



Santaquin City

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

July 18, 2023



ZIONS PUBLIC FINANCE, INC.



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Summary

Background

Santaquin City (“City”) is experiencing increased demand on its parks, trails and recreation facilities from the residential growth that is rapidly occurring in the City. In order to maintain service levels, the City is updating its current Parks, Recreation, Trails and Open Space Impact Fees Master Plan to reflect current growth conditions, service levels and growth-related facility needs.

The City has determined that there is one service area citywide and that there is no excess capacity in any of the City’s parks, recreation, trails and open space facilities. Only residential development is considered to create demand for parks, recreation, trails and open space 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, 2023-2030

Year	Population
2023	17,253
2030	21,218
Population Growth, 2023-2030	3,966

Source: Santaquin City; 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 and community parks and trail systems. Pocket parks are considered *project* improvements and have not been included in the calculation of impact fees.

Existing service levels are based on the current (2023) levels of service in the City for parks and trails. Existing and proposed service levels are shown in the table below. Proposed service levels are to *at least* maintain existing service levels.

TABLE 2: EXISTING AND PROPOSED SERVICE LEVELS

	Existing	Proposed	Excess Capacity
Parks - impact fee eligible land acres per 1,000 population	2.03	2.03	0
Parks - open space acres per 1000 population	6.96	6.96	0
Parks - impact fee eligible improvement acres per 1,000 population	8.97	8.97	0
Trails - asphalt linear feet (lf) per capita	1.50	1.50	0
Trails - concrete linear feet (lf) per capita	0.25	0.25	0

The City intends to at least maintain current service levels for parks and trails. Any increased service levels will be funded through means other than impact fees.

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 would occur in the City, 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

	2023	2030 LOS
Parks – land acres per 1000 population	2.03	1.65
Parks - open space per 1000 population	6.96	5.66
Parks - improvement acres per 1000 population	8.97	7.30
Trails – asphalt lf per capita	1.50	1.22
Trails – concrete lf per capita	0.25	0.20

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 for parks and trails facilities, the City will need to spend over \$7 million by 2030.

TABLE 4: NEW FACILITIES NEEDED TO MEET THE DEMANDS OF NEW GROWTH, 2023-2030

Facilities	Amount
Parks	\$6,179,746
Trails - asphalt and concrete	\$851,377
TOTAL	\$7,031,123

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, trails and open space 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 parks and trails facilities will come from residential development only. Residential growth is projected as follows:

TABLE 5: HISTORICAL AND PROJECTED POPULATION GROWTH

Year	Population
2023	17,253
2024	17,770
2025	18,303
2026	18,852
2027	19,418
2028	20,000
2029	20,600
2030	21,218
Population Growth, 2023-2030	3,966

Source: Santaquin City; ZPFI

Existing Service Levels

Parks

City parks are shown in the table below. The property for some of these parks was donated to the City, or acquired with grant funds, therefore the property acquisition for some of these parks has not been included in the impact fee eligible LOS.

TABLE 6: IMPACT-FEE ELIGIBLE SYSTEM PARKS

Name	Location	Donated	Size (Acres)
Rodeo Arena	200 South 400 West	No	7.50
City Ball Complex	200 South 400 West	No	5.23
Centennial Park	200 South 400 West	No	6.25
City Center Park	200 South Center Street	No	3.50
Eastside Park	400 North Cherry Lane	Improvement and land dedicated with Eastside Estates Subdivision	3.00

Name	Location	Donated	Size (Acres)
Orchard Hills (Santaquin Meadows)	268 East 610 South	Property dedicated with Santaquin Meadows Subdivision	3.81
Orchard Cove Park	300 West Royal Land Drive	Property dedicated with Orchard Cove Subdivision	3.19
Sunset Trails Park	750 Summit Ridge Parkway	Property dedicated with Sunset Trails Subdivision	2.79
Theodore Ahlin Park	1200 South 100 West	Property Dedicated as part of Ahlin Property annexation	21.78
City Cemetery	400 South Center Street	No	12.60
Peter Rabbit Springs		Property Dedicated with Oak Summit Subdivision	32.64
Stone Hollow Park	350 South Summit Ridge Parkway	Property dedicated with Stone Hollow Subdivision	12.54
Highline Park	1200 North Center Street	Property Dedicated with Orchards Development	7.98
Harvest View Sports Park	1592 W Summit Ridge Parkway	Property Dedicated with Summit Ridge Annexation	34.98
Highland Drive Linear Park	Foothill Village Blvd and Highland Drive	Property Dedicated with Foothill Village	
Prospector View Trailhead		No	120
Summit Ridge Dog Park		Donated	
Total Impact-Fee Eligible Land Acres			35.08
Total Open Space Acres			120
TOTAL Impact-Fee Eligible Improvement Acres			157.79

