



South Weber City

Parks and Trails Impact Fee Facilities Plan

September 2017

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Summary

Background

The City has determined that there is one service area citywide and that all parks, trails and recreation facilities are at full capacity in 2017. 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 the City are as follows:

TABLE 1: PROJECTED POPULATION GROWTH, 2017-2026

Year	Population
2017	7,462
2018	7,679
2019	7,903
2020	8,133
2021	8,354
2022	8,581
2023	8,814
2024	9,054
2025	9,300
2026	9,537

Source: Jones & Associates, Sanitary Sewer CFP, p.6.

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 (2017) 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 population; cost per capita)	1.8	1.8	-	\$193.81	\$193.81	\$0.00
Park Improvements (cost per capita)				\$180.16	\$180.16	\$0.00
Park Mowed Acres (acres per 1,000 population; cost per capita)	2.26	2.26	-	\$158.36	\$158.36	\$0.00

	Existing	Proposed	Excess Capacity	Existing	Proposed	Excess Capacity
Park Parking (asphalt acres per 1,000 population; cost per capita)	0.19	0.19	-	\$24.38	\$24.38	\$0.00
Trails (linear feet per capita; cost per capita)	0.48	0.48	-	\$19.16	\$19.16	\$0.00
Trailheads (trailheads per 1,000 population; cost per capita)	0.40	0.40	-	\$20.10	\$20.10	\$0.00

No facilities currently have excess capacity, based on existing service levels and the City does not intend to change any existing service levels. The existing and proposed levels of service have been expressed first in acres per 1,000 residents for park and in linear feet per capita for trails; 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 South Weber, 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

Summary Table	UNITS		COST	
	2017	2026	2017	2026
Land (acres per 1,000 population; cost per capita)	1.85	1.45	\$193.81	\$151.64
Park Improvements (cost per capita)			\$180.16	\$140.96
Park Mowed Acres (acres per 1,000 population; cost per capita)	2.26	1.77	\$158.36	\$123.91
Parking (asphalt acres per 1,000 population; cost per capita)	0.19	0.15	\$24.38	\$19.07
Trails (trail linear feet per capita; cost per capita)	0.48	0.37	\$19.16	\$14.99
Trailheads (trailheads per 1,000 population; cost per capita)	0.402	0.315	\$20.10	\$15.73

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 \$1,236,634.

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

Summary of Park Improvements Needed, 2017-2026	
Park Land	\$402,152
Park Improvements	\$373,826
Park Mowed Acres	\$328,607
Parking Areas	\$50,584
Trails	\$39,754
Trailheads	\$41,711
TOTAL	\$1,236,634

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 revenue 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 February 7, 2017. 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.

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, 2017-2026

Year	Population	Population Growth
2017	7,462	
2018	7,679	217
2019	7,903	224
2020	8,133	230
2021	8,354	221
2022	8,581	227
2023	8,814	233
2024	9,054	240
2025	9,300	246
2026	9,537	237
TOTAL		2,075

Source: Source: Jones & Associates, Sanitary Sewer CFP, p.6.

Population projections are for 2,075 new residents between 2017 and 2026.

Existing Service Levels

Park Land. While South Weber has a total of 59.34 park acres, park land that was donated to the City by a developer cannot be included in the calculation of impact fees. Therefore, only the following park acreage is included in the analysis.

TABLE 6: SYSTEM PARKS

Parks	Acres Eligible for Impact Fee Service Levels
Canyon Meadows (dedicated to the City as part of the development)	0
Cedar Cove (dedicated to the City as part of the development)	0
Cedar Loop (dedicated to the City as part of the development)	0
Central	3.85
Cherry Farms	5.93
Posse Grounds	2.5
Veteran's Memorial (dedicated to the City as part of the development)	0
Historic Pioneer Cemetery	0
Wasatch Energy Systems (owned by WIWMD, leased by the City)	0
Byram Estates Holding Pond (dedicated to the City as part of the development)	0

Parks	Acres Eligible for Impact Fee Service Levels
South Weber Drive next to Charter School	0.81
Easton Village (cost share with developer)	0.69
Old Maple Farms (cost share with developer)	0
TOTAL SYSTEM PARKS	13.78

