disproportionate cost is determined by removing extreme outliers from licensing categories to not skew the data. After this, the ratio of average calls per business is calculated. The base residential ratio is subtracted to identify any categories that have greater, or lower, calls than the average residential unit. Rental dwellings with a final call ratio that is 0.00 or below demonstrate that their impact is not greater than the average residential unit and therefore would not be assessed a disproportionate fee.

TABLE 35: RENTAL DWELLING CALL RATIOS

Type	Police Calls per Rental	Fire Calls per Rental	Police Final Call Ratio	Fire Final Call Ratio
Single Family	0.16	0.14	(0.13)	(0.02)
Accessory Apartment (Attached)	0.13	0.20	(0.15)	0.05
Accessory Apartment (Detached)	0.00	0.00	(0.29)	(0.15)
Elderly Persons Extra Living Space	0.50	0.19	0.21	0.04
Condo	0.30	0.45	0.01	0.30
Townhome	0.13	0.13	(0.16)	(0.02)
Duplex	0.20	0.14	(0.09)	(0.01)

Type	Police Calls per Rental	Fire Calls per Rental	Police Final Call Ratio	Fire Final Call Ratio
Mobile Home Park	1.08	0.76	0.79	0.61
Multi Family (units 2-4)	0.46	0.69	0.18	0.53
Multi Family (5 units and above)	0.95	1.35	0.66	1.20

To calculate the final disproportionate cost, each category is multiplied by the cost per call.

TABLE 36: CALCULATED DISPROPORTIONATE FEE – RENTAL DWELLING LICENSE

License Subcategory	Police Cost	Fire Cost	Total Cost
Single Family	\$0.00	\$0.00	\$0.00
Accessory Apartment (Attached)	\$0.00	\$17.93	\$17.93
Accessory Apartment (Detached)	\$0.00	\$0.00	\$0.00
Elderly Persons Extra Living Space	\$86.95	\$15.09	\$102.04
Condo	\$5.70	\$113.25	\$118.95
Townhome	\$0.00	\$0.00	\$0.00
Duplex	\$0.00	\$0.00	\$0.00
Mobile Home Park	\$325.05	\$229.69	\$554.73
Multi Family (units 2-4)	\$72.57	\$202.33	\$274.90
Multi Family (5 units and above)	\$271.68	\$453.56	\$725.24

### Total Fee Calculation

The final rental dwelling license fee is calculated by adding in the base license cost, with any disproportionate fees based on the type of rental dwelling. These figures show the actual cost of services to the City. The City's legislative body may determine to adopt fees lower than the calculated amounts but may not exceed the calculated amounts. Not every license would have disproportionate costs added to it and would therefore only be charged the base license fee.

TABLE 37: TOTAL RENTAL DWELLING LICENSE FEE CALCULATION

License Subcategory	Total Base Fee	Total Disproportionate Cost	Total Cost
Single Family	\$86.42	\$0.00	\$86.42
Accessory Apartment (Attached)	\$86.42	\$17.93	\$104.35
Accessory Apartment (Detached)	\$86.42	\$0.00	\$86.42
Elderly Persons Extra Living Space	\$38.15	\$102.04	\$140.19
Condo	\$86.42	\$118.95	\$205.37
Townhome	\$86.42	\$0.00	\$86.42
Duplex	\$86.42	\$0.00	\$86.42
Mobile Home Park	\$86.42	\$554.73	\$641.15
Multi Family (units 2-4)	\$53.27	\$274.90	\$328.17 \$67.96/unit
Multi Family (5 units and above)	\$53.27	\$725.24	\$778.51 + \$67.96/unit

State code prohibits municipalities from charging a disproportionate fee on “exempt businesses” which are defined as rentals of “a residential unit within a single structure that contains no more than four residential units, and one unit occupied by the owner.”<sup>9</sup> The City will need to monitor this to ensure that no rental dwellings are erroneously charged this fee.

## Revenue Projections

### Current Fee Revenue

The estimated annual Rental Dwelling License revenue based on the current fee structure, with no changes, is \$121,030. This estimate is based on Rental Dwelling License data provided by the City, although the exact amount may vary from this estimate due to how licenses are categorized currently.

TABLE 38: CURRENT RENTAL DWELLING LICENSE FEE STRUCTURE

License Type	Current Fees
Extra Living Space (elderly)	\$50
Rental Dwelling License	\$20
Rental Dwelling license MU	\$60

Source: Provo City, ZPFI

### Estimated Revenue

The estimated Rental Dwelling License Fee annual revenue, if only the proposed base fee was adopted, would be \$545,142. However, if both the proposed base fee and the disproportionate fee were adopted, the estimated revenue would increase to \$822,716. This estimate is based on best efforts to identify unit types and counts for all active rental dwelling licenses.<sup>10</sup>

TABLE 39: RDL - ESTIMATED ANNUAL REVENUE FOR BASE FEE ONLY AND BASE AND DISPROPORTIONATE FEE

License Subcategory	Total Base Fee	Total Disproportionate Cost	Total Cost	Estimated Revenue Base Fee & Disproportionate Cost	Estimated Revenue Base Fee Only
Single Family	\$86.42	\$0.00	\$86.42	\$108,111	\$108,111
Accessory Apartment (Attached)	\$86.42	\$17.93	\$104.35	\$12,000	\$9,938
Accessory Apartment (Detached)	\$86.42	\$0.00	\$86.42	\$86	\$86
Elderly Persons Extra Living Space	\$38.15	\$102.04	\$140.19	\$3,875	\$1,030
Condo	\$86.42	\$118.95	\$205.37	\$119,132	\$50,124
Townhome	\$86.42	\$0.00	\$86.42	\$8,123	\$8,123
Duplex	\$86.42	\$0.00	\$86.42	\$54,272	\$54,272
Mobile Home Park	\$86.42	\$554.73	\$641.15	\$3,206	\$432
Multi Family (units 2-4)	\$53.27	\$274.90	\$328.17 \$67.96/unit	\$30,759	\$6,018

<sup>9</sup> Utah Code Annotated § 10-1-203.5 (1)(d)

<sup>10</sup> Unit types were identified through direct licensing data, GIS mapping of units, the Utah County Assessor’s Database, and the [Utah Housing Unit Inventory](#). This multi-faceted approach allowed for housing units to be correctly categorized by their characteristics.

License Subcategory	Total Base Fee	Total Disproportionate Cost	Total Cost	Estimated Revenue Base Fee & Disproportionate Cost	Estimated Revenue Base Fee Only
Multi Family (5 units and above)	\$53.27	\$725.24	\$778.51 + \$67.96/unit	\$483,241	\$307,008
<b>Total</b>					<b>\$822,716</b>

Source: Provo City, ZPFI

### Good Landlord Program Discounts

State code directs that for a municipality to adopt a new disproportionate rental fee, it must provide for a disproportionate rental fee reduction.<sup>11</sup> This is done with the provision of a Good Landlord Program (GLP). The Goodland Lord Program is a rental license incentive program that is intended to educate landlords on management strategies to prevent crime, maintain equity, and promote compatibility with surrounding neighborhoods. Participation in a GLP is intended to help lower the disproportionate impact of a given rental unit, thereby reducing the costs to the City.

Currently, there is no mandated amount of a fee reduction under State code and the offered amount would be determined at the discretion of the City's legislative body.

### Administrative Costs

In terms of administrative costs to the City, the GLP is generally a third-party initiative that minimally impacts the City's administrative time while placing the larger compliance burden on landlords. However, any administrative costs in addition to and above base rental dwelling license fee costs already included in the base fee, such as certification processing, enforcement, and inspection, could be added prior to implementing the fee or after program evaluation.

Administrative best practices often include incorporating program sign up within the rental license application to reduce administrative costs.<sup>12</sup> The cost of compliance is primarily borne by the landlord, who attends a regular class or training session every two to three years and within 30-60 days of receiving an approved license. Different third-party options can be found through the Rental Housing Association of Utah<sup>13</sup> or The Good Landlord.<sup>14</sup> Most, if not all, cities use a third-party resource rather than tailoring or creating their own program. Finally, most GLP are included in the city code.

Although many administrative costs are borne by the landlord and GLP provided, there will likely be additional costs to the City if the City implements the disproportionate fee for rentals and the GLP. This additional costs to the licensing process include additional staff, training time, enforcement, and software costs. This study does not account for these costs in calculations as the program is not currently in place and costs are not known. However, the City can update this study and its license fees in the future to more accurately reflect the additional costs that it will incur as a result of implementing a Good Landlord Program.

<sup>11</sup> [Utah Code Annotated § 10-1-203.5 \(7\)\(b\)](#)

<sup>12</sup> Examples of Good Land Lord Program applications: [South Salt Lake Good Landlord Application.pdf](#), [Good-Landlord-Application- , Rental-App-GL-ADU.pdf](#)

<sup>13</sup> [Good Landlord - Rental Housing Association of Utah](#)

<sup>14</sup> [The Good Landlord](#)

## Appendix

TABLE 40: CALCULATED DISPROPORTIONATE FEE – BUSINESS LICENSE

License Subcategory	Police Cost	Fire Cost	Total Cost
Accommodation and Food Services	\$365.71	\$166.36	\$532.07
Administrative and Support and Waste Management and Remediation Services	\$0.00	\$0.00	\$0.00
Agriculture, Forestry, Fishing and Hunting	\$0.00	\$0.00	\$0.00
Air Transportation	\$105.61	\$0.00	\$105.61
Apparel Manufacturing	\$169.05	\$55.15	\$224.20
Arts, Entertainment, and Recreation	\$155.37	\$69.83	\$225.20
Beverage and Tobacco Product Manufacturing	\$0.00	\$0.00	\$0.00
Building Material and Garden Equipment and Supplies Dealers	\$189.58	\$152.11	\$341.69
Chemical Manufacturing	\$0.00	\$0.00	\$0.00
Clothing and Clothing Accessories Stores	\$6.09	\$0.00	\$6.09
Computer and Electronic Product Manufacturing	\$0.00	\$0.00	\$0.00
Construction	\$0.00	\$0.00	\$0.00
Couriers and Messengers	\$0.00	\$0.00	\$0.00
Educational Services	\$0.00	\$79.29	\$79.29
Electronics and Appliance Stores	\$0.00	\$0.00	\$0.00
Fabricated Metal Product Manufacturing	\$14.12	\$39.23	\$53.35
Finance and Insurance	\$61.92	\$0.00	\$61.92
Food and Beverage Stores	\$658.73	\$472.53	\$1,131.26
Food Manufacturing	\$0.00	\$0.00	\$0.00
Furniture and Home Furnishings Stores	\$0.00	\$0.00	\$0.00
Furniture and Related Product Manufacturing	\$0.00	\$0.00	\$0.00
Gasoline Stations	\$1,478.13	\$889.91	\$2,368.04
General Merchandise Stores	\$702.72	\$320.75	\$1,023.47
Health and Personal Care Stores	\$140.96	\$160.99	\$301.95
Health Care and Social Assistance	\$79.87	\$0.00	\$79.87
Impound	\$4.72	\$46.52	\$51.24
Information	\$0.00	\$0.00	\$0.00
Insurance	\$0.00	\$0.00	\$0.00
Machinery Manufacturing	\$0.00	\$0.00	\$0.00
Management of Companies and Enterprises	\$0.00	\$0.00	\$0.00
Mining, Quarrying, and Oil and Gas Extraction	\$0.00	\$0.00	\$0.00
Miscellaneous	\$0.00	\$0.00	\$0.00
Miscellaneous Manufacturing	\$218.90	\$137.81	\$356.71
Miscellaneous Store Retailers	\$128.00	\$0.00	\$128.00
Motor Vehicle and Parts Dealers	\$0.00	\$0.00	\$0.00
Nonmetallic Mineral Product Manufacturing	\$106.11	\$6.22	\$112.33
Nonstore Retailers	\$0.00	\$194.27	\$194.27
Other Services	\$0.00	\$6.73	\$6.73

License Subcategory	Police Cost	Fire Cost	Total Cost
Printing and Related Support Activities	\$0.00	\$0.00	\$0.00
Professional, Scientific, and Technical Services	\$0.00	\$4.55	\$4.55
Real Estate and Rental and Leasing	\$0.00	\$0.00	\$0.00
Rentals	\$45.26	\$0.00	\$45.26
Sporting Goods, Hobby, Musical Instrument, and Book Stores	\$0.00	\$0.00	\$0.00
Support Activities for Transportation	\$0.00	\$0.00	\$0.00
Temporary	\$30.97	\$0.00	\$30.97
Transit and Ground Passenger Transportation	\$0.00	\$0.00	\$0.00
Transportation Equipment Manufacturing	\$18.53	\$0.00	\$18.53
Truck Transportation	\$0.00	\$0.00	\$0.00
Warehousing and Storage	\$0.00	\$0.00	\$0.00
Wholesale Trade	\$0.00	\$0.00	\$0.00
Wood Product Manufacturing	\$67.59	\$0.00	\$67.59



LARAMIE GONZALES

AARON SANBORN  
ZIONS PUBLIC FINANCE

# **Business & Rental License Fee**

# **Cost of Service Analysis**

# HISTORY

- Questions about current fees

- Do they cover city costs?
  - When were they last updated?

- Request for a study / analysis

- May 2024
  - Contracted with Zions Public Finance

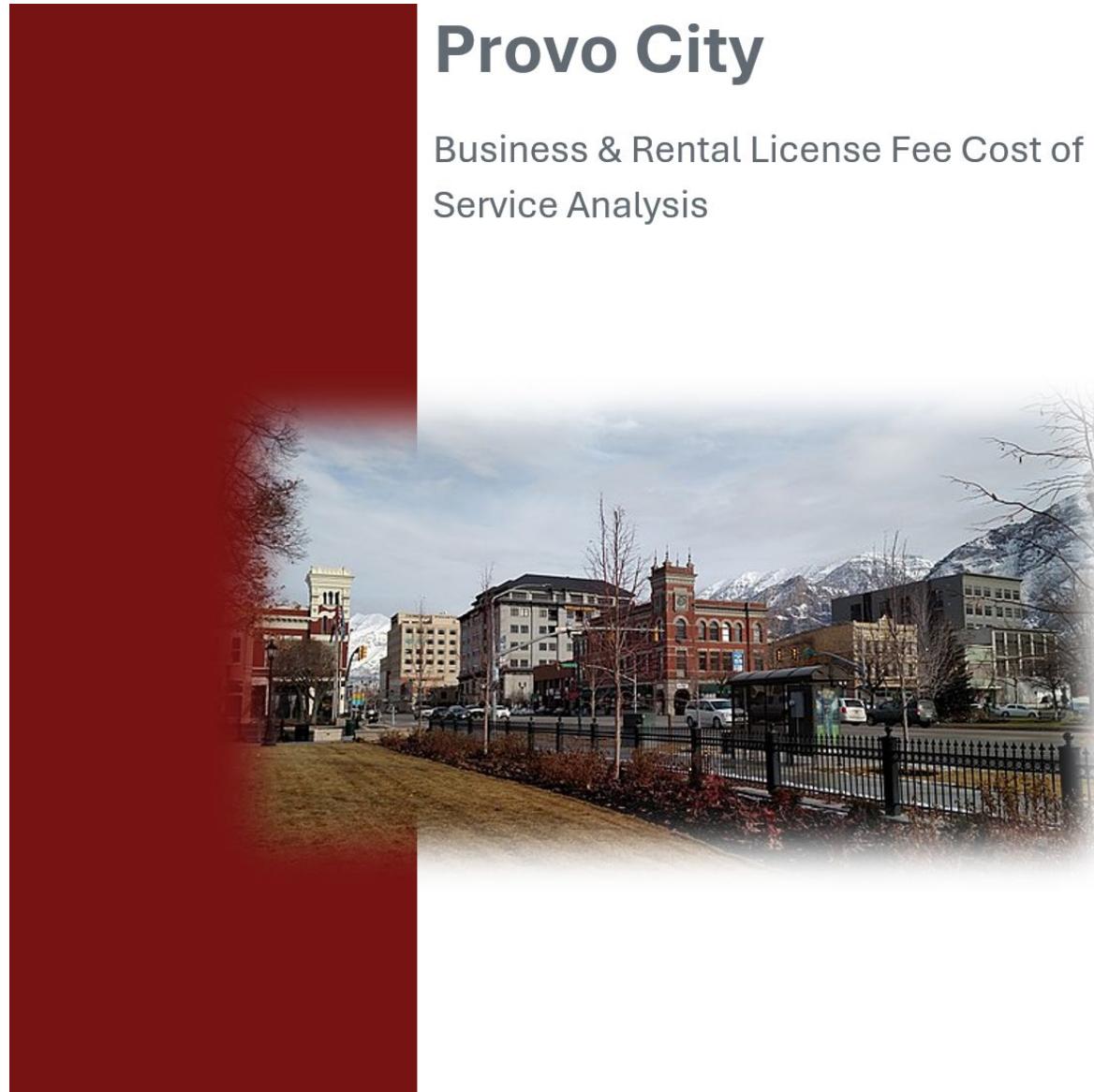
- Previous studies

- Council identified need for a fee analysis 2010
  - Fee study completed in 2011
  - No increase in fees at that time

# THE STUDY

## Provo City

Business & Rental License Fee Cost of Service Analysis



ZIONS PUBLIC FINANCE, INC.

June 2025

# BL HIGHLIGHTS & RECOMMENDATIONS

## - Business Licensing

- Current fee structure – Based on employee count (typical business license)
- Current fees – Starts at \$125 (0-5 emp) up to \$800 (101+ emp)
- Current revenue generated annually: \$505,202
- Proposed Revenues
  - Base fee only: \$640,693
  - Base fee + disproportionate fee: \$968,872
- Provo City business licensing fees would be right at the average of surrounding cities

## - Customer Service Staff Recommendations

- Adopt the new proposed fee structure – based on business classification
- Adopt the new proposed base fee + disproportionate fee



# RDL HIGHLIGHTS & RECOMMENDATIONS

## - Rental Dwelling Licensing

- Current fee structure – Change slightly to consider dwelling type (matters only for disproportionate fee)
- Current fees - \$20 single unit / \$60 multi unit
- Current Revenue: \$121,030
- Proposed Revenues
  - Base fee only: \$540,142
  - Base fee + disproportionate fee: \$822,716
- Disproportionate fee requires a Good Landlord Program

## - Customer Service Staff Recommendations

- Adopt the new proposed base fee
- Further discuss disproportionate fee.
- Not recommending a disproportionate fee at this time until further discussion on the Good Landlord Program.

# GOOD LANDLORD PROGRAM

## -Good Landlord Program

- Pros
  - May encourage landlords to raise rental standards
  - Allows for city to charge a disproportionate fee
- Cons
  - Tracking of the program will require extra resources
  - Not enforceable
  - Offering a discount for participation will be a loss of revenue below actual costs to the city.
  - Research and survey data has shown that no increase of rental standards were realized.

## -Customer Service Staff Recommendations

- Not recommending a disproportionate fee at this time until further discussion on the Good Landlord Program.

# QUESTIONS?

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# PROVO MUNICIPAL COUNCIL

## WORK SESSION

### STAFF REPORT



**Submitter:** HSALZL  
**Presenter:** Hannah Salzl, Planner  
**Department:** Development Services  
**Requested Meeting Date:** 06-17-2025  
**Requested Presentation Duration:** 60 minutes  
**CityView or Issue File Number:** PLGPA20250206 (2230 North), PLGPA20250208 (University Avenue), PLGPA20250215 (Joaquin), PLGPA202502016 (FrontRunner and 400 South) (25-032)

**SUBJECT:** 5 A resolution regarding station area plans (25-032)

**RECOMMENDATION:** At the June 17 Work Meeting, feedback before the public hearing and vote at the Council Meeting on July 8.

At the July 8 Council Meeting, a resolution approving the plans as to form, preliminary to their review by the Mountainland Association of Governments Station Area Plan Policy Committee and eventual adoption by ordinance

**BACKGROUND:** Plans and appendices can be viewed under the "Station Area Plans" tab on the Planning webpage: <https://www.provo.gov/274/9674/Planning>

The four Station Area Plans (SAPs) cover a quarter mile around six of Provo's UVX stations and half a mile around the FrontRunner station. A map and list of stations can be found in Attachment 1 of any of the attached staff reports. The staff reports also include the Future Land Use Maps and Future Active Transportation Maps for quick reference.

These plans are required by state code, and these versions of the plans meet the requirements as set forth in Utah Code 10-9a-403. Per the requirements, each plan addresses housing availability and affordability, access to opportunities, transportation, and environmental health within the project areas.

Each plan works toward three goals based on those policy areas:

1. LAND USE - Increase the housing supply by focusing on residential redevelopment and infill close to the stations and with an emphasis on for-sale units.
2. REDEVELOPMENT - Enhance economic and business opportunities by bringing a range of uses and services in closer proximity to the stations and housing.
3. TRANSPORTATION AND ENVIRONMENT - Solidify all networks of transportation modes so they function independently and together to build synergy. Improve air quality

by reducing dependency on single-occupancy vehicles through establishing and enhancing alternative transportation networks.

Strategies to meet those goals are outlined in the Implementation chapters at the end of each plan, and the concepts are discussed in more detail in the relevant chapters of each plan.

It should be noted that where the plans' Future Land Use Maps conflict with current zoning on any parcels, the state will require the City to rezone the parcels by the end of 2025 to bring them into conformity. The Implementation chapter includes a map that highlights all such parcels in each project area.

