



Millcreek City

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

DRAFT



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Summary

Background

Millcreek City (“City”) is desirous of meeting the demands of new growth in the City and at least maintaining, and possibly improving, its current service levels for parks and trails. The City has determined that there is one service area citywide and that there is no excess capacity in any existing park facilities. Only residential development is considered to create demand for parks, trails and recreation facilities and therefore only residential growth has been considered in the consideration of impact fees.

Projections for population growth in the City are as follows:

TABLE 1: PROJECTED POPULATION GROWTH, 2018-2028

Year	Population
2018	64,800
2019	66,440
2020	68,122
2021	68,374
2022	68,627
2023	68,881
2024	69,135
2025	69,390
2026	69,646
2027	69,903
2028	70,161

Source: Gardner Policy Institute; ZPFI

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, community and regional 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 parks. The City does not currently have any trails. The level of service (LOS) for trails is 0.44 park acres per 1,000 population, calculated by dividing the 28.47 existing park acres by the 2018 population of 64,800 persons.

The City intends to at least maintain, and likely increase service levels for both parks and trails. No facilities currently have excess capacity. 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.

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 Millcreek, due to population growth, if no new facilities are added.

TABLE 2: IMPACTS TO SERVICE LEVELS DUE TO NEW DEVELOPMENT IF NO IMPROVEMENTS ARE MADE

	Acres per 1,000 Population in 2018	Acres per 1,000 Population in 2028
Park Land and Improvements	0.439	0.406

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 acquisition of 2.355 acres¹ of park land and improvements. The cost of construction or acquisition of new facilities in order to maintain existing service levels is \$991,977.76.²

TABLE 3: NEW FACILITIES NEEDED TO MEET THE DEMANDS OF NEW GROWTH, 2018-2028

Description	Amount
Land and Improvements	\$991,977.76

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.

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

¹ Calculated by multiplying the projected population growth of 5,361 persons from 2018 to 2028 by the existing LOS of 0.439 park acres per 1,000 persons.

² Assumes that \$588,841.32 will be needed for land costs (2.355 acres at a cost of \$250,000 per acre) and \$403,136.44 for park improvements (based on a per capita cost of \$75.20 per person).

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.

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 4: PROJECTED POPULATION GROWTH, 2018-2028

Year	Population	Population Growth
2018	64,800	
2019	66,440	1,640
2020	68,122	1,682
2021	68,374	252
2022	68,627	253
2023	68,881	254
2024	69,135	254
2025	69,390	255
2026	69,646	256
2027	69,903	257
2028	70,161	258
TOTAL		5,361

Source: Gardner Policy Institute

Population projections are for 5,361 new residents between 2018 and 2028.

Existing Service Levels

Park Land Area

Existing system parks are shown in the table below. System parks that were acquired through donations or grants have not been included in the level of service for impact fees.

TABLE 5: SYSTEM PARKS

PARKS	Acres
Scott Avenue Park	6.21
Valley Center Park	4.1
Fortuna Park	2.04
Canyon Rim Park	16.12
TOTAL	28.47

The existing level of service for parks then, for the purpose of calculating impact fees, is 0.439 acres per 1,000 residents, calculated by dividing the 28.47 eligible park acres by the 2018 population of 64,800 residents (which has been divided by 1,000).

Park Land and Improvements

The table below summarizes the improvements, along with the costs, to determine an existing standard for park land and improvements. Cost estimates have been provided in consultation with the City.

TABLE 6: SYSTEM PARK IMPROVEMENTS

Amenity	Measurement Unit	Units	Cost per Unit	Total
Concrete Walkways & Jogging Paths	lf	11,504	\$40.00	\$460,160
Picnic Tables	unit	39	\$800.00	\$31,200
Benches	unit	31	\$1,800.00	\$55,800
Pavilions	unit	3	\$162,000.00	\$405,000
Playground Equipment	unit	5	\$42,000.00	\$210,000
Asphalt sf	sf	-	\$2.88	\$0
Restrooms	unit	4	\$180,000.00	\$720,000
Water Features	unit	1	\$20,000.00	\$20,000
Baseball/Softball (Backstop Only)	unit	1	\$3,000.00	\$3,000
Softball	unit	1	\$250,000.00	\$250,000
Basketball (Full Court)	unit	2	\$65,000.00	\$130,000
Basketball (Half Court)	unit	2	\$32,900.00	\$65,800
Volleyball (Sand)	unit	1	\$10,500.00	\$10,500
Volleyball Court (Grass)	unit	1	\$0.00	\$0
Horseshoes	unit	6	\$11,000.00	\$66,000
Drinking Fountains	unit	3	\$12,000.00	\$36,000
Amphitheater	unit	1	\$325,000.00	\$325,000
Mowed Areas	Acres	22	\$87,120.00	\$1,938,420
Parking	Stalls	139	\$1,050.00	\$145,950
TOTAL Improvements (not including land)				\$4,872,830

