

**CITY OF POWDER SPRINGS, GEORGIA
CAPITAL IMPROVEMENTS ELEMENT (CIE) 2014 UPDATE**

1. INTRODUCTION

The City of Powder Springs adopted a Capital Improvements Element (CIE) in 2006 as an amendment to its comprehensive plan of 1995. At the same time, the city completed its new comprehensive plan under the May 1, 2005, local planning standards of the state. The CIE was incorporated as Appendix C in the newly adopted plan. The City Council adopted development impact fee ordinances for parks and recreation and public safety as an amendment to its Unified Development Code in 2006, thus implementing the impact fee program. In 2007, the city's community development staff prepared the annual update of the CIE required by state administrative rules, which was adopted by City Council on January 22, 2008. In 2008, the city again prepared and adopted an annual update to the CIE as required by state administrative rules. In 2009, the city's impact fee consultant assisted with updates to the development impact fee program including a revised CIE. The city's community development staff prepared annual updates for the years following the annual update of the CIE in 2009.

In order to support an impact fee program, a city's comprehensive plan must meet state administrative rules for CIEs.¹ The rules, among other things, require that (for each facility included in the development impact fee program) a service area be delineated, a quantifiable level of service (LOS) standard be specified, that long-term needs be assessed, and that a schedule of improvements be provided which identifies projects to be funded with impact fees during the next five years.

With regard to the annual update of the CIE, state administrative rules (110-12-2-.03) specify further that the annual updates must consider whether it is necessary to:

1. Redefine growth projections, land use assumptions or community goals that would affect system improvements proposed in the CIE;
2. Add new impact fee service areas or change the boundaries of existing impact fee service areas;
3. Change service levels established for an existing impact fee service area; or
4. Make any other revisions that might have a negative effect or major impact on another jurisdiction or authority.

This CIE is an amendment to the City of Powder Springs Comprehensive Plan. The purpose of this amendment is to update planning work to support the city's development impact fee program. Of the four suggested amendment considerations enumerated above, the growth projections needed the most attention in this update. Also, the system improvements proposed for the parks and recreation component of the CIE needed revision. This CIE covers two facilities and services: parks and recreation, and public safety (police and municipal court). The

¹ Rules of Georgia Department of Community Affairs, Chapter 110-12-2, Development Impact Fee Compliance Requirements

city’s objectives for the CIE update in 2014 were focused on the park and recreation impact fee program; however, it was also necessary that the city update information supporting the public safety impact fee program. Provisions of the CIE adopted in 2006 and the 2009 CIE update prepared by the city’s impact fee consultant are retained in this updated version of the CIE, to the extent they are still relevant.

2. POPULATION AND HOUSING

2.1 Population, 2000-2005

Table 1 shows population estimates from three sources. The estimates by the U.S. Census Bureau and the Atlanta Regional Commission are very similar across the years shown. The U.S. Census Bureau’s intercensal estimates are more than 1,200 lower (fewer residents) than the two other sources in 2004 and 2005. The intercensal estimates make corrections to the Census annual estimates (source: John David McLean, Intern, City of Powder Springs, November 2013) and are consistently lower than the Census estimates and Atlanta Regional Commission estimates.

Table 1. Estimates of Population, City of Powder Springs, 2000 to 2005

Powder Springs	2000	2001	2002	2003	2004	2005
Total Population (U.S. Census Bureau)	12,923	13,189	13,481	14,020	14,349	14,578
Total Population (Atlanta Regional Commission)	--	--	--	13,943	14,240	14,594
Total Population (Intercensal)	12,650	12,857	12,999	13,038	13,134	13,232

Note: Estimates are for July 1st of each year.

Table 2. Estimates of Population, City of Powder Springs, 2006 to Present

Powder Springs	2006	2007	2008	2009	2010	2011	2012	2013
Total Population (U.S. Census Bureau)	14,958	15,340	15,660	15,958	13,965	14,134	14,253	14,332
Total Population (Atlanta Regional Commission)	14,487	15,115	15,422	15,231	--	--	--	--
Total Population (Intercensal)	13,512	13,656	13,824	13,894	13,940	--	--	--

Note: All figures are for July 1st of the year shown.

Sources for Tables 1 and 2:

1. Population Division, U.S. Census Bureau. July 10, 2008. Annual Estimates of the Population for Incorporated Places in Georgia, Listed Alphabetically: April 1, 2000 to July 1, 2007.
2. Atlanta Regional Commission, Population Estimates, 2003-2009.
3. U.S. Census Bureau. Intercensal Estimates of the Resident Population for Incorporated Places and Minor Civil Divisions: April 1, 2000 to July 1, 2010. Compiled by John David McLean, Intern, City of Powder Springs, 2013.
4. 2013 estimate by Jerry Weitz & Associates, Inc.