The State will require regular reporting on progress on the goals in the Station Area Plans.

### **FISCAL IMPACT: 60**

### **COMPATIBILITY WITH GENERAL PLAN POLICIES, GOALS, AND OBJECTIVES:**

#### **Land Use**

- 1b. Encourage infill opportunities in downtown, mixeduse, and transit-oriented developments.
- 4b. Expand the list of arterials with design corridor standards.

#### **Housing**

- 1a. Encourage opportunities for small scale, infill housing development.
- 1f. Encourage more options for entry level housing including smaller lots and mixed housing, as well as smaller unit sizes including studios and apartments.
2. Strive to increase the number of housing units of all types across the whole of Provo in appropriate and balanced ways.
- 2a. Promote housing that is attainable for all income levels.
- 2d. Identify key locations where attainable housing is needed and utilize best practices such as deed restrictions and HUD housing programs to provide below market rate housing.

#### **Economic Development**

- 1e. Encourage incorporation of gateway developments and compact commercial properties that integrate both social and retail needs into designated mixed-use centers.

#### **Transportation**

1. Prioritize street corridors that are safe and have adequate capacity for all modes of transportation as appropriate.
  - 1a. Encourage connections to increase east to west mobility.
  - 1b. Design residential and collector roadways to control traffic speeds using complete street standards such as bulbouts, roundabouts, and bike lanes.
  - 1c. Plan future transportation networks to accommodate future growth and avoid congestion.
2. Strive to create a robust system of local and regional transportation alternatives including rail, bus, biking, and walking options.

3c. Encourage walkability in downtown, mixed use centers, and at transit locations to reduce vehicular trips.

4b. Relieve automobile congestion and reduce stress on roadways by promoting multimodal choices.

#### Community Identity

1a. Consider ways to support development, uses, and activities that continue to energize the historic downtown.

## RESOLUTION <<Document Number>>

A RESOLUTION APPROVING THE STATION AREA PLANS AS TO FORM. . . (25-  
)

## RECITALS:

It is proposed that all Provo Station Area Plans be approved as to form, preliminary to their review by the Mountainland Association of Governments Station Area Plan Policy Committee and eventual adoption by ordinance;

8           On July 8, 2025, the Municipal Council met to consider the facts regarding this matter  
9 and receive public comment, which facts and comments are found in the public record of the  
10 Council's consideration; and

11        After considering the facts presented to the Municipal Council, the Council finds that (i)  
12    the proposed action should be approved as described herein, and (ii) such action furthers the  
13    health, safety, and general welfare of the citizens of Provo City.

THEREFORE, the Provo Municipal Council resolves as follows:

## PART I:

The 2230 North Station Area Plan is hereby approved as to form.

The University Avenue Station Areas Plan is hereby approved as to form.

The Joaquin Station Area Plan is hereby approved as to form.

The FrontRunner and 400 South Station Areas Plan is hereby approved as to form.

## PART II:

This resolution takes effect immediately.

## \*ITEM 2

Development Services requests the adoption of the 2230  
North Station Area Plan.

*Citywide Application*

PLGPA20250206

## \*ITEM 3

Development Services requests the adoption of the University Avenue Station Areas Plan.

*Citywide Application*

PLGPA20250208

## \*ITEM 4

Development Services requests the adoption of the  
Joaquin Station Area Plan.

*Citywide Application*

PLGPA20250215

## \*ITEM 5

Development Services requests the adoption of the FrontRunner and 400 South Station Areas Plan.

*Citywide Application*

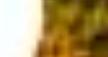
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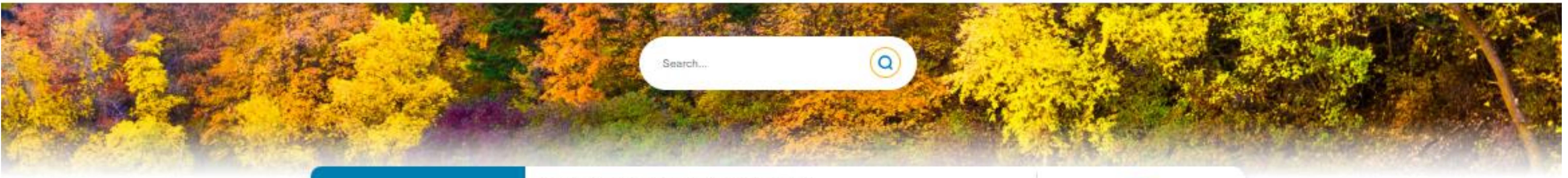
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## Planning

- ▶ CURRENT PLANNING
- ▶ LONG-RANGE PLANNING
- ▶ ONLINE PORTAL
- ▶ STANDARD LAND USE CODE

## Citywide Plans

- ▶ GENERAL PLAN
- ▶ APPENDICES
- ▶ CONSERVATION & RESILIENCY PLAN
- ▶ GATEWAYS PLAN
- ▶ HILLSIDES & CANYONS PLAN
- ▶ RIVER & LAKE SHORE PLAN
- ▶ STATION AREA PLANS

The four Station Area Plans (SAPs) cover a quarter mile around six of Provo's UVX stations and half a mile around the FrontRunner station. These plans are required by state code, and these versions of the plans meet the requirements as set forth in Utah Code 10-8a-403.

The aim of these plans is to guide growth around key transit areas in a way that is economically, socially, and environmentally sustainable, in accordance with the policies in the General Plan.

Download these resources and documents:

- 2230 North UVX Station
  - 2230 North Station Area Plan DRAFT (PDF)
  - 2230 North Station Area Plan Appendices DRAFT (PDF)
- University Avenue UVX Stations (Academy Square, 300 North, And Center Street)
  - University Avenue Station Areas Plan DRAFT (PDF)
  - University Avenue Station Areas Plan Appendices DRAFT (PDF)
- Joaquin UVX Station
  - Joaquin Station Area Plan (full text, not final layout) DRAFT (PDF)
  - Joaquin Station Area Plan Appendices (full text, not final layout) DRAFT (PDF)
- Provo Central FrontRunner Station And 400 South UVX Station
  - FrontRunner and 400 South Station Areas Plan (full text, not final layout) DRAFT (PDF)
  - FrontRunner and 400 South Station Areas Plan Appendices (full text, not final layout) DRAFT (PDF)

**provo**  
DEVELOPMENT SERVICES

### Contact Us

Physical Address  
445 W Center Street  
Suite 200  
Provo, UT 84601

Phone: (801) 852-6400

### Hours

Monday - Thursday  
7:00 AM - 6:00 PM

Building Permits issued until 5:30 PM

### Planning Division

Phone: (801) 852-6419

Map of Current Projects

All plans are available on [Provo.gov/Planning](http://Provo.gov/Planning)

# Plan Overview

# 7 stations, 4 plans

# 2230 North

# Joaquin

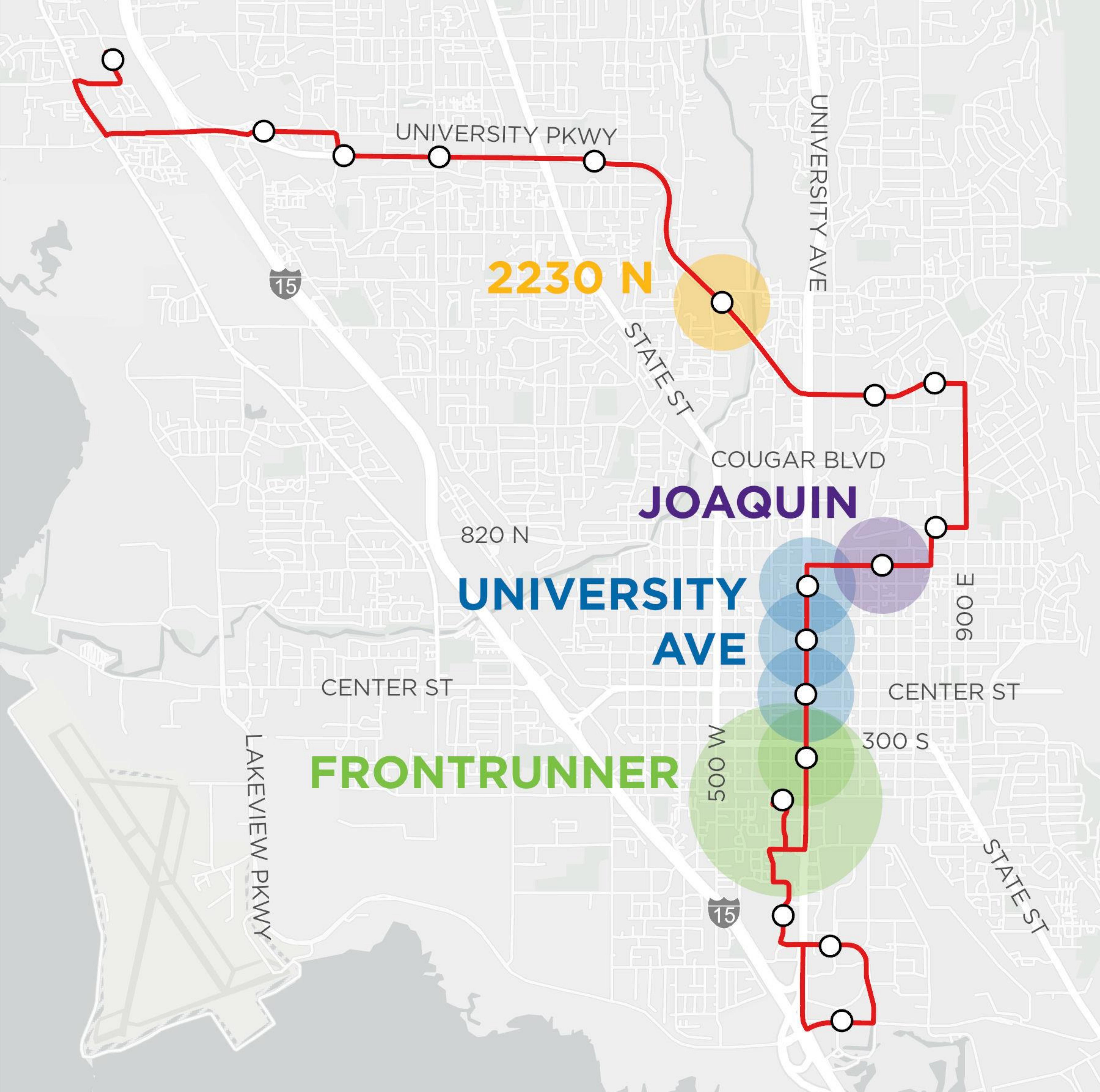
# Academy Square

# 300 North

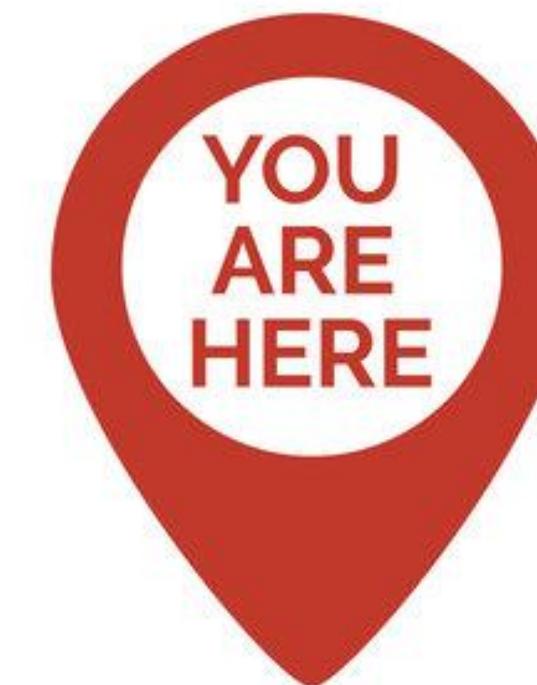
# Center Street

# 400 South

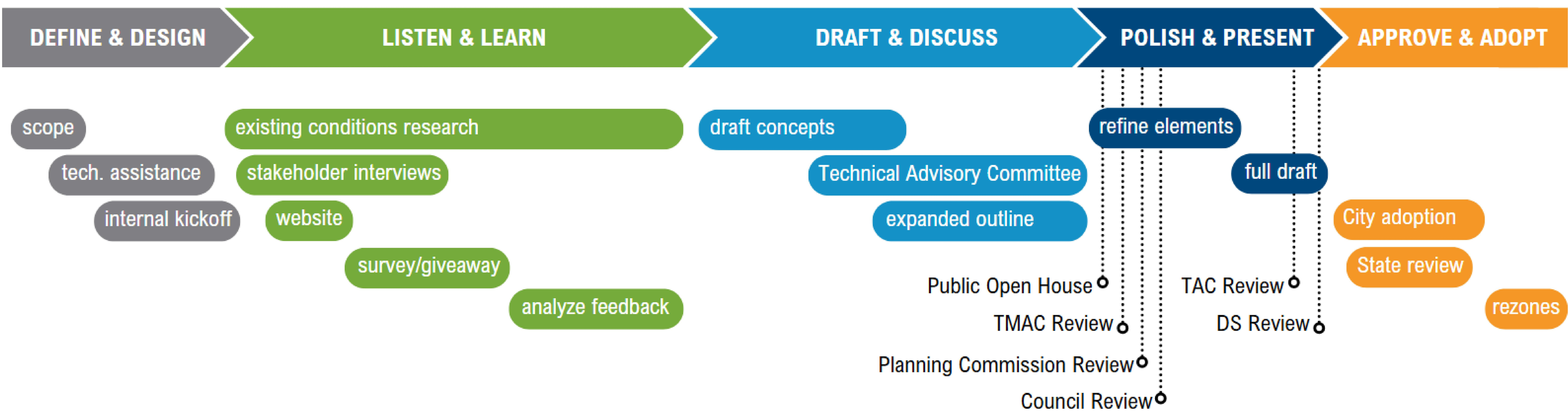
# Provo Central (FrontRunner)



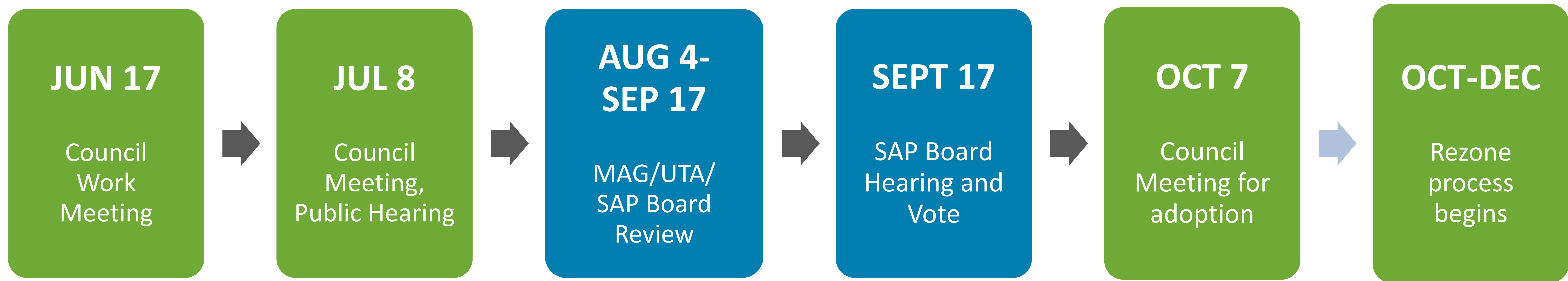
# Plan Process



WINTER 2023 SPRING 2023 SUMMER 2023 FALL 2023 WINTER 2023 SPRING-SUMMER 2024 FALL-WINTER 2024 SPRING 2025 SUMMER-FALL 2025 WINTER 2025



# Next Steps



The Station Area Plans will not return to the Planning Commission after the SAP Board Hearing

# 2230 North Vision and Goals

**The 2230 North station area will become a commercial, housing, and multimodal transit hub by promoting vertical mixed use, synergistic multimodal transit, and strategic densification that will serve as a gateway of opportunity for the city.**

## Land Use

Increase the housing supply by focusing on residential redevelopment and infill close to the stations and with an emphasis on for-sale units.

1. Increase density throughout the area, especially near the station.
2. Increase the number of owner-occupied units in the area.

# 2230 North Vision and Goals, cont.

## Redevelopment

Enhance economic and business opportunities by bringing a range of uses and services in closer proximity to the stations and housing.

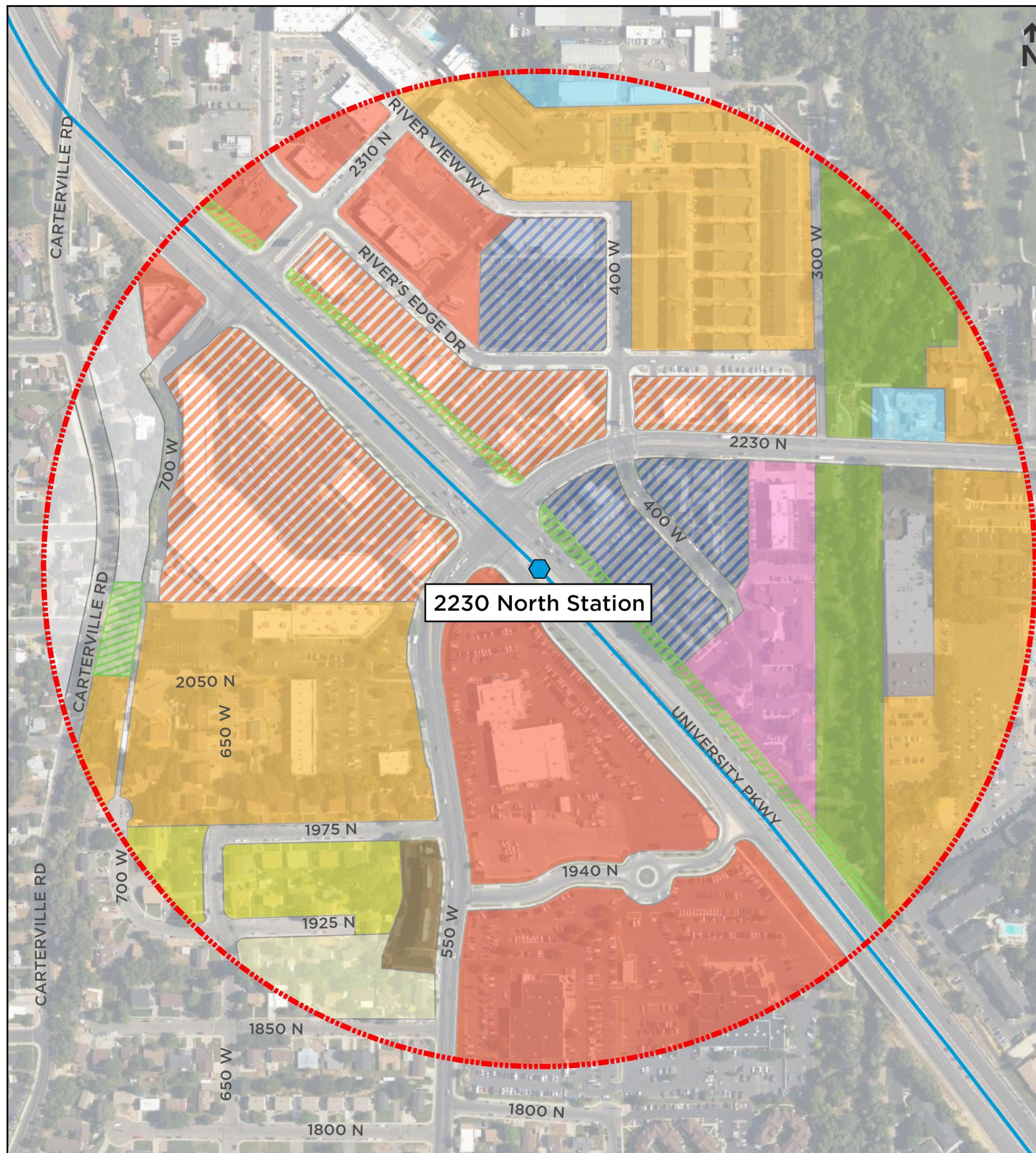
3. Increase the number of affordable units in the area.
4. Maximize redevelopment opportunities to create diverse uses, with particular emphasis on transit-oriented development.
5. Enhance access to green spaces within the station area.
6. Ensure infill development and redevelopment provide appropriate on-site parking.
7. Create a design corridor along University Parkway.
8. Work with developers to include upscaling wastewater and water lines in certain areas as demand increases.

