



Certification

Salem City Parks and Recreation Impact Fee Analysis and Facilities Plan

I certify that the attached Impact Fee Analysis and Impact Fee Facilities Plan:

1. Includes only the cost 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 of 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. Offsets costs with grants or other alternate sources of payment; and
4. Complies in each and every relevant respect with the Impact Fees Act



Joseph N. Santos, P.E./S.E.
Rimrock Engineering and Development, LLC



Parks and Recreation

Impact Fee Analysis and Facilities Plan

Update adopted September 2023

Salem City

Prepared by:

Rimrock Engineering and Development, LLC

TABLE OF CONTENTS

Impact Fee Certification	1
Chapter 1 – Introduction	3
Chapter 2 – Parks and Recreation Impact Fee Facilities Plan	4
2.1 Level of Service (LOS)	4
2.2 Future Facilities	6
2.3 Facilities Plan	6
Chapter 3 – Impact Fee Analysis	7
3.1 Parks and Recreation Impact Fee Analysis	7
3.2 Parks and Recreation Impact Fee	9
APPENDIX A	A
APPENDIX B	B
References	



CHAPTER 1 – INTRODUCTION

Salem City is located in southern Utah County and is a small residential community of approximately 9,298 residents according to the latest Census report conducted in 2020 (Census 2020). It is estimated that the current population in Salem City in 2023 will be 10,459 residents (assuming 4% growth from 2020 census, see 1.1). Incorporated as a town in 1886, and founded in 1920, Salem City has grown into a full-service community, providing water, sewer, pressurized irrigation, electricity, police, fire, cemetery, streets, and parks and recreation services. Residential developments have continued to grow in Salem City, with approximately 2,156 single-family residential homes in the City (Census 2020). Along with residential, commercial development has continued to grow as the population increases, with approximately 500 entities conducting business within City limits (Census 2019).

Utah has experienced more growth from 2010 to 2020 than any other state in the country. Utah's population over that time frame has grown by 18.4%, which is the fastest rate in the nation. (Census 2020). Like many cities around the state, this rapid growth has led to estimates of a projected population of approximately 17,415 people by 2036. Under current zoning, it is assumed that Salem City will grow at a 4% annual growth rate, which projects the current buildout population to be around 76,000 residents. Assuming this growth rate, the City is actively engaged in planning for the future. This forecasted growth will result in a dramatically increased demand placed on the City's growing infrastructure. Laying the proper groundwork and foundation as Salem City grows will facilitate this future development and growth.

The purpose of this study is to comply with Utah Code Ann. Title 11 Chapter 36a "Impact Fee Act". The previous evaluation was completed by Salem City in January 2020 and had a maximum allowable impact fee of \$4,918.83 per new ERU (equivalent residential unit).

As will be shown in the following study, the maximum allowable impact fee is **\$5,438.69**.

This study is divided into two parts, presented in the following chapters:

- Chapter 2: Parks and Recreation Impact Fee Facilities Plan
- Chapter 3: Parks and Recreation Impact Fee Analysis

Additional support information for these two purposes will be included as necessary to assist in the recommendation of an updated Parks and Recreation Impact Fee that will help to fund current and future infrastructure needed to support growth and maintain level of service.



Figure 1 – Welcome to Salem

1.1 Population Projections and Growth Patterns

In April 2017, Salem City contracted with Forsgren Associates to complete a capital facilities plan for the City. Following the growth trend typical in the Western United States, Salem City has experienced tremendous growth, particularly in the 1980's and 2000's, which saw population increases of 106.6% and 91%. It is expected that this growth to continue as Utah continues to strengthen its economy, with relatively low crime rates and an excellent quality of life. (Fosgren 2017).

To assist in the preparation of this study, demographic information from that analysis will be used as a basis for the Impact Fee Analysis. The following table summarizes the expected population growth between 2023 and 2043 based on a 2020 population of 9,298 residents (Census 2020). These estimates are obtained by assuming a growth rate of 4% per year.