The existing level of service for parks then, for the purpose of calculation of impact fees, is 1.8 acres per 1,000 residents, calculated by dividing the 13.78 eligible park acres by the 2017 population of 7,462 (which is then divided by 1,000). The existing level of service, in terms of level of investment for park land is \$193.81 per capita.¹

Park Improvements. Existing park improvements have been provided by Jones & Associates, the City's engineers. The improvements, for which costs have been included as part of this impact fee analysis, are as follows:

TABLE 7: SYSTEM PARK IMPROVEMENTS

Park	Cost
Canyon Meadows	
Pavilion	\$67,636
Baseball field	\$452,725
Restroom	\$145,940
Cedar Cove	
Playground Perimeter Wall	\$27,109
Basketball Court	\$12,350
Playground Equipment	\$87,179
Sand Play Area	\$4,359
Cedar Loop	
Fence	\$5,231
Central	
New playground to meet safety req.	\$74,305
Small Bowery	\$7,265
Large Bowery	\$29,060
Storage Shed	\$87,179
Cherry Farms	
Restroom & Storage	\$116,239

¹ Based on land costs of \$104,926 per acre. Costs were taken from the 2016 agreement for the purchase of Old Maple Farms. The cost service level is calculated by multiplying the 13.78 eligible acres by land costs of \$104,926 per acre to arrive at a total cost of \$1,446,196.55. This amount is then divided by the number of existing residents (7,462).

Park	Cost
Large Bowery	\$36,325
Playground Equipment	\$87,179
Sand Play Area	\$4,359
Sand Volleyball Court	\$5,812
Posse Grounds	
Restroom	\$87,179
Wood Fence	\$1,671
Chain Link Fence	\$5,231
TOTAL	\$1,344,333

The existing level of service for park improvements is therefore calculated by taking the total cost of \$1,344,333 and dividing by the existing population of 7,462, which results in a service level of \$180.16 per capita.

Park Mowed Acres. In addition, there are costs associated with mowed acres at the parks. With an existing 16.85 mowed acres (not including ball fields which are accounted for under improvements), and 7,462 residents, the existing standard is 2.26 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 16.85 mowed acres that are eligible for impact fees, resulting in total costs of \$1,181,717.46. With 7,462 current residents, there is a current cost of \$158.36 per capita.

Park Asphalt Acres. There are also costs associated with the parking areas at the parks. With an existing 1.45 asphalt acres, the existing service level is 0.19 asphalt acres per 1,000 population. 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 \$24.38 per capita.²

Trails. The City currently has 3,574 linear trail feet. This results in a current (2017) standard of 0.48 linear trail feet per capita, calculated by dividing the 3,574 linear trail feet by the 2017 population. The cost level of service is \$19.16 per capita, calculated by dividing the cost of the existing trail feet (\$142,960)³ by the existing population of 7,462.

Trailheads. The City currently has three trailheads. The estimated cost per trailhead (given the service level of the existing trailheads) is \$50,000 for a total existing investment of \$150,000. The level of service is 0.40 trail structures per 1,000 persons calculated by dividing the three trailheads by 7,462 persons, divided by 1,000. The cost level of service is \$20.10, calculated by dividing the \$150,000 by the 7,462 residents.

² Calculated by multiplying the 1.45 current acres by 43,560 (square feet in an acre) by \$2.88 per square foot and dividing by the current population of 7,462.

³ Calculated by multiplying the cost per linear trail foot (\$40.00) by the existing linear trail feet (3,574).

Proposed Service Levels

According to the City and its engineers, Jones & Associates, the City intends to maintain its existing service levels as its proposed service level.⁴ According to the City, park fields are at capacity during peak periods. The City therefore concluded that there is no excess capacity in the parks system.

Identify Excess Capacity

The City has not identified any excess capacity in any of its parks or trails 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 \$193.81 per capita to \$151.64 per capita by 2026.

Table 8: Park Land Service Level Impacts from New Development Activity, 2017-2026

Year	Population	Service Levels If No New Facilities – Acres per 1,000 Persons	Cost Service Levels If No New Facilities – per Capita
2017	7,462	1.85	\$193.81
2018	7,679	1.79	\$188.33
2019	7,903	1.74	\$182.99
2020	8,133	1.69	\$177.82
2021	8,354	1.65	\$173.11
2022	8,581	1.61	\$168.53
2023	8,814	1.56	\$164.08
2024	9,054	1.52	\$159.73
2025	9,300	1.48	\$155.51
2026	9,537	1.45	\$151.64

Park Improvements. Park improvement levels will decline, due to new development activity, from the existing service level of \$180.16 per capita to \$140.96 per capita by 2026, if no new improvements are made.