## Transportation and Environment

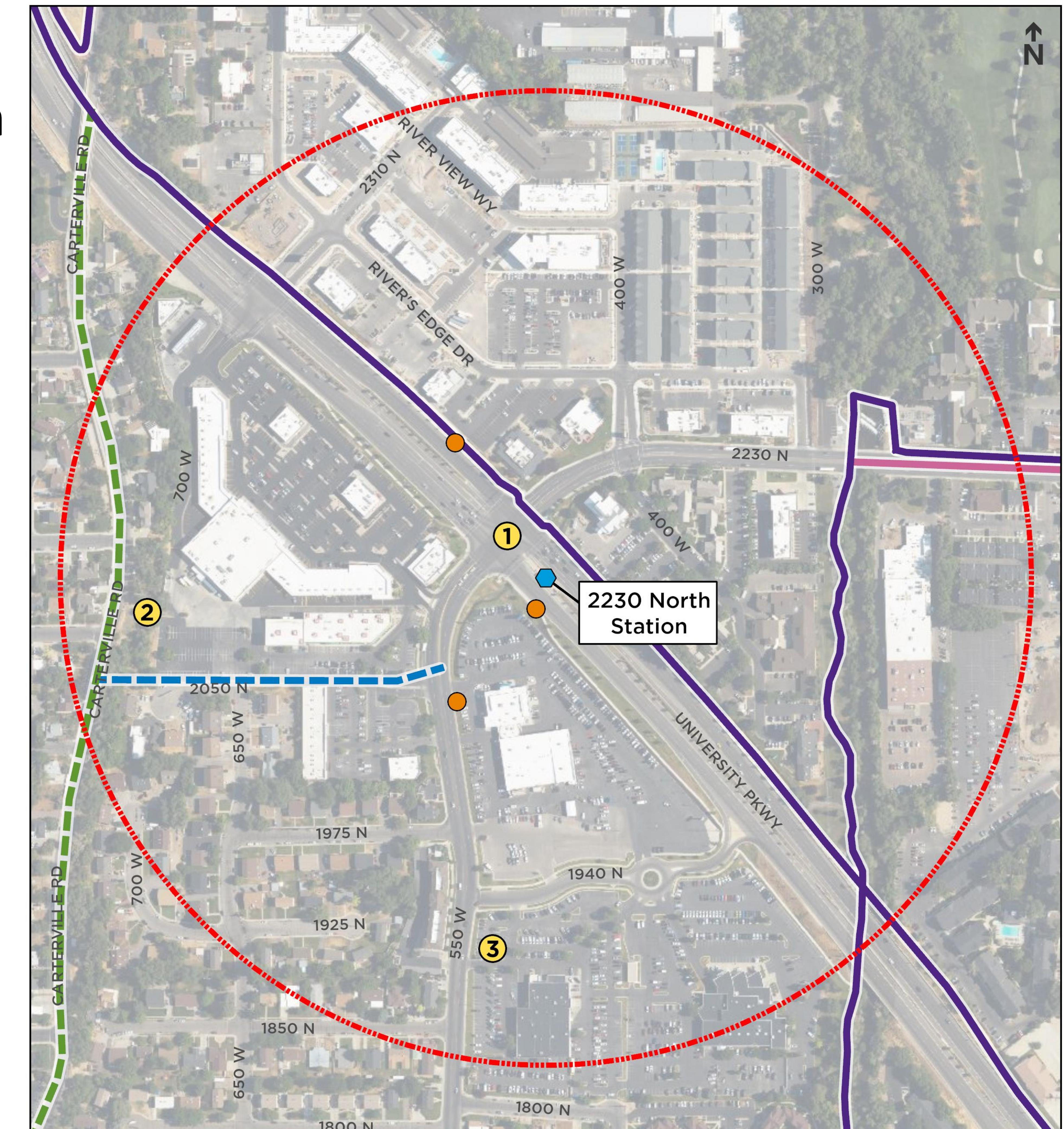
Solidify all networks of transportation modes so they function independently and together to build synergy. Improve air quality by reducing dependency on single-occupancy vehicles through establishing and enhancing alternative transportation networks.

9. Implement the Future Active Transportation Map infrastructure and improvements.
10. Improve connectivity within the station area.

# Future Land Use



# Future Transportation



# University Avenue Vision and Goals

**The University Avenue station area will continue the strategic urban densification and characteristic design of the downtown, improve active transportation corridors, and preserve the historic neighborhoods.**

## Land Use

Increase the housing supply by focusing on residential redevelopment and infill close to the stations and with an emphasis on for-sale units.

1. Increase density throughout the area, especially near the station.
2. Increase the number of owner-occupied units in the area.

# University Avenue Vision and Goals, cont.

## Redevelopment

Enhance economic and business opportunities by bringing a range of uses and services in closer proximity to the stations and housing.

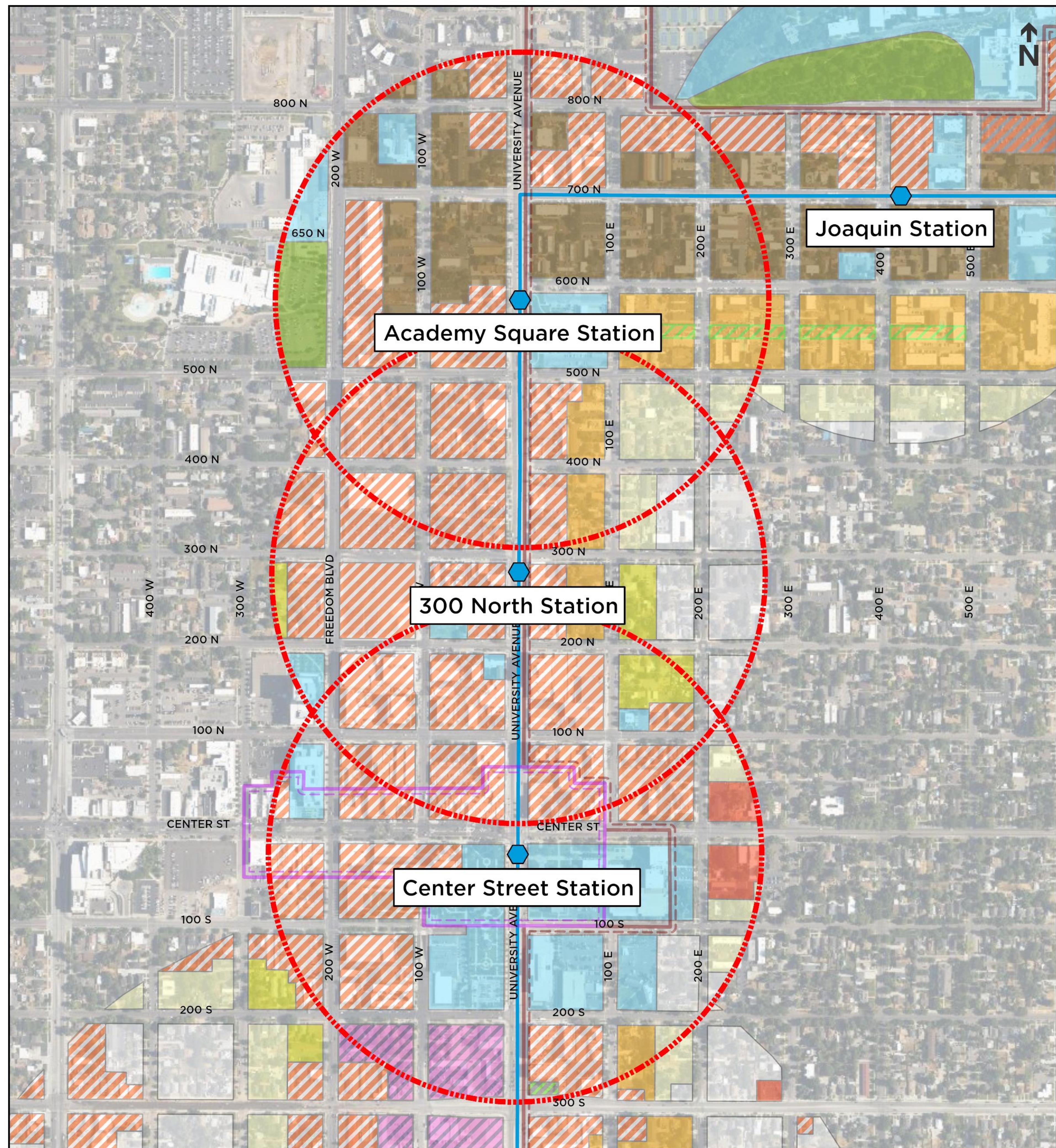
3. Increase the number of affordable units in the area.
4. Maximize redevelopment opportunities to create diverse uses, with particular emphasis on transit-oriented development.
5. Enhance access to green spaces within the station area.
6. Ensure infill development and redevelopment provide appropriate on-site parking.
7. Preserve historic districts.

## Transportation and Environment

Solidify all networks of transportation modes so they function independently and together to build synergy. Improve air quality by reducing dependency on single-occupancy vehicles through establishing and enhancing alternative transportation networks.

8. Implement the Future Active Transportation Map infrastructure and improvements.
9. Improve connectivity within the station area.

# Future Land Use

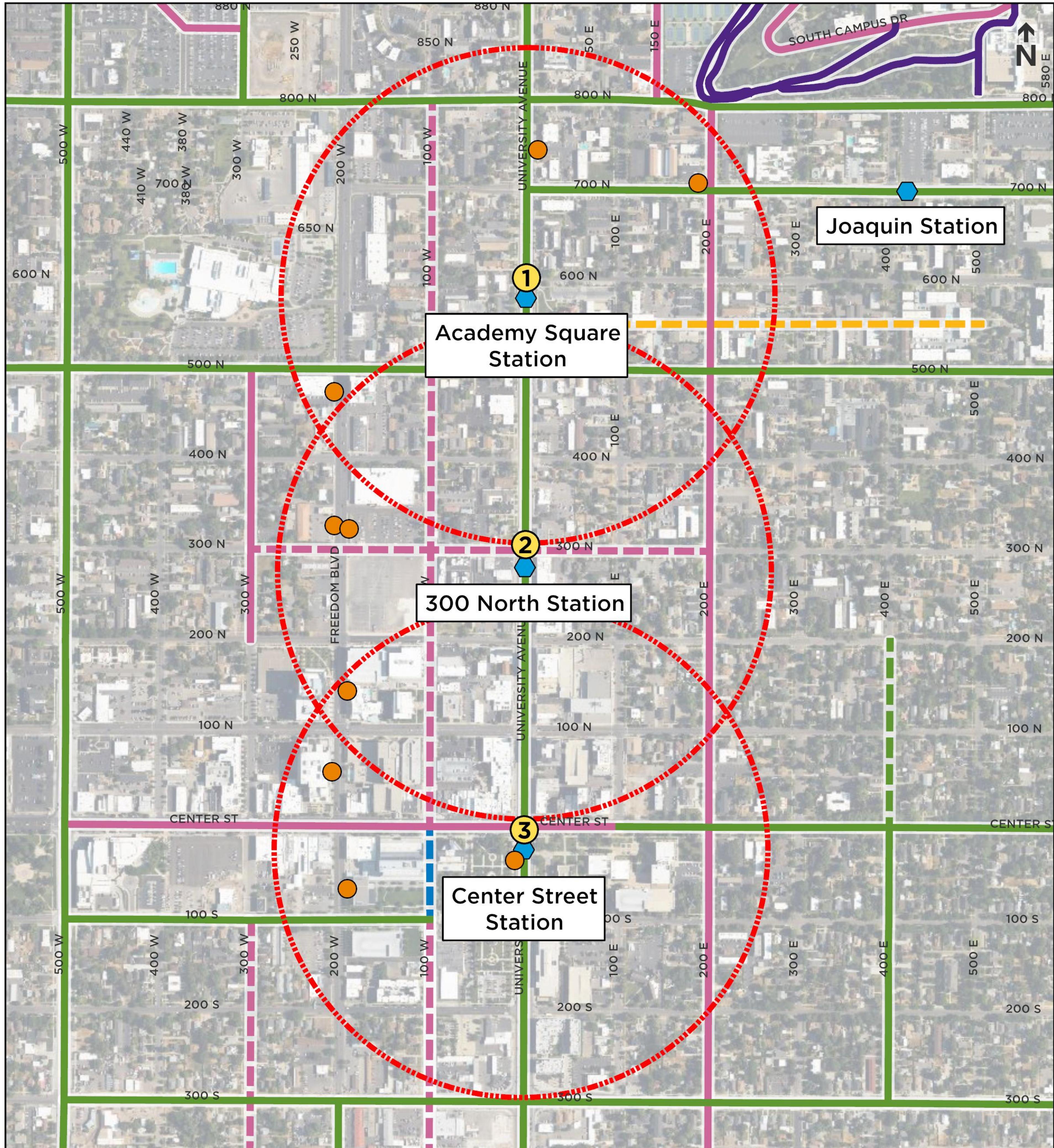


Legend:

- Single Family
- Multiplex 1-2s\*
- Rowhomes 2-3s\*
- Stacked Housing 3-4s\*
- Stacked Housing 5s+\*
- Commercial
- Commercial Full
- Mixed Use
- Entertainment/Hospitality
- Entertainment Full
- Civic/Religious
- Open Space
- Urban Green Space
- Greenway Connection
- Historic District
- Historic District
- Station Area
- Bike Lane
- Sharrows
- Trail
- BRT Station
- Bike Lane
- Sharrows
- Link
- Shared Use Path

\*Stories

# Future Transportation



Legend:

- Existing Transportation:
  - Bike Lane
  - Sharrows
  - Trail
- Future Transportation:
  - Bike Lane
  - Sharrows
  - Link
  - Shared Use Path
  - Improve Bus Shelter
  - Other (see description in plan)

# Joaquin Vision and Goals

**The Joaquin station area will connect more students and visitors to Brigham Young University campus, providing better active transportation connections for visitors and vertically integrated commercial and residential uses to support a greater number of residents.**

## Land Use

Increase the housing supply by focusing on residential redevelopment and infill close to the stations and with an emphasis on for-sale units.

1. Align current zoning with the [Future Land Use Map](#).

# Joaquin Vision and Goals, cont.

## Redevelopment

Enhance economic and business opportunities by bringing a range of uses and services in closer proximity to the stations and housing.

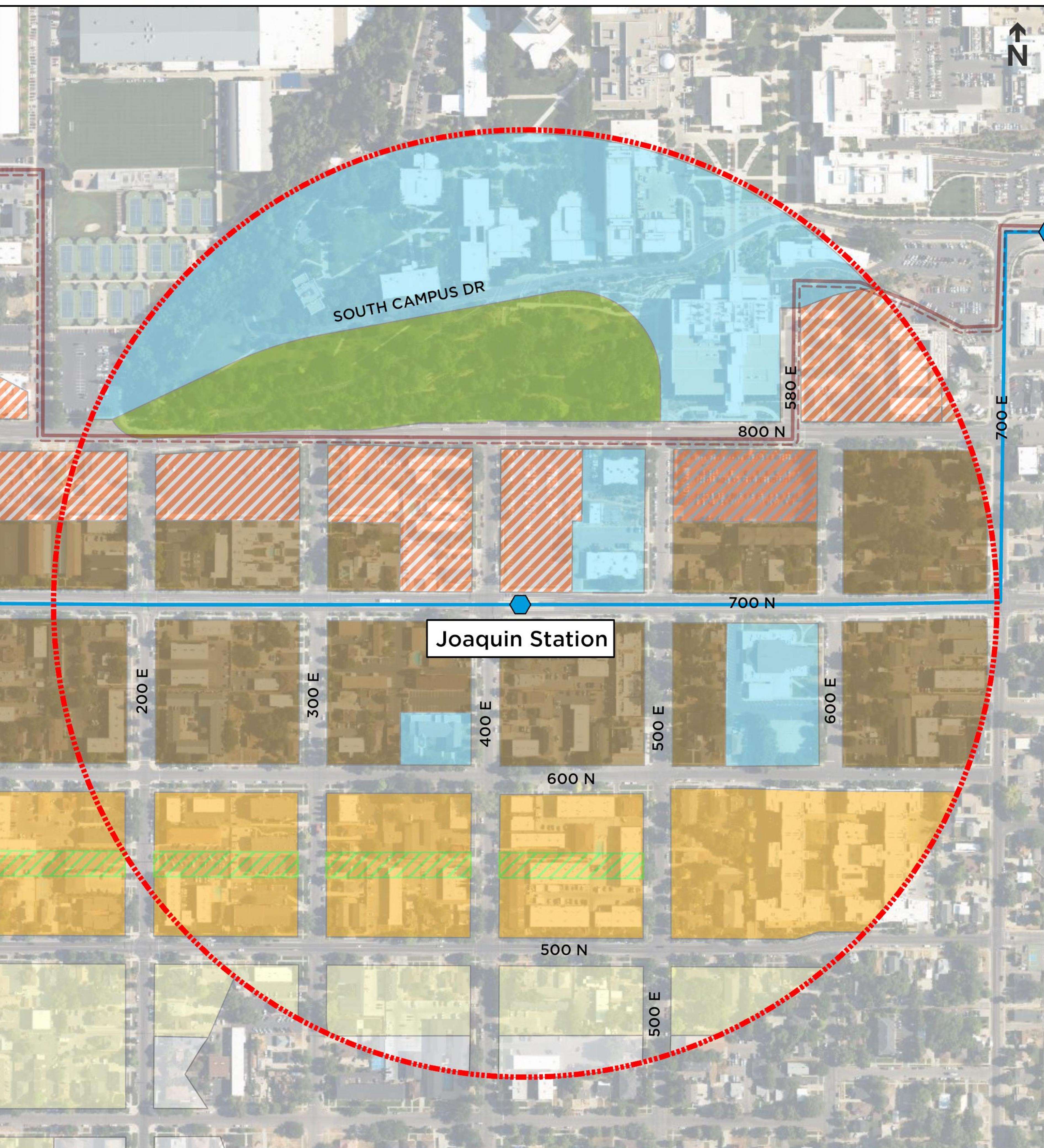
2. *Maximize redevelopment opportunities to create diverse uses, with particular emphasis on transit-oriented development.*
3. *Enhance access to green spaces within the station area.*
4. *Ensure infill development and redevelopment provide appropriate on-site parking.*
5. *Preserve historic districts.*

## Transportation and Environment

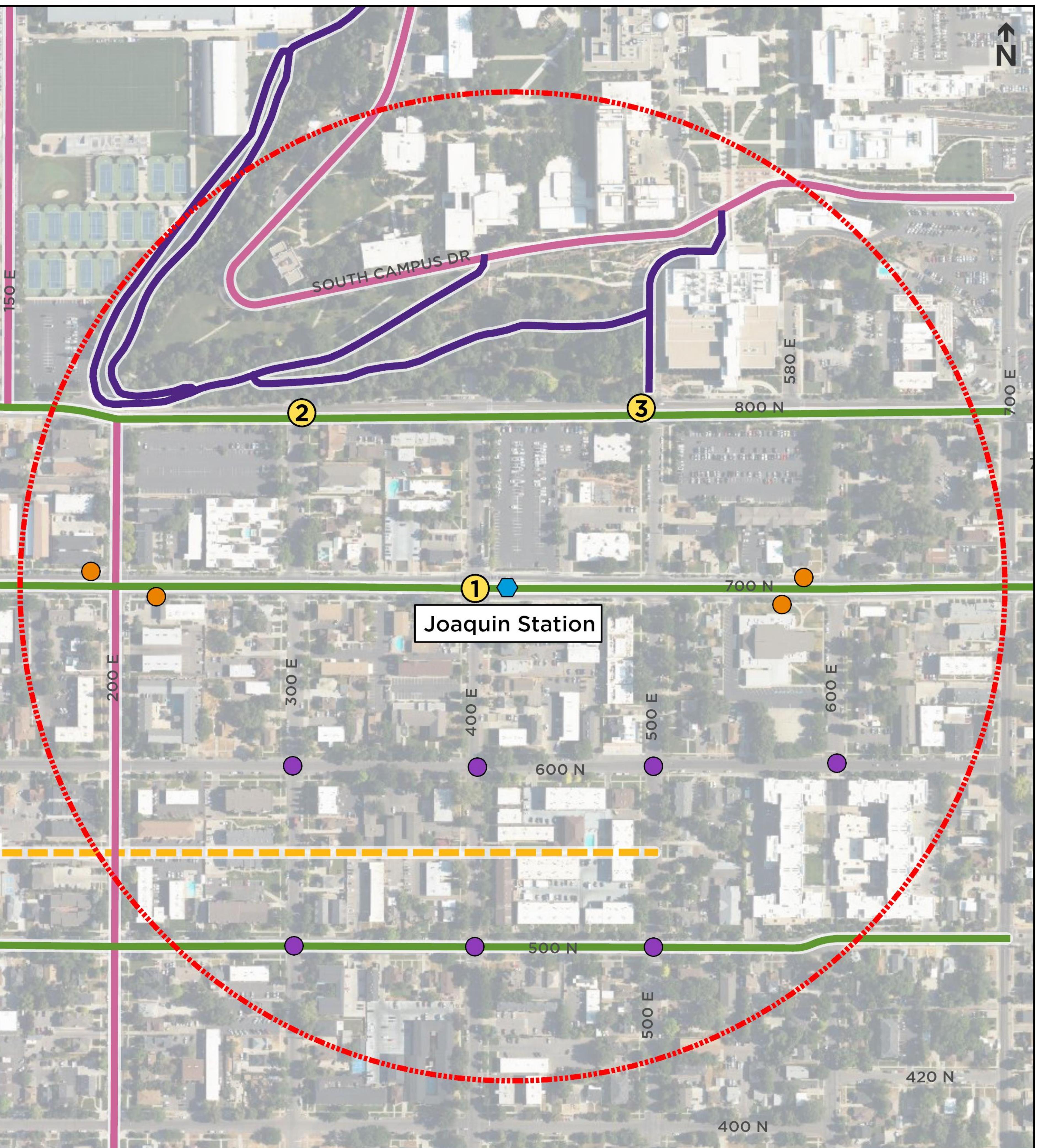
Solidify all networks of transportation modes so they function independently and together to build synergy. Improve air quality by reducing dependency on single-occupancy vehicles through establishing and enhancing alternative transportation networks.

