

Chapter Ten

Municipal Services and Facilities

Introduction

Citizens depend on government and private agencies to provide essential and desirable services and facilities which benefit the community. The Municipal Services and Facilities chapter includes the Energy Department, Fire Department, Library Department, Police Department, Provo City School District, and the Public Works Department, which includes Engineering, Public Services, Storm Water, and Water Resources.

Municipal services are the backbone of the City. Without certain services, the City cannot develop, grow, or service citizens or businesses located within the city boundaries. The needs and desires of citizens should determine which facilities or services should be expanded to accommodate growth.

Population growth demands increased services and maintenance of existing services. By looking at projected growth rates, City departments can identify needed service and maintenance improvements. Departments which provide municipal services need the capabilities to ensure that improvements can keep pace with residential and commercial development.

Provo City Center is located at 351 West Center Street and houses administration and staff offices of the municipal government. These offices include the Mayor, Municipal Council, Police, Economic Development, Redevelopment, Legal, Information Systems, Finance, City Recorder, Human Resources, and Parks and Recreation. The City Center is also the location for the Council Chambers, which provides a large meeting space and technical support capabilities for public hearings and other meetings of general interest to the public in conducting the business of the City. The present building, completed in 1971, is no longer adequate to provide the current level of service. Several departments have had to be relocated in order to provide better services.

The Public Works Department consists of the Engineering, Public Services, Storm Water, and Water Resources Divisions. These four divisions are responsible for the delivery of important services for the residents of Provo. These four divisions are headquartered at 1377 South 350 East, in the East Bay Business Park. Operational facilities for these four divisions are located in the immediate vicinity. As the city continues to grow, it is anticipated that some expansion of these Public Works facilities will be necessary.

The Fire Department and Community Development Department are located at 80 South 300 West/330 West 100 South in a shared facility. The Justice Court is located at 300 West Center Street. The Provo City Library is located at 550 North University Avenue. The Energy Department is located at 251 West 800 North; the City has relocated some storage of materials to other locations

throughout the city to make better use of space within the existing facility. The Eldred Center is located at 450 West 500 North and is the recreational and cultural center for Provo's senior citizens; facilities include space for dances, lectures, musical interests, hobbies, and administrative offices. "The Center" is a recreational center, located at 222 West 500 North, that anyone can schedule for special events. The Provo City Airport is located at 3100 West 1200 South.

Energy Department

Municipally Owned Electric Utility

The City established its own electric utility in 1940. Since that time, the people of Provo have enjoyed the benefits of owning their own electrical system. The primary benefit revolves around the ability of the citizens to have a direct voice in the operation of the utility and the allocation of derived benefits. The Mayor and Municipal Council are responsible for policy, rates, procedures, and all other matters concerning the operation of the municipal electric utility.

Local control allows the City to transfer 10% of gross retail sales (as the resident-owner's return on investment) to the City's general fund. This transfer of nearly \$4.5 million annually helps to defray the costs associated with the general operations of the City and reduces the City's need for additional tax or fee revenues. The decision has also been made to provide street lighting as a general benefit to Provo citizens without a direct charge being assessed on each customer's account. Local control of the electric utility system must be maintained to further economic and competitive benefits that accrue to the public.

Physical Facilities

During the early years, most of the energy required within the city was generated by the power plant located at 200 West 700 North in Provo. Since those days, the City has entered into numerous contracts, agreements, and purchases with various agencies to provide for the power needs of city residents, businesses, municipal facilities and other electric power customers.

Currently, the City is a member of the Utah Municipal Power Agency (UMPA). Through contractual agreements, Provo has dedicated all of its generating capacity and sells all of the electrical energy it produces to UMPA. Provo then purchases back all of its electrical requirements from UMPA. The total generating resources available to UMPA which are either owned by Provo, other members of UMPA, or by UMPA itself include (1) coal-fired power plants, (2) hydroelectric power plants, (3) a diesel engine power plant, (4) a natural gas power plant, (5) a wind generating station, and (6) extensive interchange agreements with many utilities and municipal power systems throughout the western United States.