Table 1: Salem City Estimated Growth Rate

Salem City Estimated Growth Rate			
Year	Population	Growth Rate	Annual Increase
2023	10,459	4%	418
2024	10,877	4%	435
2025	11,312	4%	452
2026	11,765	4%	471
2027	12,236	4%	489
2028	12,725	4%	509
2029	13,234	4%	529
2030	13,763	4%	551
2031	14,314	4%	573
2032	14,886	4%	595
2033	15,482	4%	619
2034	16,101	4%	644
2035	16,745	4%	670
2036	17,415	4%	697
2037	18,112	4%	724
2038	18,836	4%	753
2039	19,590	4%	784
2040	20,373	4%	815
2041	21,188	4%	848
2042	22,036	4%	881
2043	22,917	4%	917

CHAPTER 2 – PARKS AND RECREATION IMPACT FEE FACILITIES PLAN

Salem City has prioritized a goal to maintain a high quality of life and health to the community through their parks and recreation facilities, and its employees work hard to maintain these goals. These facilities provide many benefits to the residents, such as improved mental and physical health, along with stress reduction, while at the same time providing resource conservation, improved air quality, flood water storage, beautification, and increased property value. In order to maintain this quality of life, the City must increase the number of parks, trails and recreation facilities as the population grows.



Figure 2 – Salem Pond

2.1 Existing Parks Level of Service (LOS)

Currently, Salem has an estimated population of 10,459 residents and is serviced by parks and recreation facilities covering approximately 119.75 acres. These facilities include the beautiful Salem pond pictured above. This park boasts a wetland informational trail system, fishing, biking, kayaking, stand up paddle boarding, playgrounds, walking trails and much more. Other facilities include the Loafer View Recreation Complex with baseball diamonds, soccer fields and playgrounds, or the Rodeo Ground, home to the Salem Days Rodeo and Tractor Pull. Salem City boasts a diverse selection of recreational facilities that offer residents and non-residents alike an assortment of walking trails, pickleball courts, playgrounds, and even regattas.

At the end of 2022, the City's current facilities provide approximately 11.45 acres of parks and recreation facilities per 1,000 residents. The table below and the map in Appendix A illustrate park and recreation facility locations and acreages. The National Parks and Recreation Association has suggested that a recommended minimum LOS should be between 5 and 10. Salem is currently above the recommended minimum range with an existing LOS of 11.45. The following table outlines Salem City's existing park facilities.



Figure 3 – Cardboard Box Regatta at Salem Pond

Table 2: Salem City Existing Park Facilities

Salem City Existing Park Facilities Jan-23	
Park/ Facility	Size (acres)
Downtown Ball Field (100 E Center)	4.90
Heritage Park	1.27
Fair Grounds	8.00
Loafer View Recreation Complex	15.90
Knoll Park (excluding Salem Pond)	9.31
Salem Pond	17.32
Dreamview Park	1.36
Rodeo Grounds	7.20
Salem Wetland Park	37.96
Cemetery Park	7.93
Cole Park (600 S 300 W)	6.60
Salem Park Reflection Pond Phase I	2.00
Total Park Acreage	119.75
Current Estimated Population	10459
Park Acreage Per 1000 Residents	11.45

2.2 Future Facilities

This study analyzes the 20-year planning period from 2023 to 2043. As Salem City's population increases from approximately 10,459 to an estimated 22,917 in 2043, an additional 124.58 acres of new parks and recreational facilities will need to be constructed to maintain a minimum LOS of 10.0, thus meeting the LOS suggested by the National Parks and Recreation Association. Salem City has chosen to maintain a LOS above 10.0. As such, the City will need to provide a minimum of 125.58 acres of new parks and recreation facilities over the next 20 years. The tables below outline the LOS calculations for both maintaining the current LOS and meeting the minimum LOS.

Table 3: Maintaining the Existing LOS

Year	Population	Acres of Parks	L.O.S.
2023	10,459	119.77	11.45
2043	22,917	262.43	11.45
Acreage of Parks Needed		142.7	

Meeting the Minimum LOS

Year	Population	Acres of Parks	L.O.S.
2023	10,459	104.59	10.0
2043	22,917	229.17	10.0
Acreage of Parks Needed		124.58	

2.3 Facilities Plan

To ensure that Salem City stays above the LOS of 10.0 and to utilize the impact fees within the allotted and required time frame, the following table 4, illustrates a recommended Parks and Recreation Facilities Plan over this next 20-year planning period. Salem City prides itself on the parks and facilities currently in service and planned in the short-term future. The City intends to maintain its LOS above the recommended minimum by the National Parks and Recreation Association. With a current LOS of 11.45, Salem City has the ability to reduce its LOS and still be in compliance with recommendations and national guidance should unforeseen situations arise.

