

Town of Marana, Arizona



**Impact Fee Study Update  
Parks Infrastructure Improvement Plan**

**As adopted by Marana ordinance 2017.029  
on December 19, 2017**

Prepared by



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## Introduction

The Town of Marana is responsible for collecting development impact fees to supplement the cost of expanding parks and recreation facilities to meet increased demand associated with new development. The collection of impact fees is legislated by Arizona Revised Statute (ARS) §9-463.05. The calculation of impact fees for parks and recreation facilities and the expansion of parks and recreation infrastructure associated with growth are described in the Infrastructure Improvement Plan (IIP) for Parks and Recreation Facilities. The 2014 IIP for the Town's parks and recreation system is now being updated for 2017. In order to continue collecting impact fees, the Town has prepared an updated IIP for 2017 that includes fee schedules and a list of capital improvements that are projected to be constructed over the next ten years.

Arizona's statute that legislates impact fee assessment procedures and programs requires jurisdictions to develop an IIP that is based on land use assumptions that describe existing and new development. As defined in ARS §9-463.05(T)6:

*" 'Infrastructure Improvements Plan' means a written plan that identifies each necessary public service or facility expansion that is proposed to be the subject of a development fee and otherwise complies with the requirements of this section, and may be the municipality's capital improvements plan."*

This Impact Fee Study Update is a report that identifies infrastructure needs for parks and recreation facilities, and the calculation of impact fees. The Town of Marana's Land Use Assumptions are the basis for projecting infrastructure expansion as a result of new development.

## Elements of the Impact Fee Study Update

### Service Area

Service areas are defined in ARS §9-463.05 (T)9:

*"any specified area within the boundaries of a municipality in which development will be served by necessary public services or facility expansions and within which a substantial nexus exists between the necessary public services of facility expansions and the development being served as prescribed in the infrastructure improvements plan."*

### Parks and Recreation Facilities IIP

A.R.S. §9-463.05(7)G defines the facilities and assets that can be included in the Parks and Recreation IIP:

*"Neighborhood parks and recreational facilities on real property up to thirty acres in area, or parks and recreational facilities larger than thirty acres if the facilities provide a direct benefit to the development. Park and recreational facilities do not include vehicles, equipment or that portion of any facility that is used for amusement parks, aquariums, aquatic centers, auditoriums, arenas, arts and cultural facilities, bandstand and orchestra*

*facilities, bathhouses, boathouses, clubhouses, community centers greater than three thousand square feet in floor area, environmental education centers, equestrian facilities, golf course facilities, greenhouses, lakes, museums, theme parks, water reclamation or riparian areas, wetlands, zoo facilities or similar recreational facilities, but may include swimming pools."*

The 2017 Parks and Recreation Facilities IIP identifies assets for community parks, regional parks, recreation facilities, and trails, as well as, the preparation of a future Parks and Recreation Facilities IIP and Parks and Recreation Master Plan Update.

The 2017 Marana Parks, Recreation, Trails and Open Space Master Plan Update guides the Town's efforts to continue to meet the community's need for quality parks and recreation facilities. It is a Master Plan Update that affirms the community's priorities for parks and recreation infrastructure and the level of service that's provided for residents. The Master Plan Update reflects the community's priorities for capital improvements that are included in the IIP.

## Methodology

This Impact Fee Study Update employs an incremental expansion method that identifies the Town's existing level of service and projects the level of service assumptions over the next ten years as the community grows. The existing level of service for parks and recreation facilities is assigned a value based on the cost of replacement. The value of the parks and recreation system is adjusted to subtract outstanding debt on existing facilities, the balance collected, unspent impact fees, developer fee credits and the cost of the Impact Fee Study. The adjusted value of the existing parks and recreation facilities is then distributed across the existing level of community development to calculate a value of the existing parks system per dwelling. The adjusted value of the existing parks and recreation facilities relative to current development is then projected onto new development using estimates for future development found in the Town's land use assumptions. Using this methodology, the Town's existing level of parks and recreation service is maintained as the community grows and expansion of parks and recreation facilities necessary to meet the demand of growth has a supplemental funding source in development impact fees.