6. *Implement the Future Active Transportation Map infrastructure and improvements.*
7. *Improve connectivity within the station area.*

# Future Land Use



# Future Transportation



Legend for Future Land Use:

- Single Family
- Multiplex 1-2s\*
- Rowhomes 2-3s\*
- Stacked Housing 3-4s\*
- Stacked Housing 5s+\*
- \*Stories
- Commercial
- Commercial Full
- Mixed Use
- Commercial Full Mixed Use with Parking Garage
- Civic/Religious
- Open Space
- Greenway Connection
- Station Area
- Historic District
- BRT Station
- BRT Route

Legend for Future Transportation:

- Bike Lane
- Sharrow
- Trail
- Bike Lane
- Sharrow
- Link
- ADA Ramps & Curb Extensions
- Improve Bus Shelter
- Other (see description in plan)
- Shared Use Path

# FrontRunner & 400 South Vision and Goals

**The FrontRunner station area will welcome residents of all ages in a diverse community that reflects the city's history while connecting residents and visitors across the Wasatch Front by improving connectivity to existing landmarks and citywide transportation networks.**

## Land Use

Increase the housing supply by focusing on residential redevelopment and infill close to the stations and with an emphasis on for-sale units.

1. Increase density throughout the area, especially near the station.
2. Increase the number of owner-occupied units in the area.

# FrontRunner & 400 South Vision and Goals, cont.

## Redevelopment

Enhance economic and business opportunities by bringing a range of uses and services in closer proximity to the stations and housing.

3. Increase the number of affordable units in the area.
4. Maximize redevelopment opportunities to create diverse uses, with particular emphasis on transit-oriented development.
5. Enhance access to green spaces within the station area.
6. Ensure infill development and redevelopment provide appropriate on-site parking.
7. Preserve historic districts.
8. Extend Downtown Design Standards around the FrontRunner station.
9. Evaluate alternatives for a future City park.
10. Improve wayfinding signage around the station.

## Transportation and Environment

Solidify all networks of transportation modes so they function independently and together to build synergy. Improve air quality by reducing dependency on single-occupancy vehicles through establishing and enhancing alternative transportation networks.

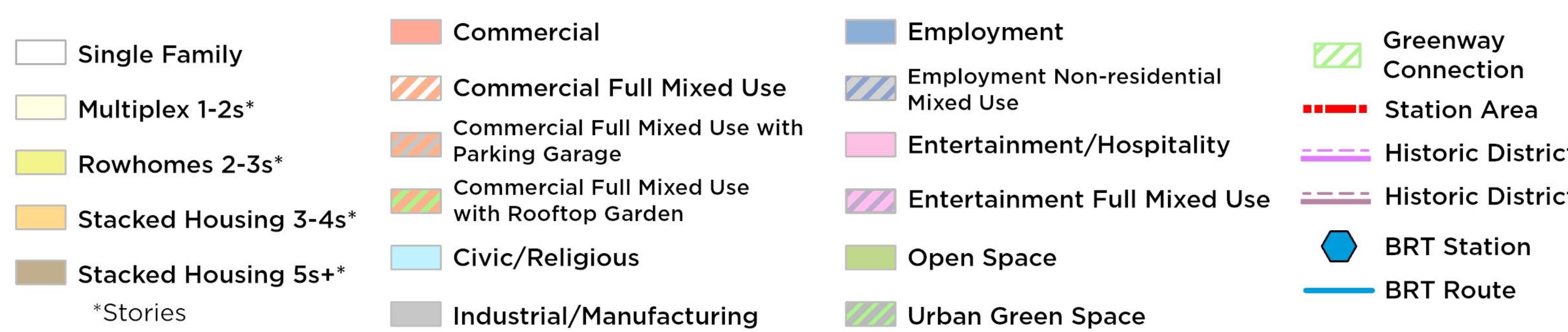
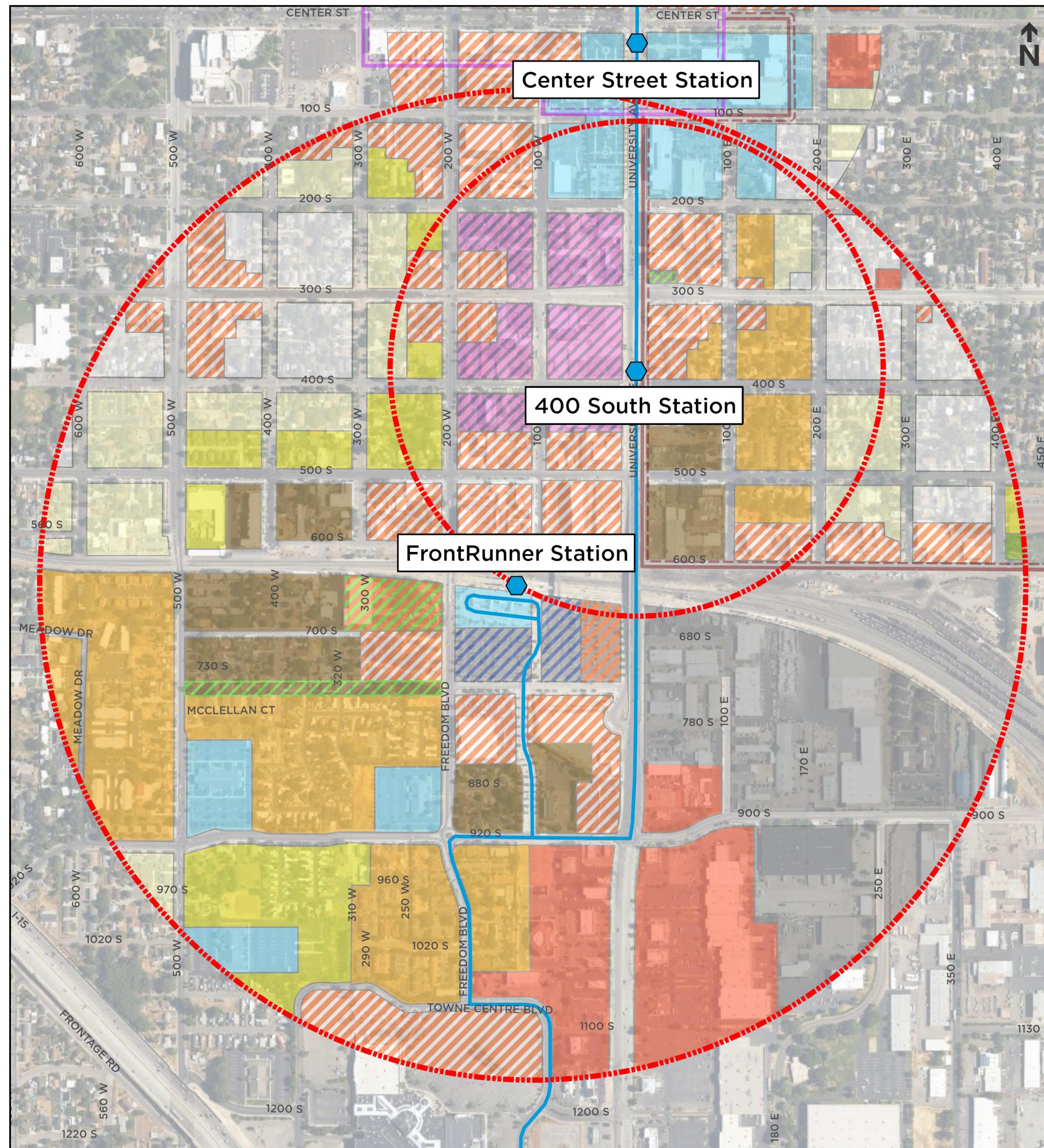
11. Implement the Future Active Transportation Map infrastructure and improvements.
12. Improve connectivity within the station area.

# Change from Draft Document

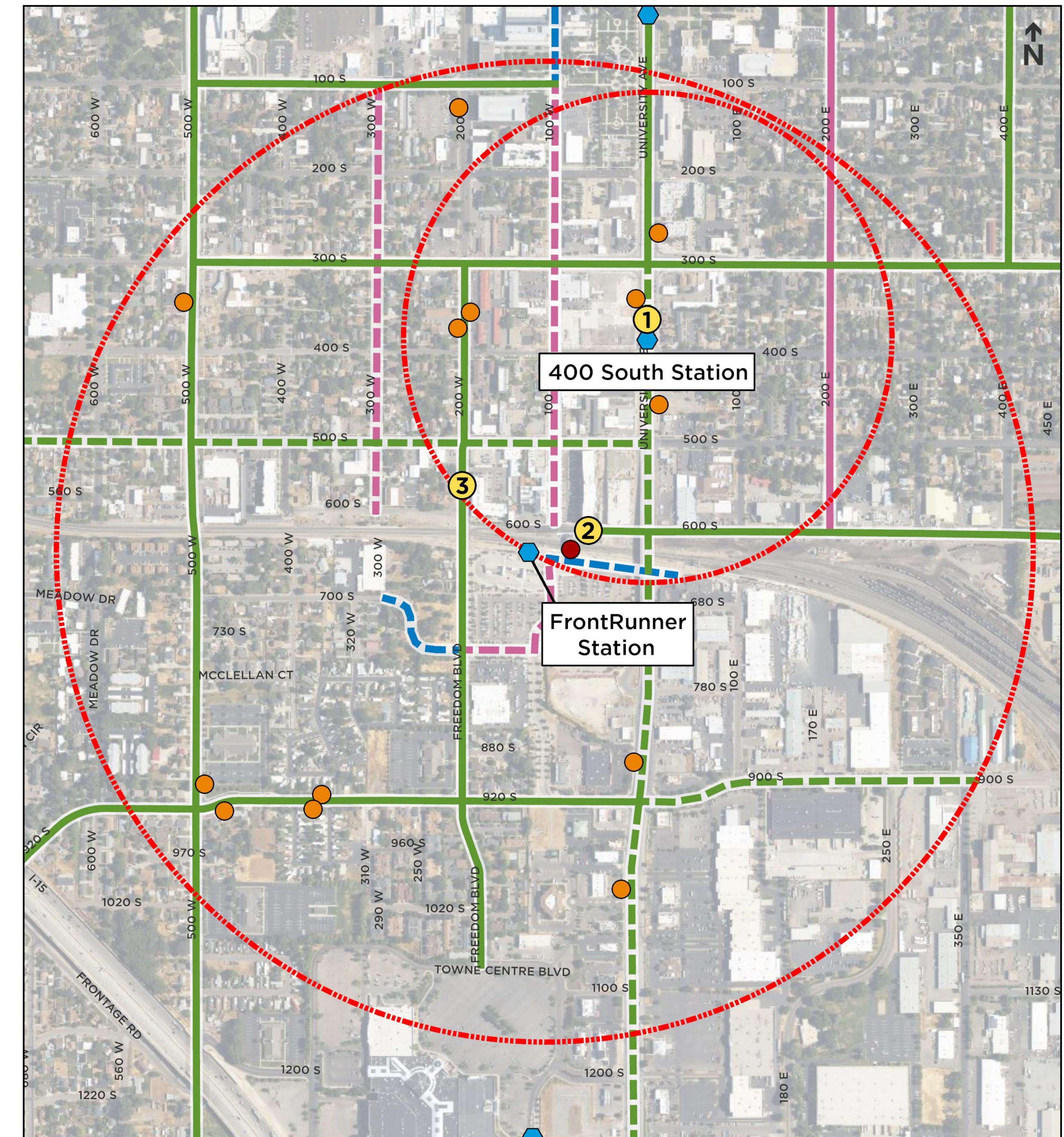
**To address UTA's recent concerns about development flexibility for excess parking at the FrontRunner station, staff added the following language in the "Future Land Use Map" section:**

The Future Land Use Map illustrates a development scenario based on best practices that addresses resident needs and citywide goals, and Provo City acknowledges that needs, opportunities, and constraints will shift over time. Final land uses and specific project proposals may vary from the map, but they must meet zoning requirements and align with community priorities. The City is willing to collaborate with developers who present plans that fulfill the area's needs as described in the City's various land use plans, including this document.

# Future Land Use



# Future Transportation



## \*ITEM 2

Development Services requests the adoption of the 2230  
North Station Area Plan.

*Citywide Application*

PLGPA20250206

## \*ITEM 3

Development Services requests the adoption of the University Avenue Station Areas Plan.

*Citywide Application*

PLGPA20250208

## \*ITEM 4

Development Services requests the adoption of the  
Joaquin Station Area Plan.

*Citywide Application*

PLGPA20250215

## \*ITEM 5

Development Services requests the adoption of the FrontRunner and 400 South Station Areas Plan.

*Citywide Application*

PLGPA20250216

**Planning Commission Hearing  
Staff Report**  
**Hearing Date: June 11, 2025**

**\*ITEM 2** Development Services requests the adoption of the 2230 North Station Area Plan. Citywide Application. Hannah Salzl (801) 852-6423 [hsalzl@provo.org](mailto:hsalzl@provo.org) PLGPA20250206

<p><b>Applicant:</b> Development Services</p> <p><b>Staff Coordinator:</b> Hannah Salzl</p>	<p><b>Current Legal Use:</b> The current zones within the project area (a quarter-mile radius around the 2230 North UVX station) are shown on Map 2.1 in the plan.</p> <p><b>Relevant History:</b> The state introduced Station Area Plan requirements in H.B. 462 (2022), now found in Utah Code 10-9a-403.</p> <p><b>Neighborhood Issues:</b> No issues have been raised about the current version of the Station Area Plan.</p> <p><b>Summary of Key Issues:</b> The Station Area Plan meets state requirements and addresses land use, redevelopment, transportation, and the environment (focusing on air quality from transportation) within the project area.</p> <p><b>Staff Recommendation:</b> Staff recommends the Planning Commission recommend approval of the proposed Station Area Plan to the Municipal Council.</p>
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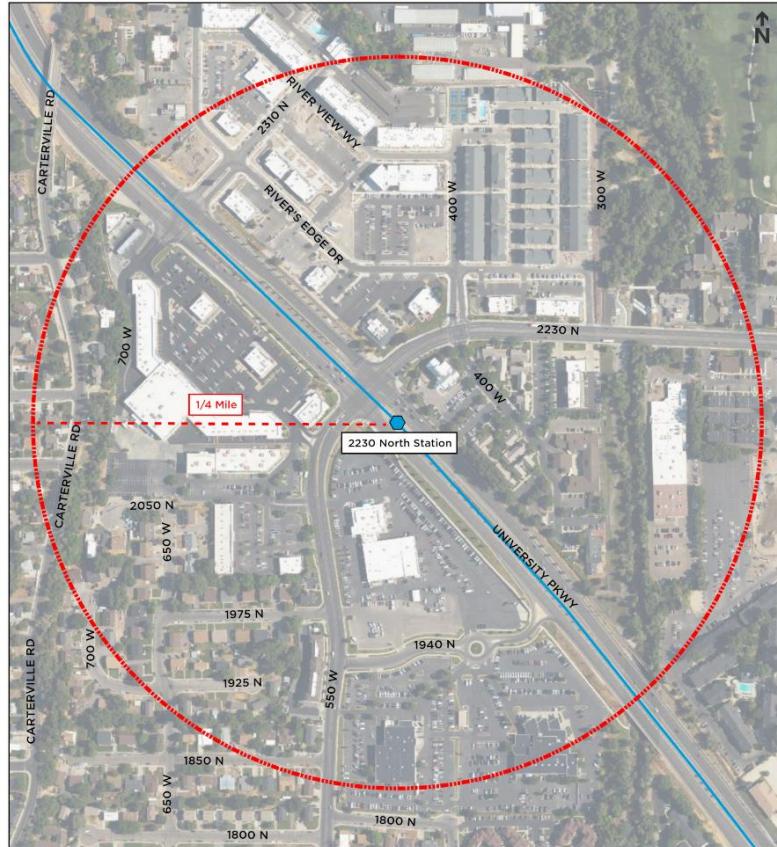
## **OVERVIEW**

This is one of Station Area Plans (SAPs), which cover six UVX stations and the FrontRunner station. A map and list of stations can be found in Attachment 1.

The 2230 North Station Area Plan covers the quarter-mile radius around the 2230 North UVX station at the intersection of University Parkway and 2230 North. It is entirely within the Carterville Neighborhood in District 4.

These Station Area Plans meet the Station Area Plan requirements in Utah Code 10-9a-403 as set forth in H.B. 462 (2022). The code requires that each plan promotes the following four objectives within the station area:

1. Increasing the availability and affordability of housing, including moderate income housing;
2. Promoting sustainable environmental conditions;
3. Enhancing access to opportunities; and
4. Increasing transportation choices and connections.



This plan translates those four objectives into the following vision, goals (in bold), and objectives (in italics), around which the plan will be organized. Strategies to achieve these objectives are outlined in the Implementation chapter to create a cohesive action plan.

Transportation and Environment will be combined, as the most impactful environmental benefit of these station areas is reduced emissions from multimodal travel.

## **VISION**

**The 2230 North station area will become a commercial, housing, and multimodal transit hub by promoting vertical mixed use, synergistic multimodal transit, and strategic densification that will serve as a gateway of opportunity for the city.**

## Land Use

**Increase the housing supply by focusing on residential redevelopment and infill close to the stations and with an emphasis on for-sale units.**

1. *Increase density throughout the area, especially near the station.*
2. *Increase the number of owner-occupied units in the area.*

## Redevelopment

**Enhance economic and business opportunities by bringing a range of uses and services in closer proximity to the stations and housing.**

3. *Increase the number of affordable units in the area.*
4. *Maximize redevelopment opportunities to create diverse uses, with particular emphasis on transit-oriented development.*
5. *Enhance access to green spaces within the station area.*
6. *Ensure infill development and redevelopment provide appropriate on-site parking.*
7. *Create a design corridor along University Parkway.*
8. *Work with developers to include upscaling wastewater and water lines in certain areas as demand increases.*

## Transportation and Environment

**Solidify all networks of transportation modes so they function independently and together to build synergy. Improve air quality by reducing dependency on single-occupancy vehicles through establishing and enhancing alternative transportation networks.**

9. *Implement the Future Active Transportation Map infrastructure and improvements.*
10. *Improve connectivity within the station area.*

The Land Use chapter proposes a Future Land Use Map (Attachment 2). If the proposed land uses are approved and developed, staff estimates that there could be an addition of approximately 1,087 residential units in the 2230 North station area.

Although the maximum development density is unlikely, the proposals in the Land Use chapter would help meet the state's goal to increase housing availability and affordability around station areas.

Where the Future Land Use Map conflicts with current zoning on any parcels, the state will require the City to rezone the parcels by the end of 2025 to bring them into conformity. The Implementation chapter includes a map of such areas.

The Redevelopment chapter notes additional redevelopment opportunities and constraints, recommendations, and tools. Projects in the 2230 North station area might require additional wastewater and water infrastructure upgrades as demand increases, depending on their location.

The Transportation and Environment chapter lists all planned roadway and active transportation infrastructure plans within the station area. It also maps all of the traffic accidents in the area between 2017-2022. It makes further recommendations in the Future Active Transportation Map (Attachment 3).

The Implementation chapter identifies funding tools, lists all goals and strategies for each chapter of the plan, and maps where the proposed changes would be needed.

## **STAFF ANALYSIS**

Provo City Code Section 14.02.020(2) sets forth the following guidelines for consideration of ordinance text amendments.

Before recommending an amendment to this Title, the Planning Commission shall determine whether such amendment is in the interest of the public and is consistent with the goals and policies of the Provo City General Plan. The following guidelines shall be used to determine consistency with the General Plan (**responses in bold**):

(a) Public purpose for the amendment in question.

**Staff response: The addition of the proposed plan as an appendix to the General Plan meets the state requirement for municipalities with certain transit infrastructure to adopt station area plans.**

(b) Confirmation that the public purpose is best served by the amendment in question.

**Staff response: Staff believes that the proposed amendments serve the public.**

(c) Compatibility of the proposed amendment with General Plan policies, goals, and objectives.

**Staff response: The proposed amendments are consistent with the General Plan.**

(d) Consistency of the proposed amendment with the General Plan's "timing and sequencing" provisions on changes of use, insofar as they are articulated.

**Staff response: There are no timing and sequencing issues related to this proposal.**

(e) Potential of the proposed amendment to hinder or obstruct attainment of the General Plan's articulated policies.

**Staff response: This proposal does not hinder or obstruct attainment of the General Plan's articulated policies.**

(f) Adverse impacts on adjacent land owners.

**Staff response:** Any rezones required to bring current zoning into compliance with the Future Land Use Map will allow the current uses to continue as a legal, non-conforming (grandfathered) uses that run with the land. This means that they may continue their use even if the property changes hands. The new land use and zone regulations will apply if the property should ever change uses or be entirely redeveloped.

(g) Verification of correctness in the original zoning or General Plan for the area in question.

**Staff response: This proposal does not conflict with zoning or the General Plan.**

(h) In cases where a conflict arises between the General Plan Map and General Plan Policies, precedence shall be given to the Plan Policies.

