



Plain City

Parks, Recreation, Trails and Open Space Impact Fee Facilities Plan

DRAFT



March 14, 2018

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Summary

Background

Plain City (“City”) has determined that there is one service area citywide and that all parks, trails and recreation facilities are at full capacity in 2018. Only residential development is considered to create demand for parks, trails and recreation facilities and therefore only residential growth has been considered in the determination of impact fees.

Projections for population growth in Plain City are as follows:

TABLE 1: PROJECTED POPULATION GROWTH, 2018-2027

Year	Population
2018	7,232
2019	7,556
2020	7,895
2021	8,309
2022	8,745
2023	9,204
2024	9,687
2025	10,195
2026	10,730
2027	11,295

Source: Utah Governor’s Office of Management and Budget; Plain City

Identify the Existing and Proposed Levels of Service and Excess Capacity

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

The IFFP considers only *system* facilities in the calculation of impact fees. For the City, this has been determined to mean neighborhood and community parks. Local parks are considered *project* improvements and have not been included in the calculation of impact fees.

Existing service levels are based on the (2018) levels of service in the City for both parks and trails. Existing and proposed service levels are shown in the table below on both a *unit* and *cost* basis.

TABLE 2: EXISTING AND PROPOSED SERVICE LEVELS – UNIT AND COST SERVICE LEVELS

	Existing	Proposed	Excess Capacity	Existing	Proposed	Excess Capacity
Land - acres per 1,000 persons; cost per capita	3.77	3.77	0	\$188.74	\$188.74	\$0.00
Improvements - cost per capita				\$221.68	\$221.68	\$0.00
Mowed Acres - acres per 1,000 persons; cost per capita	1.90	1.90	0	\$133.34	\$133.34	\$0.00
Asphalt Surfaces - sf per capita; cost per capita	17.00	17.00	0	\$48.96	\$48.96	\$0.00

The City intends to maintain service levels for parks and to add trails to its overall park system. The existing and proposed levels of service have been expressed first in acres per 1,000 residents for park land and for mowed acres; and in square feet per capita for asphalt surfaces, such as parking. These numbers are then converted to a cost level of service per capita. The parks and trails development in the City is one overall recreation system designed to meet the needs and desires of its residents for physical and leisure activities and therefore the overall cost level of service reflects the combined level of service for both parks and trails.

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

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

The table below shows the declining service levels that will occur in Plain City, due to population growth, if no new facilities are added. Service levels are shown in terms of units and in terms of cost. Each of these declining service levels is discussed in more detail in the body of this report.

TABLE 3: IMPACTS TO SERVICE LEVELS DUE TO NEW DEVELOPMENT IF NO IMPROVEMENTS ARE MADE

SERVICE LEVELS	UNITS		COST	
	2017	2026	2017	2026
Park Facilities				
Land (acres per 1,000 population; cost per capita)	3.77	2.42	\$188.74	\$120.85
Park Improvements (cost per capita)			\$221.68	\$141.94
Park Mowed Acres (acres per 1,000 population; cost per capita)	1.90	1.22	\$133.34	\$85.37
Park Parking (asphalt sf per capita; cost per capita)	17.00	10.89	\$48.96	\$31.35

Identify How the Growth Demands Will Be Met

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

In order to maintain the existing level of service, the projected new development over the next ten years will require the construction or acquisition of new facilities in the amount of \$2,408,229.

TABLE 4: NEW FACILITIES NEEDED TO MEET THE DEMANDS OF NEW GROWTH

Category	Additional Costs
Park Land	\$766,869
Park Improvements	\$900,669
Park Mowed Acres	\$541,757
Parking Areas	\$198,934
TOTAL	\$2,408,229

Consideration of Revenue Sources to Finance Impacts on System Improvements

Utah Code 11-36a-302(2)

This Impact Fee Facilities Plan includes a thorough discussion of all potential revenues sources for parks, recreation, and trails improvements. These revenue sources include grants, bonds, interfund loans,

transfers from the General Fund, impact fees and anticipated or accepted dedications of system improvements.

Utah Code Legal Requirements

Utah law requires that communities prepare an Impact Fee Facilities Plan (IFFP) before preparing an Impact Fee Analysis (IFA) and enacting an impact fee. Utah law also requires that communities give notice of their intent to prepare and adopt an IFFP. This IFFP follows all legal requirements as outlined below. The City has retained Zions Bank Public Finance (ZPFI) to prepare this Impact Fee Facilities Plan in accordance with legal requirements.