The department maintains two interconnection points with Rocky Mountain Power (a map of the Transmission System Master Plan and other related system maps are maintained in the Energy Department). The Hale Switchyard and Gillespie Substation facility is located near the entrance to Provo Canyon in the north, and the Tanner Substation is on 1600 S. State St. in the south. These substations receive electric energy at 138 kilovolts (kV). They convert the voltage from 138 kV to

46 kV and protect a new 138 kV line completed in 2002 through west Provo. There are 13.5 miles of 138 kV lines and 24.5 miles of 46 kV lines within the city.

The Energy Department maintains eighteen substation transformers which are located throughout the city in substation locations. Four transformers convert 138 kV to 46 kV, two convert 138 kV to 12 kV, and fourteen convert 46 kV to 12 kV. These voltages are then converted for use by the City's residential, commercial, and industrial customers.

Future Facilities

Periodically updating the twenty-year plan, and through the five-year CIP budgeting process, the department plans for future facilities to upgrade the electrical system and plans for new growth. Example projects in the future are a new west side 46 kV source with associated 46 kV transformers, breakers and 46 kV transmission reconductor through the middle of town. Energy efficiency, conservation programs and smart grid technology projects are being evaluated.

Public Information

A primary goal of the Energy Department is to provide the best customer service possible, with the highest level of reliability and low rates. The department strives to communicate with customers about electrical safety, energy services and conservation, project planning, construction, and operating improvements.

Fire Department

The City is responsible for ensuring public safety. Minimizing loss of life and property through adequate and efficient fire protection is a service the Provo City Fire Department provides the city and contracted areas, including Provo Canyon and adjoining areas. The Fire Department provides the essential services of fire protection, emergency medical service, hazardous material control, rescue, public education, and fire code enforcement.

Fire Department services also benefit Provo citizens financially. The City has a Class 3 Insurance Services Office rating. Lower insurance rates based on this factor save the community millions of dollars each year on fire insurance. The Fire Department will continue to broaden its service coverage and capabilities to reduce the insurance rating factor even further.

Emergency Response

National standards for emergency response times to all areas of a city are measured in increments of minutes. Central areas of Provo are serviced within a three-minute to four-minute response time. Response times to outlying areas vary from five to ten minutes. Areas with especially lengthy response times are found in the southeast area adjoining the Springville border, the southern part of East Bay, and the northern boundaries of the city. Response times in these areas and the extreme northeast of the city did not meet the national consensus response time standards at the time of adoption of the General Plan. The City's recent addition of a fifth operational station, which is located in southeast Provo, brings the fire and Emergency Medical Services (EMS) responses into compliance with current standards for this area.

Traffic congestion contributes to lengthy response times. Traffic concentration on arterial streets, particularly during peak travel time, creates a barrier, thereby increasing response times. The flow of traffic north and south is relatively smooth, but traffic flowing east and west often stops for traffic signals. Steps to control traffic or to better facilitate emergency response capabilities will continue to be pursued in order to provide safe emergency response for the entire community. Equipment for emergency vehicle preemption of traffic signals continues to be evaluated based on efficiency, effectiveness, and feasibility.

Roads with grades greater than 12% also increase response times; steep grades decrease the travel speed of emergency vehicles. During freezing weather, such grades may prohibit access to certain areas. Future roads should not have more than a 12% grade. The Fire Department will continue to participate in the review of project development proposals to ensure that emergency response and public safety concerns are considered in the design of new land development. Continued evaluation of emergency response operations will be needed to ensure that response times are adequate to meet the needs of the community.

Public safety is being brought closer to citizens through a neighborhood-based emergency preparedness program. Community Emergency Response Teams (C.E.R.T.) are organized, trained, and equipped to respond to disasters and emergencies requiring trained manpower to assist in providing public safety. C.E.R.T. volunteers are found through contacts with businesses, clergy groups, civic clubs, and similar organizations.

Fire Prevention

Future fire and emergency medical service needs are governed by factors such as type and size of population, residential, commercial, and industrial growth, political philosophies, and government mandates. However, the Fire Department can control some impacts of growth and politics by being proactive in response to fire safety. A ten percent reduction in fire related problems is realized for each ten percent increase in fire prevention efforts. Fire prevention can be achieved through fire education, code enforcement, efficient dispatch, and adequate, well-maintained equipment.