**Staff response: There is not a conflict.**

## **FINDINGS OF FACT**

1. Staff support the recommendation to adopt the proposed 2230 North Station Area Plan.
2. Staff worked with the following consultants on the plan: Psomas; Wall Consulting Group; Lewis, Robertson, & Burningham.
3. Staff and the consultants conducted thorough public and stakeholder engagement, including a survey that received 644 responses, four focus groups, five stakeholder interviews, and ongoing work with a Technical Advisory Committee.
4. Staff collaborated closely with the Public Works and Parks and Recreation Departments to ensure the proposed plan fit with their goals for the station area.
5. The proposed plan meets the Station Area Plan requirements in Utah Code 10-9a-403 as set forth in H.B. 462 (2022).

## **APPLICABLE ZONING CODES**

The Future Land Use Map (Attachment 2) shows uses rather than zones, though the uses correspond loosely to existing zones. The final choice for the most appropriate zones will be made during the rezone discussions after the proposed SAPs have been adopted.

## **CONCLUSIONS**

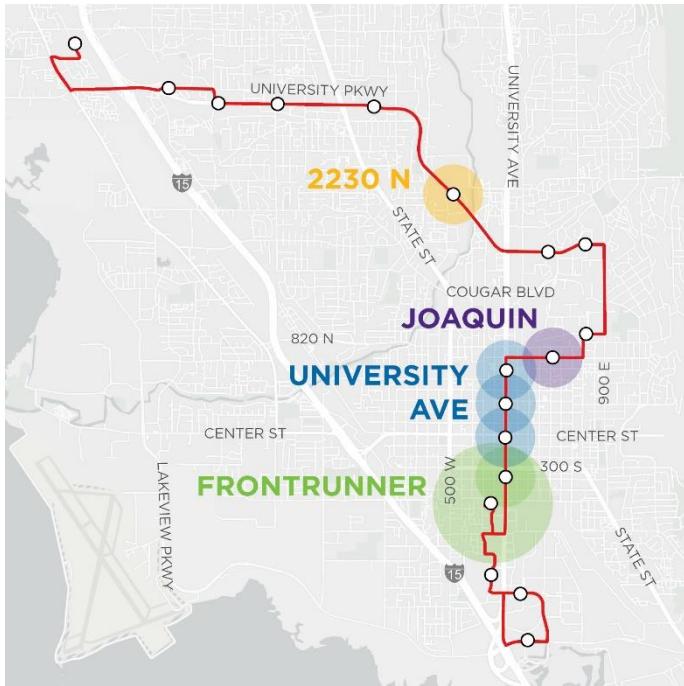
Staff supports the adoption of the proposed 2230 North Station Area Plan. These station areas present unique land development, economic, and transportation opportunities that, if fully realized, would better connect people, goods, and services not only within Provo but also with the surrounding region. Moreover, the goals of these

Station Area Plans seek to guide this growth in a way that is economically, socially, and environmentally sustainable in accordance with the policies in the General Plan.

**ATTACHMENTS**

1. Map and List of All Station Areas
2. Future Land Use Map
3. Future Active Transportation Map

**ATTACHMENT 1 – MAP AND LIST OF ALL STATION AREAS**



UVX route map with the Provo station areas marked

The following stations are included in the plans as listed below from north to south:

2230 North Station Area Plan

2230 North Station

Joaquin Station Area Plan

Joaquin Station

University Avenue Station Area Plan

Academy Square Station

300 North Station

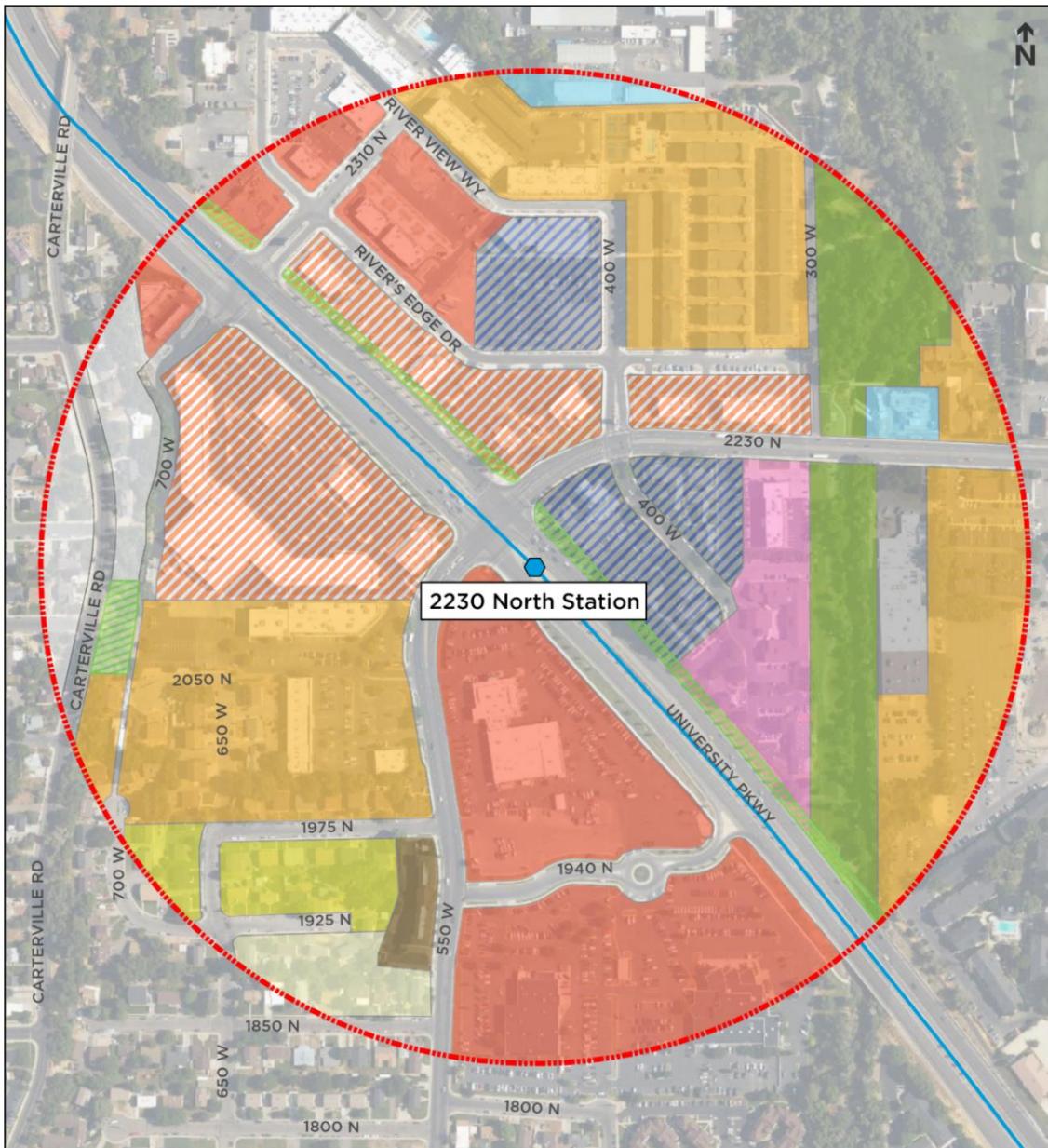
Center Street Station

FrontRunner Station Area Plan

400 South Station

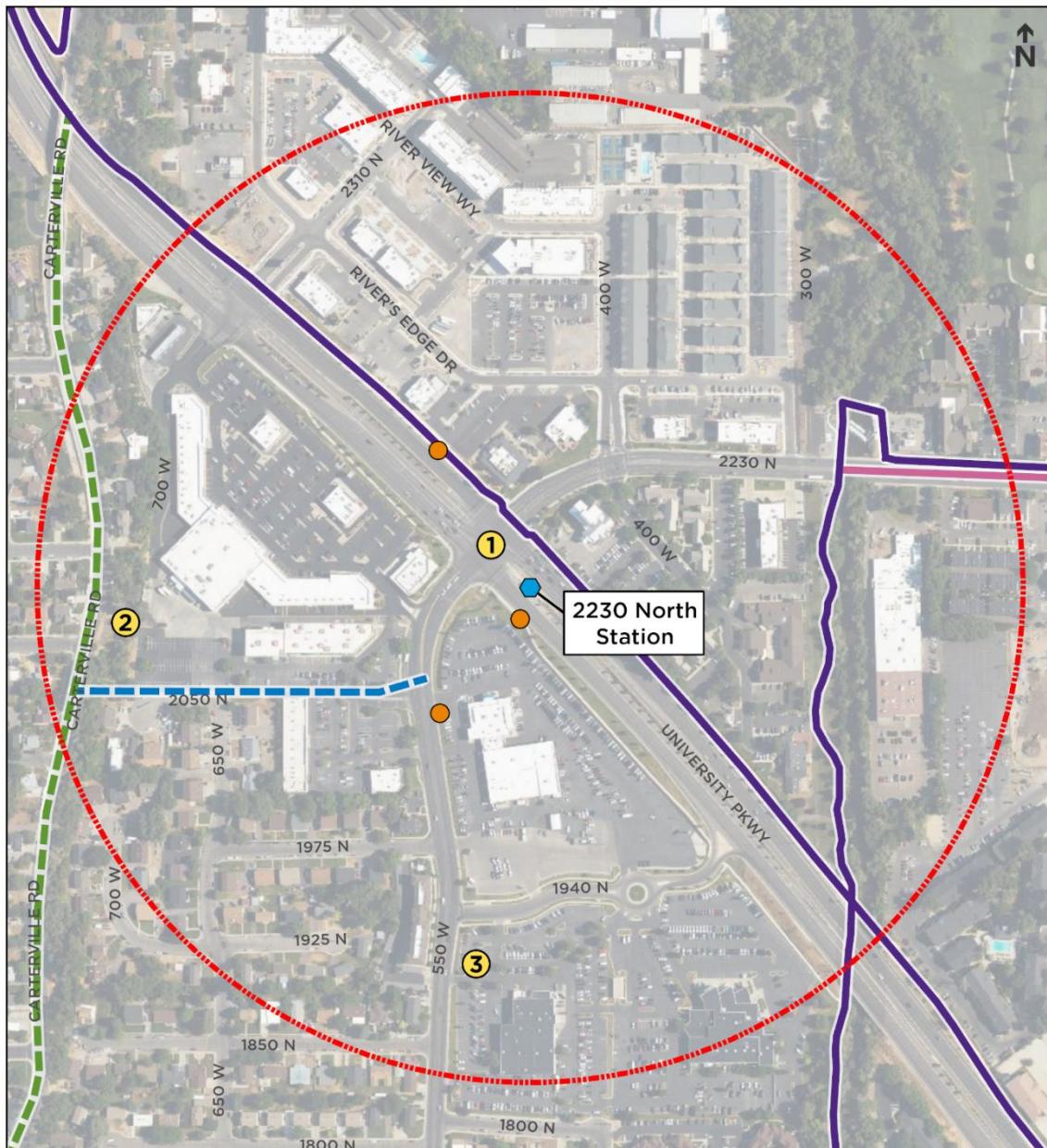
FrontRunner Station

## ATTACHMENT 2 – FUTURE LAND USE MAP



Future Land Use Map for the 2230 North station area

### **ATTACHMENT 3 – FUTURE ACTIVE TRANSPORTATION MAP**



#### **Existing Transportation**

- Trail
- Sharrow

#### **Future Transportation**

- Bike Lane
- Sharrow
- Link
- Improve Bus Shelter
- Other  
(see description in plan)

*Future active transportation recommendations for the 2230 North station area*

Provo City Planning Commission  
**Report of Action**

June 11, 2025

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**\*ITEM 2** Development Services requests the adoption of the 2230 North Station Area Plan. Citywide Application. Hannah Salzl (801) 8526423 hsalzl@provo.org PLGPA20250206

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The following action was taken by the Planning Commission on the above described item at its regular meeting of June 11, 2025:

## **RECOMMENDED APPROVAL WITH CONDITIONS**

On a vote of 4:1, the Planning Commission recommended that the Municipal Council approve the above noted application with conditions.

Conditions of Approval: Include language in the text of each of the plans encouraging the City to consider these areas as innovation spaces to test more appropriate design to promote pedestrian and active transportation safety and to consider the NACTO standards. Successes could then be applied in other areas of the city.

Motion By: Barbara DeSoto

Second By: Anne Allen

Votes in Favor of Motion: Andrew South, Jonathon Hill, Barbara DeSoto, Anne Allen

Votes in Opposition to the Motion: Lisa Jensen

*Jonathon Hill was present as Chair.*

- Includes facts of the case, analysis, conclusions and recommendations outlined in the Staff Report, with any changes noted; Planning Commission determination is generally consistent with the Staff analysis and determination.

### **STAFF PRESENTATION**

The Staff Report to the Planning Commission provides details of the facts of the case and the Staff's analysis, conclusions, and recommendations.

### **CITY DEPARTMENTAL ISSUES**

- The Coordinator Review Committee (CRC) has reviewed the application and given their approval.

### **NEIGHBORHOOD MEETING DATE**

- Citywide Application; all Neighborhood District Chairs received notification.

### **NEIGHBORHOOD AND PUBLIC COMMENT**

- This item was City-wide or affected multiple neighborhoods.
- No neighbors or other interested parties were present or addressed the Planning Commission.

### **CONCERNS RAISED BY PUBLIC**

No comments were received.

### **PLANNING COMMISSION DISCUSSION**

Key points discussed by the Planning Commission included the following:

- Commissioner DeSoto expressed concerns about 550 West being overdesigned and encouraging speeding, which led staff to suggest an alternative to the sharrows proposed in the Transportation Master Plan. This discussion later led to a motion to include language in the text of each of the plans encouraging Traffic Engineering staff to consider these

areas as innovation spaces to test more appropriate design to promote pedestrian and active transportation safety. Successes could then be applied in other areas of the city. Several commissioners expressed interest in the NACTO standards. The motion was supported by all Commissioners present.

- Commissioner Jensen expressed concern about rezoning the UCAS and beauty school in the 2230 North to moderate-density housing. She argued that those educational uses are appropriate at the area and should not be rezoned. Staff supports the rezone because the current uses would be grandfathered and permitted, but if they should redevelop, housing would be a good use of the land. Commissioner Jensen later expressed that while she liked the 2230 North plan, she would be voting against it for this reason alone.
- Commissioners Jensen and DeSoto asked about the proposed Carterville trail and how much the City wants to get involved in improving the trail. Goal 9d directs the City to seek funds (completion estimated between 2030-2032) and Goal 9e directs the City to build the trail (2033-2035).

The Planning Commission identified the following findings as the basis of this decision or recommendation:

- The plan furthers the aims of the General Plan and is appropriate for the area.



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Planning Commission Chair



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Director of Development Services

See Key Land Use Policies of the Provo City General Plan, applicable Titles of the Provo City Code, and the Staff Report to the Planning Commission for further detailed information. The Staff Report is a part of the record of the decision of this item. Where findings of the Planning Commission differ from findings of Staff, those will be noted in this Report of Action.

Legislative items are noted with an asterisk (\*) and require legislative action by the Municipal Council following a public hearing; the Planning Commission provides an advisory recommendation to the Municipal Council following a public hearing.

Administrative decisions of the Planning Commission (items not marked with an asterisk) **may be appealed** by submitting an application/notice of appeal, with the required application and noticing fees to the Development Services Department, 445 W Center Street, Provo, Utah, **within fourteen (14) calendar days of the Planning Commission's decision** (Provo City office hours are Monday through Thursday, 7:00 a.m. to 6:00 p.m.).

BUILDING PERMITS MUST BE OBTAINED BEFORE CONSTRUCTION BEGINS

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<b>*ITEM 3</b>	Development Services requests the adoption of the University Avenue Station Areas Plan. Citywide Application. Hannah Salzl (801) 852-6423 <a href="mailto:hsalzl@provo.gov">hsalzl@provo.gov</a> PLGPA20250208
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**Applicant:** Development Services

**Staff Coordinator:** Hannah Salzl

**Current Legal Use:** The current zones within the project area (quarter-mile radii around the three University Avenue UVX station) are shown on Map 2.1 in the plan.

**Relevant History:** The state introduced Station Area Plan requirements in H.B. 462 (2022), now found in Utah Code 10-9a-403.

**Neighborhood Issues:** No issues have been raised about the current version of the Station Area Plan.

**Summary of Key Issues:** The Station Area Plan meets state requirements and addresses land use, redevelopment, transportation, and the environment (focusing on air quality from transportation) within the project area.

**Staff Recommendation:** Staff recommends the Planning Commission recommend approval of the proposed Station Area Plan to the Municipal Council.

### **ALTERNATIVE ACTIONS**

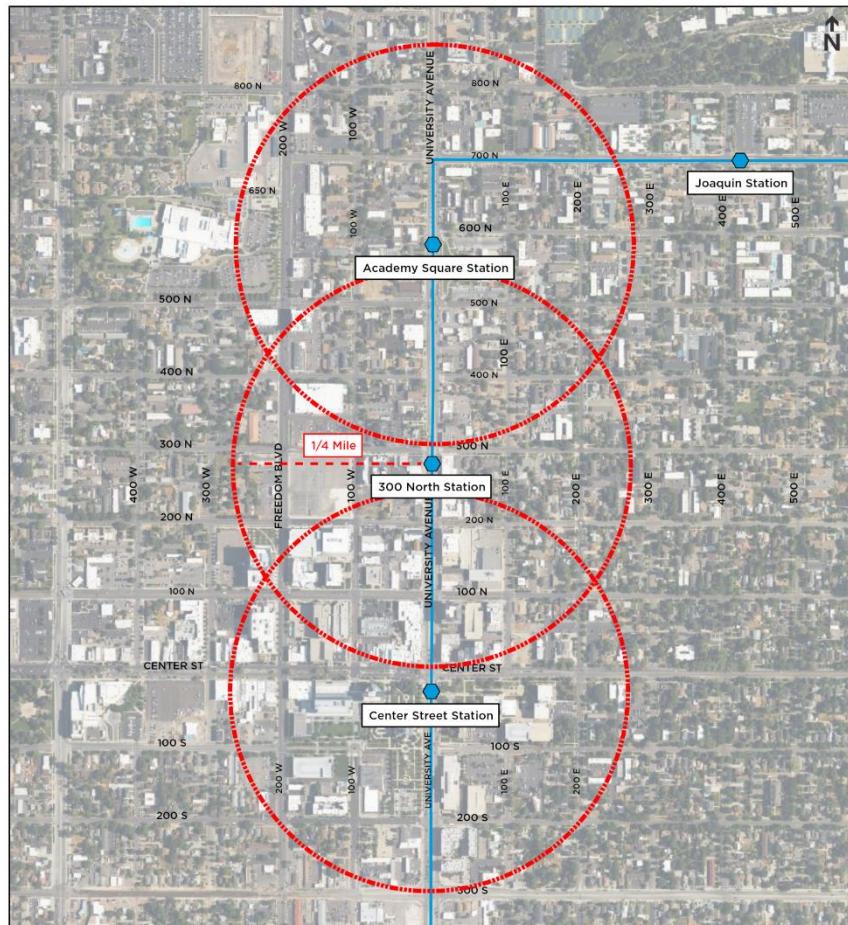
1. **Continue** to a future date to obtain additional information or to further consider information presented. *The next available meeting date is June 25, 2025 at 6:00 P.M.*
2. **Deny** the requested variance. *This action would not be consistent with the recommendations of the Staff Report. The Board of Adjustment should state new findings.*

## **OVERVIEW**

This is one of Station Area Plans (SAPs), which cover six UVX stations and the FrontRunner station. A map and list of stations can be found in Attachment 1.

The University Avenue Station Areas Plan covers the overlapping quarter-mile radii around the three northernmost stations along University Avenue. The station areas are in the North Park, Joaquin, Downtown, and Maeser Neighborhood in Districts 4 and 5.

These Station Area Plans meet the Station Area Plan requirements in Utah Code 10-9a-403 as set forth in H.B. 462 (2022). The code requires that each plan promotes the following four objectives within the station area:



1. Increasing the availability and affordability of housing, including moderate income housing;
2. Promoting sustainable environmental conditions;
3. Enhancing access to opportunities; and
4. Increasing transportation choices and connections.

This plan translates those four objectives into the following vision, goals (in bold), and objectives (in italics), around which the plan will be organized. Strategies to achieve these objectives are outlined in the Implementation chapter to create a cohesive action plan.

Transportation and Environment will be combined, as the most impactful environmental benefit of these station areas is reduced emissions from multimodal travel.

## VISION

**The University Avenue station area will continue the strategic urban densification and characteristic design of the downtown, improve active transportation corridors, and preserve the historic neighborhoods.**

### Land Use

**Increase the housing supply by focusing on residential redevelopment and infill close to the stations and with an emphasis on for-sale units.**

1. *Increase density throughout the area, especially near the station.*
2. *Increase the number of owner-occupied units in the area.*

### Transportation and Environment

**Solidify all networks of transportation modes so they function independently and together to build synergy. Improve air quality by reducing dependency on single-occupancy vehicles through establishing and enhancing alternative transportation networks.**

3. Increase the number of affordable units in the area.
4. *Maximize redevelopment opportunities to create diverse uses, with particular emphasis on transit-oriented development.*
5. *Enhance access to green spaces within the station area.*
6. *Ensure infill development and redevelopment provide appropriate on-site parking.*
7. *Preserve historic districts.*

### Redevelopment

**Enhance economic and business opportunities by bringing a range of uses and services in closer proximity to the stations and housing.**

8. *Implement the Future Active Transportation Map infrastructure and improvements.*
9. *Improve connectivity within the station area.*

The Land Use chapter proposes a Future Land Use Map (Attachment 2). If the proposed land uses are approved and developed, staff estimates that there could be an addition of approximately 1,174-7,282 residential units in the University Avenue station areas. Although the maximum development density is unlikely, the proposals in the Land Use chapter would help meet the state's goal to increase housing availability and affordability around station areas.

