



Weber County Trails IFFP



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Summary of Impact Fee Facilities Plan

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 Unincorporated County and has accordingly prepared this Impact Fee Facilities Plan (IFFP) 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. This is based on sound planning principles and evidenced by the systemwide network of trails planning. The systemwide network is clearly represented in the Trails Map, included as Appendix A.

Residential development places the primary demand on trail facilities and 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.

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 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. These smaller spurs, or connections, would constitute *project* improvements and are not eligible to be paid for with impact fees.

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

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

Summary of Service Levels	Existing Trail Feet per Capita	Existing Service Level in Dollar Terms ¹
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 anticipated population growth in Unincorporated Weber County to 17,336 persons by 2028, this would result in an increased level of service of \$1,590.89 per capita by 2028.²

¹ Existing service levels in dollar terms are based on the following costs per linear foot of trail surface: dirt trails, \$15; gravel trails, \$20; and asphalt trails, \$55. Trail costs are based on recent experience of Weber County in constructing trails.

² 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.

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)*

If no new trails are constructed, the trails level of service will decline from the existing \$825.55 per capita to \$728.21 by 2028. This is less than the proposed service level for trails of \$1,590.89 per capita and is less than the existing service level.

Identify How the Growth Demands Will Be Met - *Utah Code 11-36a-302(1)(a)(v)*

In order to maintain existing service levels, the County will need to invest \$1,687,380.39 by 2028. In order to reach its proposed service levels, the County will need to invest \$14,955,600 by 2028. The County intends to meet the demands placed by new development by charging impact fees to maintain the existing service levels. The County will use other means to raise its existing service levels to proposed levels over time.

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 revenue sources for parks, recreation, and trails improvements. These revenue sources include grants, bonds, inter-fund loans, transfers from the General Fund, impact fees and anticipated or accepted dedications of system improvements.

Utah Code Legal Requirements 11-36a

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 County 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 County 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) inter-fund 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.

Impact Fee Facilities Plan

After consideration, the County has determined that there is one service area countywide and that all trail facilities are currently at capacity in 2018. This determination has been made based on sound planning principles, the input of Weber County staff from its Recreation Department and from the Trails Committee.

Only residential development has been considered in the demand for trails facilities. Unincorporated Weber County has a 2018 population of 15,292 persons and is expected to grow to 17,336 persons by 2028.

This IFFP is organized based on the legal requirements of Utah Code 11-36a-302.

1 Existing Service Levels

Utah Code 11-36a-302(1)(a)(i): an impact fee facilities plan shall identify the existing level of service;

Impacts on trail facilities will come mainly from residential development. Residential growth is projected as follows:

TABLE 2: 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.

Impact fees can apply to only the "impact fee facilities that have a life expectancy of 10 or more years and are owned or operated by or on behalf of a local political subdivision or private entity." Utah Code §11-36a-102(16). Thus, in order to comply with this section of the Act, Weber County's impact fees must be expended on (1) parks, recreation facilities, open space and trails, (2) with a 10-year life expectancy, and (3) owned or operated by or on behalf of Weber County.

Table 3 shows trails in Unincorporated Weber County that are under the jurisdiction of the County.