The city’s total population continued to increase significantly from 2006 to July 1, 2009, as shown in Table 2. The city’s 2010 population (decennial census count) of 13,965 was approximately 2,000 fewer than the 2009 population estimate. According to estimates from the U.S. Census Bureau as shown in Table 2, the city’s total population declined by 1,993 from July 1, 2009 to July 1, 2010. Hence the city’s population in 2010 was reduced to a level very similar to the city’s total population as of July 1, 2003. The total population of the city began increasing

above the 2010 level again by July 1, 2011 (see Table 2), albeit at a slower pace than that experienced in the first half of the 2000 decade.

The U.S. Census Bureau's intercensal estimates in Table 2 suggest the city's population did not decrease between 2009 and 2010. However, the effects of the great recession and housing foreclosures within the City of Powder Springs could indeed have resulted in the population loss suggested by the U.S. Census Bureau's uncorrected estimates. Indeed, the economic downturn and mortgage crisis of 2008, which extended into most of 2009, affected Powder Springs substantially. The inconsistency in population estimates in Tables 1 and 2 do not have to be reconciled here, as those differences relate to past years, and this CIE update is concerned with projections of population in future years.

2.2 Current Population Estimate

An estimate of 2013 total population in the city is also provided in Table 2. This estimate was calculated by the city's impact fee consultant based on the 2012 estimate of total population from the U.S. Census Bureau, updated to account for new housing starts through August 2013. The city has issued approximately 30 permits for new housing starts from July 1, 2012 (the most recent Census Bureau estimate) to July 1, 2013. At the same occupancy as the city's housing stock as a whole (i.e., 87.3%) and an average household size of 3.0 persons, this yields an additional population from 2012 to 2013 of 79 people.

The city had 5,477 housing units as of the 2010 Census, of which 4,780 were occupied (an 87.3% occupancy rate). As reported by the 2010 Census for Powder Springs, the average household size of owner-occupied units was 2.80 persons per unit, and the average household size for renter-occupied units was 3.2 persons per unit. The prior CIE used 3.0 persons per unit as an overall average, and that figure is confirmed and used here to estimate the 2013 population (Source: U.S. Census Bureau, American Factfinder, DP-1 Profile of General Population and Housing Characteristics: 2010 Census Summary File 1).

2.3 Population and Housing Unit Projections

As a part of this CIE update, the growth projections adopted in the CIE and comprehensive plan have been reassessed. People are the consumer of parks and recreation facilities. The level of service standard for parks and recreation facilities adopted by the city is based on the residential population. Projections of future population are needed to assess future needs for developed park acreage.

The city's total population can increase as a function of (1) re-occupancy of existing, vacant housing units; (2) annexation; (3) increases in the group quarters population; (4) increase in household size (persons per dwelling unit) and (5) an increase in household population as a result of occupying new housing units added to the city's housing stock. Of most significance to the impact fee program is new housing starts; impact fees are paid at the time permits are issued for new homes. To the extent that population increases via re-occupancy of existing homes, annexation, increases in household size, and new group quarters population, impact fees are not paid.

2.4 Re-occupancy of Existing Housing Units

According to the 2010 Census, Powder Springs had 697 vacant housing units. Excluding those units held for seasonal or recreational use (21) and “all other vacants” (322), there were an estimated 354 vacant housing units as of 2010 that were available to be occupied. The 2010 vacant and available housing stock at full occupancy could yield a population gain of 1,062 if the historic average household size of 3.0 persons per unit remains constant. This means that about half of the population loss in the city from 2009 to 2010 (according to Census estimates) could be regained over time simply via the occupancy of existing, vacant housing units. The implication of this finding for the park and recreation impact fee program is that, while Powder Springs meets (more or less) its level of service standard for developed park acres, the re-occupancy of existing, vacant, available housing units will incrementally result in population gains over time.

2.5 Group Quarters Population

The city’s total population could also increase with the addition of “group quarters” populations (e.g., nursing homes, correctional facilities, etc.). However, in 2010 the total institutionalized population in Powder Springs was only 194 persons, or 1.3% of the total population. Hence almost 100% of the city’s population is comprised of populations living in households. This renders future population gain from group quarters negligible for purposes of the impact fee program.

2.6 Annexation

The city’s total population can increase via annexation of developed and occupied residential areas. To the extent annexation of residential development occurs, the city’s total population (and demands for developed park acreage) can increase. However, future annexation cannot be assumed or predicted here in this CIE.