Where the Future Land Use Map conflicts with current zoning on any parcels, the state will require the City to rezone the parcels by the end of 2025 to bring them into conformity. The Implementation chapter includes a map of such areas.

The Redevelopment chapter notes additional redevelopment opportunities and constraints, recommendations, and tools.

The Transportation and Environment chapter lists all planned roadway and active transportation infrastructure plans within the station area. It also maps all of the traffic accidents in the area between 2017-2022. It makes further recommendations in the Future Active Transportation Map (Attachment 3).

The Implementation chapter identifies funding tools, lists all goals and strategies for each chapter of the plan, and maps where the proposed changes would need to be made.

## **STAFF ANALYSIS**

Provo City Code Section 14.02.020(2) sets forth the following guidelines for consideration of ordinance text amendments.

Before recommending an amendment to this Title, the Planning Commission shall determine whether such amendment is in the interest of the public and is consistent with the goals and policies of the Provo City General Plan. The following guidelines shall be used to determine consistency with the General Plan (**responses in bold**):

(a) Public purpose for the amendment in question.

**Staff response: The addition of the proposed plan as an appendix to the General Plan meets the state requirement for municipalities with certain transit infrastructure to adopt station area plans.**

(b) Confirmation that the public purpose is best served by the amendment in question.

**Staff response: Staff believes that the proposed amendments serve the public.**

(c) Compatibility of the proposed amendment with General Plan policies, goals, and objectives.

**Staff response: The proposed amendments are consistent with the General Plan.**

(d) Consistency of the proposed amendment with the General Plan's "timing and sequencing" provisions on changes of use, insofar as they are articulated.

**Staff response: There are no timing and sequencing issues related to this proposal.**

(e) Potential of the proposed amendment to hinder or obstruct attainment of the General Plan's articulated policies.

**Staff response: This proposal does not hinder or obstruct attainment of the General Plan's articulated policies.**

(f) Adverse impacts on adjacent land owners.

**Staff response:** Any rezones required to bring current zoning into compliance with the Future Land Use Map will allow the current uses to continue as a legal, non-conforming (grandfathered) uses that run with the land. This means that they may continue their use even if the property changes hands. The new land use and zone regulations will apply if the property should ever change uses or be entirely redeveloped.

(g) Verification of correctness in the original zoning or General Plan for the area in question.

**Staff response: This proposal does not conflict with zoning or the General Plan.**

(h) In cases where a conflict arises between the General Plan Map and General Plan Policies, precedence shall be given to the Plan Policies.

**Staff response: There is not a conflict.**

## **FINDINGS OF FACT**

1. Staff support the recommendation to adopt the proposed University Avenue Station Areas Plan.
2. Staff worked with the following consultants on the plan: Psomas; Wall Consulting Group; Lewis, Robertson, & Burningham.
3. Staff and the consultants conducted thorough public and stakeholder engagement, including a survey that received 644 responses, four focus groups, five stakeholder interviews, and ongoing work with a Technical Advisory Committee.
4. Staff collaborated closely with the Public Works and Parks and Recreation Departments to ensure the proposed plan fits with their goals for the station area.
5. The proposed plan meets the Station Area Plan requirements in Utah Code 10-9a-403 as set forth in H.B. 462 (2022).

## **APPLICABLE ZONING CODES**

The Future Land Use Map (Attachment 2) shows uses rather than zones, though the uses correspond loosely to existing zones. The final choice for the most appropriate zones will be made during the rezone discussions after the proposed SAPs have been adopted.

## **CONCLUSIONS**

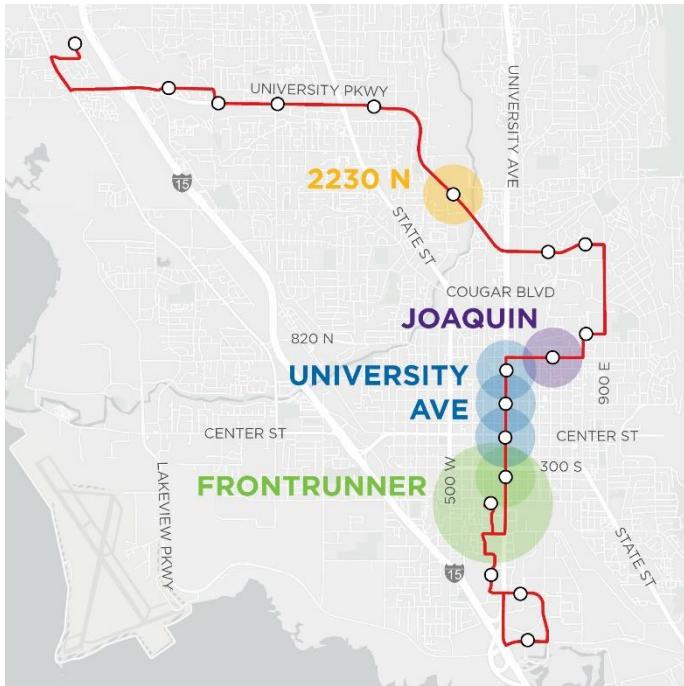
Staff supports the adoption of the proposed University Avenue Station Areas Plan. These station areas present unique land development, economic, and transportation

opportunities that, if fully realized, would better connect people, goods, and services not only within Provo but also with the surrounding region. Moreover, the goals of these Station Area Plans seek to guide this growth in a way that is economically, socially, and environmentally sustainable in accordance with the policies in the General Plan.

**ATTACHMENTS**

1. Map and List of All Station Areas
2. Future Land Use Map
3. Future Active Transportation Map

## **ATTACHMENT 1 – MAP AND LIST OF ALL STATION AREAS**



UVX route map with the Provo station areas marked

The following stations are included in the plans as listed below from north to south:

**2230 North Station Area Plan**

**2230 North Station**

**Joaquin Station Area Plan**

**Joaquin Station**

**University Avenue Station Area Plan**

**Academy Square Station**

**300 North Station**

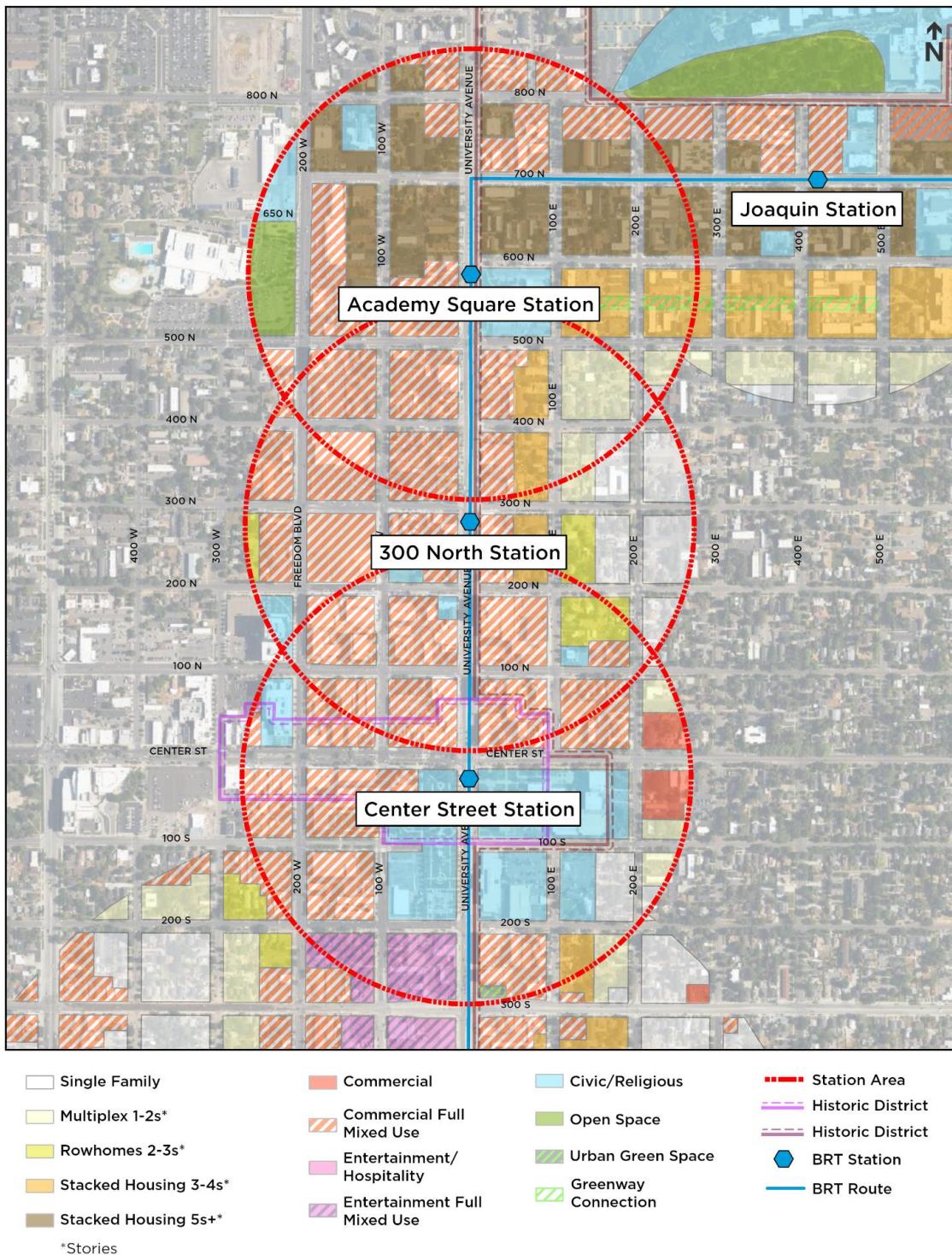
**Center Street Station**

**FrontRunner Station Area Plan**

**400 South Station**

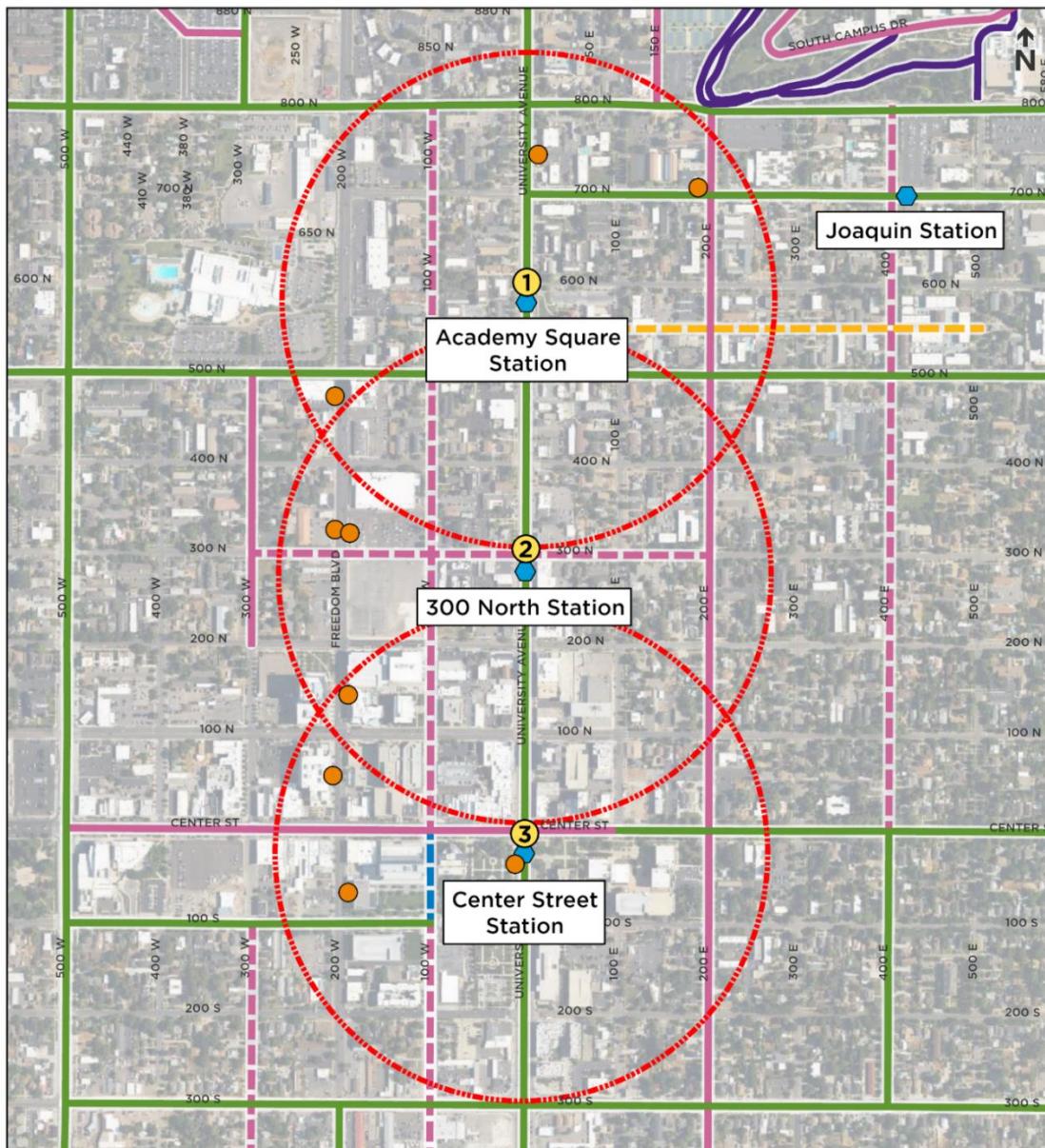
**FrontRunner Station**

**ATTACHMENT 2 – FUTURE LAND USE MAP**



Future Land Use Map for the University Avenue station areas

### ATTACHMENT 3 – FUTURE ACTIVE TRANSPORTATION MAP



#### **Existing Transportation**

- Bike Lane
- Sharrow
- Trail

#### **Future Transportation**

- Bike Lane
- Sharrow
- Link
- Shared Use Path
- Improve Bus Shelter
- Other  
(see description in plan)

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*Future active transportation recommendations for the University Avenue station areas*

Provo City Planning Commission  
**Report of Action**

June 11, 2025

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**\*ITEM 3** Development Services requests the adoption of the University Avenue Station Areas Plan. Citywide Application. Hannah Salzl (801) 852-6423 [hsalzl@provo.gov](mailto:hsalzl@provo.gov) PLGPA20250208

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The following action was taken by the Planning Commission on the above described item at its regular meeting of June 11, 2025:

## **RECOMMENDED APPROVAL WITH CONDITIONS**

On a vote of 5:0, the Planning Commission recommended that the Municipal Council approve the above noted application with conditions.

Conditions of Approval: Include language in the text of each of the plans encouraging the City to consider these areas as innovation spaces to test more appropriate design to promote pedestrian and active transportation safety and to consider the NACTO standards. Successes could then be applied in other areas of the city.

Motion By: Andrew South

Second By: Lisa Jensen

Votes in Favor of Motion: Andrew South, Lisa Jensen, Jonathon Hill, Barbara DeSoto, Anne Allen

*Jonathon Hill was present as Chair.*

- Includes facts of the case, analysis, conclusions and recommendations outlined in the Staff Report, with any changes noted; Planning Commission determination is generally consistent with the Staff analysis and determination.

### **STAFF PRESENTATION**

The Staff Report to the Planning Commission provides details of the facts of the case and the Staff's analysis, conclusions, and recommendations.

### **CITY DEPARTMENTAL ISSUES**

- The Coordinator Review Committee (CRC) has reviewed the application and given their approval.

### **NEIGHBORHOOD MEETING DATE**

- Citywide Application; all Neighborhood District Chairs received notification.

### **NEIGHBORHOOD AND PUBLIC COMMENT**

- This item was City-wide or affected multiple neighborhoods.
- No neighbors or other interested parties were present or addressed the Planning Commission.

### **CONCERNS RAISED BY PUBLIC**

No comments were received.

### **PLANNING COMMISSION DISCUSSION**

Key points discussed by the Planning Commission included the following:

- Commissioner Hill expressed the opinion that this plan area was the most straightforward because it was already our urban core. The other Commissioners agreed.

- Commissioner DeSoto expressed concern about the existing sharrows on Center Street, where people frequently speed. Should the City ever realize its long-term plans to reduce Center Street to one lane, improved bike safety will certainly be part of the studies.

The Planning Commission identified the following findings as the basis of this decision or recommendation:

- The plan furthers the aims of the General Plan and is appropriate for the area.



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Planning Commission Chair



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Director of Development Services

See Key Land Use Policies of the Provo City General Plan, applicable Titles of the Provo City Code, and the Staff Report to the Planning Commission for further detailed information. The Staff Report is a part of the record of the decision of this item. Where findings of the Planning Commission differ from findings of Staff, those will be noted in this Report of Action.

Legislative items are noted with an asterisk (\*) and require legislative action by the Municipal Council following a public hearing; the Planning Commission provides an advisory recommendation to the Municipal Council following a public hearing.

Administrative decisions of the Planning Commission (items not marked with an asterisk) **may be appealed** by submitting an application/notice of appeal, with the required application and noticing fees to the Development Services Department, 445 W Center Street, Provo, Utah, **within fourteen (14) calendar days of the Planning Commission's decision** (Provo City office hours are Monday through Thursday, 7:00 a.m. to 6:00 p.m.).

BUILDING PERMITS MUST BE OBTAINED BEFORE CONSTRUCTION BEGINS

**\*ITEM 4** Development Services requests the adoption of the Joaquin Station Area Plan. Citywide Application. Hannah Salzl (801) 852-6423 [hsalzl@provo.gov](mailto:hsalzl@provo.gov) PLGPA20250215

<p><b>Applicant:</b> Development Services</p> <p><b>Staff Coordinator:</b> Hannah Salzl</p> <p><b>ALTERNATIVE ACTIONS</b></p> <ol style="list-style-type: none"><li>1. <b>Continue</b> to a future date to obtain additional information or to further consider information presented. <i>The next available meeting date is June 25, 2025 at 6:00 P.M.</i></li><li>2. <b>Deny</b> the requested variance. <i>This action <u>would not be consistent</u> with the recommendations of the Staff Report. The Board of Adjustment should <u>state new findings</u>.</i></li></ol>	<p><b>Current Legal Use:</b> The current zones within the project area (a quarter-mile radius around the Joaquin UVX station) are shown on Map 2.1 in the plan.</p> <p><b>Relevant History:</b> The state introduced Station Area Plan requirements in H.B. 462 (2022), now found in Utah Code 10-9a-403.</p> <p><b>Neighborhood Issues:</b> No issues have been raised about the current version of the Station Area Plan.</p> <p><b>Summary of Key Issues:</b> The Station Area Plan meets state requirements and addresses land use, redevelopment, transportation, and the environment (focusing on air quality from transportation) within the project area.</p> <p><b>Staff Recommendation:</b> Staff recommends the Planning Commission recommend approval of the proposed Station Area Plan to the Municipal Council.</p>
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## **OVERVIEW**

This is one of Station Area Plans (SAPs), which cover six UVX stations and the FrontRunner station. A map and list of stations can be found in Attachment 1.

The Joaquin Station Area Plan covers the quarter-mile radius around the Joaquin UVX station at the intersection of 700 North and 400 East. It is in the Joaquin Neighborhood in District 5.

These Station Area Plans meet the Station Area Plan requirements in Utah Code 10-9a-403 as set forth in H.B. 462 (2022). The code requires that each plan promotes the following four objectives within the station area:

1. Increasing the availability and affordability of housing, including moderate income housing;
2. Promoting sustainable environmental conditions;
3. Enhancing access to opportunities; and
4. Increasing transportation choices and connections.



This plan translates those four objectives into the following vision, goals (in bold), and objectives (in italics), around which the plan will be organized. Strategies to achieve these objectives are outlined in the Implementation chapter to create a cohesive action plan.

Transportation and Environment will be combined, as the most impactful environmental benefit of these station areas is reduced emissions from multimodal travel.

## **VISION**

**The Joaquin station area will connect more students and visitors to Brigham Young University campus, providing better active transportation connections for visitors and vertically integrated commercial and residential uses to support a greater number of residents.**

## Land Use

**Increase the housing supply by focusing on residential redevelopment and infill close to the stations and with an emphasis on for-sale units.**

1. *Align current zoning with the Future Land Use Map*

## Redevelopment

**Enhance economic and business opportunities by bringing a range of uses and services in closer proximity to the stations and housing.**

2. *Maximize redevelopment opportunities to create diverse uses, with particular emphasis on transit-oriented development.*
3. *Enhance access to green spaces within the station area.*
4. *Ensure infill development and redevelopment provide appropriate on-site parking.*
5. *Preserve historic districts.*

## Transportation and Environment

**Solidify all networks of transportation modes so they function independently and together to build synergy. Improve air quality by reducing dependency on single-occupancy vehicles through establishing and enhancing alternative transportation networks.**

6. *Implement the Future Active Transportation Map infrastructure and improvements.*
7. *Improve connectivity within the station area.*

The Land Use chapter proposes a Future Land Use Map (Attachment 2). If the proposed land uses are approved and developed, staff estimates that there could be an addition of approximately 760-2,221 residential units in the Joaquin station area. Although the maximum development density is unlikely, the proposals in the Land Use chapter would help meet the state's goal to increase housing availability and affordability around station areas.

