

ZIONS PUBLIC FINANCE, INC.



Weber County Trails IFA



Submitted by
Zions Public Finance, Inc.
September 2018



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Summary

Weber County (“County”) has determined that it is in the best interests of the County to evaluate charging impact fees to offset the costs associated with new development in the County and has accordingly prepared this Impact Fee Analysis (IFA) for trails.

After consideration, the County has determined that there is one service area countywide and that the County will charge one trails impact fee to all areas of the unincorporated County for which it provides trail facilities. The County has determined that there is one service area based on sound planning principles that show a strong linkage between trails in the lower and upper valleys of Weber County. A Trails Map showing the connections between the two valleys, and demonstrating that all trails form one systemwide network of trails planning, is included as Appendix A.

Demand for trail use comes primarily from residential development. Therefore, only residential development has been considered in the determination of impact fees for trails. Unincorporated Weber County has a 2018 population of 15,292 persons and is expected to grow to 17,336 persons by 2028 – an increase of 2,044 persons. This increased growth will place increased demand on the trails system.

The IFFP considers only *system* facilities in the calculation of impact fees. For the County, this has been determined to mean all trails that are part of the main trails system but does not include smaller connections to individual neighborhoods.

Existing service levels are based on the current levels of service in the Unincorporated County for trails. The County has found no excess capacity in trails and desires to raise its existing service levels. The determination of no excess capacity has been based on sound planning principles and extensive consideration and input from the Weber County Recreation Department, public input, and the County’s Trails Committee.

Service levels have first been measured in terms of trail feet per capita, followed by a cost per capita.

TABLE 1: SUMMARY OF EXISTING SERVICE LEVELS – UNINCORPORATED WEBER COUNTY

Summary of Service Levels	Existing Trail Feet per Capita	Existing LOS (\$)
Dirt trails	43.57	\$653.60
Gravel trails	5.94	\$118.77
Asphalt trails	0.9668	\$53.17
TOTAL	50.48	\$825.55

Proposed service levels for trails involve an estimated investment of \$14,955,600 by 2028. Given anticipated population growth to 17,336 persons by 2028, this would result in an increased level of service of \$1,590.89 per capita by 2028.¹

The County has not identified any excess capacity in its trail system. The lack of existing, excess capacity is based on expert opinion from the Executive Director of Weber Pathways. See Appendix B.

¹ Calculated by taking the existing cost of \$12,624,480 and adding the additional investment of \$14,955,600 intended to be made between 2018 and 2028 resulting in a total investment of \$27,580,080 by 2028. This figure is then divided by the projected 2028 population of 17,336 to calculate a service level of \$1,590.89 by 2028.

The existing and proposed service levels, as well as the current lack of excess capacity, form the basis for the proportionate share analysis which is summarized as follows:

TABLE 2: PROPORTIONATE SHARE ANALYSIS

DESCRIPTION	AMOUNT
New Construction Costs:	
<i>Dirt Trails</i>	
Trail Miles	126.2
Trail Feet	666,336
2018 Population	15,292
Existing LOS - Trail Feet per Capita	43.57
Total Cost	\$9,995,040
Existing LOS per Capita	\$653.60
Population Growth, 2018-2028	2,044
Additional Dirt Trail Feet Required, 2018-2028	89,062.07
Cost per Linear Foot - Dirt Miles	\$15.00
New Construction Costs	\$1,335,931.03
Cost per Capita, 2018-2028	\$653.60
<i>Gravel Trails</i>	
Trail Miles	17.2
Trail Feet	90,816
2018 Population	15,292
Existing LOS - Trail Feet per Capita	5.94
Total Cost	\$1,816,320
Existing LOS per Capita	\$118.77
Population Growth, 2018-2028	2,044
Additional Gravel Trail Feet Required, 2018-2028	12,138.41
Cost per Linear Foot - Gravel Miles	\$20.00
New Construction Costs	\$242,768.24
Cost per Capita, 2018-2028	\$118.77
<i>Asphalt Trails</i>	
Trail Miles	2.8
Trail Feet	14,784
2018 Population	15,292
Existing LOS - Trail Feet per Capita	0.9668
Total Cost	\$813,120
Existing LOS per Capita	\$53.17
Population Growth, 2018-2028	2,044
Additional Asphalt Trail Feet Required, 2018-2028	1,976.02
Cost per Linear Foot - Asphalt Miles	\$55.00
New Construction Costs	\$108,681.13
Cost per Capita, 2018-2028	\$53.17
Consultant Costs	\$11,050
Population Growth 2018-2028	2,044
Consultant Cost per Capita	\$5.41
Fund Balance	\$184,549
Population Growth 2018-2028	2,044
Credit	(\$90.29)
Summary of Fee	