2.7 Occupancy of New Housing Units

The city’s total population will increase in part due to the construction and occupancy of additional housing units. The city’s permit data (Table 3) for new housing starts are used as a basis for projecting the city’s household population. From the permit data in Table 3, the city has averaged approximately 14 new housing starts annually from 2009 to 2013.

Table 3. Permits for Residential Housing Starts, City of Powder Springs, 2009-2013

City of Powder Springs	2009	2010	2011	2012	2013 (Aug.)
Non-voided Housing Permits (New Units)	5	23	0	25	16

Source: City of Powder Springs, Department of Community Development, August 2013.

2.8 Residential Development Capacity

In preparing long-range (i.e., 20-year) population projections, it is helpful to quantify the amount of residential development capacity in the city, which provides a maximum for new residential development based on potential housing supply. The city’s 2009 CIE updated the residential capacity estimate for a time period from 2009 to 2029 based on data supplied by the city staff for vacant and developable land; those figures are maintained without amendment in this 2014 CIE update in Table 4. Based on those data, estimates of residential capacity for new development and forecasts of growth were revised in 2009. The 2009 CIE found that the capacity for future residential housing units was approximately 1,908 (see Table 4).

Table 4. Forecasted New Residential Development, Undeveloped and Developable Land, City of Powder Springs, 2009-2029

Future Land Use Plan Classification	Acres to be Developed 2009-2029	Density (Units Per Acre)	Total Units 2006-2025
Approved and/or In Process of Permitting	n/a	n/a	974
Low Density Residential	92.54	2.3	213
Medium Density Residential	8.36	5.0	42
Community Activity Center	53.57	8.0	429
Downtown Activity (Town) Center	n/a	n/a	250
Total, All Residential	n/a	n/a	1,908

Note: n/a = Not available.

Source: City of Powder Springs Planning Staff, Revised June 24, 2009. (Table 2 of 2009 CIE Update).

2.9 Population and Housing Projections

The 2009 CIE projected the city’s population to be 21,645 in the year 2029. That projection was made prior the full effects of the great recession and housing foreclosures on the housing market in Powder Springs. Furthermore, despite the finding that some 1,908 additional housing units could be constructed in the city given its residential land capacity, the city may not witness a build out of *all* of its residential land capacity (some of which includes mixed-use development) in the next two decades.

The projections in Table 5 are based on the assumptions that Powder Springs’ existing, vacant and available housing units will be reoccupied between now and 2020, thus increasing the population by more than 1,000 by that factor alone, and that the city’s population will increase by 42 annually from 2013 to 2020 as a result of occupancy by households of new housing starts. This amounts to a total annual population increase of 192 persons until 2020. Beginning in 2020, residential population is projected to accelerate to 440 persons annually, with 147 new housing starts annually from 2020 onward into the future until the projected residential buildout population of 21,645 is reached in 2033 (was 2029 in earlier CIE).

Table 5. Projections of Population and Housing Units, City of Powder Springs, 2013-2033

Powder Springs	2013	2014	2015	2016	2017	2018	2019	2020	2025	2030	2033
Population	14,332	14,524	14,716	14,908	15,100	15,292	15,484	15,924	18,124	20,324	21,645
Housing Units	5,530	5,544	5,558	5,572	5,586	5,600	5,614	5,628	6,363	7,098	7,539

Source: Jerry Weitz & Associates, Inc., August 2013.

3. NON-RESIDENTIAL DEVELOPMENT

Table 6 shows data used to project total non-residential (employment) building space in the city for a 20-year period (2009 to 2029), as provided in the 2009 update of the CIE. There was no need to update this information since there was no identified need to update the public safety impact program (which applies to non-residential development in addition to residential development).

Table 6. Projected New Non-residential Development, City of Powder Springs, 2009-2029

Future Land Use Category	Acres to be Developed	Floor-Area Ratio (FAR)	New Square Footage (Gross)
Community Activity Center	80.4	0.50	1,751,112
Neighborhood Activity Center	95.6	0.25	1,041,084
Industrial Area	14.9	0.75	486,783
Office-Professional	61.35	0.25	668,101
Non-residential Total	252.25	--	3,947,080

Source: City of Powder Springs, May 2009, based on revised future land use plan. (Table 3 of the 2009 CIE Update)

From the figures in Table 6, future employment capacity can be projected (See Table 7).