Salem City and its offerings of parks and recreation is well suited to foster and encourage development, as impact fees are kept lower than in surrounding areas. As shown in table 3 above, Salem City would need 142.70 acres of new parks over the next 20 years to maintain its LOS of 11.45. With current short and long-term projects looking to add over 100 acres of facilities, the City is well on its way.



Figure 4 – Wetland Park Playground with Walking Trails

The currently proposed Parks and Recreation projects would increase the City's parks by 44 acres in the short term, and 64 acres in the long term. The total proposed acreage addition of both short and long-term projects is 109 acres, which would give the Salem City a LOS of 9.98 in the year 2043. The City will need to add additional park facilities to meet the minimum LOS in 2043.

Short-term projects include the Salem Pond Reflection Park Phase 2 which will add 2 acres of parks, the Loafer Park Addition, which will add an additional 26 acres of parks, and the new soccer fields facility which will add 16 acres.

Long-term projects include the Patterson Park, which will add 1 acre of parks, and the larger Arrowhead Park which will add an impressive 64 acres of park and recreation facilities to Salem City. At the time of this study, Arrowhead Park is being planned and forecasted to come online sometime in the next 5-to-10-year period which will coincide with the short-term projects of the improvements of the Loafer Park Addition and the Loafer Soccer Fields. It is not the City's intent to have all three parks constructed at the same time and intends to maintain the current LOS of 11.45 through a planned approach of the construction of improvements to the parks or portions of the parks.

The years given are an approximation of when the facilities should/could be built. As noted by the *asterisk, the Arrowhead Park is tied directly to a development agreement with the City. Per that agreement, a maximum of 156 units may be constructed per phase of the park. Such rapid development and subsequent population increase may exceed the anticipated 4% growth rate. Please see table 4.0 on the following page.

Table 4: Short- and Long-Term Conceptual Projects

Short Term Project	Total Acreage	Budgetary Cost	Year
Impact Fee Update	0	\$15,000	2023
Salem Pond Reflection Park Ph. 2	2	\$880,000	2025
Loafer Park Addition***	26	\$4,081,549	2025
Loafer Soccer Fields***	16	\$3,300,000	2025
Sub-total		\$8,276,549	
Long Term Projects			
Patterson Park**	1	\$549,311	2026
Arrowhead Park Phase 1*	64	\$843,634	2023-2030*
Arrowhead Park Phase 2*		\$1,182,093	2023-2030*
Arrowhead Park Phase 3*		\$843,634	2023-2030*
Arrowhead Park Phase 4*		\$1,182,093	2023-2030*
Arrowhead Park Phase 5 Improvements*		\$843,634	2023-2030*
Arrowhead Park Phase 6 Improvements*		\$1,182,093	2023-2030*
Arrowhead Park Phase 7 Improvements*		\$843,634	2023-2030*
Arrowhead Park Phase 8 Improvements*		\$1,182,093	2023-2030*
Arrowhead Park Phase 9 Improvements*			2023-2030*
Sub-total		\$8,652,219	
Total	109	\$16,928,768	

*Arrowhead Park is phased per Development Agreement (156 Units per Phase), due to phasing, park acreage shown in one lump sum.

**Budgetary cost estimates are included in the Appendix

***City has already purchased land, this cost to include amortized costs

2.4 Trails

At the time of this study, Salem City currently maintains a trail system of approximately 5.62 miles. This system consists of mainly paved walking surfaces, with some hardpack trails. Current planning and zoning measures in conjunction with the general plan and vision for Salem City is to have an impressive network of interconnected trail systems throughout the City. As this endeavor has commenced in recent years, the current system lacks connectivity. Planned and future projects will seek to interconnect the system, while growing in size and reach.

With the current trail system made up of approximately 5.62 miles of trails, Salem City offers 0.54 miles of trail facilities per 1,000 residents. The map in Appendix A illustrates the locations of Salem's trails. Salem City would like to have a minimum LOS between 0.75 and 1.0. Salem is currently below the desired minimum range with an existing LOS of 0.54. The following table outlines Salem City's maintenance and minimum trail level of services over the next 20 years.