With 28.47 existing park acres, the average cost is \$171,157 per acre, not including land costs. With a 2018 population of 64,800 persons, this results in a per capita cost, for improvements only, of \$75.20.

Land is assumed to cost \$250,000 per acre, based on a review of the market value of 30 parcels of vacant land, all one acre or larger in size. These parcels are included in Appendix C and were provided by the Salt Lake County Assessor's Office.

Proposed Service Levels

The City has determined that there is no excess capacity in the existing park facilities and desires to maintain existing service levels in the future, as new development occurs. In comparison to other cities, the current number of park acres per 1,000 residents is rather low. Therefore, at least maintaining existing service levels is fair and reasonable.

Identify Excess Capacity

The City not identified any excess capacity in any of its 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 and Park Improvements

Existing park service levels will decline, due to new development activity, from the existing service level of 0.439 acres per 1,000 persons to 0.406 acres per 1,000 residents, over the next 10 years, if no improvements are made.

TABLE 7: PARK LAND AND IMPROVEMENT SERVICE LEVEL IMPACTS FROM NEW DEVELOPMENT ACTIVITY, 2018-2028

Year	Population	Population Growth	Land Acres per 1000 Persons if No New Facilities
2018	64,800		0.439
2019	66,440	1,640	0.429
2020	68,122	1,682	0.418
2021	68,374	252	0.416
2022	68,627	253	0.415
2023	68,881	254	0.413
2024	69,135	254	0.412
2025	69,390	255	0.410
2026	69,646	256	0.409
2027	69,903	257	0.407
2028	70,161	258	0.406

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

The City will need to make additional investment in park land and improvements if it is to maintain its existing service levels in the future. The increased land and improvement costs necessary to maintain existing service levels are shown in the following two tables. Further, the City may desire to increase its existing service levels but will not use impact fees to raise existing standards.

TABLE 8: PARK LAND INVESTMENT REQUIRED FROM NEW DEVELOPMENT ACTIVITY, 2018-2028

Year	Population	Growth in Population	Additional Acres Required	Additional Investment Needed
2018	64,800			
2019	66,440	1,640	0.721	\$180,134
2020	68,122	1,682	0.739	\$184,747
2021	68,374	252	0.111	\$27,679
2022	68,627	253	0.111	\$27,789
2023	68,881	254	0.112	\$27,899
2024	69,135	254	0.112	\$27,899
2025	69,390	255	0.112	\$28,009
2026	69,646	256	0.112	\$28,119
2027	69,903	257	0.113	\$28,228

Year	Population	Growth in Population	Additional Acres Required	Additional Investment Needed
2028	70,161	258	0.113	\$28,338
TOTAL		5,361	2.355	\$588,841

TABLE 9: PARK IMPROVEMENTS REQUIRED FROM NEW DEVELOPMENT ACTIVITY, 2018-2028

Year	Population	Growth in Population	Improvements per Capita if No New Facilities	Additional Investment Needed
2018	64,800		\$75.20	
2019	66,440	1,640	\$73.34	\$123,325
2020	68,122	1,682	\$71.53	\$126,483
2021	68,374	252	\$71.27	\$18,950
2022	68,627	253	\$71.00	\$19,025
2023	68,881	254	\$70.74	\$19,100
2024	69,135	254	\$70.48	\$19,100
2025	69,390	255	\$70.22	\$19,175
2026	69,646	256	\$69.97	\$19,251
2027	69,903	257	\$69.71	\$19,326
2028	70,161	258	\$69.45	\$19,401
TOTAL		5,361		\$403,136

Consideration of All Revenue Sources

Utah Code 11-36a-302(2)

Grants

The City anticipates that future trail land will be acquired through easements and grants. The City is unaware of any potential grant sources for future parks development. However, should it be the recipient of any such grants, it will then look at the potential to reduce impact fees.