Notice of Intent to Prepare Impact Fee Facilities Plan

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

Preparation of Impact Fee Facilities Plan

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

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

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

Further, the proposed level of service may:

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

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

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

Certification of Impact Fee Facilities Plan

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

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Existing Service Levels, Proposed Service Levels and Excess Capacity

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

Growth in Demand

Impacts on recreation-related facilities will come from residential development only. Residential growth is projected as follows:

TABLE 5: PROJECTED POPULATION GROWTH, 2018-2027

Year	Population	Population Growth
2018	7,232	
2019	7,556	324
2020	7,895	339
2021	8,309	414
2022	8,745	436
2023	9,204	459
2024	9,687	483
2025	10,195	508
2026	10,730	535
2027	11,295	565
TOTAL		4,063

Source: Utah Governor's Office of Management and Budget; Plain City

Population projections are for 4,063 new residents between 2018 and 2027.

Existing Service Levels

Park Land. Existing system parks (neighborhood and community parks) that are eligible to be included in the level of service for calculating impact fees are shown in the Table below. Park land or improvements that have been acquired with grant funds or that have been donated to the City are not included in the impact-fee eligible level of service.

TABLE 6: SYSTEM PARKS

Parks	Acres
Lee Olsen Park	16
Lions Club Park	1
Pioneer Park	9
Town Square Park	1.3
TOTAL	27.3

The existing level of service for parks then, for the purpose of calculation of impact fees, is 3.77 acres per 1,000 residents, calculated by dividing the 27.3 eligible park acres by the 2018 population of 7,232 (which

has been divided by 1,000). The existing level of service, in terms of level of investment for park land is \$188.74 per capita.¹

Park Improvements. Existing park improvements are shown below:

TABLE 7: SYSTEM PARK IMPROVEMENTS BY PARK

Improvements	Lee Olsen Park	Lions Club Park	Pioneer Park	Town Square Park	TOTAL*
Acres	16.0	1.0	9.0	1.3	27.3
Mowed Acres	8.0	0.5	5.0	0.3	13.8
Asphalt Parking sf	64,017	6,230	48,473	4,230	122,950
Softball/ Baseball Diamonds	2.0	0.0	0.5	1.0	3.5
Equestrian Arena	1.0	0.0	0.0	0.0	1.0
Playgrounds	1.0	1.0	0.5	1.0	3.5
Large Boweries	0.0	1.0	0.5	0.5	2.0
Small Boweries	2.0	0.0	0.0	0.0	2.0
Sand Volleyball	0.0	0.0	0.5	0.0	0.5
Walking Paths - sf	11,044	0	14,706	0	25,750
Pickleball	0.0	0.0	0.0	0.0	0.0
Restrooms	2.0	1.0	0.5	0.5	4.0

*Only park improvements that were purchased by the City have been included in the impact-fee eligible level of service. Improvements that were funded through donations or grants have not been included in the summary.

The Table below summarizes the improvements, along with the costs, to calculate an existing standard for park improvements (not including land, irrigation/sod costs or asphalt parking acres which are treated separately in this analysis).

TABLE 8: SYSTEM PARK IMPROVEMENTS

Facility	Units	Cost per Unit	Total Cost
Softball/ Baseball Diamonds	3.5	\$150,000	\$525,000
Equestrian Arena	1	\$120,000	\$120,000
Playgrounds	3.5	\$50,000	\$175,000
Large Boweries	2	\$150,000	\$300,000
Small Boweries	2	\$10,000	\$20,000
Sand Volleyball	0.5	\$10,000	\$5,000
Walking Paths - sf	25,750	\$3	\$74,160
Pickleball	0	\$127,000	\$0
Restrooms	4	\$96,000	\$384,000
TOTAL			\$1,603,160

Any park land or improvements that have been gifted or donated are not included in the analysis.

¹ Based on land costs of \$50,000 per acre. The cost service level is calculated by multiplying the 27.3 eligible acres by land costs of \$50,000 per acre to arrive at a total cost of \$1,365,000. This amount is then divided by the number of existing residents (7,232).

The existing level of service for park improvements is therefore calculated by taking the total cost of \$1,603,160 and dividing by the existing population of 7,232, which results in a service level of \$221.68 per capita.

Park Mowed Acres. In addition, there are costs associated with mowed acres at the parks. With an existing 13.75 mowed acres (not including ball fields which are accounted for under improvements), and 7,232 residents, the existing standard is 1.90 mowed acres per 1,000 residents.

The capital costs for sod and irrigation are calculated based on a cost of \$1.61 per square foot, based on discussions with the City, and a total of 13.75 mowed acres that are eligible for impact fees, resulting in total costs of \$964,309.50. With 7,232 current residents, there is a current cost of \$133.34 per capita.