Table 5: Maintaining the Existing Trails LOS

Year	Population	Miles of Trails	L.O.S.
2023	10,459	5.62	0.54
2043	22,917	12.38	0.54
Acreage of Parks Needed		6.76	

Meeting the Minimum LOS

Year	Population	Miles of Trails	L.O.S.
2023	10,459	5.65	0.54
2043	22,917	17.19	0.75
Acreage of Parks Needed		11.54	

CHAPTER 3 – IMPACT FEE ANALYSIS

As provided by Utah State Law, impact fees provide communities with a legal means to obtain funds from new developments to finance the construction of infrastructure improvements that are needed to serve new growth. Impact fees are assessed for many types of infrastructure and facilities that are provided by a community, such as new parks and recreational facilities. State law requires that impact fees be spent within the next six-year window. Throughout this study, existing conditions have been analyzed as well as future needs due to development and growth. This section defines the financial impact that new development will have on Salem City in the next 6 years. It also recommends impact fees for parks and recreation that will be required to pay off existing debt incurred by providing infrastructure for future developments and to maintain existing levels of service throughout the City. It does not consider existing deficiencies in the system. Existing debt is shown as actual cost data. Project cost estimates are included in the appendix.

3.1 Parks and Recreation Impact Fee Analysis

In Chapter 2, a concept plan is outlined for Salem City to maintain the existing level of service for parks, recreation and trail facilities throughout the City for the next 20 years. Based upon the growth projections, the City will need to construct new facilities in the next 6 years to maintain its LOS. The table on the following page shows the estimated cost of each short-term improvement and when each improvement is planned. All projects on the proposed Impact Fee Facilities Plan are considered to be 100% impact fee eligible.



Figure 5 – Salem Pond Wetland Information Trail System



**RIMROCK
ENGINEERING &
DEVELOPMENT**

Salem City Impact Fee Facilities Plan and Analysis													
							Jan-23						
							Impact Fee Projects						
							Existing Debt	Impact Fee Update	Salem Pond Reflection Park Ph. 2	Loafer Park Addition***	Loafer Soccer Fields***	Patterson Park**	Arrowhead Park
Year	Population	Required Acres For Minimum LOS	Actual LOS	ERU's (3.2 per Household)	Acres Added	Current Acreage							
							\$ 60,548.75	\$15,000.00	\$880,000.00	\$4,081,549.00	\$3,300,000.00	\$549,311.40	\$8,102,908.00
2023	10,459	120	11.5	3268		119.77	\$ 60,548.75	\$ 15,000.00					
2024	10,877	120	11.0	3399		119.77							
2025	11,312	148	13.1	3535	28	147.77			\$880,000.00	\$4,081,549.00			
2026	11,765	164	13.9	3677	16	163.77				\$3,300,000.00			
2027	12,236	164	13.4	3824		163.77							
2028	12,725	164	12.9	3977		163.77							
2029	13,234	165	12.5	4136	1	164.77						\$549,311.40	
2030	13,763	229	16.6	4301	64	228.77							
2031	14,314	229	16.0	4473		228.77							
2032	14,886	229	15.4	4652		228.77						*	\$8,102,908.00
2033	15,482	229	14.8	4838		228.77							
2034	16,101	229	14.2	5032		228.77							
2035	16,745	229	13.7	5233		228.77							
2036	17,415	229	13.1	5442		228.77							
2037	18,112	229	12.6	5660		228.77							
2038	18,836	229	12.1	5886		228.77							
2039	19,590	229	11.7	6122		228.77							
2040	20,373	229	11.2	6367		228.77							
2041	21,188	229	10.8	6621		228.77							
2042	22,036	229	10.4	6886		228.77							
2043	22,917	229	10.0	7162		228.77							
Total Added					109	Sub-Totals	\$ 60,548.75	\$ 15,000.00	\$ 880,000.00	\$ 4,081,549.00	\$ 3,300,000.00	\$ 549,311.40	\$ 7,366,280.00
*Arrowhead Park is phased per Development Agreement (156 Units per Phase), due to phasing, park shown in one lump sum.													
**Budgetary cost estimates are included in the Appendix													
***City has already purchased land, this cost to include amortized costs													

3.2 Parks and Recreation Impact Fee Calculation

For ease of reference of the information used to calculate the maximum allowable impact fee, the following table 7 has been prepared to show what may be charged to new residential units. The improvements have been spread over an estimated useful life based on the time that new parks are required or over a standard financing period.