The advantages of using an incremental expansion method over other methods, e.g. a general standards-based or plan-based methods, include the following metrics.

- The fee is based on the existing level of service provided by the Town instead of a national standard that fails to account for jurisdictional variations.
- The incremental expansion method more accurately identifies the value of existing level of service compared to estimating a general cost per acre of developed parkland. Existing level of service is valued by assigning replacement costs to inventoried park assets.
- The incremental expansion method is flexible because the impact fee is based on existing level of service. Consequently, the Town may fine tune capital improvements identified in the IIP to meet changing community recreation needs. A standards-based approach based on the Parks Recreation Trails and Open Space Master Plan would require an update to the Master Plan and a re-calculation of the impact fees to meet changing community needs.

## **The Town of Marana Service Area**

For this Impact Fee Study Update, there is one service area identified for the Town of Marana. As shown in Exhibit 1, the town limits serve as the boundary for the service area with the exception of a portion of Dove Mountain. The entire Town of Marana is included in the service area except for a section of Dove Mountain in the northwest part of town. The exclusion reflects an area within Dove Mountain that is exempt from impact fees. For the remainder of the Town, the most densely developed areas are where existing parks and recreation facilities are located. These densely developed areas are adequately served by the parks and recreation facilities. It is in areas of new development that park and recreation facility expansion is needed to meet the demand of growth. Consequently, new facilities that expand the parks and recreation system will directly benefit residents in areas of new growth in keeping with the legislative requirements for collecting development impact fees. There is, however, a need for additional trails to serve the developed areas of Marana. Since the Town is committed to providing a uniform level of service across the entire city, a single service area will be used.

### ***Proportionate Share***

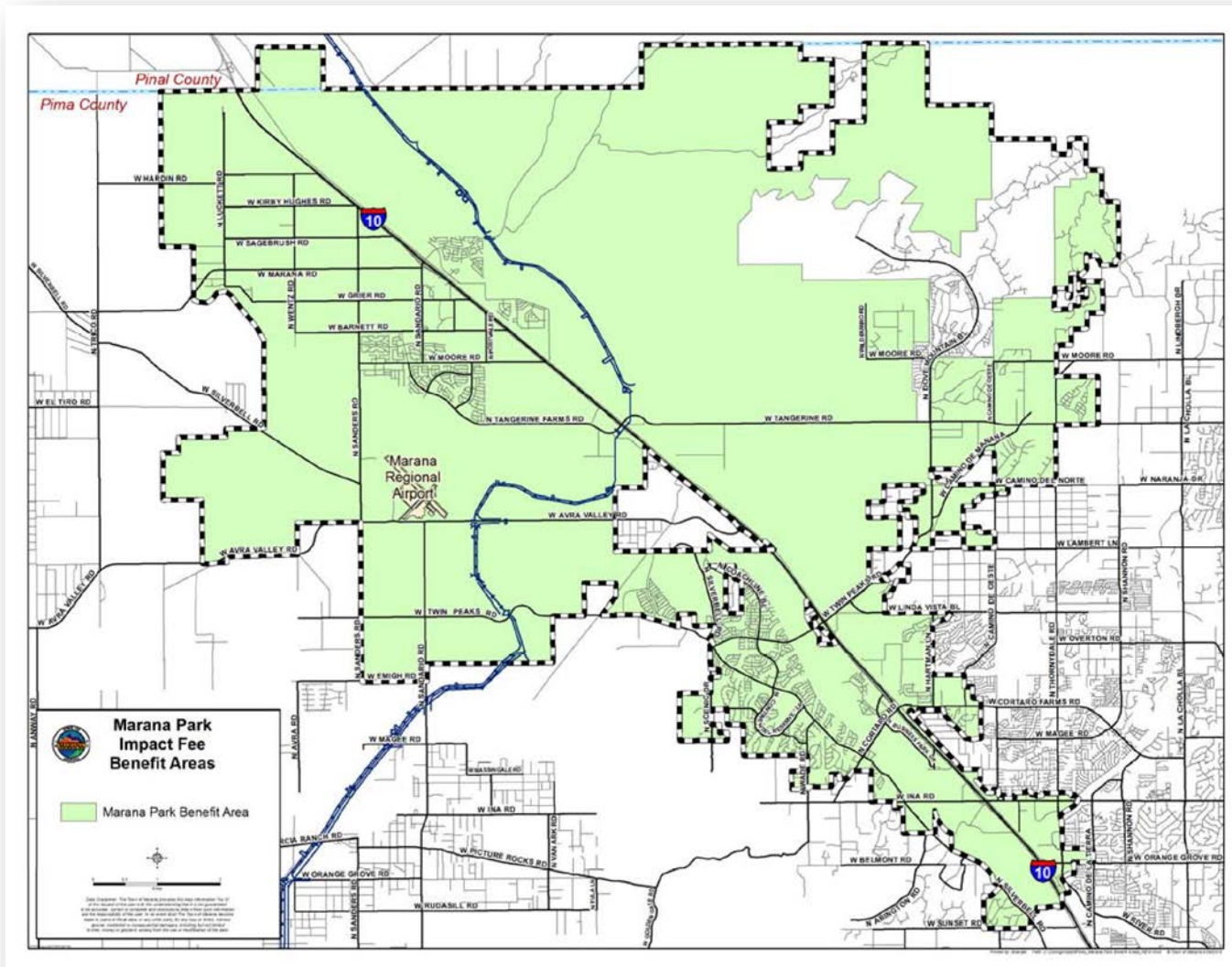
New residential development creates incremental demand for expanded parks and recreation facilities while demand created by non-residential development is relatively low. The proportionate share of the cost of parks and recreation service for non-residential development is low enough that it does not justify collecting development impact fees. Future impact fee studies shall reconsider the non-residential share of the cost of parks and recreation infrastructure as the character of development in the Town changes over time or as future research on the impact of non-residential development is developed.