Education

Fire prevention is the most economical way to fight fires. Public education is an effective way to prevent fires. The Fire Department actively provides fire and life safety education to the primary education system of the Provo School District. The fire education trailer, designed to provide “hands on” fire safety training for young people, will aid in teaching children to save lives and property. For the near future, the fire prevention efforts will focus on these and additional programs, including “Remembering When,” an injury prevention and education program for the elderly, and “Risk Watch,” a program specifically designed to reduce injuries in the younger population.

Code Enforcement

Strict fire and building code enforcement prevents fires. Fire and building codes ensure firefighting equipment can be effectively used in buildings. All commercial and multi-residential buildings need to be fire-sprinkler protected. Fire sprinkler systems in all new residential construction should be

mandatory. Incentives for retrofitting existing structures should be implemented. Penalties for noncompliance with nuisance ordinances, such as weed abatement, trash, illegal dumping, and unkempt properties, should be increased, as these violations may also increase risk of fire.

Dispatch

Fire dispatch is a vital link to the community and needs to be a top priority. With the relocation of the dispatch center and the addition of up-to-date equipment, the emphasis can now be focused on training and maintaining an edge, utilizing available updates to technology. Employee turnover can contribute to less reliable service; incentives offered to employees may encourage stability in the department and discourage turnover, improving service capabilities of the department.

Equipment

The Fire Department will continue to maintain and replace equipment needed for fire response services. The replacement of emergency vehicles is provided for by a five- to a seven-year replacement schedule. Plans should be implemented to install a computer system which provides for area-wide data communication with dispatch, portable computer information links from stations to response vehicles for conveying dispatch data, incident reporting, global positioning, automatic statistics generation, and additional GIS information availability.

Library Department

The library is located at 550 North University Avenue in the old Brigham Young Academy Building, which was remodeled and expanded in order to house Provo City's library. This 96,000 square-foot library provides a 300-seat auditorium, a children's library, 400 personal computers, 1,200 square feet for Project Read, 1,000 square feet to educate parents, a browsing library, covered parking, a full floor reference library, seven conference and meeting rooms, 100 multimedia stations, and room for holdings of 450,000.

Eighteen elementary and secondary schools of the Provo City School District act as network sites for the library. Computer access and interlibrary loans are available from these locations. Extensive interaction with school libraries in the Provo City School District is ongoing. Interlibrary loan and other cooperative services to other public and private academic libraries in the area are provided.

Brigham Young University and Utah Valley University make their library catalogs available from public access terminals and online at www.worldcat.org.

Police Department

Provo's Police Department is a multifaceted law enforcement agency committed to meeting the constant and changing needs of the community. The Police Department strives to serve the community and promote an environment of mutual respect between citizens and police officers. The department's mission is:

To provide high quality, community-oriented police services with sensitivity; to protect constitutional rights; and to provide leadership for the law enforcement profession.

Crime

Provo has long been regarded as a safe place to live. To meet the changing needs of the city, the Police Department continually assesses the safety of the community.

Law Enforcement and Other Services

The Police Department employs approximately ninety-two officers, twenty-two dispatchers, and thirty-nine support personnel. Thirty-two crossing guards are also employed to assist children on their way to and from school.

The Police Department currently consists of three divisions and one bureau. The Patrol Division is the most visible. Patrol officers, on bikes and in police vehicles, investigate criminal activity, respond to the emergency calls, and monitor traffic to free the streets of hazards. The Communications Center, more commonly known as dispatch, works closely with patrol officers to provide rapid radio and telephonic communication.

The Support Services Division provides officers with the latest in law enforcement training in areas such as computer-aided composite sketching, criminal profiling, legal updates, and crime analysis. Highly trained, specialized teams are assigned to this division to enhance response to unique needs in the community. These teams include a Mountain Rescue Team, Hostage Negotiation Team, Special Response Team, Dignitary Protection Team, and Accident Investigation Team.

The Criminal Investigative Division is composed of several units including investigative detectives. The division is in the process of creating a state-of-the-art crime laboratory to analyze evidence collected at crime scenes.

The Public Safety Information Bureau develops and coordinates community relations and crime prevention programs to educate the public.

New Programs

Many new programs have been implemented in the department in preparation for the next century. Among them are the Warrants Program, Special Operations Services (SOS), Victim Assistance Program, School Resource Officers Unit, Community Oriented Policing Unit, and Community Emergency Response Teams.