Park Asphalt Areas. There are also costs associated with the parking areas at the parks. With an existing 122,950 square feet of asphalt, the existing service level is 17.0 square feet per capita. Using an average cost of \$2.88 per square foot for the asphalt, based on discussions with the City, the cost level of service is \$48.96 per capita.²

Proposed Service Levels

The City has determined that it would like to maintain its existing service level. Current parks are at capacity, and additional park land and improvements are needed in order to meet the demands of new development. With the acquisition of new land, the City will also need additional park improvements, mowed acres and asphalt parking areas. These improvements, mowed acres and parking areas will be proportional to the increased park land needed to serve the needs of new development.

The City also desires to increase its service levels for trails, trailheads and trail access points. While impact fees can be spent for any type of parks, trails and recreation improvements, they cannot be charged to cure current deficiencies. Therefore, no cost for existing trail facilities should be included in the calculation of impact fees as there are no trail facilities currently in place.

TABLE 9: SUMMARY OF EXISTING AND PROPOSED SERVICE LEVELS BY 2027

	Existing	Proposed	Excess Capacity	Existing	Proposed	Excess Capacity
Land - acres per 1,000 persons; cost per capita	3.77	3.77	0	\$188.74	\$188.74	\$0.00
Improvements - cost per capita				\$221.68	\$221.68	\$0.00
Mowed Acres - acres per 1,000 persons; cost per capita	1.90	1.90	0	\$133.34	\$133.34	\$0.00
Asphalt Surfaces - sf per capita; cost per capita	17.00	17.00	0	\$48.96	\$48.96	\$0.00

The evaluation of proposed service levels was made based on input from City staff who are involved, on a day-to-day basis, with park operations. Fields are at capacity during peak periods and therefore the City feels the need to at least maintain existing service levels. The conclusion was made by the City that there is no excess capacity in the existing park system.

²Calculated by multiplying the 122,950 sf by \$2.88 per square foot and dividing by the current population of 7,232.

Identify Excess Capacity

The City has not identified any excess capacity in any of its parks, trails or recreation facilities.

Identify Demands Placed on Existing Public Facilities by New Development Activity at Proposed Level of Service and How Those Demands Will Be Met

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

Demand Placed on Facilities by New Development Activity

Park Land. Existing park service levels will decline, due to new development activity, from the existing service level of \$188.74 per capita to \$120.85 per capita by 2027.

Table 10: Park Land Service Level Impacts from New Development Activity, 2018-2027

Year	Population	Service Levels If No New Facilities	Cost Service Levels If No New Facilities
2018	7,232	3.77	\$188.74
2019	7,556	3.61	\$180.65
2020	7,895	3.46	\$172.89
2021	8,309	3.29	\$164.28
2022	8,745	3.12	\$156.09
2023	9,204	2.97	\$148.31
2024	9,687	2.82	\$140.91
2025	10,195	2.68	\$133.89
2026	10,730	2.54	\$127.21
2027	11,295	2.42	\$120.85

Park Improvements. Park improvement levels will decline, due to new development activity, from the existing service level of \$221.68 per capita to \$141.94 per capita by 2027, if no new improvements are made.

Table 11: Park Improvement Service Level Impacts from New Development Activity, 2018-2027

Year	Population	Population Growth	Cost Service Levels If No New Facilities
2018	7,232	-	\$221.68
2019	7,556	324	\$212.17
2020	7,895	339	\$203.06
2021	8,309	414	\$192.94
2022	8,745	436	\$183.32
2023	9,204	459	\$174.18
2024	9,687	483	\$165.50
2025	10,195	508	\$157.25
2026	10,730	535	\$149.41
2027	11,295	565	\$141.94
TOTAL		4,063	

Park Mowed Acres. The existing level of service of \$133.34 per capita will decline to \$85.37 per capita, if no new improvements are made.

Table 12: Park Mowed Acre Service Level Impacts from New Development Activity, 2018-2027

Year	Population	Unit Service Levels If No New Facilities	Cost Service Levels If No New Facilities
2018	7,232	1.90	\$133.34
2019	7,556	1.82	\$127.62
2020	7,895	1.74	\$122.14
2021	8,309	1.65	\$116.06
2022	8,745	1.57	\$110.27
2023	9,204	1.49	\$104.77
2024	9,687	1.42	\$99.55
2025	10,195	1.35	\$94.59
2026	10,730	1.28	\$89.87
2027	11,295	1.22	\$85.37

Parking Areas. The existing level of service of \$48.96 per capita will decline to \$31.35 per capita, if no new improvements are made.