### ***Service Units as Equivalent Demand Units***

ARS §9-463.05 requires that service units be defined in an impact fee study and used as the basis for impact fee collection. The 2017 Impact Fee Study uses an Equivalent Demand Unit (EDU) as the service unit for the park impact fee. To calculate an EDU, housing unit types are weighted in relation to single-family detached housing. The weight of each housing type reflects a park service multiplier derived from the average household size for each housing type based on United States Census Bureau statistics. The average household size for a single-family detached housing unit is 2.7 while the average household size of a multi-family/single-family attached housing unit is 1.8. The park service multiplier for a single-family detached residence is therefore 1.0 while the park service multiplier for a multi-family/single-family attached dwelling unit is 0.67. The sum of these weighted dwelling units by housing type results in total EDUs for the Town.

Unlike impact fee studies for parks improvements, impact fee studies for transportation infrastructure expansion often use land use categories that are identified through analysis of vehicle usage and trip data that is available locally and is part of published transportation planning literature. Because there is no data on visits to existing parks, the Impact Fee Study for Parks and Recreation Facilities makes use of the differentiation between single-family and multi-family residential units and their average household sizes to fine tune the definition of service units for parks impact fees.

Exhibit 1: Parks and Recreation Facilities Service Area



## Exhibit 2: Service Unit as Equivalent Demand Unit

Housing Type	Average HH Size	EDU
Single Family Detached	2.7	1.00
Multi - Family/ Single Family Attached	1.8	0.67

Reference: US Census Bureau

## Necessary Public Services - Existing

As required in ARS §9-463.05(E)1 a “necessary public service” must meet the following criteria:

*“A description of the existing necessary public services in the service area and the costs to upgrade, update, improve, expand, correct or replace those necessary public services to meet existing needs and usage and stricter safety, efficiency, environmental or regulatory standards, which shall be prepared by qualified professionals licensed in this state, as applicable.”*