Where the Future Land Use Map conflicts with current zoning on any parcels, the state will require the City to rezone the parcels by the end of 2025 to bring them into conformity. The Implementation chapter includes a map of such areas.

The Redevelopment chapter notes additional redevelopment opportunities and constraints, recommendations, and tools.

The Transportation and Environment chapter lists all planned roadway and active transportation infrastructure plans within the station area. It also maps all of the traffic accidents in the area between 2017-2022. It makes further recommendations in the Future Active Transportation Map (Attachment 3).

The Implementation chapter identifies funding tools, lists all goals and strategies for each chapter of the plan, and maps where the proposed changes would be needed.

## **STAFF ANALYSIS**

Provo City Code Section 14.02.020(2) sets forth the following guidelines for consideration of ordinance text amendments.

Before recommending an amendment to this Title, the Planning Commission shall determine whether such amendment is in the interest of the public and is consistent with the goals and policies of the Provo City General Plan. The following guidelines shall be used to determine consistency with the General Plan (**responses in bold**):

(a) Public purpose for the amendment in question.

**Staff response: The addition of the proposed plan as an appendix to the General Plan meets the state requirement for municipalities with certain transit infrastructure to adopt station area plans.**

(b) Confirmation that the public purpose is best served by the amendment in question.

**Staff response: Staff believes that the proposed amendments serve the public.**

(c) Compatibility of the proposed amendment with General Plan policies, goals, and objectives.

**Staff response: The proposed amendments are consistent with the General Plan.**

(d) Consistency of the proposed amendment with the General Plan's "timing and sequencing" provisions on changes of use, insofar as they are articulated.

**Staff response: There are no timing and sequencing issues related to this proposal.**

(e) Potential of the proposed amendment to hinder or obstruct attainment of the General Plan's articulated policies.

**Staff response: This proposal does not hinder or obstruct attainment of the General Plan's articulated policies.**

(f) Adverse impacts on adjacent land owners.

**Staff response: Any rezones required to bring current zoning into compliance with the Future Land Use Map will allow the current uses to continue as a legal, non-conforming (grandfathered) uses that run with the land. This means that they may continue their use even if the property changes hands. The new land use and zone regulations will apply if the property should ever change uses or be entirely redeveloped.**

(g) Verification of correctness in the original zoning or General Plan for the area in question.

**Staff response: This proposal does not conflict with zoning or the General Plan.**

(h) In cases where a conflict arises between the General Plan Map and General Plan Policies, precedence shall be given to the Plan Policies.

**Staff response: There is not a conflict.**

## **FINDINGS OF FACT**

1. Staff support the recommendation to adopt the proposed Joaquin Station Area Plan.
2. Staff worked with the following consultants on the plan: Psomas; Wall Consulting Group; Lewis, Robertson, & Burningham.
3. Staff and the consultants conducted thorough public and stakeholder engagement, including a survey that received 644 responses, four focus groups, five stakeholder interviews, and ongoing work with a Technical Advisory Committee.
4. Staff collaborated closely with the Public Works and Parks and Recreation Departments to ensure the proposed plan fits with their goals for the station area.
5. The proposed plan meets the Station Area Plan requirements in Utah Code 10-9a-403 as set forth in H.B. 462 (2022).

## **APPLICABLE ZONING CODES**

The Future Land Use Map (Attachment 2) shows uses rather than zones, though the uses correspond loosely to existing zones. The final choice for the most appropriate zones will be made during the rezone discussions after the proposed SAPs have been adopted.

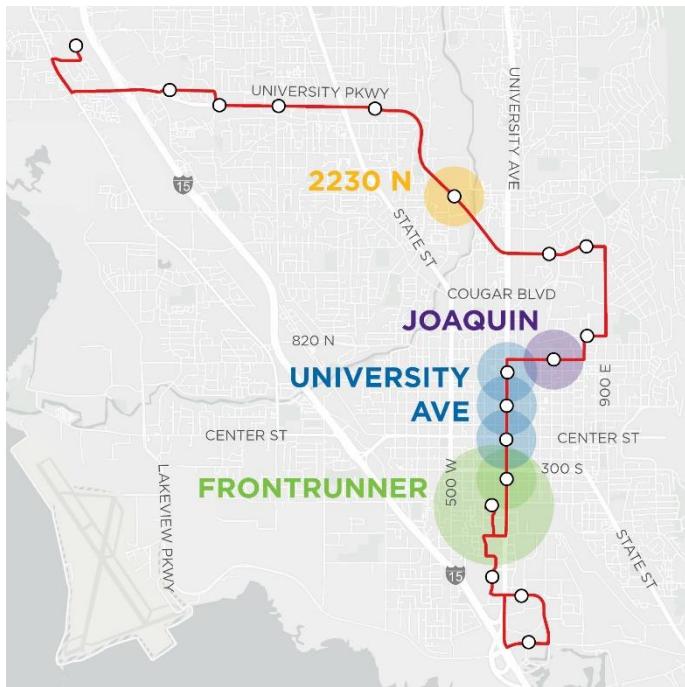
## **CONCLUSIONS**

Staff supports the adoption of the proposed Joaquin Station Area Plan. These station areas present unique land development, economic, and transportation opportunities that, if fully realized, would better connect people, goods, and services not only within Provo but also with the surrounding region. Moreover, the goals of these Station Area Plans seek to guide this growth in a way that is economically, socially, and environmentally sustainable in accordance with the policies in the General Plan.

## **ATTACHMENTS**

1. Map and list of all station areas
2. Future Land Use Map
3. Future Active Transportation Map

## **ATTACHMENT 1 – MAP AND LIST OF ALL STATION AREAS**



*UVX route map with the Provo station areas marked*

The following stations are included in the plans as listed below from north to south:

**2230 North Station Area Plan**

**2230 North Station**

**Joaquin Station Area Plan**

**Joaquin Station**

**University Avenue Station Area Plan**

**Academy Square Station**

**300 North Station**

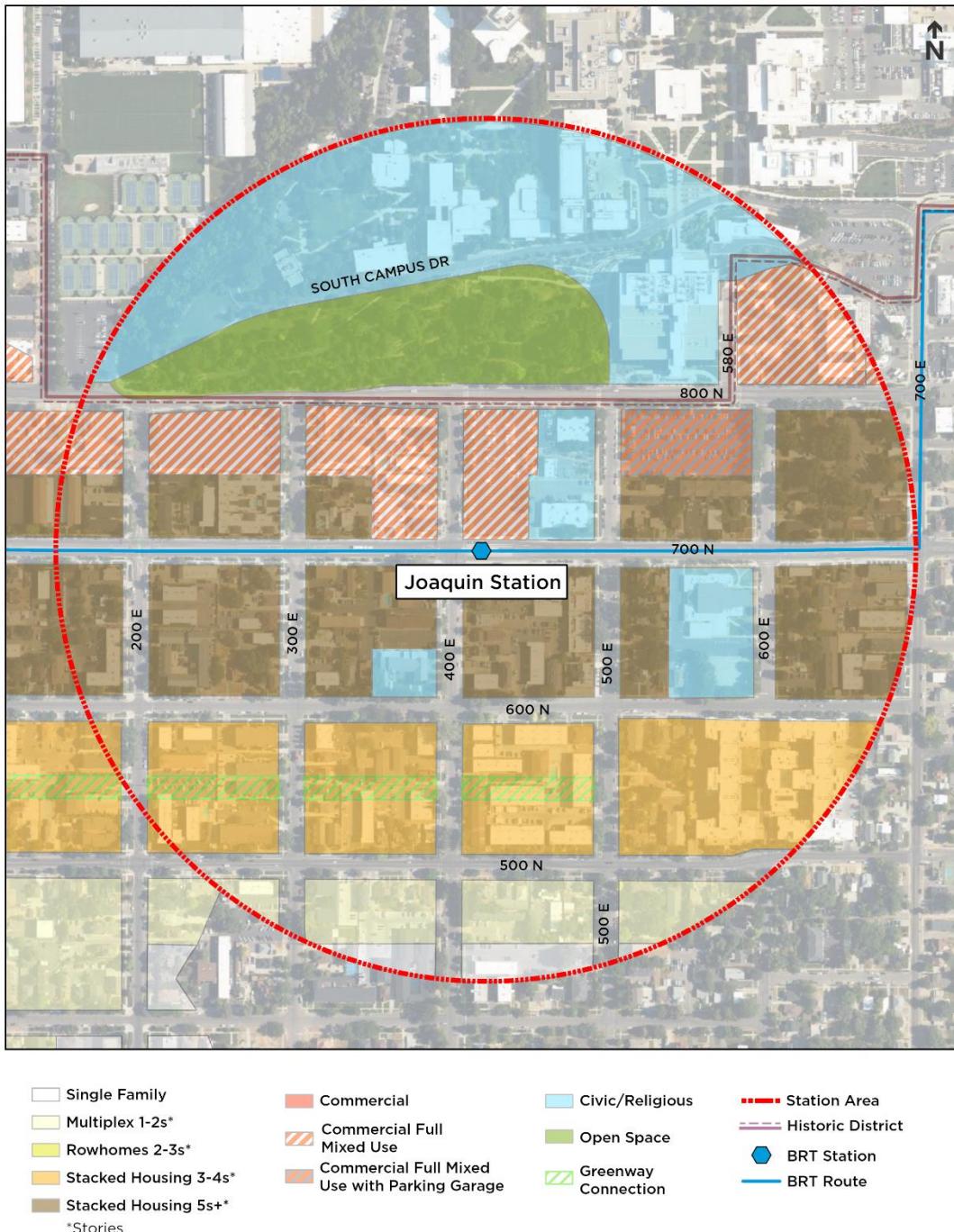
**Center Street Station**

**FrontRunner Station Area Plan**

**400 South Station**

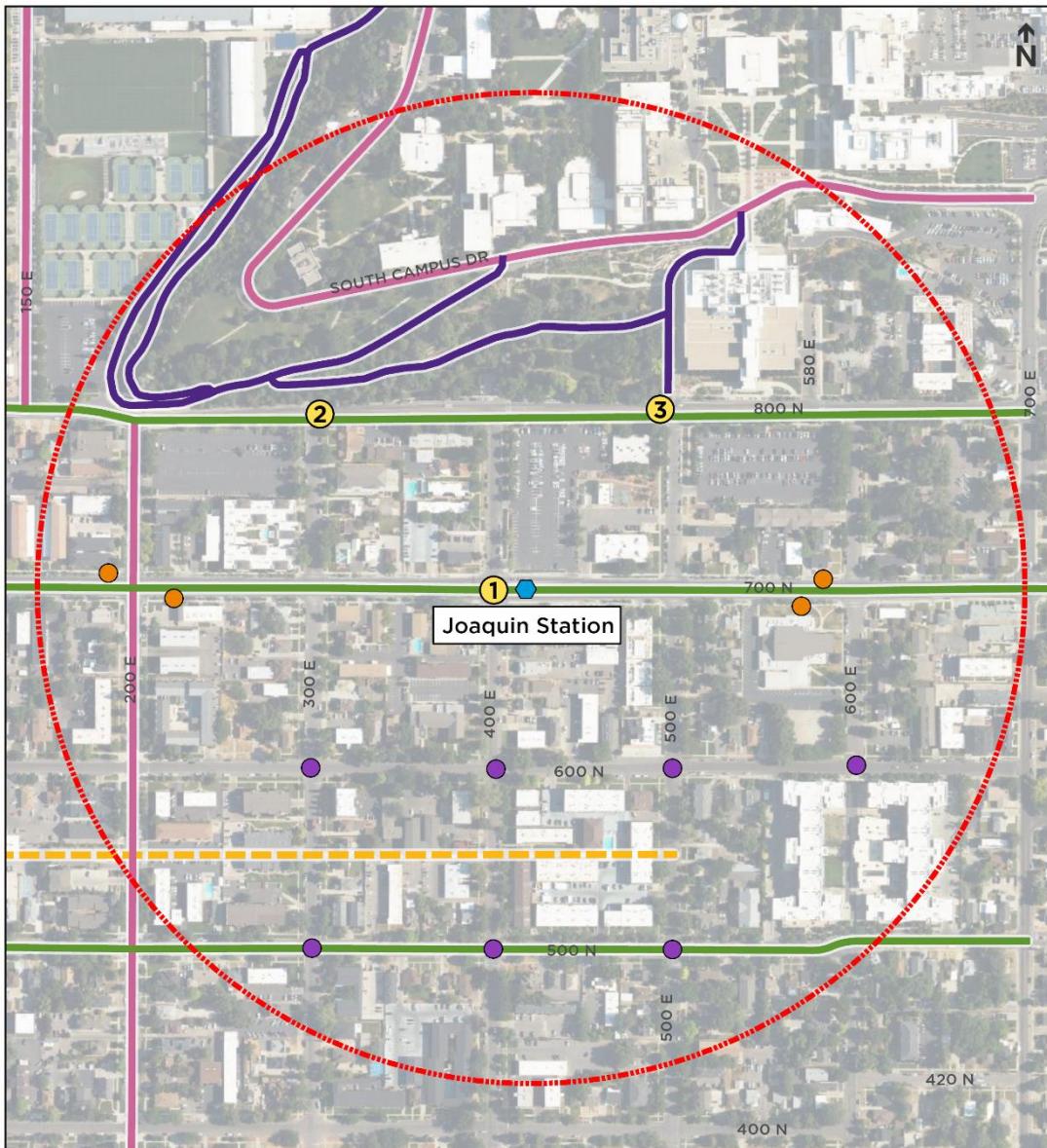
**FrontRunner Station**

## ATTACHMENT 2: FUTURE LAND USE MAP



Future Land Use Map for the Joaquin station area

### **ATTACHMENT 3: FUTURE ACTIVE TRANSPORTATION MAP**



#### **Existing Transportation**

- Bike Lane
- Sharrow
- Trail

#### **Future Transportation**

- Bike Lane
- Sharrow
- Link
- Shared Use Path
- ADA Ramps & Curb Extensions
- Improve Bus Shelter
- Other  
(see description in plan)

*Future active transportation recommendations for the Joaquin station area*

Provo City Planning Commission  
**Report of Action**

June 11, 2025

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**\*ITEM 4** Development Services requests the adoption of the Joaquin Station Area Plan. Citywide Application.  
Hannah Salzl (801) 852-6423 [hsalzl@provo.gov](mailto:hsalzl@provo.gov) PLGPA20250215

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The following action was taken by the Planning Commission on the above described item at its regular meeting of June 11, 2025:

## RECOMMENDED APPROVAL WITH CONDITIONS

On a vote of 5:0, the Planning Commission recommended that the Municipal Council approve the above noted application with conditions.

Conditions of Approval: Include language in the text of each of the plans encouraging the City to consider these areas as innovation spaces to test more appropriate design to promote pedestrian and active transportation safety and to consider the NACTO standards. Successes could then be applied in other areas of the city.

Motion By: Lisa Jensen

Second By: Barbara DeSoto

Votes in Favor of Motion: Andrew South, Lisa Jensen, Jonathon Hill, Barbara DeSoto, Anne Allen

*Jonathon Hill was present as Chair.*

- Includes facts of the case, analysis, conclusions and recommendations outlined in the Staff Report, with any changes noted; Planning Commission determination is generally consistent with the Staff analysis and determination.

### **STAFF PRESENTATION**

The Staff Report to the Planning Commission provides details of the facts of the case and the Staff's analysis, conclusions, and recommendations.

### **CITY DEPARTMENTAL ISSUES**

- The Coordinator Review Committee (CRC) has reviewed the application and given their approval.

### **NEIGHBORHOOD MEETING DATE**

- City-wide application; all Neighborhood District Chairs received notification.

### **NEIGHBORHOOD AND PUBLIC COMMENT**

- This item was City-wide or affected multiple neighborhoods.
- No neighbors or other interested parties were present or addressed the Planning Commission.

### **CONCERNS RAISED BY PUBLIC**

No comments were received.

### **PLANNING COMMISSION DISCUSSION**

Key points discussed by the Planning Commission included the following:

- Commissioner Jensen asked whether the Future Land Use Map limited developers by forcing them to build a certain number of stories, which might add cost to a project, when a lower number would do. Staff clarified that the standard for future development would be the zoning code, which allows more flexibility. The Future Land Use Map used

stories rather than zones because it better communicated the sense of scale and vision to the public and state reviewers who are unfamiliar with zoning codes.

- The Commissioners discussed the pros and cons of moving the mixed use from 800 North to 700 North, including proximity to campus, proximity to student residents, and vehicular traffic access. They ultimately agreed with staff to keep it on 800 North.
- The Commissioners voiced strong support for the concept of moving the UVX route to 800 North, should the opportunity arise. Should the station move, the City would have to provide an updated plan.

The Planning Commission identified the following findings as the basis of this decision or recommendation:

- The plan furthers the aims of the General Plan and is appropriate for the area.



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Planning Commission Chair



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Director of Development Services

See Key Land Use Policies of the Provo City General Plan, applicable Titles of the Provo City Code, and the Staff Report to the Planning Commission for further detailed information. The Staff Report is a part of the record of the decision of this item. Where findings of the Planning Commission differ from findings of Staff, those will be noted in this Report of Action.

Legislative items are noted with an asterisk (\*) and require legislative action by the Municipal Council following a public hearing; the Planning Commission provides an advisory recommendation to the Municipal Council following a public hearing.

Administrative decisions of the Planning Commission (items not marked with an asterisk) **may be appealed** by submitting an application/notice of appeal, with the required application and noticing fees to the Development Services Department, 445 W Center Street, Provo, Utah, **within fourteen (14) calendar days of the Planning Commission's decision** (Provo City office hours are Monday through Thursday, 7:00 a.m. to 6:00 p.m.).

BUILDING PERMITS MUST BE OBTAINED BEFORE CONSTRUCTION BEGINS

**Planning Commission Hearing  
Staff Report  
Hearing Date: June 11, 2025**

**\*ITEM 5** Development Services requests the adoption of the FrontRunner and 400 South Station Areas Plan. Citywide Application. Hannah Salzl (801) 852-6423 [hsalzl@provo.gov](mailto:hsalzl@provo.gov)  
PLGPA20250216

**Applicant:** Development Services

**Staff Coordinator:** Hannah Salzl

**Current Legal Use:** The current zones within the project area (a half-mile radius around the FrontRunner station and a quarter-mile radius around the 400 South UVX station) are shown on Map 2.1 in the plan.

**Relevant History:** The state introduced Station Area Plan requirements in H.B. 462 (2022), now found in Utah Code 10-9a-403.

**Neighborhood Issues:** No issues have been raised about the current version of the Station Area Plan.

**Summary of Key Issues:** The Station Area Plan meets state requirements and addresses land use, redevelopment, transportation, and the environment (focusing on air quality from transportation) within the project area.

**ALTERNATIVE ACTIONS**

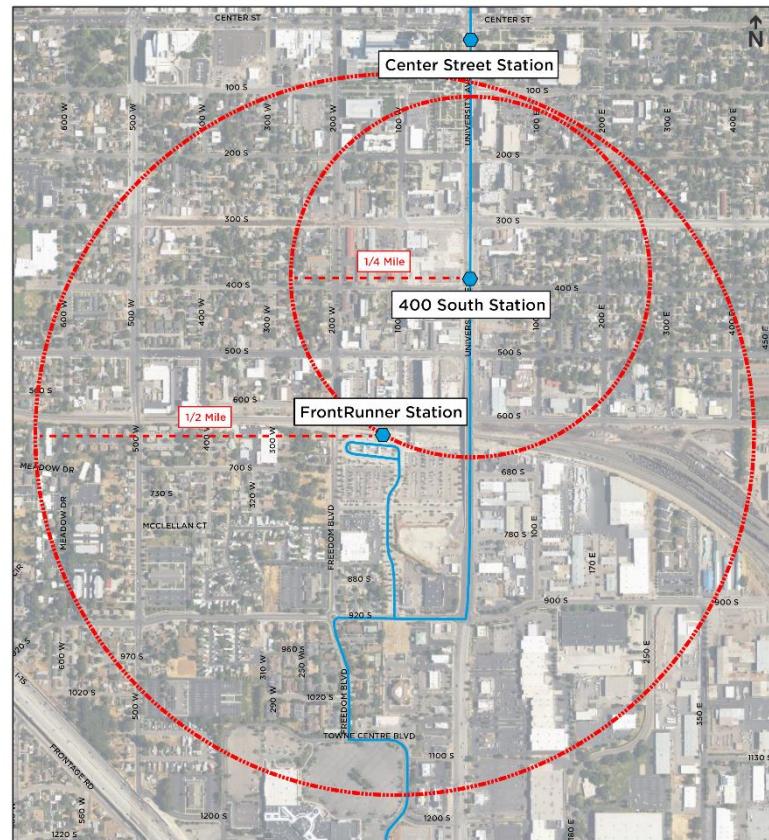
1. **Continue** to a future date to obtain additional information or to further consider information presented. *The next available meeting date is June 25, 2025 at 6:00 P.M.*
2. **Deny** the requested variance. *This action would not be consistent with the recommendations of the Staff Report. The Board of Adjustment should state new findings.*

**Staff Recommendation:** Staff recommends the Planning Commission recommend approval of the proposed Station Area Plan to the Municipal Council.