TABLE 3: EXISTING TRAIL INVENTORY

Trail	Miles	Trail Surface	Jurisdiction	Code	Estimated Cost
1. CUTLER TRAIL AND BICENTENNIAL TRAIL (D1)	2.8	dirt	WC and FS	1	\$221,760
2. NORTH FORK PARK TRAIL (D2)	2.5	gravel	WC and FS	2	\$264,000
3. BEN LOMOND TRAIL (D2)	7.6	dirt	WC and FS	1	\$601,920
4. NORTH SKYLINE TRAIL (D2)	11.4	dirt	WC and FS	1	\$902,880
7. PIONEER TRAIL (D3)	4.3	dirt	WC and FS	1	\$340,560
9. SOUTH SKYLINE TRAIL (D3)	9.5	dirt	WC and FS	1	\$752,400
10. LEWIS PEAK TRAIL (D3)	2.5	dirt	WC and FS	1	\$198,000
11. EDEN TRAIL AND PARSON TRAIL (E3)	1.5	asphalt	Weber County	4	\$198,000
12. PINEVIEW WEST TRAIL (E3)	3.1	dirt and gravel	Weber County	1	\$245,520
13. NORTH ARM WILDLIFE TRAIL (E3)	0.8	boardwalk and dirt	Weber County	1	\$63,360
14. PINEVIEW LOOP TRAIL (WEST SECTION) (E3)	1.3	asphalt	Weber County	4	\$171,600
18. GEERTSEN CANYON TRAIL (E2) AND SHUPE CANYON TRAIL (F2)	6	dirt	Utah, FS and WC	1	\$475,200
19. POWER LINE TRAIL (E3/F3)	5	dirt	WC and FS	1	\$396,000
20. MIDDLE FORK TRAIL (F3)	6	dirt	WC and FS	1	\$475,200
21. BROWN'S HOLE TRAIL (F2)	2.5	dirt	Utah, FS and WC	1	\$198,000
22. SUNRIDGE VISTA LOOP TRAIL (F2)	13.5	dirt and gravel	Utah, Private, WC	1	\$1,069,200
23. WHEATGRASS CANYON AND BEAR HOLLOW TRAILS (H2/H3)	3	dirt	WC and FS	1	\$237,600
24. SKIN TOE TRAIL (H3)	1	dirt	WC and FS	1	\$79,200
25. BALDY RIDGE TRAIL (H3)	7	dirt	WC and FS	1	\$554,400
26. SKULL CRACK TRAIL (H3)	2.4	dirt	WC and FS	1	\$190,080
27. PINEVIEW LOOP TRAIL (EAST SECTION) (E3)	1.5	asphalt and dirt	Weber County	1	\$118,800
28. WINTER'S GROVE NATURE TRAILS (E4)	0.9	gravel and asphalt	WC and FS	2	\$95,040
29. OLD TRAPPERS LOOP ROAD (E4)	2	gravel		2	\$211,200
30. WHEELER CREEK TRAIL (E4)	1.8	gravel	WC and FS	2	\$190,080
31. EAST FORK WHEELER CREEK TRAIL (E4)	2.5	dirt	WC and FS	1	\$198,000
32. MIDDLE FORK WHEELER CREEK TRAIL (E4)	3.3	dirt	WC and FS	1	\$261,360
33. UPPER WHEELER CREEK TRAIL (E4)	2.9	dirt	WC and FS	1	\$229,680
34. OGDEN CANYON OVERLOOK TRAIL (D4)	1.6	dirt	WC and FS	1	\$126,720
35. GREEN POND TRAIL (E4)	2.5	dirt	WC and FS	1	\$198,000
36. MT. OGDEN TRAIL (D4)	4.5	gravel and dirt	WC and FS	1	\$356,400
37. BEUS CANYON TRAIL (D5)	5.6	dirt	WC and FS	1	\$443,520
41. BONNEVILLE SHORELINE TRAIL (MT. OGDEN SECTION) (D4/D5)	6.4	dirt	at the top of 22nd St., at the top of 27th St., at the top of 29th St., at about 1550 E. 36th St., and on 46th St. at about 1900 E.	1	\$506,880
45. HIDDEN VALLEY TRAIL (D4)	1.4	dirt	WC and FS	1	\$110,880
46. INDIAN TRAIL (D4)	4.3	dirt		1	\$340,560
47. COLD WATER CANYON TRAIL (D4)	1.3	dirt	WC and FS	1	\$102,960
54. WEBER PATHWAYS RAIL TRAIL (A3/B3)	10	gravel	WP, WC and DWR	2	\$1,056,000
TOTAL	146.2				\$12,180,960

The existing level of service for trail miles is divided based on surface type: dirt, gravel, wood chips or asphalt. Where a mixed trail (i.e., partly dirt and partly gravel) exists, the trail has been classified in the “lower” classification (i.e., the classification with the lower cost).