In addition, ARS §9-463.05(E)2 requires:

*“An analysis of the total capacity, the level of current usage and commitments for usage of capacity of the existing necessary public services, which shall be prepared by qualified professionals licensed in this state, as applicable.”*

In response to the required analysis of existing, necessary public park services, an inventory of parks and recreation assets throughout the Town of Marana has been compiled (Exhibit 3). The inventory is based on data provided by the Town of Marana and lists existing park amenities by facility with an identified replacement cost. The inventory excludes park acreage beyond the 30-acre limit referenced in ARS §9-463.05(T)7(G). Replacement costs are based on current construction costs in the parks and recreation industry. Trail mileage and associated acreage are listed in Appendix B.

The existing level of service provided by the Town’s current parks and recreation facilities is quantified by distributing the value of the existing parks and recreation facilities over the total number of existing EDUs in the Town. Exhibit 3 describes the total value of existing parks and recreation infrastructure. The existing number of EDUs is described in Exhibit 4. The existing level of service provided by the Town of Marana’s park infrastructure is quantified by dividing the total value of the existing infrastructure (Exhibit 3) by the existing number of EDUs (Exhibit 4).



### Exhibit 3: Existing Park Inventory and Replacement Value

Asset	Continental Ranch Community Park	Continental Reserve Neighborhood Park	Crossroads at Silverbell District Park	El Rio Neighborhood Park	Gladden Farms Community Park	Honea Heights Parks	Ora Mae Harn District Park	San Lucas Community Park	Tangerine Sky Community Park	Wade McLean Neighborhood Park	Coachline/De Anza Trailhead	Wild Burro Trailhead	Sanders Road Trailhead	White Avenue Trailhead	TOTAL Facility Units*	Replacement Value/Unit**	Total Replacement Value
Total Acres	12.0	9.2	49.9	1.3	12.5	0.8	33.0	13.5	18.0	4.9	0.8	2.0	0.8	1.0	159.57	\$ 30,000	\$ -
Eligible Acres	12.0	9.2	30.0	1.3	12.5	0.8	30.0	13.5	18.0	4.9	0.8	2.0	0.8	1.0	136.72	\$ 30,000	\$ 4,101,600
Community Center (s.f.)							8300								8300.00		\$ -
Eligible Community Center (s.f.)							3000								3000.00	\$ 350	\$ 1,050,000
Restroom	1	1	3		1		3	1	1	1		1			13.00	\$ 140,000	\$ 1,820,000
Concession	1	1	1				1			1					5.00	\$ 200,000	\$ 1,000,000
Play Area ( Shaded)	2	2	2	1		1	2		1						11.00	\$ 165,000	\$ 1,815,000
Basketball	2	1	2	0.5		1	1	1	1						9.50	\$ 50,000	\$ 475,000
Tennis	2	1	1				2								6.00	\$ 50,000	\$ 300,000
Sand Volleyball			2					1							3.00	\$ 13,000	\$ 39,000
Swimming Pool							1								1.00	\$ 4,000,000	\$ 4,000,000
Small Ramada 10'x10'	4			1		1	6	2	4	1	1	1	1	1	23.00	\$ 12,000	\$ 276,000
Large Ramada 30'x30'		1	5		1		1		2						10.00	\$ 70,000	\$ 700,000
Group Ramada 30'x60'			1				1		1						3.00	\$ 110,000	\$ 330,000
Skate Park	1														1.00	\$ 1,000,000	\$ 1,000,000
Off-Leash Dog Park			1				1	1	1						4.00	\$ 200,000	\$ 800,000
Horseshoe Pit	2		2				1								5.00	\$ 2,500	\$ 12,500
Youth Ball Field (Lighted)			2				4								6.00	\$ 180,000	\$ 1,080,000
Youth Ball Field (No Lights)	4	2			2			2		1					11.00	\$ 85,000	\$ 935,000
Adult Ballfield (Lighted)			1				1								2.00	\$ 280,000	\$ 560,000
Multi-Use	2	1		1	1	1		10	1						17.00	\$ 36,000	\$ 612,000
Soccer (No Lights)										1					1.00	\$ 46,000	\$ 46,000
Soccer (Lighted)			2					1							3.00	\$ 240,000	\$ 720,000
Parking Spaces	108	52	323	9	62	9	196	50	61		58	79	8	10	1025.00	\$ 2,000	\$ 2,050,000
Maintenance Building			1						1						2.00	\$ 400,000	\$ 800,000
Storage Building	1	1													2.00	\$ 150,000	\$ 300,000
Drinking Fountains	7	4	8	1	3	3	8	3	1	1				1	40.00	\$ 3,000	\$ 120,000
Benches	10	6	7	1	6	7	22	12	8	4		1		2	86.00	\$ 625	\$ 53,750
Bleachers	8	2	6		2		5			2					25.00	\$ 2,500	\$ 62,500
Trash Receptacles	14	8	43	3	8	4	52	10	10	2				1	160.00	\$ 250	\$ 40,000
Picnic Tables	8	10	32	1	14	2	39	6	13	1				2	128.00	\$ 1,200	\$ 153,600
Bike Racks	1	1	1	1	3	1	1	1	1						11.00	\$ 700	\$ 7,700
Barbeque Grills	2	4	8		3	1	9	5	6					1	39.00	\$ 500	\$ 19,500
Exercise Stations							10	6							16.00	\$ 1,200	\$ 19,200
Signage															136.72	\$ 2,616	\$ 357,660
Fencing															136.72	\$ 6,265	\$ 856,551
Lighting															136.72	\$ 11,765	\$ 1,608,487
Landscape															136.72	\$ 19,445	\$ 2,658,520
Irrigation															136.72	\$ 5,325	\$ 728,034
Park Hardscape															136.72	\$ 18,817	\$ 2,572,660
Paths (Miles)															7.28	\$ 120,000	\$ 873,600
Trails (Miles)															37.4	\$ 80,000	\$ 2,992,000
Electrical Service	1	1	1	1	1		1	1	1	1					9.00	\$ 40,000	\$ 360,000
TOTAL																	\$ 38,305,862