The City has no indication of any gifts that will be received by the City in the future. Further, the City has excluded any gifted properties, or properties acquired through grant funds, from establishing its level of service used in the calculation of impact fees.

Bonds

The City has no outstanding bonds for its existing park facilities that have been included in this Impact Fee Facilities Plan. 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 has the option to purchase facilities through interfund loans but no interfund loans are currently in place.

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 enhance existing 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 Public Finance, Inc. certifies that the attached impact fee facilities plan:

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



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

Appendix B – Park Facility Summaries

TABLE 10: IMPROVEMENTS BY PARK, PART 1

	Concrete Walkways & Jogging Paths (lf)	Picnic Tables	Benches	Pavilions	Playground Equipment
Scott Avenue Park	356	1			1
Valley Center Park	3,892	10	12	0.5	1
Fortuna Park	457	1	2		1
Canyon Rim Park	6,799	27	17	2	2
TOTAL	11,504	39	31	3	5

TABLE 11: IMPROVEMENTS BY PARK, PART 2

	Restrooms	Water Features	Baseball/ Softball (Backstop Only)	Softball	Basketball (Full Court)
Scott Avenue Park	1	1			
Valley Center Park	1		1		2
Fortuna Park					0
Canyon Rim Park	2			1	
TOTAL	4	1	1	1	2

TABLE 12: IMPROVEMENTS BY PARK, PART 3

	Basketball (Half Court)	Volleyball (Sand)	Volleyball Court (Grass)	Horseshoes	Drinking Fountains
Scott Avenue Park			1	2	
Valley Center Park	1	1			1
Fortuna Park	1				
Canyon Rim Park				4	2
TOTAL	2	1	1	6	3

TABLE 13: IMPROVEMENTS BY PARK, PART 4

	Amphitheater	Mowed Acres (does not include ballfield)	Acres	Parking Stalls
Scott Avenue Park		5.5	6.21	21
Valley Center Park		2.75	4.1	31
Fortuna Park		2	2.04	0



	Amphitheater	Mowed Acres (does not include ballfield)	Acres	Parking Stalls
Canyon Rim Park	1	12	16.12	87
TOTAL	1	22	28.47	139

Appendix C – Comparative Land Costs

Parcel_ID	Parcel Acres	Full Market Value of Land	Average Price per Acre
16324290020000	1.00000000000	240700.00000000000	\$240,700
21012030030000	1.00000000000	300600.00000000000	\$300,600
16354810080000	1.01000000000	311500.00000000000	\$308,416
22013520300000	1.06000000000	281300.00000000000	\$265,377
22041800330000	1.12000000000	324100.00000000000	\$289,375
15363510410000	1.25000000000	458800.00000000000	\$367,040
15363510570000	1.28000000000	864200.00000000000	\$675,156
15363760110000	1.29000000000	374900.00000000000	\$290,620
15364530550000	1.35000000000	337700.00000000000	\$250,148
21012280150000	1.36000000000	281900.00000000000	\$207,279
16313780180000	1.50000000000	564000.00000000000	\$376,000
16361790640000	1.54000000000	561800.00000000000	\$364,805
16361790660000	1.60000000000	168200.00000000000	\$105,125
16361800130000	1.74000000000	715500.00000000000	\$411,207
22013760050000	1.81000000000	185000.00000000000	\$102,210
22014510250000	1.90000000000	225900.00000000000	\$118,895
22014510270000	1.99000000000	556900.00000000000	\$279,849
22041790150000	2.04000000000	1244100.00000000000	\$609,853
22053040250000	2.11000000000	452800.00000000000	\$214,597
16321270360000	2.25000000000	641800.00000000000	\$285,244
22052770060000	2.41000000000	946500.00000000000	\$392,739
16264270140000	2.43000000000	753000.00000000000	\$309,877
16283510540000	2.44000000000	1041600.00000000000	\$426,885
16283510590000	3.00000000000	233300.00000000000	\$77,767
15363510650000	4.16000000000	846600.00000000000	\$203,510
15363760050000	4.42000000000	526100.00000000000	\$119,027
15363760340000	4.93000000000	808500.00000000000	\$163,996
16351030100000	5.00000000000	382800.00000000000	\$76,560
16352760160000	5.01000000000	462800.00000000000	\$92,375
22013760070000	7.05000000000	1469400.00000000000	\$208,426
Average			\$271,122

Source: Salt Lake County Assessor's Office; ZPFI