The above trails are divided by type as follows:

TABLE 4: EXISTING DIRT TRAILS

Trail	Miles	Trail Surface	Jurisdiction	Code	Estimated Cost
1. CUTLER TRAIL AND BICENTENNIAL TRAIL (D1)	2.8	dirt	WC and FS	1	\$221,760
3. BEN LOMOND TRAIL (D2)	7.6	dirt	WC and FS	1	\$601,920
4. NORTH SKYLINE TRAIL (D2)	11.4	dirt	WC and FS	1	\$902,880
7. PIONEER TRAIL (D3)	4.3	dirt	WC and FS	1	\$340,560
9. SOUTH SKYLINE TRAIL (D3)	9.5	dirt	WC and FS	1	\$752,400
10. LEWIS PEAK TRAIL (D3)	2.5	dirt	WC and FS	1	\$198,000
12. PINEVIEW WEST TRAIL (E3)	3.1	dirt and gravel	Weber County	1	\$245,520
13. NORTH ARM WILDLIFE TRAIL (E3)	0.8	boardwalk and dirt	Weber County	1	\$63,360
18. GEERTSEN CANYON TRAIL (E2) AND SHUPE CANYON TRAIL (F2)	6	dirt	Utah, FS and WC	1	\$475,200
19. POWER LINE TRAIL (E3/F3)	5	dirt	WC and FS	1	\$396,000
20. MIDDLE FORK TRAIL (F3)	6	dirt	WC and FS	1	\$475,200
21. BROWN’S HOLE TRAIL (F2)	2.5	dirt	Utah, FS and WC	1	\$198,000
22. SUNRIDGE VISTA LOOP TRAIL (F2)	13.5	dirt and gravel	Utah, Private, WC	1	\$1,069,200
23. WHEATGRASS CANYON AND BEAR HOLLOW TRAILS (H2/H3)	3	dirt	WC and FS	1	\$237,600
24. SKIN TOE TRAIL (H3)	1	dirt	WC and FS	1	\$79,200
25. BALDY RIDGE TRAIL (H3)	7	dirt	WC and FS	1	\$554,400
26. SKULL CRACK TRAIL (H3)	2.4	dirt	WC and FS	1	\$190,080
27. PINEVIEW LOOP TRAIL (EAST SECTION) (E3)	1.5	asphalt and dirt	Weber County	1	\$118,800
31. EAST FORK WHEELER CREEK TRAIL (E4)	2.5	dirt	WC and FS	1	\$198,000
32. MIDDLE FORK WHEELER CREEK TRAIL (E4)	3.3	dirt	WC and FS	1	\$261,360
33. UPPER WHEELER CREEK TRAIL (E4)	2.9	dirt	WC and FS	1	\$229,680
34. OGDEN CANYON OVERLOOK TRAIL (D4)	1.6	dirt	WC and FS	1	\$126,720
35. GREEN POND TRAIL (E4)	2.5	dirt	WC and FS	1	\$198,000
36. MT. OGDEN TRAIL (D4)	4.5	gravel and dirt	WC and FS	1	\$356,400
37. BEUS CANYON TRAIL (D5)	5.6	dirt	WC and FS	1	\$443,520
41. BONNEVILLE SHORELINE TRAIL (MT. OGDEN SECTION) (D4/D5)	6.4	dirt	at the top of 22nd St., at the top of 27th St., at the top of 29th St., at about 1550 E. 36th St., and on 46th St. at about 1900 E.	1	\$506,880
45. HIDDEN VALLEY TRAIL (D4)	1.4	dirt	WC and FS	1	\$110,880
46. INDIAN TRAIL (D4)	4.3	dirt	0	1	\$340,560
47. COLD WATER CANYON TRAIL (D4)	1.3	dirt	WC and FS	1	\$102,960
TOTAL	126.2				\$9,995,040

With a total of 126.2 dirt trail miles (666,336 trail feet), the existing level of service for dirt trails is 43.57 trail feet per capita.³ Based on an average cost of \$15.00 per linear foot for dirt trails, the level of service stated in dollar terms is \$653.60 per capita.

TABLE 5: EXISTING GRAVEL TRAILS

Trail	Miles	Trail Surface	Jurisdiction	Code	Estimated Cost
2. NORTH FORK PARK TRAIL (D2)	2.5	gravel	WC and FS	2	\$264,000
28. WINTER'S GROVE NATURE TRAILS (E4)	0.9	gravel and asphalt	WC and FS	2	\$95,040
29. OLD TRAPPERS LOOP ROAD (E4)	2	gravel	Private Prop	2	\$211,200
30. WHEELER CREEK TRAIL (E4)	1.8	gravel	WC and FS	2	\$190,080
54. WEBER PATHWAYS RAIL TRAIL (A3/B3)	10	gravel	WP, WC and DWR	2	\$1,056,000
TOTAL	17.2				\$1,816,320

With a total of 17.2 gravel trail miles (90,816 trail feet), the existing level of service for gravel trails is 5.94 trail feet per capita.⁴ Based on an average cost of \$20 per linear foot for gravel trails, the level of service stated in dollar terms is \$118.77 per capita.