DESCRIPTION	AMOUNT
Dirt Trails	\$653.60
Gravel Trails	\$118.77
Asphalt Trails	\$53.17
Consultant Costs	\$5.41
Fund Balance	(\$90.29)
TOTAL per Capita	\$740.66

The average household size in Weber County is 2.90 persons, with slightly larger household sizes for single-family units and somewhat smaller household sizes for multi-family units.²

TABLE 3: SUMMARY OF MAXIMUM TRAIL IMPACT FEES

Residential Units by Type	Household Size	Maximum Fee
All housing units	2.90	\$2,147.92
Single-family housing	2.99	\$2,214.58
Multi-family housing	2.67	\$1,977.57

The maximum fee per household, if all households are charged the same fee, is \$2,147.92. If a distinction is made between single-family and multi-family units, due to different household sizes, the maximum fee for a single-family unit is \$2,214.58; the maximum fee for a multi-family unit is \$1,977.57.

² American Factfinder, <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF>

Utah Code Legal Requirements

Utah law requires that communities prepare an Impact Fee Analysis (IFA) before enacting an impact fee. Utah law also requires that communities give notice of their intent to prepare and adopt an IFA. This IFA follows all legal requirements as outlined below. The County has retained Zions Public Finance, Inc. (ZPFI) to prepare this Impact Fee Analysis in accordance with legal requirements.

Notice of Intent to Prepare Impact Fee Analysis

A local political subdivision must provide written notice of its intent to prepare an IFA before preparing the Plan (Utah Code §11-36a-503). This notice must be posted on the Utah Public Notice website. The County has complied with this noticing requirement for the IFA by posting notice.

Preparation of Impact Fee Analysis

Utah Code requires that each local political subdivision, before imposing an impact fee, prepare an impact fee analysis. (Utah Code 11-36a-304).

Section 11-36a-304 of the Utah Code outlines the requirements of an impact fee analysis which is required to:

- (1) An impact fee analysis shall:
 - (a) identify the anticipated impact on or consumption of any existing capacity of a public facility by the anticipated development activity;
 - (b) identify the anticipated impact on system improvements required by the anticipated development activity to maintain the established level of service for each public facility;
 - (c) demonstrate how the anticipated impacts described in Subsections (1)(a) and (b) are reasonably related to the anticipated development activity;
 - (d) estimate the proportionate share of:
 - (i) the costs for existing capacity that will be recouped; and
 - (ii) the costs of impacts on system improvements that are reasonably related to the new development activity; and
 - (e) identify how the impact fee was calculated.
- (2) In analyzing whether or not the proportionate share of the costs of public facilities are reasonably related to the new development activity, the local political subdivision or private entity, as the case may be, shall identify, if applicable:
 - (a) the cost of each existing public facility that has excess capacity to serve the anticipated development resulting from the new development activity;
 - (b) the cost of system improvements for each public facility;

- (c) other than impact fees, the manner of financing for each public facility, such as user charges, special assessments, bonded indebtedness, general taxes, or federal grants;
- (d) the relative extent to which development activity will contribute to financing the excess capacity of and system improvements for each existing public facility, by such means as user charges, special assessments, or payment from the proceeds of general taxes;
- (e) the relative extent to which development activity will contribute to the cost of existing public facilities and system improvements in the future;
- (f) the extent to which the development activity is entitled to a credit against impact fees because the development activity will dedicate system improvements or public facilities that will offset the demand for system improvements, inside or outside the proposed development;
- (g) extraordinary costs, if any, in servicing the newly-developed properties; and
- (h) the time-price differential inherent in fair comparisons of amounts paid at different times.