Table 7: Salem City Impact Fee Calculation

Short Term Project	Total Acreage	Budgetary Cost	Year	ERU Increase during Useful Life	Useful Life (Yrs)	Impact Fee (ERU increase during Useful Life/Budgetary Cost)
Existing Debt	0	\$ 60,549	2023	408	5	\$ 148.36
Impact Fee Update	0	\$ 15,000	2023	555	5	\$ 27.02
Salem Pond Reflection Park Ph. 2	2	\$ 880,000	2025	1,570	10	\$ 560.64
Loafer Park Addition***	26	\$ 4,081,549	2025	1,570	10	\$ 2,600.30
Loafer Soccer Fields***	16	\$ 3,300,000	2025	1,570	10	\$ 2,102.38
Sub-total		\$ 8,337,098				\$ 5,438.69

***City has already purchased land, this cost to include amortized costs, projects may be replaced by Arrowhead Park, see below.

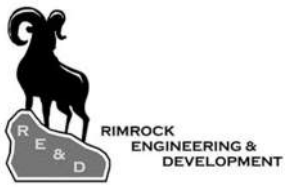
Salem City is committed to providing quality parks and recreation facilities to its residents and maintain the LOS of its parks at 11.45 and trails at 0.54. At the time of this study, a project known as Arrowhead Park is being planned and forecasted to come online sometime in the next 5-to-10-year period which coincides with the projected time frame of the improvements of the Loafer Park Addition and the Loafer Soccer Fields. It is not the City's intent to have all three parks constructed at the same time and intends to maintain the LOS of 11.45 and 0.54 through a planned approach of the construction of improvements to the parks or portions of the parks as impact fees are collected. This has been denoted in Table 7 above with a triple asterisk (***)

The maximum allowable impact fee is **\$5,438.69** per new residential ERU (Equivalent Residential Unit). This equates to a \$519.86 increase from the Impact Fee calculated in the 2020 Impact Fee study of \$4,918.83.

In order to maintain an approved LOS, it is recommended that a Parks and Recreation Impact Fee in the amount of **\$5,438.69** be adopted for all new residential units or residential equivalents. It is recommended that no Parks and Recreation Impact Fee be imposed on non-residential growth.