Table 9: Park Improvement Service Level Impacts from New Development Activity, 2017-2026

Year	Population	Population Growth	Cost Service Levels If No New Facilities – per Capita
2017	7,462	-	\$180.16

⁴ Based on a joint meeting with the City, ZPFI and Jones & Associates held on March 9, 2017.

Year	Population	Population Growth	Cost Service Levels If No New Facilities – per Capita
2018	7,679	217	\$175.07
2019	7,903	224	\$170.10
2020	8,133	230	\$165.29
2021	8,354	221	\$160.92
2022	8,581	227	\$156.66
2023	8,814	233	\$152.52
2024	9,054	240	\$148.48
2025	9,300	246	\$144.55
2026	9,537	237	\$140.96

Park Mowed Acres. The existing level of service of \$158.36 per capita will decline to \$123.91 per capita, if no new improvements are made.

Table 10: Park Mowed Acre Service Level Impacts from New Development Activity, 2017-2026

Year	Population	Service Levels If No New Facilities – Mowed Acres per 1,000 Persons	Cost Service Levels If No New Facilities – per Capita
2017	7,462	2.26	\$158.36
2018	7,679	2.19	\$153.89
2019	7,903	2.13	\$149.53
2020	8,133	2.07	\$145.30
2021	8,354	2.02	\$141.46
2022	8,581	1.96	\$137.71
2023	8,814	1.91	\$134.07
2024	9,054	1.86	\$130.52
2025	9,300	1.81	\$127.07
2026	9,537	1.77	\$123.91

Parking Areas. The existing level of service of \$24.38 per capita will decline to \$19.07 per capita, if no new improvements are made.

Table 11: Parking Asphalt Service Level Impacts from New Development Activity, 2017-2026

Year	Population	Service Levels If No New Facilities – Asphalt Acres per 1,000 Population	Cost Service Levels If No New Facilities – per Capita
2017	7,462	0.19	\$24.38
2018	7,679	0.19	\$23.69
2019	7,903	0.18	\$23.02
2020	8,133	0.18	\$22.37

Year	Population	Service Levels If No New Facilities – Asphalt Acres per 1,000 Population	Cost Service Levels If No New Facilities – per Capita
2021	8,354	0.17	\$21.77
2022	8,581	0.17	\$21.20
2023	8,814	0.16	\$20.64
2024	9,054	0.16	\$20.09
2025	9,300	0.16	\$19.56
2026	9,537	0.15	\$19.07

Trails. The existing level of service of \$19.16 per capita will decline to \$14.99 per capita, if no new improvements are made.

Table 12: Trail Service Level Impacts from New Development Activity, 2017-2026

Year	Population	Service Levels If No New Facilities – Linear Trail Feet per 1,000 Persons	Cost Service Levels If No New Facilities – per Capita
2017	7,462	0.48	\$19.16
2018	7,679	0.47	\$18.62
2019	7,903	0.45	\$18.09
2020	8,133	0.44	\$17.58
2021	8,354	0.43	\$17.11
2022	8,581	0.42	\$16.66
2023	8,814	0.41	\$16.22
2024	9,054	0.39	\$15.79
2025	9,300	0.38	\$15.37
2026	9,537	0.37	\$14.99

Trailheads. The existing level of service of \$20.10 per capita will decline to \$15.73 per capita, if no new improvements are made.