TABLE 6: EXISTING ASPHALT TRAILS

Trail	Miles	Trail Surface	Jurisdiction	Code	Estimated Cost
11. EDEN TRAIL AND PARSON TRAIL (E3)	1.5	asphalt	Weber County	4	\$198,000
14. PINEVIEW LOOP TRAIL (WEST SECTION) (E3)	1.3	asphalt	Weber County	4	\$171,600
TOTAL	2.8				\$369,600

With a total of 2.8 asphalt trail miles (14,784 trail feet), the existing level of service for asphalt trails is 0.9668 trail feet per capita.⁵ Based on an average cost of \$55 per linear foot for asphalt trails, the level of service stated in dollar terms is \$53.17 per capita.

The Impact Fees Act defines “level of service” as “the defined performance standard or unit of demand for each capital component of a public facility within a service area.” Utah Code §11-36a-102(11). A summary of existing service levels is as follows:

TABLE 7: SUMMARY OF EXISTING SERVICE LEVELS

Summary of Service Levels	Existing Level of Service (LOS) – Trail Feet per Capita
Dirt trails	43.57
Gravel trails	5.94
Asphalt trails	0.9668

In order for Weber County to adjust its mix of trail types in the future (dirt, gravel or asphalt), while still comparing similar service levels, the dollar level of service has been used. An Advisory Opinion Letter from the Utah State Ombudsman’s Office states as follows: “The Act does not dictate how the level of service calculation is to be done.” Then, referring to the specific city in question in that case, it states that the city has used an “investments per thousand” method. “The City has estimated the dollar value of existing park facilities, including both property and improvements, and expressed that number per 1000 city residents.

³ Calculated by dividing the total dirt trail feet of 666,336 (126.2 trail miles multiplied by 5,280) and then dividing by the 2018 Unincorporated Weber County population of 15,292 persons.

⁴ Calculated by dividing the total gravel trail feet of 90,816 (17.2 trail miles multiplied by 5,280) and then dividing by the 2018 population of 15,292 persons.

⁵ Calculated by dividing the total asphalt trail feet of 14,784 (2.8 trail miles multiplied by 5,280) and then dividing by the 2018 population of 15,292 persons.

This method, one of several that could be chosen, defines a performance standard unit of demand for parks and recreation facilities, as required by the Act. Thus, ‘investment per thousand’ is a valid method to measure level of service.”⁶

In order to measure service levels in terms of “investment” or in dollar amounts per resident or thousand residents, costs were provided by Weber County as follows:

TABLE 8: COST PER TRAIL TYPE PER LINEAR FOOT

Trail Type	Cost per Linear Foot
Dirt	\$15.00
Gravel	\$20.00
Paved/asphalt	\$55.00

The level of service, in terms of cost per capita, is calculated by taking the total cost of each trail type shown above and dividing by the existing population.

TABLE 9: TRAIL SERVICE LEVELS BY TRAIL FOOT PER CAPITA AND BY COST PER CAPITA

Summary of Service Levels	Existing Trail Miles Service Levels	Existing Trails Level of Service in Dollar Terms
Dirt trails	43.57	\$653.60
Gravel trails	5.94	\$118.77
Asphalt trails	0.9668	\$53.17
TOTAL	50.48	\$825.55

Table 10 shows additional trails that are considered part of the Weber County Cooperative Pathways Master Plan but that are located in other jurisdictions, such as Ogden City or Riverdale, etc. Those trails are included in this study in order to show a complete picture of the trails system but have not been included in the calculation of impact fees or the determination of service levels.