Table 7. Projected New Employment, City of Powder Springs, 2009-2029

Land Use Classification	New Square Footage, 2009-2029 (Gross)	Efficiency Ratio	Square Feet Per Employee	Employment at 100% Occupancy
Community Activity Center	1,751,112	75.00%	500	2,627
Neighborhood Activity Center	1,041,084	75.00%	500	1,562
Industrial Area	486,783	95.00%	550	841
Office-Professional	668,101	75.00%	500	1,002
Total, All Non-residential	3,947,080	--	--	6,032

Source: Square feet from Table 6 above. Square feet per acre and efficiency ratios based on Tables 4-1 and 4-2 of *Planner's Estimating Guide: Projecting Land-Use and Facility Needs*, by Arthur C. Nelson. (Chicago: Planners Press, 2004). (Table 4 in 2009 CIE Update).

Because the city did not identify a need to revise its schedule of improvements for public safety, and because employment is not considered a generator of park and recreation needs, the

employment projections provided in Table 7 do not require updating. This 2014 CIE maintains the 2009 projections of employment and applies them to the next twenty years (2013-2033).

4. FUNCTIONAL POPULATION

For purposes of this CIE, the functional population of the city is considered to be the sum of population and employment in the city. The functional population creates demand for public safety services, whereas only the residential population creates demand for park and recreation facilities. Even though much of the city’s resident labor force leaves their residences in the city during the day for work, there is still the need to provide public safety services in their absence (i.e., protect property from fire and crime). All residents benefit from Powder Springs’ police protection services even if they work outside the city during the day. That is, the city’s police will respond to public safety calls whether or not residents are home. The projections of the functional population provide the basis for measuring the existing levels of service and assessing the level of service standards for public safety.

The functional population is projected in Table 8. Again, the residential component was updated as described in this report, while the employment component of the functional population was not updated here except to refresh the twenty-year time frame to present years.

Table 8. Summary of Land Use Projections, City of Powder Springs, 2013-2033

Land Use Projections	2013	2018	2023	2028	2033	2013-2033 Net Change
Housing Units	5,530	5,600	6,069	6,804	7,539	2,009
Average Household Size	3.00	3.00	3.00	3.00	3.00	--
Residential Population	14,332	15,292	17,244	19,444	21,645	7,313
Employment	3,490	4,998	6,506	8,014	9,522	6,032
Functional Population	17,822	20,290	23,750	27,458	31,167	13,345

Source: City of Powder Springs and Jerry Weitz & Associates, Inc. Revised June 24, 2009. Update of population, housing units, and functional population by Jerry Weitz & Associates, Inc., August-November 2013.

5. PARKS AND RECREATION

5.1 Service Area

The service area for parks and recreation is the city limits of Powder Springs. This remains the same since originally adopted in 2006, although city limits may change through annexation or de-annexation.

5.2 Developed Park Acreage Inventory

Table 9 provides an inventory of Powder Springs' city developed parks. As documented by the city's Community Development Department, the city added 9.03 acres to its inventory of developed parkland in recent years.

Table 9. Developed Park Acreage 2009 and 2013, City of Powder Springs

Name of Park	Total Acres	Developed Acres 2009	Developed Acres Added, 2009-2013	Total Developed Acres 2013
Powder Springs Park	30.5	13.0	2.88	15.88
Hopkins Road Park	16.5	1.0	0	1.0
Silver Comet Linear Park	35.0	0	5.2	5.2
Ron Anderson Rec. Facility	--	--	0.61	0.61
Butner Street Neighborhood Park	--	--	0.34	0.34
Total	82.0	14.0	9.03	23.03

Source: Developed park acreage 2009 from Powder Springs, Georgia, 2009 Update of the Capital Improvements Element for Public Safety and Parks and Recreation Impact Fees, October 8, 2008. Developed acres added from Powder Springs Department of Community Development, August 2013.

5.3 Level of Service Measure

The amount of developed acres per 1,000 residents is the level of service measure. That is the same level of service measure as the one used in the development impact fee program adopted in 2006, and as annually amended since 2006.

5.4 Level of Service Standard

When the original CIE was adopted (2006), the city established a level of service standard of 1.6186 developed acres per 1,000 resident population. That level of service standard has remained the same during the life of the Powder Springs development impact fee program. It is appropriate that the city maintain this same adopted level of service standard of 1.61 developed park acres per 1,000 population, and it is hereby retained and readopted as part of this 2014 CIE update.

5.5 Historic and Existing Level of Service

As of 2009, the adopted CIE indicated the city had a parks and recreation level of service (developed parkland acres) of 0.88 acre per 1,000 population (see Table 10). Note that the level of service reflects a decline because at that time the city had not completed additions to its

developed park inventory, plus the population had continued to increase according to estimates of the U.S. Census Bureau and the Atlanta Regional Commission (see Table 2).