Warrants Program

The Warrants Program, also called the Judicial Enforcement Team (JET), aggressively pursues outstanding warrants for people who have chosen to ignore court orders.

Special Operations Services

The Special Operations Services (SOS) are established as a proactive unit to address serious offenders, major cases, and gang related crimes.

Victim Assistance Program

In response to increasing trends of domestic violence, the Police Department created the Victim Assistance Program to assist domestic violence victims. A specially trained assistant provides support to adult and child victims through the judicial system during an emotionally turbulent time.

School Resource Officers

The School Resource Officers Unit assigns an officer to every middle school and high school in Provo. The intent of the School Resource Officers Unit is to encourage troubled youth toward a personally productive life.

Community Oriented Policing Unit

The department has organized a progressive Community Oriented Policing Unit which focuses on forging an interdependent relationship between police and the community.

Community Emergency Response Training

The Provo Police Department reaches out to the community in a variety of ways. Successful community programs, such as Community Emergency Response Training (C.E.R.T.), help to educate people within the community to respond and function appropriately during a community emergency.

Provo City School District

Facilities and Enrollment

Public education for school-aged children is provided through the Provo City School District. As of the 2004-2005 school year, the district operates twelve elementary schools, three middle schools, three high schools, one young mothers school, and one school for students with disabilities. Enrollment has fluctuated in different parts of the city, with a loss of middle and high school-age students, in particular, in some schools within the neighborhoods east of I-15 and an increase in elementary school-age students in some schools within the neighborhoods west of I-15, where growth in family housing continues to occur with the transition of former agricultural lands. The locations and structuring of the schools within the system will be changing in upcoming years, based on facilities planning work underway during the 2004-2005 school year.

Provo City made a number of changes in zoning during 2002 and 2003, primarily affecting areas previously zoned for high density redevelopment or experiencing a loss of owner-occupancy. The principal goal of these changes is to reclaim one-family housing in downtown neighborhoods that have been impacted by campus-oriented housing conversions in past years. The impact of these

efforts to restore housing opportunities for families in these neighborhoods, and the possible resurgence in school-aged children needing school facilities, may take some time to realize; predicting the future need for school buildings that have experienced declining enrollment is difficult.

City Involvement

The City will continue to work regularly with the Provo City School District in anticipating and planning for growth and shifting populations. The successful partnership between the district and the Parks and Recreation Department in the creation of school parks is also expected to continue into the future. The Provo School District initiated a long-range planning process in 2003, with a planning advisory committee – comprising the many stakeholders in public education – established to meet periodically throughout 2004 to prepare a master plan for facilities planning. The goals of the Provo School District Master Plan Committee were to:

- a. Identify issues related to changing student enrollment and demographics in Provo School District; and
- b. Analyze options for effective utilization and maintenance of existing schools and the possible need for consolidation and/or construction of new schools.

Public input will continue to be actively sought as the District constructs a ten-year master plan for building utilization. The Board of Education will continue to consider and monitor a variety of options as changes in enrollment and the financial needs associated with educational programming and facility maintenance generate the need to further consider building rehabilitation, consolidation and/or construction. An evaluation of the findings of the committee by the Board of Education in November 2004 called for some school facilities to be closed or consolidated; some new schools and remodeled schools are also part of the long range plan. The current facilities master plan is on file with the Provo School District, 280 West 940 North, Provo.

The City's Community Development and Parks and Recreation Departments were participants in the planning advisory committee for this process and will continue to work with the School District as plans are implemented, monitored and adjusted through the coming years.

Public Works Department

The Public Works Department consists of the Engineering, Public Services, Storm Water, and Water Resources Divisions. These four divisions are responsible for the delivery of important services for the residents of Provo.

Engineering

The Engineering Division provides professional engineering services to the City Administration, the Municipal Council, the Planning Commission, other City departments, and the public. These services include the following: design, survey, drafting, traffic engineering, development review, construction inspection, records maintenance, public information, professional transportation engineering services and traffic signal maintenance and operation for the City. The division also

provides administration, design and construction management of public works improvement projects.