Certification of Impact Fee Analysis

Utah Code states that an Impact Fee Analysis shall include a written certification from the person or entity that prepares the Impact Fee Analysis. This certification is included at the conclusion of this analysis.

Anticipated Impact on or Consumption of Any Existing Capacity of a Public Facility by the Anticipated Development Activity

Utah Code 11-36a-304(1)(a)

Anticipated Development Activity

Impacts on recreation-related facilities will come from residential development only. Residential growth is projected as follows:

TABLE 4: POPULATION GROWTH – UNINCORPORATED WEBER COUNTY

Year	Population	Population Growth
2018	15,292	
2019	15,452	160
2020	15,613	161
2021	15,819	206
2022	16,027	208
2023	16,238	211
2024	16,452	214
2025	16,669	217
2026	16,888	220
2027	17,111	222
2028	17,336	225
TOTAL		2,044

Source: Governor's Office of Management and Budget

Population projections were felt to be reasonable given the County's past history of growth. Population projection in the Unincorporated County are for an average annual growth rate of 1.26 percent per year.

Demand Placed on Facilities by New Development Activity

Existing service levels for trails will decline, due to new growth, unless Weber County makes additional investment in its trails facilities. Service levels will decline from \$825.55 per capita in 2018 to \$728.21 per capita in 2028.

TABLE 5: SERVICE LEVEL IMPACTS FROM NEW GROWTH

Year	Population	Population Growth	Service Levels per Capita if No New Facilities
2018	15,292		\$825.55
2019	15,452	160	\$817.02
2020	15,613	161	\$808.59
2021	15,819	206	\$798.07
2022	16,027	208	\$787.70
2023	16,238	211	\$777.46
2024	16,452	214	\$767.35
2025	16,669	217	\$757.37
2026	16,888	220	\$747.52
2027	17,111	222	\$737.81
2028	17,336	225	\$728.21
TOTAL		2,044	

Identify the Anticipated Impact on System Improvements Required by the Anticipated Development Activity to Maintain the Established Level of Service for Each Public Facility and Demonstrate How the Anticipated Impacts are Reasonably Related to the New Development Activity

Utah Code 11-36a-304(1)(b)(c)

The County will need to construct additional trails in order to maintain its existing service levels, as well as to increase its service levels to its proposed service levels. The County will need to make an additional \$1,687,380 of improvements to trails by 2028 in order to maintain its *existing* service levels.

TABLE 6: NEW INVESTMENT REQUIRED TO MAINTAIN EXISTING SERVICE LEVELS

Year	Population	Population Growth	Service Levels per Capita if No New Facilities	Annual Additional Investment Needed to Maintain Existing Standard	Cumulative Additional Investment Needed to Maintain Existing Standard
2018	15,292		\$825.55		
2019	15,452	160	\$817.02	\$131,692	\$131,692
2020	15,613	161	\$808.59	\$133,066	\$264,759
2021	15,819	206	\$798.07	\$169,790	\$434,548
2022	16,027	208	\$787.70	\$172,026	\$606,575
2023	16,238	211	\$777.46	\$174,293	\$780,867
2024	16,452	214	\$767.35	\$176,589	\$957,456
2025	16,669	217	\$757.37	\$178,915	\$1,136,371
2026	16,888	220	\$747.52	\$181,272	\$1,317,642
2027	17,111	222	\$737.81	\$183,659	\$1,501,302
2028	17,336	225	\$728.21	\$186,079	\$1,687,380
TOTAL		2,044			

The County will need to make even further investment in order to raise its level of service to its proposed standard. The proposed service levels would require an investment of nearly \$15 million by 2028. However, only the existing standard has been used in the calculation of impact fees. The County will need to find funding mechanisms other than impact fees, with which to raise its existing service levels to the proposed levels.

Proportionate Share Analysis

The proportionate share analysis is calculated by taking the total costs required to serve the needs of new development between 2018 and 2028.