Table 13: Trailhead Service Level Impacts from New Development Activity, 2017-2026

Year	Population	Service Levels If No New Facilities – Trailheads per 1,000 Persons	Cost Service Levels If No New Facilities – per Capita
2017	7,462	0.402	\$20.10
2018	7,679	0.391	\$19.53
2019	7,903	0.380	\$18.98
2020	8,133	0.369	\$18.44
2021	8,354	0.359	\$17.96
2022	8,581	0.350	\$17.48

Year	Population	Service Levels If No New Facilities – Trailheads per 1,000 Persons	Cost Service Levels If No New Facilities – per Capita
2023	8,814	0.340	\$17.02
2024	9,054	0.331	\$16.57
2025	9,300	0.323	\$16.13
2026	9,537	0.315	\$15.73

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 1.85 acres per 1,000 persons, and anticipated growth of 2,075 persons, South Weber will need an additional 3.83 acres of park land. At a cost of \$104,926 per acre, this results in a total anticipated cost of \$402,152 over the next ten years.⁵

Table 14: Cost of New Construction Due to New Growth, 2017-2026

Summary Table	Current Service Level	Facilities Needed in 10 Years	Cost per Unit	Total Improvement Cost Needed Over 10 Years
Acres				

⁵ **Park improvement costs** are calculated as follows: Current park improvements value (\$1,344,333) divided by the 2017 population for a cost of \$180.16 per capita. This is then multiplied by the projected growth of 2,075 persons to arrive at a cost of \$373,826.06 for park improvements over the next 10 years.

Mowed acre costs are calculated as follows: Current mowed acres (16.85) are divided by the 2017 population, divided by 1,000, for a LOS of 2.26 acres per 1,000 persons. With growth of 2,075 persons over the next 10 years, this results in the need for 4.69 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 4.69 acres to arrive at a total cost of \$328,607.

Asphalt parking lot costs are calculated as follows: Current asphalt acres (1.45) are divided by the 2017 population, divided by 1,000, to arrive at a service level of 0.19 asphalt acres per 1,000 population. With growth of 2,075 persons over the next 10 years, this results in the need for 0.40 additional acres of asphalt parking. A cost of \$2.88 per square foot is then converted to a cost of \$125,452.80 per acre and then multiplied by the 0.40 acres to arrive at a total cost of \$50,584.

Trail costs are calculated as follows: Current linear trail (3,574) are divided by the 2017 population to arrive at a standard of 0.48 linear trail feet per capita. With growth of 2,075 persons over the next 10 years, this results in the need for 993.84 additional linear trail feet. A cost of \$40.00 per linear trail foot is then multiplied by the 993.84 linear trail feet needed to arrive at a total cost of \$39,754.

Trail structure costs are calculated as follows: The existing trailheads (3) are divided by the 2017 population, divided by 1,000, to arrive at a service level of 0.402 trailheads per 1,000 persons. With projected growth of 2,075 persons over the next 10 years, this creates demand for 0.83 additional trailheads. A trailhead cost of \$50,000 is multiplied by the additional trailheads needed (0.83) to arrive at a cost of \$41,711.

Summary Table	Current Service Level	Facilities Needed in 10 Years	Cost per Unit	Total Improvement Cost Needed Over 10 Years
Park Land - per 1,000 population	1.85	3.83	\$104,926	\$402,152
Mowed - per 1,000 population	2.26	4.69	\$70,131.60	\$328,607
Asphalt Parking - per 1,000 population	0.19	0.40	\$125,452.80	\$50,584
Cost per Capita				
Park Improvements – per capita	\$180.16		\$180.16	\$373,826
Linear Feet				
Trails – per capita	0.48	993.84	\$40.00	\$39,754
Structures				
Trailheads – per 1,000 population	0.402	0.83	\$50,000	\$41,711
TOTAL				\$1,236,633.57

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, as it has in the past, and has therefore not included any cost for trail land in the calculation of impact fees. 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.

Bonds. The City has no outstanding bond for parks, open space and trail facilities. While the City could issue bonds in the future in order to fund park 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.

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

- [IFFP Intent.pdf - 1/30/17 2:21 PM](#)

City Council

[Notice of intent to prepare an impact facilities plan](#)

Notice Date & Time: 2/7/17 5:00 PM

Description/Agenda:

Pursuant to the requirements of Utah Code Ann. 11-36a-501 and 11-36a-503, notice is hereby given of South Weber City's to contract to prepare or amend Impact Fee Facilities Plans and Impact Fee Written Analysis for culinary water, sewer, storm water, streets, parks and trails, fire, and public safety. The geographical area where the proposed impact fee facilities will be located is the entire City limits.

Notice of Special Accommodations:

N/A

Notice of Electronic or telephone participation:

N/A

Other information:

Location:

1600 E. South Weber Dr., South Weber, 84405

Contact information:

Tom Smith, tsmith@southwebercity.com, 8014793177