Park improvements have been identified for each eligible park as shown in the table below. While the land for many of the parks shown in Table 6 above cannot be included because the land was donated or granted, in most cases the City has paid for the improvements at those parks. Therefore, those improvements can be included in the impact-fee eligible LOS. A summary of improvements is shown in Table 7.

TABLE 7: EXISTING PARK IMPROVEMENTS

Improvement	# of Units	Cost per Unit	Total Cost
Park Acres	35.08	\$350,000	\$12,278,000
Open Space Acres	120.00	\$10,000	\$1,200,000
Mowed Sq Ft.	1,988,374	\$2.25	\$4,473,841
Parking Stalls	533	\$2,000	\$1,066,000
Restrooms	9	\$150,000	\$1,350,000
Dry Restroom (Forest Service/Pit Toilet)	1	\$65,000	\$65,000
Pavilions - Small	6	\$25,000	\$150,000
Pavilions - Medium	2	\$75,000	\$150,000
Pavilions - Large	3	\$150,000	\$450,000
Picnic Tables	30	\$2,000	\$60,000
Playgrounds	5	\$175,000	\$875,000
Skate Park	0		\$0

Improvement	# of Units	Cost per Unit	Total Cost
Tennis Courts	2	\$140,000	\$280,000
Pickleball Courts	8	\$75,000	\$600,000
Basketball Courts	4	\$75,000	\$300,000
Soccer Fields	8	\$5,000	\$40,000
Softball Field	2	\$70,000	\$140,000
Baseball Field, Little League	3	\$75,000	\$225,000
Baseball Field, Standard	1	\$100,000	\$100,000
Splashpad	1	\$125,000	\$125,000
Sand Volleyball	1	\$25,000	\$25,000
Disc Golf Course	1	\$10,000	\$10,000
Cornhole courts	2	\$2,000	\$4,000
Concession Stand	3	\$100,000	\$300,000
Walking Paths linear feet (not counted in trails)	810	\$120	\$97,200
Sports Lighting			\$1,125,000
Recreation Center			\$1,394,162
TOTAL			\$26,883,203

Trails

The City currently has 25,872 linear feet (lf) of impact-fee eligible asphalt trail miles and 4,279 linear feet of concrete trail miles. The cost for asphalt trails is \$120 per lf; the cost for concrete trails is \$140 per lf.

TABLE 8: EXISTING SYSTEM IMPACT-FEE ELIGIBLE TRAIL IMPROVEMENTS AND COSTS

Trail Cost Breakdown	Linear Feet	Cost per Linear Foot	Total Cost
Asphalt	25,872	\$120.00	\$3,104,640
Concrete	4,279	\$140.00	\$599,032
TOTAL	30,151		\$3,703,672

Proposed Service Levels

The City has determined that its parks and trails are currently at capacity and that it desires to at least maintain existing service levels in the future, as new development occurs.

The City has recently completed a Parks and Trails Master Plan which identifies the need for future projects as follows:

TABLE 9: FUTURE PLANNED PARKS AND TRAILS

Park #	Name	Type	Acres
17	Cliff Park	Neighborhood	2.60
18	Flood Control Parcels Park	Multi-Use	7.26
19	Foothill Badger Way Park	Neighborhood	1.31
20	Foothill Village Linear Park	Multi-Use	11.59
21	Foothill Village Park	Neighborhood	1.25
22	Grey Cliffs Open Space	Natural Open Space	155.00
23	Highline Park	Neighborhood	7.98