\* Source: Asset Inventory Town of Marana

\*\*Source: Replacement values from construction cost estimates within the last year; Marana Parks and Recreation Staff, and consultant recommendations.

#### Exhibit 4: Existing Equivalent Demand Units

Housing Type	2017 Dwelling Units	Park Service Unit Multiplier	2017 Service Units (EDUs)
Single Family Detached	13,134	1.00	13,134
Multi - Family/ Single Family Attached	1,714	0.67	1,148
<b>TOTAL 2017</b>			<b>14,282</b>

Based on statute, the value of the existing parks and recreation level of service must be increased by the total impact fees collected to date and decreased by 1) outstanding credits given to developers and 2) park-related debt. Credits to developers are generated when developers contribute to the expansion of the parks and recreation infrastructure by building a park in-lieu of paying development impact fees. This calculation of the adjusted value of the existing parks and recreation infrastructure is found in Exhibit 5.

The adjusted value of the existing parks and recreation infrastructure is then distributed among existing EDUs to identify a per EDU value of the existing park and recreation infrastructure. The calculation of the value of the existing parks and recreation infrastructure per EDU is shown in Exhibit 5. This per service unit value represents the standard level of service that must be maintained as the Town grows.

#### Exhibit 5: Existing Park Value by Equivalent Demand Unit

	Credits	Offsets	Total
Total Replacement Value	\$38,305,862		
Impact Fee Account Balance	\$4,033,000		
Outstanding Impact Fee Credits		\$0	
Outstanding Park Debt		\$0	
	\$42,338,862	\$0	
Adjusted Existing Park Value			\$42,338,862
÷ Existing EDU			14,282
Net Value Per EDU			\$2,964

## Necessary Public Services - New Development

ARS §9-463.05(E)3 requires:

*"A description of all or the parts of the necessary public services or facility expansions and their costs necessitated by and attributable to development in the service area based on the approved land use assumptions, including a forecast of the costs of infrastructure, improvements, real property, financing, engineering and architectural services, which shall be prepared by qualified professionals licensed in this state, as applicable."*

In response to the statutory mandate for a description of parks and recreation facility expansion projects required to meet the demand of new growth, the Town of Marana has developed the Ten-Year Capital Improvement Plan in Exhibit 6. Impact fees that are collected between 2013 and 2023 will be directed to the capital improvements identified in Exhibit 6 with the understanding that A.R.S. §9-463.05 allows that *"...a municipality may amend an infrastructure improvements plan adopted pursuant to this section without a public hearing if the amendment addresses only elements of necessary public services in the existing infrastructure improvements plan and the changes to the plan will not, individually or cumulatively with other amendments adopted pursuant to this subsection, increase the level of service in the service area or cause a development fee increase..."*.

**Exhibit 6: Parks Capital Improvement Plan 2017-2027**

PROJECT	FY 2018-20	FY 2021-28	10-Year Total
North Marana Sports Fields	\$350,000	\$3,000,000	\$3,350,000
Saguaro Bloom Community Park		\$3,377,800	\$3,377,800
Tangerine Sky Community Park Hard Structures	\$500,000		\$500,000
NE District Park Land Acquisition		\$1,500,000	\$1,500,000
CAP Canal Trail Improvements	\$100,000		\$100,000
Santa Cruz SUP Avra Valley Rd. - N. Marana		\$1,500,000	\$1,500,000
Tortolita Trail Extension		\$450,000	\$450,000
Ora Mae Harn Park Improvements	\$250,000	\$2,200,000	\$2,450,000
Heritage River Park Improvements		\$1,000,000	\$1,000,000
Tangerine Rd. Corridor Path		\$900,000	\$900,000
Santa Cruz Shared Use Path, Phase III	\$1,000,000		\$1,000,000
Adult Softball Field Ora Mae Harn Park	\$360,000		\$360,000
Impact Fee Study		\$65,000	\$65,000
Parks, Recreation, Trails & Open Space Master Plan	\$350,000		\$350,000
<b>Total</b>			<b>\$16,902,800</b>

## Updated Parks Impact Fee per Service Unit

ARS §9-463.05(E)3 requires:

*"A table establishing the specific level or quantity of use, consumption, generation or discharge of a service unit for each category of necessary public services or facility expansions and an equivalency or conversion table establishing the ratio of a service unit to various types of land uses, including residential, commercial and industrial."*

Exhibit 7 meets the statutory mandate described above. The updated park impact fee is a projection of existing level of service to new development. Exhibit 7 converts the net value per EDU to cost per housing unit by multiplying it by the Park Service Unit Multiplier. The updated impact fee derived in Exhibit 7 does not reflect any credits or allowable deductions.

### Exhibit 7: Updated Parks Impact Fee per Equivalent Demand Unit (Before Credits)

		Single Family	Multi-Family
Net Value Per EDU	\$2,964		
Park Service Unit Multiplier		1.00	0.67
Updated Impact Fee		\$2,964	\$1,986
Current Fee		\$2,986	\$2,001
Percent Change		-0.7%	-0.7%

## Projected Service Units for New Development

ARS §9-463.05(E)3 requires:

*"The total number of projected service units necessitated by and attributable to new development in the service area based on the approved land use assumptions and calculated pursuant to generally accepted engineering and planning criteria."*

The Town of Marana has developed Land Use Assumptions that estimate the number of new dwelling units expected over the next ten years. Exhibit 8 presents the existing and future dwelling units in the 10-year window based on the Town's Land Use Assumptions. The final result is the number of new EDUs expected over the next ten years.