Table 10. 2009 Data from the City’s 2009 Capital Improvements Element

City of Powder Springs CIE 2009	2009
Population (Estimate)	15,921
Housing Units (Estimate)	5,307
Developed Parkland Acres	14.0
Developed Acres Per 1,000 Population	0.8793
Level of Service Standard (Adopted/Applicable)	1.6186

Source: Powder Springs, Georgia, 2009 Update of the Capital Improvements Element for Public Safety and Parks and Recreation Impact Fees.

Calculations of level of service for developed park acreage in 2006, 2009, and 2013 are provided in Table 11, based on population estimates from the U.S. Census Bureau. The city’s park level of service declined from 2006 to 2009 but increased substantially from 2009 to 2013. The increase in level of service from 2009 to 2013 is a function of two factors during the time period: (1) a substantial increase in the inventory of developed parks (i.e., capital improvements made); and (2) a significant decline in total population. Coincidentally, the city’s level of service in 2013 is about the same as the level of service standard adopted by the city in 2006. This means that as of 2013 the city basically matched the level of service standard adopted in the 2006 parks impact fee program.

Table 11. Historic and Existing Parks and Recreation Levels of Service, City of Powder Springs, 2006, 2009, and 2013

City of Powder Springs	2006	2009	2013
Population (Census Estimate)	14,958	15,958	14,332
Developed Parkland Acres	14.0	14.0	23.0
Developed Acres Per 1,000 Population (Existing level of service)	0.94	0.88	1.60
Level of Service Standard (Adopted/Applicable)	1.6186	1.6186	1.61

Source: Population from U.S. Census (Estimates Program). Developed park acreage from Powder Springs Community Development Department as reported in prior adopted CIEs and this 2014 CIE update.

5.6 Prior Analysis of Need

The 2009 CIE indicated the city needed to add 14 acres of developed park land by the year 2014 to address the deficiency of developed park land acreage and to meet the needs of the next five years of residential development. However, the 2014 projection of developed park acreage need was based on a projected population of 17,352 in 2014. As the revised population estimates and projections in this CIE update show, Powder Springs does not need to prepare for such an extensive population increase for 2014. The reduction of population experienced in the recent past translates into lower-than-anticipated demand for parks and recreation facilities.

5.7 Updated Analysis of Need

Table 12 provides an updated analysis of need for future years covering the next 20-year long-range planning horizon at five-year intervals. Need is based on the population projections in this CIE update and on maintaining the adopted level of service standard of 1.61 developed park acres per 1,000 population.

Table 12. Projection of Developed Park Acreage Needs Based on the Adopted Level of Service Standard, 2013-2033, City of Powder Springs

City of Powder Springs	2013	2018	2023	2028	2033
Residential Population	14,332	15,292	17,244	19,444	21,645
Existing developed park acreage (2013)	23.0	--	--	--	--
Acres of developed parks Needed at LOS standard of 1.61 acres per 1,000 population	23.0	24.6	27.8	31.3	34.8
Additional developed park acreage needed from 2013 base (cumulative with time)	0	1.6	4.8	8.3	11.8

Source: Jerry Weitz & Associates, Inc., August 2013.

With this update of the CIE, the City of Powder Springs has no deficiency in the amount of developed park acres per 1,000 population. As noted previously, the city has made up the prior deficiency of developed park acreage with a combination of park capital improvements but also because the population demand for parks has also declined, thus reducing the needs below those anticipated and planned for in the previous CIE.

From a long-range (20-year) perspective, Powder Springs needs to plan for 11.8 acres of additional, developed park land by the year 2033. Over the next decade (approximately 2 CIE cycles), the city should plan for 4.8 acres. During the upcoming (current) five-year cycle (2014-2018), Powder Springs needs to plan for and add 1.6 acres of developed park land.

5.8 Cost of and Funding Sources for Linear Park Capital Improvements

As already noted, during the last few years, Powder Springs has made significant improvements to the developed park system in the city (see Table 9). The costs of those projects have been documented by the city's Department of Community Development and serve as the basis for estimating future costs to provide additional developed acres of park land. The city spent \$2,752,200 on improvements which added 9 acres of developed park to the city's inventory. This amounts to an average of \$305,800 per developed park acre for all park improvements.

The Silver Comet Trail Linear Park has been, and remains, the major capital improvement proposed to be funded in the city's park and recreation impact fee program. With regard to the linear park, the city added 5.2 developed acres to it in recent years, including a pedestrian bridge, at a total cost of \$1,585,929. This amounts to an average cost of \$304,986 per acre for developed acreage additions to the linear park, which is an amount similar to the overall cost per developed acre. There were \$157,382 of impact fee proceeds expended on the Silver Comet Trail park development; hence, park and recreation impact fees accounted for only 10% of the total cost of improvements made to date to Silver Comet Trail linear park.