## OVERVIEW

This is one of Station Area Plans (SAPs), which cover six UVX stations and the FrontRunner station. A map and list of stations can be found in Attachment 1.

The FrontRunner and 400 South Station Areas Plan covers the half-mile radius around the FrontRunner station (also known as the Provo Central Station) between University Avenue and 100 West, adjacent to the train tracks at approximately 700 South. It also covers the quarter-mile radius around the 400 South UVX station at the intersection of University Avenue and 400 South, which is entirely within the larger FrontRunner station area. The station areas are in the Downtown, Maeser, Franklin, Franklin South, and Spring Creek Neighborhoods within Districts 2 and 5.



These Station Area Plans meet the Station Area Plan requirements in Utah Code 10-9a-403 as set forth in H.B. 462 (2022). The code requires that each plan promotes the following four objectives within the station area:

1. Increasing the availability and affordability of housing, including moderate income housing;
2. Promoting sustainable environmental conditions;
3. Enhancing access to opportunities; and
4. Increasing transportation choices and connections.

This plan translates those four objectives into the following vision, goals (in bold), and objectives (in italics), around which the plan will be organized. Strategies to achieve these objectives are outlined in the Implementation chapter to create a cohesive action plan.

Transportation and Environment will be combined, as the most impactful environmental benefit of these station areas is reduced emissions from multimodal travel.

## VISION

**The FrontRunner station area will welcome residents of all ages in a diverse community that reflects the city's history while connecting residents and visitors across the Wasatch Front by improving connectivity to existing landmarks and citywide transportation networks.**

### Land Use

**Increase the housing supply by focusing on residential redevelopment and infill close to the stations and with an emphasis on for-sale units.**

1. Increase density throughout the area, especially near the station.
2. Increase the number of owner-occupied units in the area.

### Redevelopment

**Enhance economic and business opportunities by bringing a range of uses and services in closer proximity to the stations and housing.**

3. Implement the Future Active Transportation Map infrastructure and improvements.
4. Improve connectivity within the station area.

### Transportation and Environment

**Solidify all networks of transportation modes so they function independently and together to build synergy. Improve air quality by reducing dependency on single-occupancy vehicles through establishing and enhancing alternative transportation networks.**

5. Increase the number of affordable units in the area.
6. Maximize redevelopment opportunities to create diverse uses, with particular emphasis on transit-oriented development.
7. Enhance access to green spaces within the station area.
8. Ensure infill development and redevelopment provide appropriate on-site parking.
9. Preserve historic districts.
10. Extend Downtown Design Standards around the FrontRunner station
11. Evaluate alternatives for a future City park.
12. Improve wayfinding signage around the station.

The Land Use chapter proposes a Future Land Use Map (Attachment 2). If the proposed land uses are approved and developed, staff estimates that there could be an addition of approximately 3,640-9,522 residential units in the FrontRunner and 400 South station areas. Although the maximum development density is unlikely, the proposals in the Land Use chapter would help meet the state's goal to increase housing availability and affordability around station areas.

Where the Future Land Use Map conflicts with current zoning on any parcels, the state will require the City to rezone the parcels by the end of 2025 to bring them into conformity. The Implementation chapter includes a map of such areas.

The Redevelopment chapter notes additional redevelopment opportunities and constraints, recommendations, and tools. Projects in this station area might require additional wastewater and water infrastructure upgrades as demand increases, depending on their location.

The Transportation and Environment chapter lists all planned roadway and active transportation infrastructure plans within the station area. It also maps all of the traffic accidents in the area between 2017-2022. It makes further recommendations in the Future Active Transportation Map (Attachment 3).

The Implementation chapter identifies funding tools, lists all goals and strategies for each chapter of the plan, and maps where the proposed changes would be needed.

## **STAFF ANALYSIS**

Provo City Code Section 14.02.020(2) sets forth the following guidelines for consideration of ordinance text amendments.

Before recommending an amendment to this Title, the Planning Commission shall determine whether such amendment is in the interest of the public and is consistent with the goals and policies of the Provo City General Plan. The following guidelines shall be used to determine consistency with the General Plan (**responses in bold**):

(a) Public purpose for the amendment in question.

**Staff response: The addition of the proposed plan as an appendix to the General Plan meets the state requirement for municipalities with certain transit infrastructure to adopt station area plans.**

(b) Confirmation that the public purpose is best served by the amendment in question.

**Staff response: Staff believes that the proposed amendments serve the public.**

(c) Compatibility of the proposed amendment with General Plan policies, goals, and objectives.

**Staff response: The proposed amendments are consistent with the General Plan.**

(d) Consistency of the proposed amendment with the General Plan's "timing and sequencing" provisions on changes of use, insofar as they are articulated.

**Staff response: There are no timing and sequencing issues related to this proposal.**

(e) Potential of the proposed amendment to hinder or obstruct attainment of the General Plan's articulated policies.

**Staff response: This proposal does not hinder or obstruct attainment of the General Plan's articulated policies.**

(f) Adverse impacts on adjacent land owners.

**Staff response: Any rezones required to bring current zoning into compliance with the Future Land Use Map will allow the current uses to continue as a legal, non-conforming (grandfathered) uses that run with the land. This means that they may continue their use even if the property changes hands. The new land use and zone regulations will apply if the property should ever change uses or be entirely redeveloped.**

(g) Verification of correctness in the original zoning or General Plan for the area in question.

**Staff response: This proposal does not conflict with zoning or the General Plan.**

(h) In cases where a conflict arises between the General Plan Map and General Plan Policies, precedence shall be given to the Plan Policies.

**Staff response: There is not a conflict.**

## **FINDINGS OF FACT**

1. Staff support the recommendation to adopt the proposed FrontRunner and 400 South Station Areas Plan.
2. Staff worked with the following consultants on the plan: Psomas; Wall Consulting Group; Lewis, Robertson, & Burningham.
3. Staff and the consultants conducted thorough public and stakeholder engagement, including a survey that received 644 responses, four focus groups, five stakeholder interviews, and ongoing work with a Technical Advisory Committee.
4. Staff collaborated closely with the Public Works and Parks and Recreation Departments to ensure the proposed plan fits with their goals for the station area.
5. The proposed plan meets the Station Area Plan requirements in Utah Code 10-9a-403 as set forth in H.B. 462 (2022).

## **APPLICABLE ZONING CODES**

The Future Land Use Map (Attachment 2) shows uses rather than zones, though the uses correspond loosely to existing zones. The final choice for the most appropriate zones will be made during the rezone discussions after the proposed SAPs have been adopted.

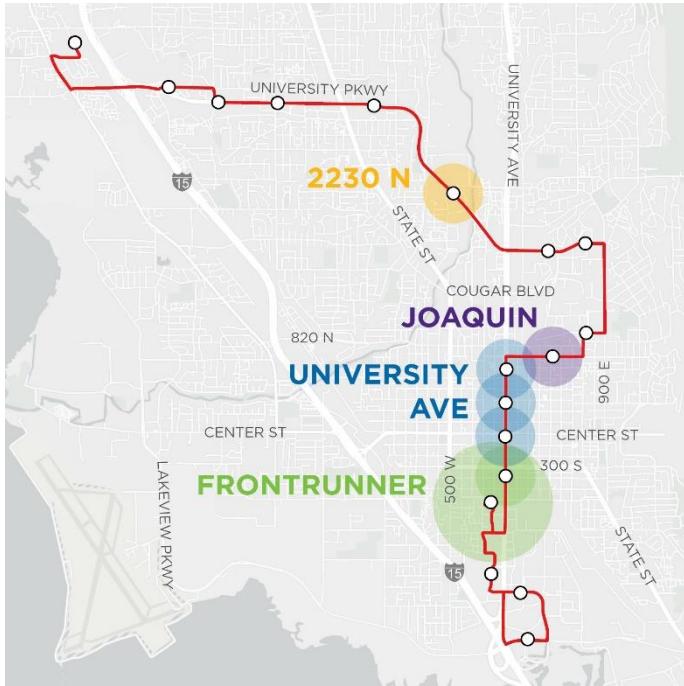
## **CONCLUSIONS**

Staff supports the adoption of the proposed FrontRunner and 400 South Station Areas Plan. These station areas present unique land development, economic, and transportation opportunities that, if fully realized, would better connect people, goods, and services not only within Provo but also with the surrounding region. Moreover, the goals of these Station Area Plans seek to guide this growth in a way that is economically, socially, and environmentally sustainable in accordance with the policies in the General Plan.

## **ATTACHMENTS**

1. Map and list of all station areas
2. Future Land Use Map
3. Future Active Transportation Map

## **ATTACHMENT 1 – MAP AND LIST OF ALL STATION AREAS**



*UVX route map with the Provo station areas marked*

The following stations are included in the plans as listed below from north to south:

**2230 North Station Area Plan**

**2230 North Station**

**Joaquin Station Area Plan**

**Joaquin Station**

**University Avenue Station Area Plan**

**Academy Square Station**

**300 North Station**

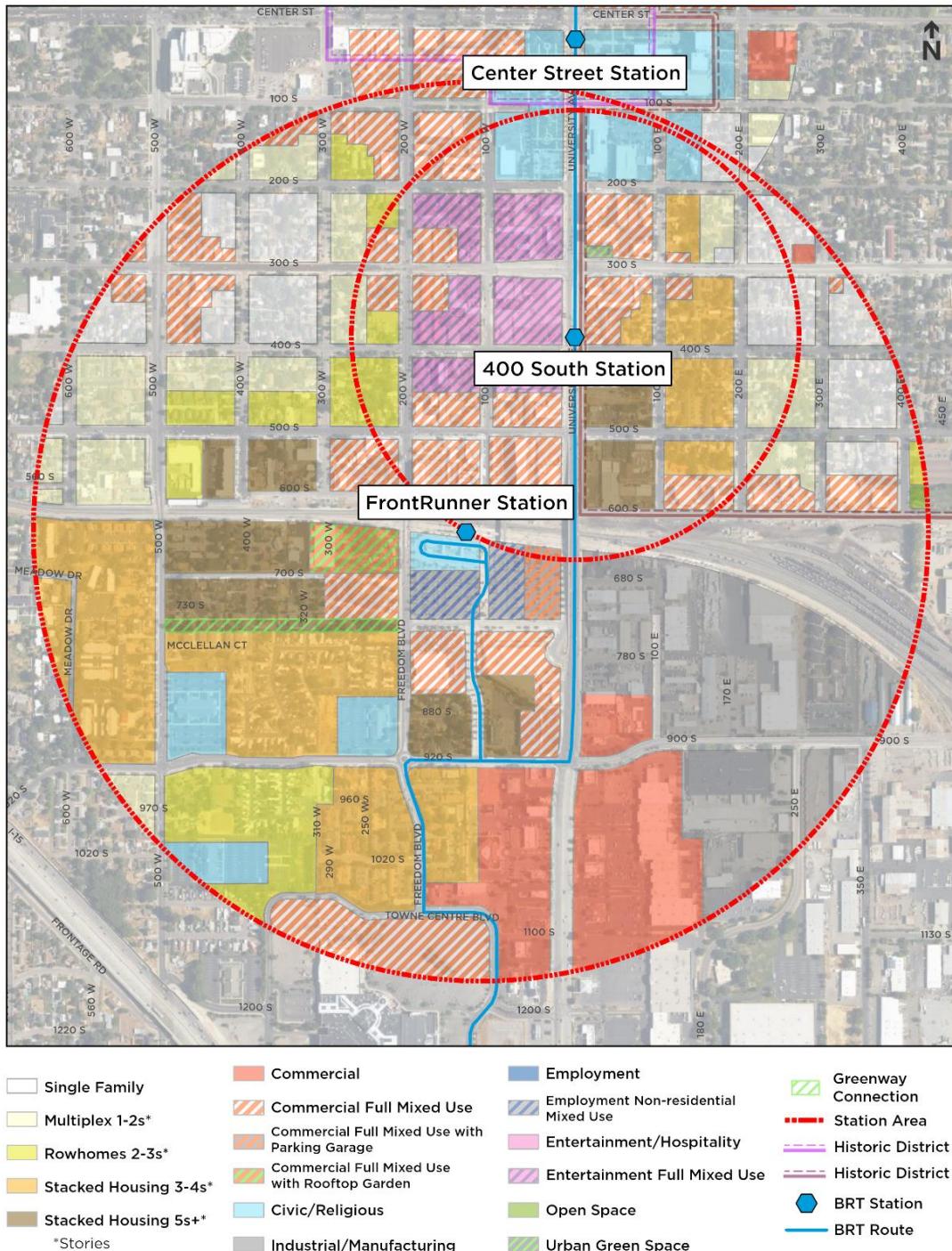
**Center Street Station**

**FrontRunner Station Area Plan**

**400 South Station**

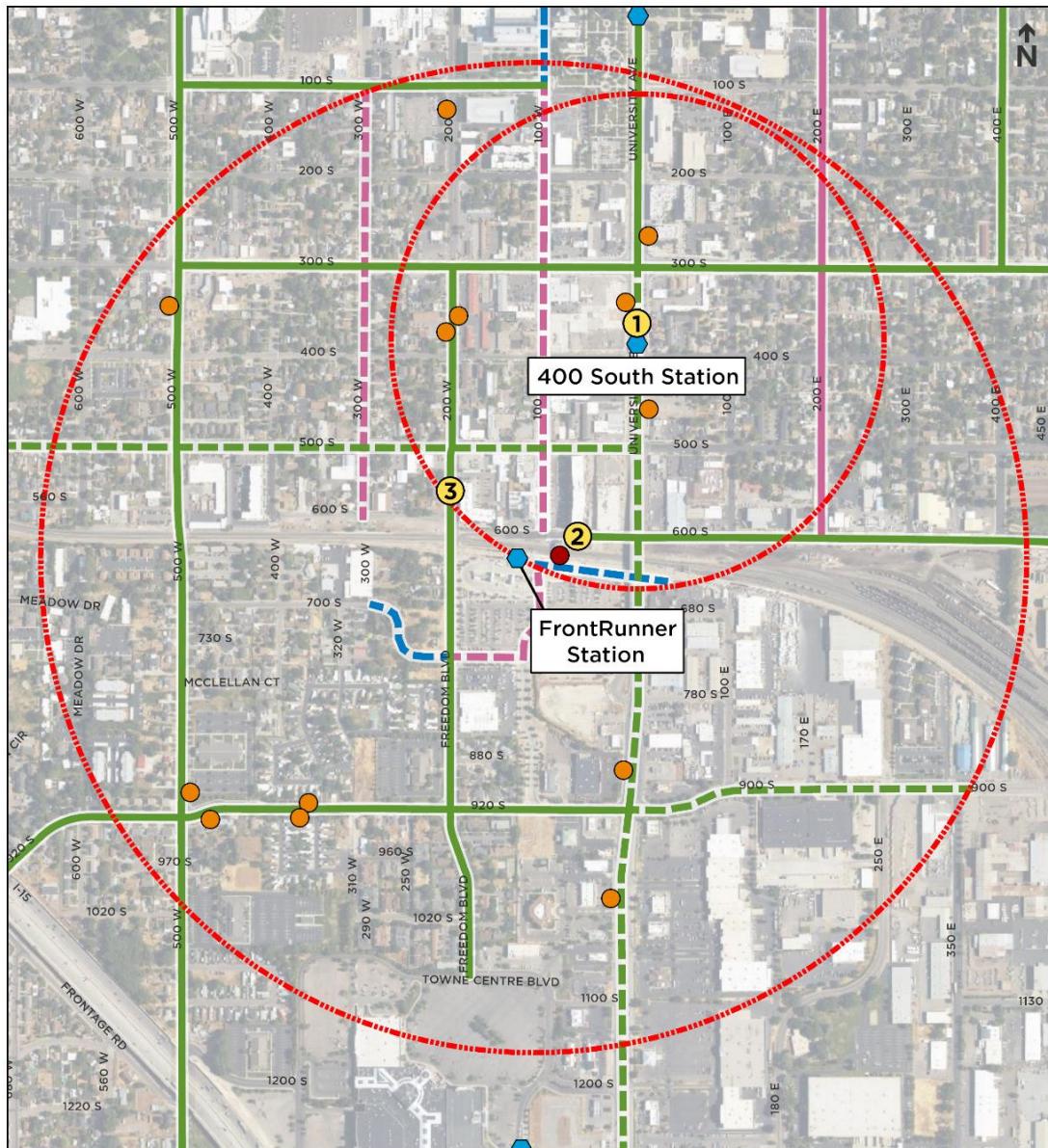
**FrontRunner Station**

**ATTACHMENT 2 – FUTURE LAND USE MAP**



Future Land Use Map for the FrontRunner and 400 South station areas

### ATTACHMENT 3 – FUTURE ACTIVE TRANSPORTATION MAP



#### Existing Transportation

- Bike Lane
- Sharrow
- Pedestrian Bridge

#### Future Transportation

- Bike Lane
- Sharrow
- Link
- Improve Bus Shelter
- Other  
(see description in plan)

*Future active transportation recommendations for the FrontRunner and 400 South*

Provo City Planning Commission  
**Report of Action**

June 11, 2025

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**\*ITEM 5** Development Services requests the adoption of the FrontRunner and 400 South Station Areas Plan. Citywide Application. Hannah Salzl (801) 852-6423 [hsalzl@provo.gov](mailto:hsalzl@provo.gov) PLGPA20250216

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The following action was taken by the Planning Commission on the above described item at its regular meeting of June 11, 2025:

## RECOMMENDED APPROVAL WITH CONDITIONS

On a vote of 5:0, the Planning Commission recommended that the Municipal Council approve the above noted application with conditions.

Conditions of Approval: (1) Include language in the text of each of the plans encouraging the City to consider these areas as innovation spaces to test more appropriate design to promote pedestrian and active transportation safety and to consider the NACTO standards. Successes could then be applied in other areas of the city. (2) Extend some form of bicycle infrastructure on 600 S between 90 W and 200 W to connect to existing bike lanes on 600 S.

Motion By: Lisa Jensen

Second By: Barbara DeSoto

Votes in Favor of Motion: Andrew South, Lisa Jensen, Jonathon Hill, Barbara DeSoto, Anne Allen

*Jonathon Hill was present as Chair.*

- Includes facts of the case, analysis, conclusions and recommendations outlined in the Staff Report, with any changes noted; Planning Commission determination is generally consistent with the Staff analysis and determination.

### **STAFF PRESENTATION**

The Staff Report to the Planning Commission provides details of the facts of the case and the Staff's analysis, conclusions, and recommendations.

### **CITY DEPARTMENTAL ISSUES**

- The Coordinator Review Committee (CRC) has reviewed the application and given their approval.

### **NEIGHBORHOOD MEETING DATE**

- City-wide application; all Neighborhood District Chairs received notification.

### **NEIGHBORHOOD AND PUBLIC COMMENT**

- This item was City-wide or affected multiple neighborhoods.
- No neighbors or other interested parties were present or addressed the Planning Commission.

### **CONCERNS RAISED BY PUBLIC**

No comments were received.

### **PLANNING COMMISSION DISCUSSION**

Key points discussed by the Planning Commission included the following:

- Commissioner Jensen would like some bike infrastructure to extend west along 600 South from its current end at the pedestrian crossing to Freedom Boulevard. This later led to a motion to recommend adding infrastructure to the map,

which passed with full support. Staff will prepare a version of the map with that addition for the Council to consider.

- Commissioner Jensen asked about the mixed use along 600 South. This was in the Maeser Neighborhood Plan, and it had strong neighborhood support.
- Commissioner Jensen asked how UTA would ensure adequate parking if they redevelop parking at the station once Provo is no longer the southern terminus. UTA plans for a garage on site to handle full capacity, and the plan proposes another parking garage just across Freedom Boulevard to serve the southern downtown and serve as overflow parking.
- Commissioner Jensen asked about the entertainment area. Residents and other local stakeholders have expressed a desire for more entertainment near downtown. The location proposed in the plan would be ideal with its proximity to downtown, the mall, FrontRunner, and UVX. The zone would be broadly commercial, and the Future Land Use Map communicates to developers what the City would like to see in the area. It does not force entertainment as a use.
- Commissioner DeSoto asked where micromobility connections (e.g., mid-block crossings, paseos, etc.) were discussed in the plan. They are discussed in both the Redevelopment and Transportation chapters, and there is a goal in the Implementation chapter.

The Planning Commission identified the following findings as the basis of this decision or recommendation:

- The plan furthers the aims of the General Plan and is appropriate for the area.



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Planning Commission Chair



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Director of Development Services

See Key Land Use Policies of the Provo City General Plan, applicable Titles of the Provo City Code, and the Staff Report to the Planning Commission for further detailed information. The Staff Report is a part of the record of the decision of this item. Where findings of the Planning Commission differ from findings of Staff, those will be noted in this Report of Action.

Legislative items are noted with an asterisk (\*) and require legislative action by the Municipal Council following a public hearing; the Planning Commission provides an advisory recommendation to the Municipal Council following a public hearing.

Administrative decisions of the Planning Commission (items not marked with an asterisk) **may be appealed** by submitting an application/notice of appeal, with the required application and noticing fees to the Development Services Department, 445 W Center Street, Provo, Utah, **within fourteen (14) calendar days of the Planning Commission's decision** (Provo City office hours are Monday through Thursday, 7:00 a.m. to 6:00 p.m.).

BUILDING PERMITS MUST BE OBTAINED BEFORE CONSTRUCTION BEGINS