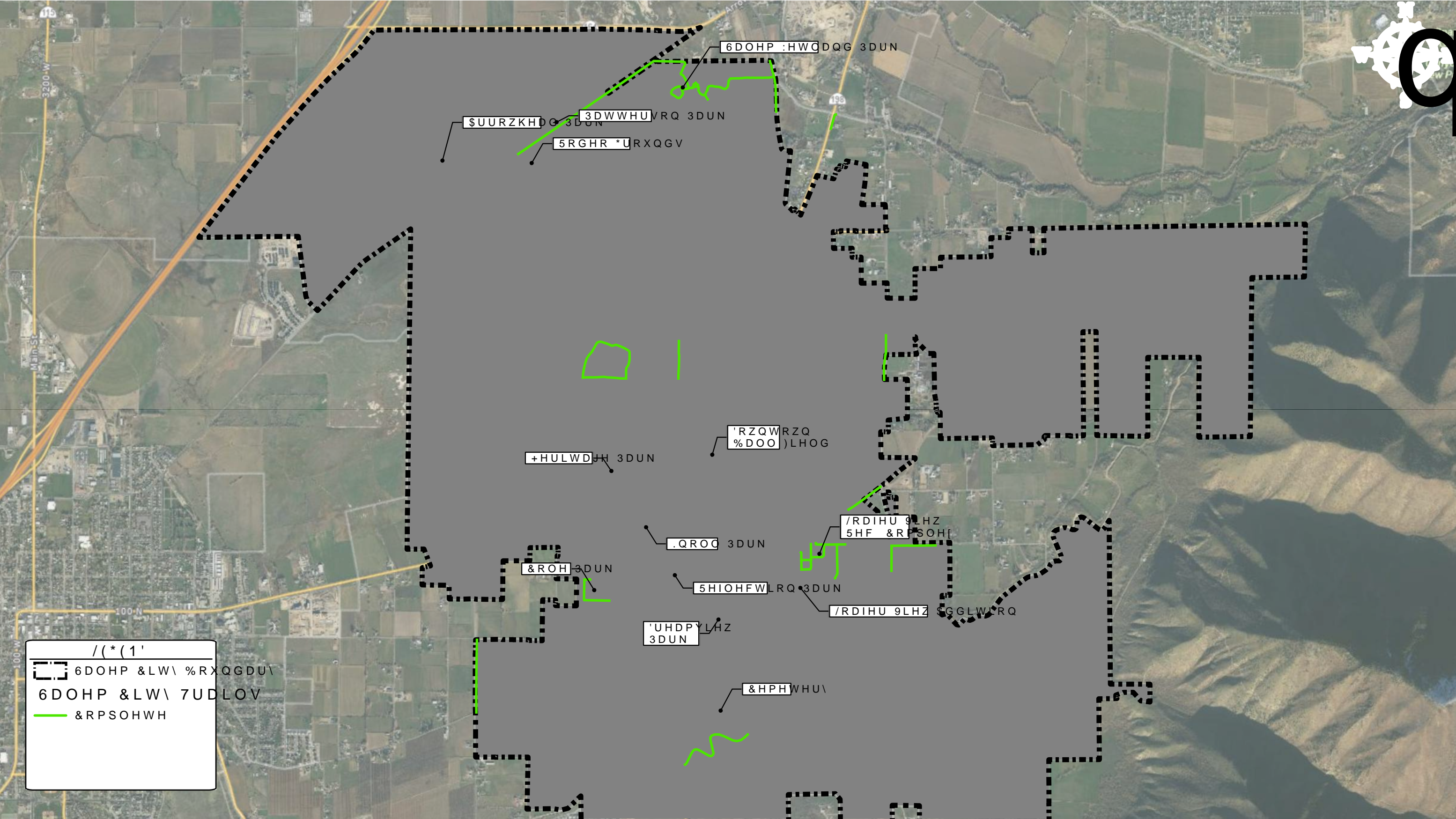
Figure 6 – Residents Enjoying a Day on the Pond



Appendix A

Map





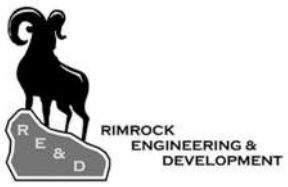
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Appendix B

Project Estimates

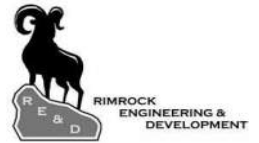


ENGINEER'S ESTIMATE
OF ANTICIPATED CONSTRUCTION COSTS
LOAFER PARK ADDITION
for Salem, Utah



ITEM	DESCRIPTION	QUANTITY	UNIT	UNIT PRICE	AMOUNT
Loafer View Addition					
1	Land Purchase	20	ea	\$ 60,500.00	\$ 1,100,000.00
2	Excavation	35,000	cy	\$ 6.60	\$ 231,000.00
3	Landscaping	1	ls	\$ 55,000.00	\$ 55,000.00
4	Sod	860,000	sf	\$ 0.33	\$ 283,800.00
5	Sprinkling System	1	ls	\$ 330,000.00	\$ 330,000.00
6	Parking Lot	12,000	sf	\$ 5.50	\$ 66,000.00
7	Restrooms	2	ls	\$ 82,500.00	\$ 165,000.00
8	Playground	2	ls	\$ 5,500.00	\$ 11,000.00
9	Storm Drainage	1	ls	\$ 82,500.00	\$ 82,500.00
Pavilion					
1	Excavation	8,400	cy	\$ 4.40	\$ 36,960.00
2	Landscaping	1	ls	\$ 5,500.00	\$ 5,500.00
3	Sod	3,400	sf	\$ 0.33	\$ 1,122.00
4	Sprinkling System	1	ls	\$ 11,000.00	\$ 11,000.00
5	Restrooms	1	ls	\$ 27,500.00	\$ 27,500.00
6	Storm Drainage	1	ls	\$ 5,500.00	\$ 5,500.00
7	Pavilion	1	ls	\$ 55,000.00	\$ 55,000.00
Pickle Ball Park					
1	Land Purchase	5	ea	\$ 60,500.00	\$ 302,500.00
2	Excavation	9,000	cy	\$ 6.60	\$ 59,400.00
3	Landscaping	1	ls	\$ 27,500.00	\$ 27,500.00
4	Sod	215,000	sf	\$ 0.33	\$ 70,950.00
5	Sprinkling System	1	ls	\$ 99,000.00	\$ 99,000.00
6	Parking Lot	3,000	sf	\$ 5.50	\$ 16,500.00
7	Restrooms	1	ls	\$ 82,500.00	\$ 82,500.00
8	Batting Cages	1	ls	\$ 5,500.00	\$ 5,500.00
9	Playground	1	ls	\$ 5,500.00	\$ 5,500.00
10	Storm Drainage	1	ls	\$ 22,000.00	\$ 22,000.00
Construction Costs Subtotal					\$ 3,158,232.00
Engineering & Construction Management			15%		\$ 473,734.80
City Survey			1%		\$ 31,582.32
City Electrical			1	\$ 418,000.00	\$ 418,000.00
Estimated Construction Costs					\$ 4,081,549