Table 13: Parking Asphalt Service Level Impacts from New Development Activity, 2018-2027

Year	Population	Unit Service Levels If No New Facilities	Cost Service Levels If No New Facilities
2018	7,232	17.00	\$48.96
2019	7,556	16.27	\$46.86
2020	7,895	15.57	\$44.85
2021	8,309	14.80	\$42.62
2022	8,745	14.06	\$40.49
2023	9,204	13.36	\$38.47
2024	9,687	12.69	\$36.55
2025	10,195	12.06	\$34.73
2026	10,730	11.46	\$33.00
2027	11,295	10.89	\$31.35

Identify the Means by Which the Political Subdivision Will Meet the Growth Demands

The City will need to acquire additional park lands and improvements to maintain its existing and proposed service levels. Service levels will decline, as a result of population growth unless new facilities are constructed or acquired. Impact fees will be used to maintain the existing service levels for parks and trails.

The figures in the following table were calculated by multiplying the existing service levels by the cost for each line item by the projected growth in demand over the next ten years. For example, with a park land service level of 3.77 acres per 1,000 persons, and anticipated growth of 4,063 persons, Plain City will need an additional 15.34 acres of park land. At a cost of \$50,000 per acre, this results in a total anticipated cost of \$766,868.78 over the next ten years.³

Table 14: Cost of New Construction Due to New Growth, 2018-2027

	Current Service Level	Facilities Needed in 10 Years	Cost per Unit	Total Improvement Cost Needed Over 10 Years
Acres				
Park Land - per 1,000 population	3.77	15.34	\$50,000	\$766,868.78
Mowed - per 1,000 population	1.90	7.72	\$70,131.60	\$541,757.40
Square Feet				
Parking Areas - per capita	17.00	69,074.37	\$2.88	\$198,934.19
Cost per Capita				
Park Improvements - per capita	\$221.68		\$221.68	\$900,669.12
TOTAL				\$2,408,229.48

Consideration of All Revenue Sources

Utah Code 11-36a-302(2)

Grants. The City is unaware of any potential grant sources for future parks, recreation and trails development. However, should it be the recipient of any such grants, it will then look at the potential to reduce impact fees.

While the City has been gifted some park property in the past, it has no future indication of any gifts that will be received by the City. Further, the City has conservatively excluded any gifted properties, or properties acquired through grant funds, from establishing its level of service used in the calculation of impact fees.

³ **Park improvement costs** are calculated as follows: Current park improvements value (\$1,603,160) divided by the 2018 population for a cost of \$221.68 per capita. This is then multiplied by the projected growth of 4,063 persons to arrive at a cost of \$900,669.12 for park improvements over the next 10 years.

Mowed acre costs are calculated as follows: Current mowed acres (13.75) are divided by the 2018 population, divided by 1,000, for a LOS of 1.90 acres per 1,000 persons. With growth of 4,063 persons over the next 10 years, this results in the need for 7.72 additional mowed acres. A cost of \$1.61 per square foot is converted to a cost of \$70,131.60 per acre which is then multiplied by the 7.72 acres to arrive at a total cost of \$541,757.40.

Asphalt parking lot costs are calculated as follows: Current asphalt square feet (122,950) are divided by the 2018 population to arrive at a service level of 17.0 asphalt square feet per capita. With growth of 4,063 persons over the next 10 years, this results in the need for 69,074.37 additional square feet of asphalt parking. A cost of \$2.88 per square foot is then multiplied by the 69,074.37 square feet needed to arrive at a total cost of \$198,934.19.

Bonds. The City does not currently have any outstanding bonds for parks. While the City could issue bonds in the future in order to fund parks, recreation or trail facilities, no bonds are currently being contemplated and therefore no costs associated with bond issuance have been included in the calculation of impact fees.

Interfund Loans. The City currently has no plans to purchase parks, recreation or trail facilities through any interfund loans and has not done so in the past

Transfer from General Fund. To the extent that the City is able to generate net revenues in its General Fund, it may choose to transfer all or a portion of the net revenues to the City's capital fund. It is most likely that, if net revenues should be generated, they will be used to reach the higher service levels and not to offset the demands generated by new development which is anticipated to be offset with impact fees.

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

Anticipated or Accepted Dedications of System Improvements.

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

Certification

Zions Bank Public Finance certifies that the attached impact fee facilities plan:

1. Includes only the costs of public facilities that are:
 - a. allowed under the Impact Fees Act; and
 - b. actually incurred; or
 - c. projected to be incurred or encumbered within six years after the day on which each impact fee is paid;
2. Does not include:
 - a. costs of operation and maintenance of public facilities;
 - b. costs for qualifying public facilities that will raise the level of service for the facilities, through impact fees, above the level of service that is supported by existing residents;
 - c. an expense for overhead, unless the expense is calculated pursuant to a methodology that is consistent with generally accepted cost accounting practices and the methodological standards set forth by the federal Office of Management and Budget for federal grant reimbursement;
3. Complies in each and every relevant respect with the Impact Fees Act.



Appendix A - Notice of Intent to Prepare a Comprehensive Amendment to the Parks, Trails and Recreation Impact Fee Facilities Plan