Park #	Name	Type	Acres
24	Juniper Ridge Park	Neighborhood	4.81
25	Nebo School District Park	Community	18.07
26	Peter Rabbit Springs	Natural Open Space	32.65
27	Recreation Center Park	Community	31.33
28	Sage Meadows Park	Neighborhood	2.54
29	Sageberry Drive Park	Neighborhood	3.66
30	Santaquin Estates Debris Basin	Multi-Use	1.58
31	Stone Hollow Park	Community	166.68
32	Summit Creek Reservoir #2	Community	152.28
33	Summit Ridge Open Space	Natural Open Space	26.00
34	Sunset Park	Neighborhood	2.67

Source: Santaquin City Parks and Trails Master Plan

The City has also identified the need to acquire park land as it becomes available in various locations throughout the City.

Identify Excess Capacity

The City has determined that there is currently no excess capacity in its parks or trails.

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 land (impact fee eligible) service levels would decline, due to new development activity, from the existing service level of 2.03 impact-fee eligible acres (land) per 1,000 persons to 1.65 per 1,000 persons if no improvements are made.

TABLE 10: PARK LAND IMPACTS FROM NEW DEVELOPMENT ACTIVITY, 2023-2030

Year	Population	LOS with No New Improvements (Acres per 1,000 Persons)
2023	17,253	2.03
2024	17,770	1.97
2025	18,303	1.92
2026	18,852	1.86
2027	19,418	1.81
2028	20,000	1.75
2029	20,600	1.70

2030	21,218	1.65
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Open Space

Existing open spaced service levels would decline, due to new development activity, from the existing service level of 6.96 acres per 1,000 persons to 5.66 acres per 1,000 persons if no improvements are made.

TABLE 11: OPEN SPACE IMPACTS FROM NEW DEVELOPMENT ACTIVITY, 2023-2030

Open Space	Population	Open Space Acres	Acres per 1,000 Population
2023	17,253	120	6.96
2024	17,770	120	6.75
2025	18,303	120	6.56
2026	18,852	120	6.37
2027	19,418	120	6.18
2028	20,000	120	6.00
2029	20,600	120	5.83
2030	21,218	120	5.66
Growth 2023-2030	3,966		

Park Improvements

Existing improved acre service levels would decline, due to new development activity, from the existing service level of 8.97 acres per 1,000 persons to 7.30 acres per 1,000 persons if no improvements are made.

TABLE 12: PARK IMPROVEMENT IMPACTS FROM NEW DEVELOPMENT ACTIVITY, 2023-2030

Year	Population	Impact-Fee Eligible Improvement Acres	LOS - Acres per 1,000 Population
2023	17,253	154.79	8.97
2024	17,770	154.79	8.71
2025	18,303	154.79	8.46
2026	18,852	154.79	8.21
2027	19,418	154.79	7.97
2028	20,000	154.79	7.74
2029	20,600	154.79	7.51
2030	21,218	154.79	7.30

Trails

The existing level of service of 1.50 asphalt linear feet per capita will decline to 1.22 linear feet per capita if no new improvements are made.

TABLE 13: ASPHALT TRAIL LINEAR FEET PER CAPITA SERVICE LEVEL IMPACTS FROM NEW DEVELOPMENT ACTIVITY, 2023-2030

Year	Population	LOS with No New Improvements (If per capita)
2023	17,253	1.50
2024	17,770	1.46
2025	18,303	1.41
2026	18,852	1.37
2027	19,418	1.33

Year	Population	LOS with No New Improvements (lf per capita)
2028	20,000	1.29
2029	20,600	1.26
2030	21,218	1.22

The existing level of service of 0.25 concrete linear feet per capita will decline to 0.20 linear feet per capita if no new improvements are made.

TABLE 14: CONCRETE TRAIL LINEAR FEET PER CAPITA SERVICE LEVEL IMPACTS FROM NEW DEVELOPMENT ACTIVITY, 2023-2030

Year	Population	LOS with No New Improvements (lf per capita)
2023	17,253	0.25
2024	17,770	0.24
2025	18,303	0.23
2026	18,852	0.23
2027	19,418	0.22
2028	20,000	0.21
2029	20,600	0.21
2030	21,218	0.20

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

Park Land

In order to maintain current service levels, the City will need to invest over \$2.8 million in park land by 2030.