ENGINEER'S ESTIMATE
OF ANTICIPATED CONSTRUCTION COSTS
PATTERSON PARK
for Salem, Utah



ITEM	DESCRIPTION	QUANTITY	UNIT	UNIT PRICE	AMOUNT
1	Bid Bond & Performance Bond	1	ea	\$ 16,500	\$ 16,500.00
2	Mobilization	1	ea	\$ 6,600	\$ 6,600.00
3	Clearing & Grubbing	1	ea	\$ 11,000	\$ 11,000.00
4	Rough Grading	1	ea	\$ 5,500	\$ 5,500.00
5	Finish Grading	1	ea	\$ 8,250	\$ 8,250.00
6	Saw Cut Existing Asphalt	102	ea	\$ 11	\$ 1,125.00
7	3" Asphalt Paving	10060	sf	\$ 3	\$ 27,996.98
8	6" Base Course	10060	sf	\$ 4	\$ 39,173.64
9	12" A-1-a Subbase	10060	sf	\$ 2	\$ 19,365.50
10	Sprinkler Irrigation System	1	ea	\$ 9,350	\$ 9,350.00
11	Concrete Sidewalks	8917	sf	\$ 6	\$ 49,041.67
12	Pavers	1621	sf	\$ 17	\$ 26,750.00
13	Pavilion	1	ea	\$ 44,000	\$ 44,000.00
14	Benches	6	ea	\$ 2,420	\$ 14,520.00
15	Picnic Tables	10	ea	\$ 1,650	\$ 16,500.00
16	Sod	15910	sf	\$ 1	\$ 13,126.13
17	Trees	25	ea	\$ 495	\$ 12,375.00
18	Shrubs	85	ea	\$ 55	\$ 4,675.00
19	Perennials	50	ea	\$ 17	\$ 825.00
20	Electrical	1	ea	\$ 8,250	\$ 8,250.00
21	Signs	8	ea	\$ 1,650	\$ 13,200.00
22	Parking Lot Striping	1	ea	\$ 5,500	\$ 5,500.00
23	Fencing	800	lf	\$ 61	\$ 48,400.00
24	Water Utilities	1	ea	\$ 13,200	\$ 13,200.00
25	Storm Drain System	1	ea	\$ 9,350	\$ 9,350.00
26	Curb and Gutter	1200	lf	\$ 28	\$ 33,000.00
27	SWPPP	1	ea	\$ 16,500	\$ 16,500.00
28	Park Entry Sign	1	ea	\$ 8,800	\$ 8,800.00
29	Soccer Field	1	ea	\$ 16,500	\$ 16,500.00
Construction Costs Subtotal					\$ 499,373.91
	Contingency		10%		\$ 49,937.39
Estimated Construction Costs					\$ 549,311



References:

Fosgren Associates, Inc. Salem City Wastewater Impact Fee Facilities Plan and Analysis. April 2017.
https://media.rainpos.com/1443/sewer_impact_fee_study_april_2017.pdf

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