



Syracuse City

Parks, Trails and Recreation Impact Fee Facilities Plan



November 9, 2020

Contents

Contents	2
Summary.....	3
Background	3
Identify the Existing and Proposed Levels of Service and Excess Capacity	3
Identify Demands Placed Upon Existing Public Facilities by New Development Activity at the Proposed Level of Service	4
Identify How the Growth Demands Will Be Met.....	4
Consideration of Revenue Sources to Finance Impacts on System Improvements	4
Utah Code Legal Requirements	5
<i>Notice of Intent to Prepare Impact Fee Facilities Plan</i>	5
<i>Preparation of Impact Fee Facilities Plan</i>	5
<i>Certification of Impact Fee Facilities Plan</i>	6
Existing Service Levels, Proposed Service Levels and Excess Capacity	6
Growth in Demand	6
Existing Service Levels	6
Park Land Area	6
Park Land and Improvements	7
Proposed Service Levels	8
Identify Excess Capacity	8
Identify Demands Placed on Existing Public Facilities by New Development Activity at Proposed Level of Service and How Those Demands Will Be Met	8
Demand Placed on Facilities by New Development Activity	8
Identify the Means by Which the Political Subdivision Will Meet the Growth Demands.....	9
Consideration of All Revenue Sources	10
Grants	10
Bonds	10
Interfund Loans.....	10
Transfer from General Fund	10
Impact Fees.....	11
Anticipated or Accepted Dedications of System Improvements	11
Certification	11
Appendix A – Park Facility Summaries.....	12

Summary

Background

Syracuse City has determined that there is one service area citywide and that 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, 2020-2030

Year	Population
2020	32,140
2021	33,048
2022	33,981
2023	34,940
2024	35,926
2025	36,940
2026	37,983
2027	39,055
2028	40,157
2029	41,291
2030	42,456

Source: Syracuse 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 community parks. Neighborhood parks are considered *project* improvements and have not been included in the calculation of impact fees.

Existing service levels are based on the (2020) levels of service in the City for both parks and trails, including all amenities. Existing and proposed service levels are shown in the table below.

TABLE 2: EXISTING AND PROPOSED SERVICE LEVELS

	Existing	Proposed (Minimum)	Excess Capacity
Land (acres, with improvements, per 1,000 population) – Impact Fee Eligible	2.33	2.33	0
Land (acres, with improvements, per 1,000 population)	6.26	6.26	0
Investment per Capita	\$1,039.61	\$1,039.61	0

The City intends to at least maintain existing service levels for both parks, trails and recreation. Parks, trails and recreation 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 Syracuse, due to population growth, if no new facilities are added. 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

Year	Population	Acres per 1000	Investment per Capita
2020	32,140	2.33	\$1,039.61
2021	33,047	2.27	\$1,011.07
2022	33,980	2.20	\$983.31
2023	34,939	2.14	\$956.32
2024	35,925	2.08	\$930.07
2025	36,939	2.03	\$904.54
2026	37,982	1.97	\$879.70
2027	39,054	1.92	\$855.56
2028	40,156	1.87	\$832.08
2029	41,290	1.81	\$809.23
2030	42,456	1.76	\$787.00

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 park and trail facilities in the amount of \$10,724,571.63, as stated in 2020 dollars.

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, trails and recreation 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 Public Finance, Inc. (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.

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 4: PROJECTED POPULATION GROWTH, 2020-2030

Year	Population	Population Growth
2020	32,140	
2021	33,047	907
2022	33,980	933
2023	34,939	959
2024	35,925	986
2025	36,939	1,014
2026	37,982	1,043
2027	39,054	1,072
2028	40,156	1,102
2029	41,290	1,134
2030	42,456	1,166
Growth, 2020-2030		10,316

Population projections are for 10,316 new residents between 2020 and 2030.