TABLE 7: PROPORTIONATE SHARE ANALYSIS

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New Construction Costs:	
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DESCRIPTION	AMOUNT
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Consultant Costs	\$5.41
Fund Balance	(\$90.29)
TOTAL	\$740.66

The fee per capita is then calculated by multiplying the per capita fee by appropriate household sizes for single-family and multi-family development.

TABLE 8: MAXIMUM TRAILS IMPACT FEE BASED ON HOUSEHOLD SIZE

Residential Unit Type	Average Household Size	Maximum Fee
All housing units	2.90	\$2,147.92
Single-family housing	2.99	\$2,214.58
Multi-family housing	2.67	\$1,977.57

The maximum fee per household, if all households are charged the same fee, is \$2,147.92. If a distinction is made between single-family and multi-family units, due to different household sizes, the maximum fee for a single-family unit is \$2,214.58; the maximum fee for a multi-family unit is \$1,977.57.

Calculation of Credits

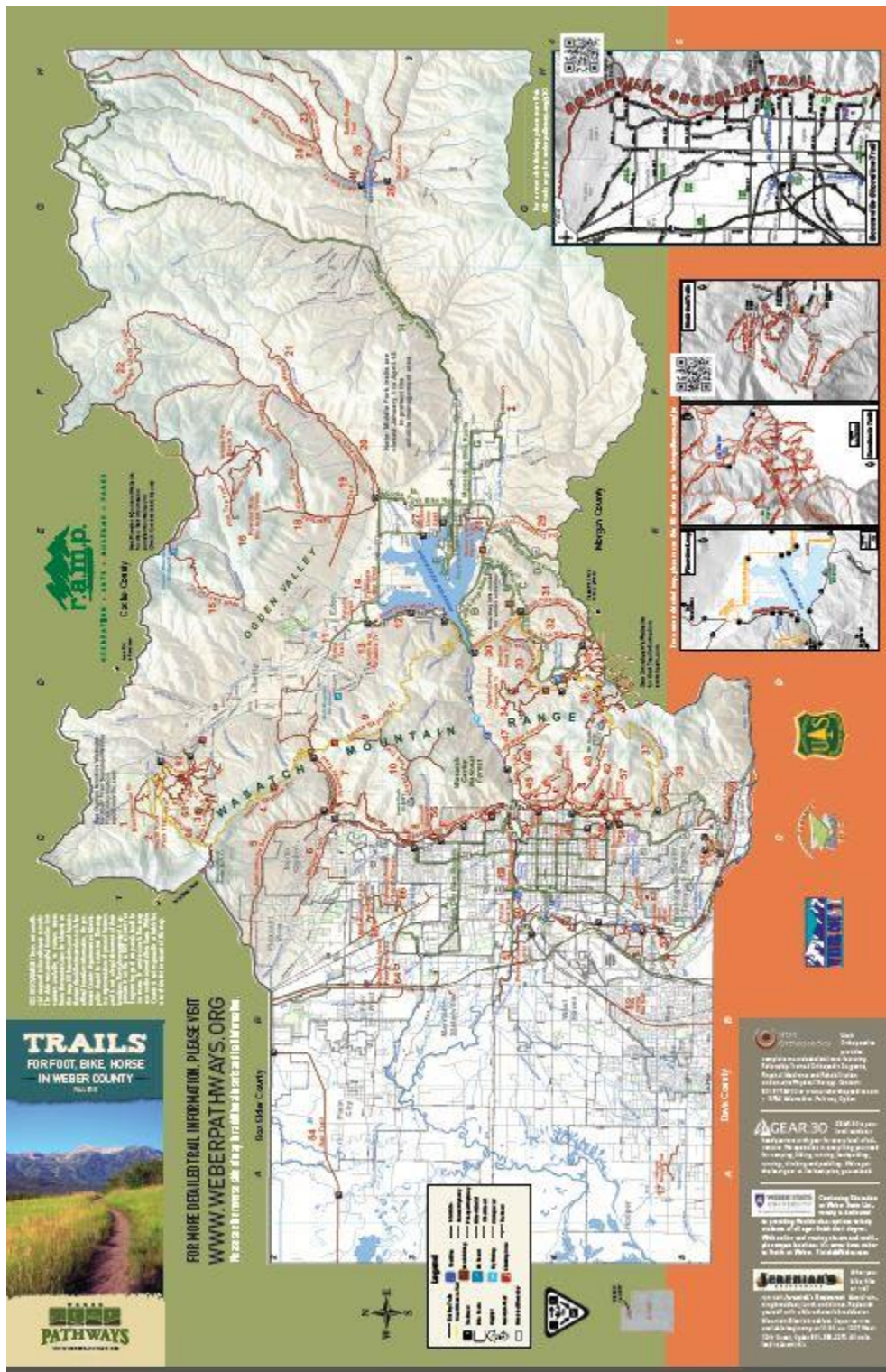
There is no outstanding debt on the trail facilities and therefore no credits have been applied.