TABLE 13: PARK FACILITY NEEDS FROM NEW DEVELOPMENT ACTIVITY, 2023-2030

Year	Population	Total Park Acres to Maintain Proposed LOS	Costs
2023	17,253	36.07	\$12,278,000
2024	17,770	37.09	\$12,646,340
2025	18,303	38.14	\$13,025,730
2026	18,852	39.21	\$13,416,502
2027	19,418	40.32	\$13,818,997
2028	20,000	41.46	\$14,233,567
2029	20,600	42.63	\$14,660,574
2030	21,218	43.83	\$15,100,391
Growth 2023-2030	3,966	8.06	\$2,822,391

Open Space

In order to maintain current service levels, the City will need to invest over \$275,000 in open space by 2030.

TABLE 14: OPEN SPACE NEEDS FROM NEW DEVELOPMENT ACTIVITY, 2023-2030

Year	Population	Total Open Space Acres to Maintain Proposed LOS	Costs
2023	17,253	120.00	\$1,200,000
2024	17,770	123.60	\$1,236,000
2025	18,303	127.31	\$1,273,080
2026	18,852	131.13	\$1,311,272
2027	19,418	135.06	\$1,350,611
2028	20,000	139.11	\$1,391,129
2029	20,600	143.29	\$1,432,863
2030	21,218	147.58	\$1,475,849
Growth 2023-2030	3,966	27.58	\$275,849

Park Improvements

In order to maintain current service levels, the City will need to invest nearly \$3.1 million in park improvements by 2030.

TABLE 15: PARK IMPROVEMENT NEEDS FROM NEW DEVELOPMENT ACTIVITY, 2023-2030

Year	Population	Total Acres with Improvements to Maintain Proposed LOS	Costs
2023	17,253	154.79	\$13,405,203
2024	17,770	159.43	\$13,807,359
2025	18,303	164.22	\$14,221,579
2026	18,852	169.14	\$14,648,227
2027	19,418	174.22	\$15,087,674
2028	20,000	179.44	\$15,540,304
2029	20,600	184.83	\$16,006,513
2030	21,218	190.37	\$16,486,708
Growth 2023-2030	3,966	35.58	\$3,081,506

Trails

In order to maintain current service levels, the City will need to invest an estimated \$851,377 in trail facilities by 2030, including asphalt and concrete trails.

TABLE 16: TRAIL FACILITY NEEDS FROM NEW DEVELOPMENT ACTIVITY, 2022-2030

Year	Population	Asphalt LF to Maintain LOS	Concrete LF to Maintain LOS	Asphalt Costs	Concrete Costs	TOTAL Trail Costs
2023	17,253	25,872	4,279	\$3,104,640	\$599,032	\$3,703,672
2024	17,770	26,648	4,407	\$3,197,779	\$617,003	\$3,814,782

Year	Population	Asphalt LF to Maintain LOS	Concrete LF to Maintain LOS	Asphalt Costs	Concrete Costs	TOTAL Trail Costs
2025	18,303	27,448	4,539	\$3,293,713	\$635,513	\$3,929,226
2026	18,852	28,271	4,676	\$3,392,524	\$654,578	\$4,047,102
2027	19,418	29,119	4,816	\$3,494,300	\$674,216	\$4,168,515
2028	20,000	29,993	4,960	\$3,599,129	\$694,442	\$4,293,571
2029	20,600	30,893	5,109	\$3,707,103	\$715,276	\$4,422,378
2030	21,218	31,819	5,262	\$3,818,316	\$736,734	\$4,555,049
Increase, 2023-2030	3,966	5,947	984	\$713,676	\$137,702	\$851,377

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 and trails facilities. 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 donated 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 donated 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 parks and trails facilities. While the City could issue bonds in the future in order to fund parks 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.

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 for parks and trails. It is most likely that, if net revenues should be generated, they will be used to increase service levels and not to offset the capital costs associated with new development.

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; or
 - 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;

3. Complies in each and every relevant respect with the Impact Fees Act.