

MINUTES OF THE WORK/STUDY MEETING OF THE SPRINGVILLE CITY COUNCIL HELD ON TUESDAY, MAY 10, 2022, AT 5:30 P.M. AT THE CIVIC CENTER, 110 SOUTH MAIN STREET, SPRINGVILLE, UTAH.

Presiding and Conducting: Mayor Matt Packard

Elected Officials in Attendance: Liz Crandall
Craig Jensen
Mike Snelson
Chris Sorensen

City Staff in Attendance: City Administrator Troy Fitzgerald, Assistant City Administrator/City Attorney John Penrod, Assistant City Administrator/Finance Director Bruce Riddle, City Recorder Kim Crane, Deputy Recorder Jennifer Grigg, Community Development Director Josh Yost, Public Works Director Brad Stapley, Facilities Superintendent Dave Ashton, Golf Pro Craig Norman, Police Chief Lance Haight, Library Director Dan Mickelson, Power Director Leon Fredrickson, Administration Director Patrick Monney, Parks and Recreation Director Stacey Child and Museum of Art Director Dr. Rita Wright.

CALL TO ORDER

Mayor Packard welcomed everyone and called the meeting to order at 5:33 p.m.

COUNCIL BUSINESS

1. Calendar

- May 17 - Work/Study Meeting 5:30 p.m., Regular Meeting 7:00 p.m.
- May 30 - Memorial Day Observed (City Offices Closed Monday)
- June 4-11 - Art City Days
- June 11 - Art City Days Grand Parade 10:00 a.m.

2. MAYOR, COUNCIL, AND ADMINISTRATIVE REPORTS

a) Presentation by the consultants for the *Parks, Recreation, and Trails Master Plan* to include the IFFP and IFA

Lisa Benson of Landmark Design started her presentation of the draft *Parks, Recreation, and Trails Master Plan* by noting her company partnered with Lewis, Young, Robertson & Burningham (LYRB) who is responsible for the *Impact Fee Facilities Plan and Impact Fee Analysis* part of this plan. She reviewed planning, core elements, and implementation. She said demographics show the 2020 population doubling by 2050. Springville is young with large families and more children under 14 than the national and state averages. She explained public involvement, the website, the public scope meetings, and the statistically valid survey (with almost 1300 responses) which indicated that 79% of the residents are satisfied with the current level of service (LOS). The survey found that 2/3rds of residents preferred small neighborhood parks to major regional parks indicating that the distribution of small parks throughout the community is important.

Lisa continued by explaining the plan reviews existing parks, trails, facilities, and open space including inventories of existing parks and amenities. The total acres of existing City parks of 180.4 is used with the 2020 population of 35,268 to calculate the existing level of service at 5.11 acres per 1000 residents. Distribution of park acreage is also important in the plan. There are park acreage distribution gaps in service in the new growth areas in the west. Attorney Penrod and Administrator Fitzgerald clarified that the planned Westfields Central Park is not included in the calculation of LOS because that acreage isn't City-owned yet. Lisa said Landmark Design recommends two larger community parks and three neighborhood parks to fill gaps on the west side of town to solve that distribution gap. She continued by explaining the plan recommends rounding 5.11 LOS down to 5.0 acres per 1000 residents as something to aim for in future development. With changing priorities as the community ages, the level of service recommendation will decline because older residents focus on trails instead of parks for children. Lisa emphasized that a master plan is a target to aim for and is not required. She explained Springville City does not need to acquire more park acreage by 2030 but, should develop already owned land into parks. By 2050, when Springville City reaches build-out, Springville City should acquire more acres in the west.

Councilmember Jensen asked if the acres already owned by the City are included. Administrator Fitzgerald said the owned park acreage needs to be developed and there are areas of town that need parks where the City does not own property. Councilmember Jensen noted adequate park acreage does not solve the walkability problem in parts of town. Lisa reemphasized more acreage is needed. Councilmember Jensen said the five-acre level of service is high compared to other communities that are aging such as ours. Lisa stated that the LOS includes canyon acres that are developed as parks and that is one of the reasons Springville's LOS is so high. Councilmember Jensen clarified the golf course is not included in the LOS. Lisa agreed that five acres are a high LOS. Councilmember Jensen stated he wants the City Council to address the walkability and distribution gaps. Administrator Fitzgerald identified the Westfield Central Park and two neighborhood parks planned in the Lakeside Landing Development. Councilmember Snelson asked about community parks filling gaps in the west. Lisa stated the proposal includes adding neighborhood parks in the west part of town as well as community parks. Councilmember Snelson clarified those parks fill that gap in the west part of town. Councilmember Jensen said citizens consider school playgrounds as park acreage because the school district is a government entity. Mayor Packard asked Lisa to add a map to the appendix that includes the proposed parks. Councilmember Jensen clarified impact fees when developers provide parks.