Key Objectives & Outcomes:

- Construct 820 North, Phase II from Independence Avenue to Geneva Road.
- Coordinate with UDOT for intersection modifications 300 South & University Avenue, University Parkway & University Avenue and 500 West & Center Street.
- Coordinate the EIS Study with UDOT, FHWA and a consultant for West Side Connector project. This study is project to be completed in 2010.
- Represent Provo City's interest in I-15 design for widening with additional connections through Provo.
- Coordinate & manage the street resurfacing and sidewalk replacement programs.
- Continue working toward a fully functional GIS system for infrastructure management.
- Coordinate bridge design for Lakeshore Drive Bridge over the Provo River.
- Complete update to the Transportation Master Plan.
- Provide support as needed to other Departments.

Public Services

The Public Services Division consists of the airport, fleet management, sanitation, and streets.

Airport

Provo City's Municipal Airport has been in operation at its present location since 1943. It provides complete General Aviation (GA) service for the Utah Valley area and the southern portion of the Wasatch Front. The Airport has an Air Traffic Control Tower that has been operational since July, 2005. Currently a Beacon Interrogator 6 (BI-6), which is a radar system, is currently under design by the Federal Aviation Administration (FAA) and is under construction in 2010. Airport capabilities are further discussed in Chapter 8, Transportation and Circulation, of this General Plan.

Fleet Management

Fleet Management provides maintenance for Provo City's fleet of vehicles and equipment. The Fleet Management office also orders new vehicles and equipment. Fleet is also responsible for managing the fueling site for all City vehicles.

Sanitation

Sanitation currently operates four pick-up routes servicing 17,600 one-family residences each week. Residences larger than two-family dwellings and all commercial and industrial sites are serviced by private sanitation companies.

Previous to Provo's landfill in East Bay being capped in 1992, a special services district was formed by Provo City, Springville City, Mapleton City, Spanish Fork City, and Salem City. Together they developed a landfill and transfer station. The district has grown to eight cities and solid waste from the member cities is transported to the transfer station in Springville. From there it is trucked to the Bayview landfill on the west side of Utah Lake, where the district has leased land from the State. The landfill has a capacity of ten million tons of municipal solid waste (MSW). This capacity will

be adequate to service the district for the next 75 years. This capacity will be adequate to service the district for the next 75 years. Since 1991, the City has offered curbside yard waste weekly pickup. This is a subscription program and currently has over four-thousand residents subscribing to weekly pick-ups. In 2003, the City contracted out a curbside recycling program. This is also a subscription program that has over 3,700 residences subscribing to the service. Between the yard waste and recycling program, the City is saving over two hundred thousand dollars per year through reduced tipping fees by diverting the yard waste and recyclables from the landfill.

Streets

The Streets Division of Public Services provides maintenance and repair of City roads and manufactures traffic and street signs for the City. This includes street and gutter cleaning and snow and ice removal in the winter.

Storm Water

While storm drain planning and funding should be motivated by a prudent desire to “be prepared,” they are often motivated by the fear of flooding due to storms or spring runoff. Flooding creates a real cost in property damage. Literally millions of dollars are lost, and millions more must be spent to prevent damage.

The Storm Drainage Master Plan was prepared in 1986, largely in response to the high water and flooding in the springs of 1983 and 1984. At that time, storm drains were inadequate. Presently, storm drains are still not adequate. Capital improvements of \$30 million were recommended to bring the system up to par.

The Storm Water Service District maintains a map of storm water projects as part of the City’s Capital Improvements Plan. Thirty to thirty-five years will be needed to complete the work. In recent years, a dozen major Storm Drain capital improvement projects have been completed throughout the City. These were funded primarily by a \$9 million revenue bond. A major update of the Storm Drainage Master Plan will be completed in 2010. This will include identification and prioritization of future capital improvement projects.

User Fees

User fees are charged at an established rate per month per equivalent service unit (ESU). An ESU is the impervious surface area of the average one-family residence. At the 2009 rate of \$4.03 per month per ESU, these fees produced total annual revenues of approximately \$1.9 million. Half of the revenue goes to operations and maintenance, with the other half going to capital improvements projects.

Impact Fees

Storm water impact fees were adopted in 2000 (currently \$890 per equivalent residence per unit). These funds generate approximately \$250,000 per year to fund storm drain capital improvements, which are impacted by new development.