### Exhibit 8: Park Equivalent Demand Units (2017 - 2027)

Housing Type	2017 Dwelling Units	Park Service Unit Multiplier	2017 Service Units (EDUs)
Single Family Detached	13,134	1.00	13,134
Multi - Family / Single Family Attached	1,714	0.67	1,148
<b>TOTAL EDUs 2017</b>			14,282
Housing Type	2027 Dwelling Units	Park Service Unit Multiplier	2027 Service Units (EDUs)
Single Family Detached	19,806	1.00	19,806
Multi - Family / Single Family Attached	2,015	0.67	1,350
<b>TOTAL EDUs 2027</b>			21,156
<b>New EDUs 2017-2027</b>			6,874

### Projected Impact Fee Revenue, 2017 - 2027

ARS §9-463.05(E)3 requires:

*"The projected demand for necessary public services or facility expansions required by new service units for a period not to exceed ten years."*

Exhibit 9 calculates the total expected revenue from impact fees collected between 2017 and 2027 based on the estimated number of new EDUs (Exhibit 8) and updated impact fee. The total projected revenue does not include development credits.

### Exhibit 9: Potential Park Impact Fee Revenue, 2017-2027 (Before Credits)

Service Area	New EDUs	Impact Fee / EDU (Before Credits)	Projected Revenue 2017-2027 (Before Credits)	Planned Costs
Town-wide	6,874	\$2,964	\$20,376,391	\$16,902,800

ARS §9-463.05(E)3 requires:

*"A forecast of revenues generated by new service units other than development fees, which shall include estimated state-shared revenue, highway users revenue, federal revenue, ad valorem property taxes, construction contracting or similar excise taxes and the capital recovery portion of utility fees attributable to development based on the approved land use assumptions, and a plan to include these contributions in determining the extent of the burden imposed by the development as required in subsection B, paragraph 12 of this section."*

The Town of Marana collects no property tax to include in revenue forecasts. However, the Town does collect a 4% construction sales tax and also receives revenue from the state related to gas taxes. It is recommended that \$503 of the sales tax be credited on a per EDU basis, resulting in a fee of \$2,461 per EDU. Exhibit 10 calculates the projected revenue and percent of planned costs covered by this revenue forecast. The remainder of the sales tax credit would be credited against the yet-to-be-calculated Street Facilities fee.

It is recommended that the credits associated with HURF/VLT be applied fully to the street facilities fee. If approved, no additional credits would be applied to the Parks and Recreational Facilities fee.

**Exhibit 10: Potential Park Impact Fee Revenue, 2017-2027 (After Credits)**

Service Area	New EDU's	Impact Fee / EDU (Less the \$503 Credit)	Projected Revenue 2013-2023	Planned Costs	% of Planned Costs
Town-wide	6,874	\$2,461	16,916,914	16,902,800	100%

In summary, the 2017 Impact Fee Update and Infrastructure Improvement Plan result in a final calculation of the Impact Fee per EDU of \$2,461.

# APPENDIX A

## List of Preparers

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## APPENDIX B

### Table of Paths and Trails Area

	Surface	Miles	Width	Acres
Santa Cruz Linear Park S				
El Rio to Ina	Paved	2.4	20	13.09
Santa Cruz Linear Park N				
Pines GC to Tiffany Loop	Paved	2.2	20	5.33
Santa Cruz Linear Park NW				
El Rio Neighborhood Park to Avra Valley Rd.	Paved	1.48	20	3.59
San Lucas				
Cochie Canyon Drive SUP	Paved	1	20	2.42
Riparian Park	Paved	0.2	20	0.48
Total		7.28		24.91
Wild Burro Loop	Dirt	1.7	20	4.12
Lower Javelina	Dirt	1.7	20	4.12
Upper Javelina	Dirt	2.8	20	6.79
Alamo Springs	Dirt	4.1	20	9.94
Alamo Springs Spur	Dirt	1.3	20	3.15
Wild Mustang	Dirt	3.8	20	9.21
Wild Burro	Dirt	6.5	20	15.76
Cochie Springs Trail	Dirt	3.6	20	8.73
Ridgeline Trail	Dirt	3.1	20	7.52
Tortolita Preserve Loop	Dirt	8.8	20	21.33
Total		37.4		90.67