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	Total Acres	Donated Acres	Eligible for Impact Fees
Bluff Ridge	5.5		5.5
Canterbury South	5	5	0
Centennial	7		7
Founders	16.2	16.2	0
Fremont	44	10	34

Parks	Total Acres	Donated Acres	Eligible for Impact Fees
Jensen	21.8	2	19.8
Legacy	8.8	8.8	0
Linda Vista	6	6	0
Linear Park (2000 W)	2	2	0
Monterey	1.01	1.01	0
North Canterbury	2.3		2.3
Regional Park	51.6	51.6	0
Rock Creek	18.9	18.9	0
Stoker	4.7	4.7	0
Trailside	6.3		6.3
TOTAL	201.11	126.21	74.9

The existing level of service for parks then, for the purpose of calculating impact fees, is 2.33 acres per 1,000 residents, calculated by dividing the 74.9 eligible park acres by the 2020 population of 32,140 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 LAND AND IMPROVEMENTS – IMPACT-FEE ELIGIBLE

Improvements (Less Jensen)	Total Units	Cost per Unit	Total Cost
Acres	74.9	\$120,000	\$8,988,000
Sod & Irrigation Acres	79.54	\$105,851	\$8,419,373
Asphalt Acres	14.53	\$200,376	\$2,911,463
Large Restroom	5.00	\$250,000	\$1,250,000
Small Restroom	7.00	\$100,000	\$700,000
Large Pavilion	8.00	\$80,000	\$640,000
Small Pavilion	7.00	\$55,000	\$385,000
Picnic Shelter	23.00	\$10,000	\$230,000
Tables	137.00	\$750	\$102,750
Benches	37.25	\$250	\$9,313
Grills	6.00	\$400	\$2,400
Drinking Fountain	14.00	\$1,000	\$14,000
Playground	10.00	\$115,000	\$1,150,000
Walking Path (Miles)	5.65	\$177,408	\$1,002,000
Baseball	6.00	\$20,000	\$120,000
Multi-Use Fields	13.00	\$20,000	\$260,000
Field Light	1.00	\$5,000	\$5,000
Trees	1069.00	\$150	\$160,350
Fishing Pond	1.00	\$1,004,657	\$1,004,657
Pond/Water Feature	2.00	\$3,000	\$6,000
Waterfall	3.00	\$5,000	\$15,000

Improvements (Less Jensen)	Total Units	Cost per Unit	Total Cost
Skateboard Park	1.00	\$250,000	\$250,000
Tennis	2.00	\$60,000	\$120,000
Pickleball Court	8.00	\$33,000	\$264,000
Basketball Court	4.00	\$20,000	\$80,000
Volleyball Court	4.00	\$15,000	\$60,000
Trailhead	3.00	\$150,000	\$450,000
Interactive Water Feature	1.00	\$945,000	\$945,000
Park Maintenance Facility	1.00	\$2,500,000	\$2,500,000
Old Emigrant Trail - Linear Feet	27,931	\$49	\$1,368,619
TOTAL			\$33,412,925

With 74.9 existing park acres, the average cost for land and improvements is \$446,100 per acre. Land costs alone are estimated at \$120,000 per acre based on consultation with the City.

Proposed Service Levels

Parks and Trails

The City has determined that parks and trails have no excess capacity and that it desires to maintain existing service levels in the future, as new development occurs.

Identify Excess Capacity

The City does not have 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

Existing park service levels will decline, due to new development activity, from the existing impact-fee eligible service level of 2.33 acres per 1,000 persons to 1.76 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, 2020-2030

Year	Population	Acres per 1000	Investment per Capita
2020	32,140	2.33	\$1,039.61
2021	33,047	2.27	\$1,011.07
2022	33,980	2.20	\$983.31
2023	34,939	2.14	\$956.32
2024	35,925	2.08	\$930.07
2025	36,939	2.03	\$904.54
2026	37,982	1.97	\$879.70

Year	Population	Acres per 1000	Investment per Capita
2027	39,054	1.92	\$855.56
2028	40,156	1.87	\$832.08
2029	41,290	1.81	\$809.23
2030	42,456	1.76	\$787.00

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, due to 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.

Table 8: Cost of New Construction Due to New Growth, 2020-2030

Year	Total Park Acres Needed	Growth in Acres Needed	Additional Cost Required
2020	74.9		
2021	77.0	2.1	\$942,922
2022	79.2	2.2	\$969,952
2023	81.4	2.2	\$996,982
2024	83.7	2.3	\$1,025,051
2025	86.1	2.4	\$1,054,160
2026	88.5	2.4	\$1,084,309
2027	91.0	2.5	\$1,114,457
2028	93.6	2.6	\$1,145,645
2029	96.2	2.6	\$1,178,913
2030	98.9	2.7	\$1,212,180
Growth, 2020-2030	24.0	24.0	\$10,724,572

Total costs anticipated over the next 10 years, in order to maintain existing service levels given the projected growth in the City, is \$10,724,572.