Recommendations

In addition to acquiring funding for the intended projects, the following recommendations should be implemented to benefit the community and to protect the City and public welfare:

1. Prohibit development where high water tables exist or require either flood proofing of basement walls or pumping mechanisms which will be connected to canals or storm drains (as opposed to being connected to the sewer lines). The developer and/or homeowners' associations should bear the ongoing costs of these systems.
2. Protect the public from surface flooding and runoff from public rights-of-way, especially that caused by obstructed gutters. As it is impractical for Provo City to clean all the gutters in the city, section 9.15.230 of the Provo City Code should be amended to resemble 9.16.030 by making owner, tenants, or lessees responsible for removal of debris from the gutters and liable for any damages or injuries resulting from failure to do so.
3. Pursuant to the above ordinance being amended, a public education program should be funded to inform the public of these preventative measures.

Water Resources

The Water Resources Division provides comprehensive culinary water and sanitary sewer services to the community. The division's budget is funded entirely by water and sewer user fees, service connection fees, and some minor revenue sources such as interest earned and billings for miscellaneous services.

As the Water Resources Division is dependent on water and sewer service sales to support operational and capital improvement programs, water and sewer rates are a very important and sensitive issue. Provo's water and sewer rates have historically been very competitive and remain among the lowest in Utah County and the State of Utah. This competitive position will allow the City to make moderate rate increases as necessary to support an ongoing operations, maintenance, and capital improvements program sufficient to meet the needs of a growing community while, at the same time, providing the citizens of Provo with an excellent value for their water and sewer utility dollar.

Water

The primary supply source for Provo City's culinary water system is represented by spring areas in Provo Canyon and Rock Canyon. In addition, eleven deep wells scattered throughout the city provide additional water to meet peak demands during the summer months.

In 1995, the Alpine Aqueduct Reach IIB was completed in a cooperative effort between Provo City, the Bureau of Reclamation, and the Central Utah Water Conservancy District. This aqueduct runs from the Central Utah Water Conservancy District's Northern Utah County Treatment Plant in north Orem to Provo's 48-inch aqueduct on North Canyon Road. The completion of Alpine Reach IIB allows the City to divert Provo River water for treatment at the Northern Utah County Treatment Plant and then return it to the City system for culinary water.

Provo City presently uses more than 30,000 acre-feet (9.8 billion gallons) of water annually. It is estimated that a build-out population in Provo of approximately 170,000 will require approximately 45,000 acre-feet of culinary water per year. Recent acquisition of additional water rights allows the City to drill eleven new wells. This and the gradual conversion of irrigation water to municipal supply should allow the City to comfortably meet those build-out demands.

Wastewater Collection and Treatment

Provo's water reclamation plant was upgraded and expanded in 1979. This project was intended to increase plant capacity, as well as to improve treatment processes in order to meet emerging water quality regulations. Since that time, the plant has been recognized by the Environmental Protection Agency (EPA) on three different occasions as the "Best-Operated Advanced Treatment Plant" in EPA's Region VII. Since the 1979 expansion and modernization, considerable additional investment has been made in plant facilities in order to add capacity and make operations more efficient, as well as to enhance the treatment process.

In 1996, average daily flows at the Water Reclamation Plant were 15.3 million gallons per day, which represents an average per capita daily flow of 151 gallons. Since average per capita daily flows should be approximately eighty gallons, it is evident that the intrusion of ground water into the sewer collection system is a serious problem. Ongoing efforts to reduce ground water infiltration, by rehabilitating or replacing older collection system components, help to preserve reclamation plant capacity .

At the present time, bio-solids from the water reclamation plant are applied to agricultural land in Cedar Valley as a soil amendment and conditioner. This program, along with other bio-solid management options, will continue to be evaluated to ensure optimum management of this resource.

The City has also undertaken an aggressive program designed to rehabilitate aging reclamation plant facilities and to modernize various processes within the plant in an effort to ensure compliance with federal regulations, to provide responsible protection of the environment, and to provide capacity for a growing community. Continued efficient management of the City's wastewater collection and treatment system will require considerable investment in the City's aging collection mains and reclamation facilities. Although this investment will undoubtedly require increases in the City's sewer rates, Provo residents will likely continue to enjoy sewer rates that are very near the lowest in Utah County, as well as among the lowest in the State of Utah.