Much of the city’s funding for the additional 9 acres of developed park land in recent years was from the Special Local Option Sales Tax (SPLOST). SPLOST is a source of funding that is expected not to be available in the future for park improvements, as the city is anticipating spending future SPLOST proceeds for other pressing needs. The city also received \$100,000 in grant money for park improvements in the past, but grant monies cannot be guaranteed in the future, either. Because there are no deficiencies with regard to developed park land as of 2013, the 1.6-acre addition to the linear park is 100% eligible for funding with park and recreation development impact fees. The city can plan for a park improvement of 1.6 acres during the next five years and could *in principle* fund a 1.6-acre addition to the linear park entirely with park and recreation impact fees; however, as noted below, impact fee proceeds (those collected in the past and those collected in the near future) will not be sufficient to pay the full cost of the improvement.

5.9 Schedule of Improvements, Parks and Recreation, 2014-2018

The Silver Comet Trail Linear Park is the only capital improvement proposed to be funded in the city’s park and recreation impact fee program during the short-term (2014-2018) (see Table 13). The 1.6-acre linear park addition is the only capital improvement included in the parks and recreation schedule of improvements, which covers the time period 2014 to 2018 (five years). The cost to develop the 1.6-acre linear park improvement is estimated to be \$488,000 (1.6 acres @ \$305,000 per acre = \$488,000). Over a five-year period, this would be an average annual expenditure of \$97,600, which is shown in the schedule of improvements. It is important to note, however, that the city may spend more or less than the \$97,600 in any given year of the schedule of improvements. Indeed, capital improvements tend to be “lumpy,” with more expenditures in one or more years, and none in other years. So long as Powder Springs delivers the 1.6-acre project by the end of the five-year time period (2018), it will meet the expectations of the park and recreation impact fee program and thus meet the anticipated needs resulting from population increase during the time period.

Table 13. Schedule of Improvements, 2014-2018, Parks and Recreation Impact Fee Program, City of Powder Springs

Capital Project Improvement	2014	2015	2016	2017	2018	Total 2014-2018
1.6-acre addition to Silver Comet Trail linear park, including land surveying, planning, engineering, site preparation, construction, and related expenses	\$97,600	\$97,600	\$97,600	\$97,600	\$97,600	\$488,000

5.10 Funding Sources for the Capital Improvement, 2014-2018

Approximately \$176,000 in park impact fees have been collected and remain in the park and recreation impact fee trust fund (Community Development Department). These funds, which were collected for the purposes of improving Silver Comet Trail linear park, can and are proposed to be used to improve the linear park in the future. With a total estimated cost of \$488,000, this leaves approximately \$312,000 to collect via future development impact fees *and* any other sources as may be required.

As shown in Table 14, the future 1.6-acre park addition will be funded via the following sources. All of the project cost could be funded by impact fees if such funds were sufficient, but impact fee proceeds are not expected to match the total cost of the 1.6 acre of developed park improvement. The park and recreation impact fees anticipated to be collected during the next five years (2014-2018) by Powder Springs will not be sufficient to pay the full costs of supplying the 1.6-acre park addition. The reason for the shortfall is that Powder Springs adopted an impact fee for parks and recreation that is lower than the cost of providing the capital improvements. In other words, the city has elected to charge new residential development less than the full cost of its proportionate impact of providing the 1.6-acre linear park improvement via the park and recreation impact fee program.

Table 14. Anticipated Funding Sources, 2014-2018 Park and Recreation Impact Fee Program, City of Powder Springs

Powder Springs Schedule of Improvements, 2014-2018)	Existing Park Impact Fees	Future Park Impact Fees, 2014-2018	Other Municipal Sources of Capital Improvement Funds	Total Cost of Improvement
Silver Comet Trail Linear Park Addition (1.6 acres)	\$176,000	\$101,437	\$210,563	\$488,000
Percent of Total Funds	36.1%	20.8%	43.1%	100%

As indicated in Table 14, 56.9% of the 1.6-acre linear park addition is anticipated to be paid for with existing impact fees and future impact fees collected. This leaves 43.1% of the project cost to be funded with capital improvements funds or other municipal sources.

5.11 Future Park and Recreation Capital Improvements, 2019 to 2033

Moving beyond the first five years (2014-2018) as shown in Table 13, Powder Springs will need to plan for the following additional improvements to the city’s developed park acreage:

2019- 2023: Add 3.2 acres of developed park land during this time period. The cost of developed park improvement is 3.2 acres @ \$305,000 per acre = \$976,000. Park impact fees estimated to be collected for this period is 14 housing permits annually (2019 and 2020) and 441 (2021-2023) @ \$1,449.11 per dwelling unit (excludes an additional 3% administrative cost) = 469 x \$1,449.11 = \$679,632 (70% of total cost). This leaves \$296,368 (30% of total cost) to be funded with sources other than impact fees.

