



## **Lindon City**

# **DRAFT Parks, Trails and Recreation Impact Fee Facilities Plan**



July 21, 2020

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## Summary

### Background

Lindon City (“City”) completed a Parks, Trails and Recreation Master Plan in April 2020. The Master Plan, along with input from the City, forms the basis for this Impact Fee Facilities Plan (IFFP) for Parks, Trails and Recreation.

The 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, 2019-2029

Year	Population
2019	11,353
2020	11,512
2021	11,673
2022	11,836
2023	12,002
2024	12,170
2025	12,340
2026	12,513
2027	12,688
2028	12,866
2029	13,046

Source: Lindon 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 (2019) levels of service in the City for both parks and trails.<sup>1</sup> 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)	4.26	4.26	0

<sup>1</sup> The IFFP shows a different service level than the Master Plan. This difference occurs for two reasons: 1) the IFFP cannot include project improvements (i.e., neighborhood parks), which are included in the level of service in the Master Plan; and 2) the IFFP does not include donated or gifted facilities for the purpose of establishing the impact-fee eligible level of service.

	Existing	Proposed (Minimum)	Excess Capacity
Trail miles (trail miles per 1,000 population)	0.33	0.33	0
*The standard is 0.25 trail miles per 1,000 persons for 10' trails and 0.09 trail miles per 1,000 persons for 8' trails.			

The City intends to at least maintain existing service levels for both parks and trails.

The Aquatic Center currently serves 11,353 residents and has capacity to serve 17,000. Therefore, the Aquatic Center has excess capacity.

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 Lindon, 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**

Summary Table	Parks	Trails 10'	Trails 8'
Acres/Trail Miles per 1000 Population in 2019	4.26	0.25	0.09
Acres/Trail Miles per 1000 Population in 2029	3.71	0.21	0.08
Cost per Capita Investment in 2019	\$1,393.76	\$182.31	\$55.81
Cost per Capita Investment in 2029	\$1,212.89	\$158.65	\$48.57

The Aquatic Center has capacity to serve 17,000 persons. At the present time, it is serving 11,353 persons, representing 67 percent of total capacity. By 2029, the Aquatic Center will serve 13,046 persons, representing 77 percent of total capacity; therefore, 10 percent of the excess capacity will be consumed by new development between 2019 and 2029.

### 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 \$2,762,771.14, as stated in 2020 dollars.

**TABLE 4: NEW FACILITIES NEEDED TO MEET THE DEMANDS OF NEW GROWTH, 2019-2029**

Description	Amount
Parks	\$2,359,636.42
Trails	\$403,134.72
<b>Total</b>	<b>\$2,762,771.14</b>

## Consideration of Revenue Sources to Finance Impacts on System Improvements

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### *Utah Code 11-36a-302(2)*

This Impact Fee Facilities Plan includes a thorough discussion of all potential revenues 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

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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*

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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*

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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, 2019-2029

Year	Population	Population Growth
2019	11,353	
2020	11,512	159
2021	11,673	161
2022	11,836	163
2023	12,002	166
2024	12,170	168
2025	12,340	170
2026	12,513	173
2027	12,688	175
2028	12,866	178
2029	13,046	180
<b>TOTAL</b>		<b>1,693</b>

Source: Lindon City

Population projections are for 1,693 new residents between 2019 and 2029.

### 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 6: SYSTEM PARKS

Summary	Size (Acres)
Meadows	4.16
Pheasant Brook	9.78
Creekside	1.88
Lindon City Center	11.3
Fryer Park	4
Hollow Park	4.46
Pioneer Park	5.3
Hillside Park*	
Geneva Resort	7.5
<b>TOTAL</b>	<b>48.38</b>

\*Hillside Park is listed as a community park in the City's Parks, Recreation and Trails Master Plan but is not included in the calculation of impact fees.

The existing level of service for parks then, for the purpose of calculating impact fees, is 4.26 acres per 1,000 residents, calculated by dividing the 48.38 eligible park acres by the 2019 population of 11,353 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 7: SYSTEM PARK LAND AND IMPROVEMENTS