Lisa continued by explaining park standards and showed examples of amenities. She reemphasized that a master plan is not a hard and fast guide. By 2030, the city needs to add some amenities depending on future trends. Open space should be acquired in an opportunistic manner including trail connections and corridors, preserving key agricultural lands and other resources.

She continued to explain the plan regarding recreation programs and what residents want to see in the future and compared spending on recreation facilities and community services. She complimented the city on events and the arts. The trail network is started but disconnected. The plan proposed a future regional and neighborhood trail network as part of the Active Transportation Plan. The survey showed residents want trails connected to community destinations and neighborhoods as well as adding restrooms. Residents who answered the survey also want existing playgrounds upgraded and the Clyde Recreation Center (CRC) expanded.

Lisa continued by stating implementation of these priorities includes cost estimates based on current property costs. Finally, the community needs a wayfinding master plan and a budget item for deferred maintenance. Mayor Packard asked how most cities react when the total cost is recommended. At the conclusion of her presentation, Lisa suggested chipping away and purchasing land is a priority because land never gets cheaper. Administrator Fitzgerald explained the Council will set the standard and impact fee based on this draft of the master plan. Councilmember Snelson reported the PAR Board recommended approval. Referring to this and past master plans, Councilmember Crandall asked how

often these plans are updated and what percentage of the recommended actions are implemented. Attorney Penrod explained the previous master plan recommended building a recreation center and maintaining the LOS. He said that because the city is changing faster, these plans need to be updated more often. Mayor Packard explained adjustments over time are easier. Councilmember Crandall compared that to inflation adjustments. Attorney Penrod said impact fee plans need to be updated more often than master plans.

Fred Philpot, of Lewis, Young, Robertson & Burningham (LYRB) joined the meeting virtually and explained the *Impact Fee Facilities Plan and Impact Fee Analysis* which is part of this draft of the *Parks, Recreation, and Trails Master Plan*. He explained he would cover the level of service, adoption, process, and strategy. He said all impact fee analyses include determining existing & future demand in the city, an inventory of existing facilities, establishing existing & proposed levels of service, identifying existing and future facilities necessary to serve the growth, considering all revenue resources to finance that system including bonding and alternative funding mechanisms, and finally conducting a proportionate share analysis.

He explained two methodologies used to determine impact fees for parks and recreation; the *Level of Investment: City-Wide Service Area* approach and the *Master Plan Estimated Capital Cost* approach. The *Level of Investment* approach includes determining the total investment value so far per capita of existing facilities (developed and undeveloped) as well as the current level of service and estimating future investment needed to serve new growth at the existing level of service per capita. He compared that to a second methodology called *Master Plan Estimated Capital Cost* which encourages acquisition. He broke the cost down into single-family and multi-family fees. Both scenarios require a hefty jump in impact fees based on the current fee structure. The golf course and the rodeo grounds are considered special-use facilities and are not included in this analysis. He concluded his presentation by saying the next step is to schedule a public hearing to adopt, modify or reject proposed impact fees unless the Council sends this back to the drawing board with an explanation and justification. Modifications to the proposed impact fees can include finding alternative funding or adjusting the level of service downward. There is a 90-day wait period after adoption.

Mayor Packard clarified that the last time park impact fees changed was in 2016. Councilmember Sorensen asked about maintaining the same level of commitment after spending so much in the last 20 years. He noted that Springville City builds the Clyde Recreation Center and we don't have to keep the same pace. Attorney Penrod noted the CRC is not included in this analysis. This is just about the level of service acres of park. Councilmember Jensen said whether it is the CRC or a park it is still dollars being spent by the City. Attorney Penrod said this applies to new development to maintain the current five acres of LOS. Mayor Packard said this is matching the investment for the future level of service to LOS attained in the past. Attorney Penrod said the level of investment is more flexible. Mayor Packard asked if the impact fees should be reanalyzed every year. Administrator Fitzgerald answered cost and the internal staff does not have the expertise or time to keep up with that burden. Fred agreed impact fees can be reviewed more frequently and the cost can be included in impact fees. Councilmember Jensen said the increase is embarrassing. Administrator Fitzgerald added the increase is influenced by property value growth and inflation and other communities will review fees as well. Councilmember Snelson noted neighboring communities will have hefty increases as well.

Administrator Fitzgerald added staff needs to know what changes to make to the level of service or impact fee studies and incorporate those changes into an ordinance hopefully next week. Councilmember Crandall clarified that the survey includes visitation numbers to the parks. Lisa said existing parks can be improved. Fred stating impact fees cannot replace existing playground equipment. Impact fees are only used to maintain the existing level of service in new development. Councilmember Sorensen asked about keeping our current investment. Administrator Fitzgerald said this proposed impact takes the current investment divided by current residents and charges future development the

amount necessary to maintain that current level of service. Attorney Penrod said impact fees can only be used to maintain the current level of service. Mayor Packard asked the Council to point out where this research from the experts is not right. Administrator Fitzgerald delineated the possible options for the Council. The first option he explained is the Council can tell our citizens there will not be as many acres of parks as have been standard in the past couple of decades. The second option Administrator Fitzgerald detailed is the Council can take issue with the numbers presented by these experts on property costs and development costs. The third option, which will be explained by Attorney Penrod, is to leave the maximum allowable fee that has been established by the expert studies, but charge a lower amount and see if the staff can work more efficiently. Councilmember Sorensen clarified inflation changed during the survey. Attorney Penrod said state law does not allow automatic inflation increases in an impact fee plan and that is why reviewing the fees should be every one to two years. Fred and Lisa left the meeting.