2023-2028: Add 3.5 acres of developed park during this time period. The cost of developed park improvement is 3.5 acres @ \$305,000 per acre = \$1,067,500. Park impact fees estimated to be collected for this period is 735 new units @ \$1,449.11 per dwelling unit (excludes an additional 3% administrative cost) = \$1,065, 095 (99.8% of total cost).

2028-2033: The same as for 2023-2028.

6. PUBLIC SAFETY

The Development Impact Fee Act of 1990 includes “public safety” within the definition of public facilities: “Public safety facilities, including, police, fire, emergency medical, and rescue facilities” (O.C.G.A. 36-71-2(16)). Fire and emergency medical services and rescue facilities are provided by Cobb County and therefore are not a part of the city impact fee program. The city’s express purpose for impact fees in the public safety arena is to help fund a new police building. Court services are a part of the public safety facilities provided by the City of Powder Springs and are therefore included in the impact fee program.

6.1 Service Area

The service area for public safety facilities is the city limits of Powder Springs. This remains the same since originally adopted in 2006, although city limits may change through annexation or de-annexation.

6.2 Level of Service Measure

The Powder Springs impact fee program uses the number of square feet per functional population as the level of service measure for public safety facilities. That is the same level of service measure as the one used in the development impact fee program adopted in 2006, and as annually amended since 2006. It remains unchanged in this 2014 CIE Update.

6.3 Inventory of Facilities

Between June and August 2009, the city considered several potential options for expansion of the city’s public safety facilities. As reflected in the 2009 CIE update, the city after 2009 chose to demolish approximately 6,500 square feet of the existing 8,790 square foot original police facility building and renovate the remaining 2,400 square feet for a municipal court facility. Also included in the public safety facility inventory is 2,062 square feet of space leased for the court system office (added after 2006). After 2009, the city chose to purchase an existing commercial building and renovate a majority of it for a new police headquarters building. As called for in the 2009 public safety CIE schedule of improvements, the city purchased a 2.337-acre lot which included a vacant commercial building containing 17,098 square feet and a 3,000 square foot greenhouse structure. The city then renovated 13,665 square feet of that building and converted the greenhouse structure into 1,966 square feet of maintenance facilities for public safety. The existing inventory of public safety facilities operated by Powder Springs is shown in Table 15.

Table 15. Inventory of Public Safety Facilities, City of Powder Springs, 2013

Public Safety Facility	Building Space Square Feet
City Court Facility (renovation of original 8,790 square foot police building)	2,400
Court System Office (leased)	2,062
Police Headquarters Building (renovated commercial space)	13,665
Maintenance facility (at Police Headquarters)	1,966
Total, All Facilities	20,093

Source: City of Powder Springs, 2009 CIE Update. Confirmed by Department of Community Development in 2013.

6.4 Existing Level of Service

With 20,093 square feet of existing public safety facility space (Table 15) and a current (2013) estimated functional population of 17,822 (Table 8), the city’s level of service in 2013 is 1.12 square feet of public facility space per functional population. This existing level of service in 2013 greatly exceeds the level of service standard of 0.5495 square feet of public safety space per functional population. Indeed, the city has already planned for and executed a public safety improvement program that provides sufficient public facility space to meet its long-term needs, considering the projected increases in functional population.

6.5 Previously Adopted Level of Service Standard

The City of Powder Springs’ public safety development impact fee program adopted in 2006 included an adopted level of service standard of 0.5495 square feet per functional population. That level of service standard has remained the same in all subsequent annual updates of the CIE since 2006. The adopted level of service standard is used in the updated analysis of needs for the 20-year planning horizon.

6.6 Prior Analysis of Need

Planning by the city’s Police Chief, in preparation for the city’s first CIE (2006) for public safety facilities revealed that approximately 19,000 square feet of total public safety facility space would be needed to meet the city’s long-term (20-year) needs. As noted above, the city has since 2006 executed capital improvements which, as of 2013, currently provide 20,093 square feet of public facility space (Table 15).

6.7 Updated Analysis of Need

Table 16 provides an updated analysis of need for selected future years covering the next 20-year long-range planning horizon at five-year intervals. Need is based on the projections of functional population in this CIE update and on maintaining the adopted level of service standard of 0.55 square feet of public safety facility space per functional population.