	Units	Cost per Unit	Total Investment
Land (Acres)	48.38	\$201,435	\$9,745,421
Restrooms	6	\$150,000	\$900,000
Pavilions - Small	2	\$30,000	\$60,000
Pavilions - Medium	6	\$75,000	\$450,000
Pavilions - Large	3	\$150,000	\$450,000
Picnic Tables	99	\$1,000	\$99,000
Playgrounds	8	\$100,000	\$800,000
Exercise Equipment	0	\$9,000	\$0
Pickleball	6	\$50,000	\$300,000
Tennis	3	\$75,000	\$225,000
Basketball	0	\$20,000	\$0
Soccer Fields	7	\$500	\$3,500
Ball Diamonds	4	\$20,000	\$80,000
Sand Volleyball	0	\$25,000	\$0
Riding Arena	27,243	\$2.25	\$61,297
Asphalt Square Feet	46,635	\$5.00	\$233,175
Trail Feet (Lighted)	6,223	\$50.00	\$311,150
Mowed sf	1,052,410	\$2.00	\$2,104,819
<b>TOTAL</b>			<b>\$15,823,362.24</b>

With 48.38 existing park acres, the average cost for land and improvements is \$327,064.12 per acre. Land costs are based on the recent sale of 9.05 acres to Vineyard for a cost of \$1,822,986, or a cost of \$201,434.92 per acre.

### Trails

The City currently has 2.8 miles of 10' wide paved trails, or 14,784 linear trail feet. This results in an existing service level of 0.25 linear trail feet per capita, calculated by dividing the 2.8 miles by the 2019 population.

The City currently has 1 mile of 8' wide paved trails, or 5,280 linear trail feet. This results in an existing service level of 0.09 linear trail feet per capita, calculated by dividing the 1 mile by the 2019 population.

### Aquatic Center

The City has currently invested \$1,864,298 in the Aquatic Center, with \$8,891,925 remaining in bond payments through 2034. Therefore, only 17.3 percent of the Aquatic Center has been paid for to date, resulting in an investment of \$109.66 per capita when considering the capacity population.

## Proposed Service Levels

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### 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. This determination is based on the City's Parks and Trails Master Plan completed in January 2020.

The proposed service level for the Aquatic Center is to serve 17,000 residents.

### Identify Excess Capacity

The City has identified excess capacity in the Aquatic Center. The Aquatic Center has capacity to serve 17,000 persons. At the present time, it is serving 11,353 persons, representing 67 percent of total capacity. By 2029, the Aquatic Center will serve 13,046 persons, representing 77 percent of total capacity; therefore, 10 percent of the excess capacity will be consumed by new development between 2019 and 2029.

## Identify Demands Placed on Existing Public Facilities by New Development Activity at Proposed Level of Service and How Those Demands Will Be Met

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*Utah Code 11-36a-302(1)(a)(iv)(v)*

### Demand Placed on Facilities by New Development Activity

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#### Park Land and Park Improvements

Existing park service levels will decline, due to new development activity, from the existing service level of 4.26 acres per 1,000 persons to 3.71 acres per 1,000 residents, over the next 10 years, if no improvements are made.

**Table 8: Park Land and Improvement Service Level Impacts from New Development Activity, 2019-2029**

Year	Population	Population Growth	Unit Service Levels per 1000 Persons if No New Facilities
2019	11,353		4.26
2020	11,512	159	4.20
2021	11,673	161	4.14



Year	Population	Population Growth	Unit Service Levels per 1000 Persons if No New Facilities
2022	11,836	163	4.09
2023	12,002	166	4.03
2024	12,170	168	3.98
2025	12,340	170	3.92
2026	12,513	173	3.87
2027	12,688	175	3.81
2028	12,866	178	3.76
2029	13,046	180	3.71

### Trails

The existing level of service of 0.25 linear trail miles (10' wide trails) per capita will decline to 0.21 linear trail miles per capita, over the next 10 years, if no new improvements are made.

**Table 9: 10' Trail Service Level Impacts from New Development Activity, 2019-2029**

Year	Population	Population Growth	Unit Service Levels per 1000 Persons if No New Facilities
2019	11,353		0.247
2020	11,512	159	0.243
2021	11,673	161	0.240
2022	11,836	163	0.237
2023	12,002	166	0.233
2024	12,170	168	0.230
2025	12,340	170	0.227
2026	12,513	173	0.224
2027	12,688	175	0.221
2028	12,866	178	0.218
2029	13,046	180	0.215

The existing level of service of 0.09 linear trail miles (8' wide trails) per capita will decline to 0.08 linear trail miles per capita, over the next 10 years, if no new improvements are made.