Attorney Penrod took over the presentation. He explained the PAR Board recommended adopting the IFFA, planning for the estimated cost of litigation, and maintaining the *Level of Awesomeness*. He introduced Eileen Miller from the Utah Valley Home Builders Association who brought a comparison of the impact fees of local communities around Springville. Mayor Packard asked when other cities updated. Attorney Penrod said cities are finding the analyses show the same increases as Springville, but no one wants to be the highest. He explained that this impact fee study is just for parks and recreation and other departments plan impact fee studies this year, which will increase the total impact fees that Springville charges. Councilmember Crandall asked how impact fees are charged. Attorney Penrod answered park and recreation impact fees are charged per capita. Administrator Fitzgerald added the Water Department charges impact fees based on the size of the water connection and the Power Department charges by usage. Councilmember Crandall clarified total impact fees include park and recreation impact fees and density will not affect the parks and recreation impact fee. Attorney Penrod said this proposal has only two rates; a single-family home rate and a multi-family home rate. Administrator Fitzgerald added the report shows estimates based on assumptions like average lot size. Attorney Penrod said the theory is different for parks and recreation impact fees.

Mayor Packard asked about the proposed maximum fee. Attorney Penrod explained staff recommends increasing the current parks and recreation impact fee in steps starting at 70% of the maximum allowed impact fee which puts Springville at the highest parks and recreation impact fee in Utah County and possibly the state. The next recommendation he explained is to review/increase impact fees every 90 to 180 days. With this recommendation, Springville City may lose collecting approximately a million dollars in a year and the maximum allowed impact fee could be contested.

Mayor Packard said he likes the idea of accepting this recommendation because of the flexibility while other cities review their impact fees. Attorney Penrod said because this will be an internal impact fee review every 90 to 180 days, there is no cost. Councilmember Snelson reminded the Council of the 90-day delay. Councilmember Sorensen asked about reducing LOS instead of becoming the most expensive impact fee city. Attorney Penrod said we are not the most expensive total impact fees and other communities are reviewing their impact fees right now. He said this report uses an example of a \$500,000 house. Councilmember Snelson said a member of the PAR board is a financial developer and commented a developer will decide to locate in a community, without being concerned with impact fees. The cost will be passed on to the home buyer which will be less than 1%.

Administrator Fitzgerald stated impact fees will address infilling parks acreage where there are distribution holes. He said to be careful with the survey information because most respondents are from the CRC and the feedback favors recreation. Attorney Penrod said the Council can decide and the LOS does not include the golf course which is considered *Pay to Play*. He said this discussion is about what we currently have and what we want in future development. Councilmember Snelson said the people who use the golf course and the CRC still pay property tax. Mayor Packard concluded the discussion so Councilmember Crandall could attend the Planning Commission at 7:00 p.m. Attorney Penrod stated staff

is preparing for the public hearing so the City Council needs to advise staff on the details of this ordinance. The discussion concluded and Administrator Fitzgerald said he and Director Riddle would prepare a staff report with these details.

b) Presentation regarding the City Council Work Meeting Schedule - Troy Fitzgerald, City Administrator

Administrator Fitzgerald explained that the second Tuesday meetings will now include presentations from the Community, PAR, or Utilities Board with several directors presenting each quarter as well as council members.

3. ADJOURNMENT

COUNCILMEMBER SNELSON MOVED TO ADJOURN THE WORK/STUDY MEETING AT 7:04 P.M. COUNCILMEMBER JENSEN SECONDED THE MOTION, AND ALL PRESENT VOTED AYE.

4. CLOSED SESSION, IF NEEDED - TO BE ANNOUNCED IN MOTION

The Springville City Council may temporarily recess the regular meeting and convene in a closed session to discuss the character, professional competence, or physical or mental health of an individual, pending or reasonably imminent litigation, and the purchase, exchange, or lease of real property, as provided by UCA 52-4-205.

There was none.

This document constitutes the official minutes for the Springville City Council Regular Meeting held on Tuesday, May 10, 2022

I, Jennifer Grigg, do hereby certify that I am the duly appointed, qualified, and acting Deputy Recorder for Springville City, of Utah County, State of Utah. I do hereby certify that the foregoing minutes represent a true and accurate, and complete record of this meeting held on Tuesday, May 10, 2022.

DATE APPROVED: June 21, 2022

Jennifer Grigg
Deputy Recorder