Table 16. Public Safety Facility Needs At the Adopted Level of Service Standard of 0.55 Square Feet per Functional Population, City of Powder Springs, 2013 to 2033

Component	2013	2018	2023	2028	2033
Total Functional Population (from Table 8)	17,822	20,290	23,750	27,458	31,167
Total Square Footage of Public Safety Building Space Needed, at LOS standard (0.55 square feet)	9,802	11,160	13,062	15,101	17,141

Source: Jerry Weitz & Associates, Inc., November 2013.

The city’s current provision of 20,093 square feet of public safety facility space is more than adequate to meet projected needs as indicated Table 16.

6.8 Level of Service Standard

Because the city previously adopted this level of service standard and has adopted and collected public safety impact fees in an effort to maintain that standard, Powder Springs should maintain at least that same level of service standard of 0.55 square feet of public facility space per functional population. The city hereby adopts the same level of service standard in this 2014 CIE update as was previously adopted and applied in all earlier annual updates of the CIE: 0.55 square feet of public facility space per functional population.

6.9 Prior Funding of Police Facility Improvements

On September 1, 2001, the Powder Springs Downtown Development Authority issued \$715,000 in serial revenue bonds and \$490,000 in term revenue bonds for the purpose of refinancing old debt incurred in the acquisition, construction, furnishing and equipping of a new police station in 1991. On September 1, 2001, the City and the Powder Springs Downtown Development Authority entered into an intergovernmental contract under which the old bond issue from the 1991 construction was paid. The contract obligated the city to make lease payments directly to the Trustee for the purpose of paying the principal and interest on the outstanding balance of the 2001 Revenue bonds issued by the Authority. The contract enabled the city to lease from the Authority the facilities constructed by the Authority. On March 30, 2004, the Authority issued \$680,000 in Series 2004 Revenue Refunding Bonds (Police Station Project) for the purposes of refunding the Authority's 2001 Revenue Bonds. On March 30, 2004, the City and the Powder Springs Downtown Development Authority entered into a new intergovernmental contract. The contract obligates the city to make lease payments directly to the Trustee for the purpose of paying the principal and interest on the outstanding balance of the 2004 refunding Revenue Bonds issued by the Authority. This contract enables the city to lease from the Authority the facilities constructed by the Authority. The contract will not expire until full payment of the bonds. Prior to expiration of the lease upon payment in full of the bonds outstanding, the city may purchase the project from the Authority for \$100.² (Source: 2009 CIE)

The Powder Springs Downtown Development Authority (DDA) adopted a Master Bond Resolution on July 20, 2006, authorizing the issuance and sale of its revenue bonds known as the Powder Springs Downtown Development Authority Revenue Bonds, Series 2006, in the original aggregate principal amount of \$4,715,000, for the purpose among others of obtaining funds to finance the costs of renovating and expanding police facilities. The DDA then sold the project to the City of Powder Springs, which agreed to make payments on the bonds and levy ad valorem taxes as necessary to meet payment obligations. (Source: 2009 CIE)

6.10 Schedule of Improvements

Per the Georgia Development Impact Fee Act of 1990, Section 36-71-4 (k), local governments may provide for the imposition of a development impact fee for system improvement costs previously incurred by the local government to the extent that new growth and development will be served by the previously constructed system improvements. New growth and development

² Powder Springs Comprehensive Annual Financial Report for the Fiscal Year Ended June 30, 2004, p. 36.

will be served by the public safety facilities already provided by the City of Powder Springs, the costs of which were previously incurred and for which debt service is required.

Because the city borrowed funds and has already executed the public safety capital improvements that meet the long-term needs for facilities as projected in this 2014 Updated CIE, there are no projects listed in the schedule of improvements. Instead, any public safety impact fees collected by the city from this point forward will be used to pay the bonds (described in the previous section) according to schedules called for in the bond document.

Public safety impact fees to be collected by the city during the 2014 to 2018 period cannot be projected with any reliability, since the public safety impact fee charged by the city depends on the land development permitted and various rates apply depending on land use. All of public safety impact fees collected by the city and deposited in the public safety impact fee trust fund will be expended on debt service to retire the revenue bonds series 2006. Public safety impact fee trust fund proceeds collected from 2014 to 2018 are anticipated to be less than 100% of the city's costs of bond debt service.

Table 17. Schedule of Improvements, 2014-2018, Public Safety Impact Fee Program, City of Powder Springs

Capital Project Improvement	2014	2015	2016	2017	2018	Total 2014-2018
Repay principal and interest on Revenue Bonds Series 2006 for police facility improvements already constructed (note 1)	292,787	293,275	293,357	289,277	292,166	1,460,862

Note 1. The amount of public safety impact fees collected by the city and deposited into the city's public safety impact fee trust fund may be less than the amounts shown in Table 17.