Certification

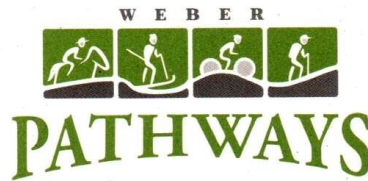
Zions Public Finance, Inc. certifies that the attached impact fee analysis:

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; or
 - 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.

Appendix A –Trails Map



Appendix B – Expert Opinion Letter Regarding Trail Capacity



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STAFF

Mark Benigni, *Executive Director*
Rod Kramer, *Outreach Coordinator*

July 25, 2016

Charlie Ewert, AICP
Weber County Planning
2380 Washington Blvd #240
Ogden, UT 84401

Subject: Weber County Trail and Pathway Capacity Analysis

Dear Mr. Ewert,

Thank you for contacting Weber Pathways for an evaluation of the current capacity of Weber County's pathway network. Since 1995, Weber Pathways has been pursuing its mission to plan, promote, construct and preserve an interconnected network of pathways and trails to provide transportation and recreation options to the residents of Weber County. The expected outcomes include:

- Improved physical and mental fitness
- Improved air quality
- Improved overall personal well-being and a corresponding reduction in medical costs
- Reduction in the reliance on motor vehicles and a corresponding reduction in motor vehicle related transportation costs
- Positive community and economic development

Over the years, Weber Pathways has worked with the governments of Weber County and many of the 15 incorporated municipalities within the county to develop master plans for trails and pathways in order to ensure connections across municipal boundaries for efficient connectivity. This effort supports healthy lifestyles by providing, for example:

- Safe routes to schools
- Safe and efficient access to healthy food sources
- Easy access to nature in an urban environment
- Efficient access to mass transit

In review of the existing-versus-planned pathways and trails throughout the county, Weber Pathways finds that the County's pathway network is at capacity at this current time for the following reasons:

- Several areas exist where the peak level of use is beginning to provide a crowded experience for the users. This condition is due to both the volume of users and the type of user such as walkers, walkers with strollers, bicyclists, runners, all age groups and all fitness levels. The condition is worsened when the width of the pathway or trail is narrowed, as is the case in a few locations

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along the pathway network. If more trail users are added the trail user experience will become unpleasant.

- There are many pathways and trail corridors on the master plans where the facilities do not exist. Due to funding limitations the facilities are constructed in segments over the course of several years before two places are linked. The use of the facility increases as it becomes longer which increase the demand for additional facilities. In 2015, Weber Pathways constructed a 5-mile trail segment in unincorporated Weber County adjacent to North Ogden City. Even during construction, the number of users was staggering. Now that the trail is complete it can be challenging to find parking at trailheads during peak times. If more trail users are added, some trail facilities will fail to provide a reasonable trail experience.
- Based on the above experience of latent demand, Weber Pathways finds that as more users are added to the network there are areas in the County where it will be necessary to expand the network. For example, the critical connections between the upper and lower valleys are necessary to provide a safe network for active transportation travel by users with average fitness and average risk tolerance. Today the only connections are for users with a high level of fitness who have high skill levels. The most practical additional corridor connection is through Ogden Canyon. The critical design consideration is to make the active transportation facility safe. Once this is provided there will be a reduced reliance on motor vehicles.

Weber Pathways appreciates the opportunity to provide this analysis in support of the work the County is doing to plan for the future growth of the County. Feel free to contact me should you need additional information.

Regards,



Mark Benigni
Executive Director