**Table 10: 8' Trail Service Level Impacts from New Development Activity, 2019-2029**

Year	Population	Population Growth	Unit Service Levels per 1000 Persons if No New Facilities
2019	11,353		0.09
2020	11,512	159	0.09
2021	11,673	161	0.09
2022	11,836	163	0.08
2023	12,002	166	0.08
2024	12,170	168	0.08
2025	12,340	170	0.08
2026	12,513	173	0.08
2027	12,688	175	0.08
2028	12,866	178	0.08
2029	13,046	180	0.08

### Aquatic Center

The Aquatic Center has capacity to serve 17,000 persons. At the present time, it is serving 11,353 persons, representing 67 percent of total capacity. By 2029, the Aquatic Center will serve 13,046 persons, representing 77 percent of total capacity; therefore, 10 percent of the excess capacity will be consumed by new development between 2019 and 2029.

### 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 11: Cost of New Park Construction Due to New Growth, 2019-2029**

Year	Additional Park (Acres) Needed	Additional Investment Needed
2019		\$0
2020	0.68	\$221,608
2021	0.69	\$224,395
2022	0.69	\$227,183
2023	0.71	\$231,364
2024	0.72	\$234,152
2025	0.72	\$236,939
2026	0.74	\$241,121
2027	0.75	\$243,908
2028	0.76	\$248,089
2029	0.77	\$250,877
<b>TOTAL</b>	<b>7.21</b>	<b>\$2,359,636</b>

**Table 12: Cost of New 10' Trail Construction Due to New Growth, 2019-2029**

Year	Additional Trail Miles Needed	Additional Investment Needed
2019	-	\$0.00
2020	0.04	\$28,987.21
2021	0.04	\$29,351.83
2022	0.04	\$29,716.45
2023	0.04	\$30,263.38
2024	0.04	\$30,628.00
2025	0.04	\$30,992.62
2026	0.04	\$31,539.55
2027	0.04	\$31,904.17
2028	0.04	\$32,451.09
2029	0.04	\$32,815.71
<b>TOTAL</b>	<b>0.42</b>	<b>\$308,650.02</b>

**Table 13: Cost of New 8' Trail Construction Due to New Growth, 2019-2029**

Year	Additional Trail Miles Needed	Additional Investment Needed
2019	-	\$0.00

Year	Additional Trail Miles Needed	Additional Investment Needed
2020	0.01	\$8,873.64
2021	0.01	\$8,985.25
2022	0.01	\$9,096.87
2023	0.01	\$9,264.30
2024	0.01	\$9,375.92
2025	0.01	\$9,487.54
2026	0.02	\$9,654.96
2027	0.02	\$9,766.58
2028	0.02	\$9,934.01
2029	0.02	\$10,045.63
<b>TOTAL</b>	<b>0.15</b>	<b>\$94,484.70</b>

Total costs anticipated over the next 10 years, in order to maintain existing service levels given the projected growth in the City, is \$2,762,771.14.

**TABLE 14: SUMMARY OF NEW FACILITIES NEEDED TO MEET THE DEMANDS OF NEW GROWTH, 2019-2029**

Description	Amount
Parks	\$2,359,636.42
Trails	\$403,134.72
<b>Total</b>	<b>\$2,762,771.14</b>

The recently-completed 2020 Lindon City Parks, Trails and Recreation Master Plan provides detailed plans for improvements needed to maintain existing parks, recreation and trails service levels in the City (pp. 48-59). These plans include the following improvements for which impact fees could be utilized in order to meet the growing demands generated by new development.

- Equestrian center
- Improvements at the following parks:
  - Anderson Farms Park
  - Geneva Resort Park
  - Keeneland Park
  - Pheasant Brook Park Expansion
  - Lakeview Park
  - Hollow Park Expansion
  - Lindon Village
- Shade structures/trees
- Large all-abilities playgrounds
- All ages playground/exercise equipment
- Parking
- Signage
- Frisbee golf course
- Dog park
- Pickleball courts
- Wayfinding
- Pump tracks
- Fieldhouse
- Dry Canyon Trail Road

- Fieldhouse
- Running paths/park trails
- Improved trail connectivity
- ADA accessibility
- Trailhead enhancements
- Expansion of restrooms

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 has one outstanding bond for the Aquatic Center, Series 2008, refunded in 2015, with an expiration date of 2034. Credits on this bond must be made in connection with impact fees so that double payment does not occur.

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.

### PARC Sales Tax Fund

Lindon City has enacted a 0.10 percent Park, Arts, Recreation and Culture Tax. Use of these funds is controlled by statute, which provides, among other purposes, that these funds may be used to finance recreation facilities and ongoing associated operations. A portion of these funds have been used for this purpose in the past. It is the City's intent to use these funds to enhance existing service levels and not to offset the demands for capital facilities created by new development.

### 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

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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

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