The City intends to maintain existing service levels by expanding facilities such as the following:

- Park land
- Shade structures/trees
- Large all-abilities playgrounds
- All ages playground/exercise equipment
- Parking
- Signage
- Dog park

- Pickleball courts
- Softball Complex
- Athletic Fields
- Running paths/sidewalks
- Improved trail connectivity
- ADA accessibility
- Additional Trails
- Expansion of restrooms
- Pavilions

Recommendations are based on a holistic approach to recreation by offering a wide variety of recreational offerings throughout the City, including active and passive uses.

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, trails and recreation 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 does not have any existing bonds for parks, recreation and trails facilities. While the City could issue bonds in the future in order to fund parks, trails and recreation facilities, no bonds are currently being contemplated and therefore no costs associated with future 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 paid for 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, Trails and Recreation may be prepared, and the City may charge impact fees for Parks, Trails and Recreation.

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 – Park Facility Summaries

Appendix A	Bluff Ridge	Canterbury South	Centennial	Founders	Fremont	Jensen	Legacy	Linda Vista	Linear Park (2000 W)	Monterey	North Canterbury	Regional Park	Rock Creek	Stoker	Trailside	Tuscany	TOTAL	TOTAL Less Jensen
Acres	5.5	5	7	16.2	44	21.8	8.8	6	2	1.01	2.3	51.6	18.9	4.7	6.3	4.73	205.84	184.04
Sod & Irrigation Acres	4.8	4.25	3.41	11.2	8.14	4.75	2.7	5.6	1.88	0.9	2.2	0	16.7	3.8	5.31	3.9	79.54	74.79
Asphalt Acres	0.63	0.75	2.35	3	1.86	2.19	0.78	0.4	0	0	0	0	1.64	0.35	0.33	0.25	14.53	12.34
Restrooms	1	1	1	2	1	1	1	1	0	0	0	0	0	1	1	1	12	11.00
Pavilion	0	1	3	2	1	3	1	1	0	0	0	0	1	1	0	1	15	12.00
Picnic Shelter	0	0	3	0	0	4	5	6	0	0	0	0	0	1	4	0	23	19.00
Tables	0	8	30	18	4	33	5	7	0	0	0	0	9	10	4	9	137	104.00
Benches	0	2	8	5	1	3	2	1	1	2	2	0	4	2	4	0.25	37.25	34.25
Grills	0	0	0	0	0	3	0	0	0	0	0	0	2	1	0	0	6	3.00
Drinking Fountain	1	1	2	2	1	1	1	1	0	0	0	0	1	1	1	1	14	13.00
Playground	0	1	1	1	1	0	1	1	0	1	0	0	1	0	0	2	10	10.00
Walking Path	1	1	1	1	1	1	1	1	1	1	1	0	1	0	1	1	14	13.00
Distance (miles)	0.35	0.28	0.3	0.53	0.06	0.838	0.21	0.4	0.31	0.2	0.12	0	1.5	0.05	0.25	0.25	5.648	4.81
Baseball	0	0	0	6	0	0	0	0	0	0	0	0	0	0	0	0	6	6.00
Multi-Use Fields	1	3	0	1	1	0	0	2	0	0	1	0	3	0	0	1	13	13.00
Field Light	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1	1.00
Trees	13	38	141	99	72	203	109	41		27	7	0	168	26	112	13	1069	866.00
Fishing Pond	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	1	0.00
Pond/Water Feature	0	0	0	0	0	1	1	0	0	0	0	0	0	0	0	0	2	1.00
Waterfall	0	0	0	0	0	1	1	0	0	0	0	0	0	0	0	1	3	2.00
Skateboard Park	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1	1.00
Tennis	0	0	0	0	0	0	0	0	0	0	0	0	0	2	0	0	2	2.00
Pickleball Court	0	0	0	6	0	0	0	0	0	0	0	0	0	0	0	2	8	8.00
Basketball Court	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	2	4	4.00
Volleyball Court	0	1	1	0	1	0	0	0	0	0	0	0	0	1	0	0	4	4.00
Trailhead	0	0	0	0	1	1	0	0	0	1	0	0	0	0	0	0	3	2.00
Interactive Water Feature	0	0	1	0	0	0	0	0	0	0	0	0	0	0			1	1.00