TABLE 10: WEBER COUNTY COOPERATIVE PATHWAYS MASTER PLAN TRAILS NOT IN WEBER COUNTY JURISDICTION

Trail	Miles	Trail Surface	Jurisdiction	Code	Estimated Cost
5. BONNEVILLE SHORELINE TRAIL (BEN LOMOND SECTION) (D2)*	5.8	dirt and gravel	North Ogden, RMP	2	\$612,480
6. McGRIFF PARK TRAIL (C3)	3.2	paved, gravel	North Ogden	2	\$337,920
8. BONNEVILLE SHORELINE TRAIL (LEWIS PEAK SECTION) (D3)*	3.5	dirt and gravel	Ogden City	1	\$277,200
15. WOLF CANYON TRAIL (E2)	3	gravel and dirt	Private Prop	1	\$237,600
16. POWDER MOUNTAIN SKI AREA TRAILS (E2)		dirt	Private Prop	1	\$0
17. FLAT TOP AND WHITE PINE BASIN TRAILS (F2)	4	dirt	Private Prop	1	\$316,800
38. BURCH CREEK TRAIL (D5)	1	dirt	Private Prop	1	\$79,200
39. WEBER STATE PARCOURSE (D5)	0.9	wood chips, dirt	WSU and Ogden	1	\$71,280
40. MT. OGDEN PARK TRAIL (D4)	2.5	wood chips, dirt	Ogden City	1	\$198,000
42. WATERFALL CANYON TRAIL (D4)	1.2	dirt	Private Prop	1	\$95,040
43. MALAN’S PEAK TRAIL (D4)	2	dirt	Private Prop	1	\$158,400

⁶ Utah State Ombudsman’s Office, Advisory Opinion #155, April 14, 2015, p. 4.

Trail	Miles	Trail Surface	Jurisdiction	Code	Estimated Cost
44. TAYLOR CANYON TRAIL (D4)**	1.5	dirt	Ogden City	1	\$118,800
48. BIRDSONG TRAIL (D4)	1	dirt	Ogden City	1	\$79,200
49. OGDEN RIVER PARKWAY (C4)	4.4	asphalt	Ogden City	4	\$580,800
50. 21ST ST. POND TRAIL (C4)	1	recycled asphalt	Ogden City	4	\$132,000
51. WEST HAVEN TRAIL (C4)	2.2	asphalt	West Haven	4	\$290,400
52. CENTENNIAL TRAIL (NORTH WEBER RIVER SECTION) (C4)	1.5	asphalt, gravel	Ogden City	2	\$158,400
53. RIVERDALE WEBER RIVER PARKWAY (C5)	2.2	asphalt	Riverdale	2	\$232,320
GREAT WESTERN TRAIL (D1—D5)	41	mostly dirt	FS	1	\$3,247,200
TOTAL	228.1				\$19,404,000

*Approximately 50 percent of these trails are located in unincorporated County
**Approximately 90 percent of this trail is located in unincorporated County

2 Proposed Service Levels

Utah Code 11-36a-302(1)(a)(ii): an impact fee facilities plan shall subject to Subsection (1)(c), establish a proposed level of service

Weber County has proposed the following trail improvements as potential projects to be undertaken before 2028. The proposed service levels are based on sound planning principles as established by the County's Recreation Department, input from the community, and the County's Trails Committee.

TABLE 11: POTENTIAL TRAILS PROJECTS, 2018 - 2028

	Trail Distance	Trail Surface	Estimated Cost
Skyline Drive and/or Regency Drive. Multi-use connector trail from the Bonneville Shoreline Trail to new HWY89 under-pass.	2.04	Asphalt	\$269,280
Multi-use connector trail from new HWY89 (at skyline) underpass to Uintah City rail road under pass.		Asphalt	
Coordination with Uintah City to connect from rail road under-pass to weber river/I-84 under-pass. Multi-use trail.	0.26	Asphalt	\$34,320
Connector trail from existing rail trail along 6700 West to 12th Street. Alternatively, along 6700 West to 700 North, 700 North to 12th Street along 7500 West. Multi-use trail.	5.06	Asphalt	\$667,920
Trail from 12th Street to Ogden Bay along 7500 West. Multi-Use Trail.	1.93	Asphalt	\$254,760
Trail from West Haven/MSC to Industrial Park at Little Mountain on 12th Street	9.4	Asphalt	\$1,240,800
Trail ROW acquisition and possible improvements along west weber canal. (Future Multi-Use Trail)	2.3	Asphalt	\$303,600
Trail ROW Acquisition and possible improvements along Hooper Canal. (Future Multi-Use Trail)	3.7	Asphalt	\$488,400
Trail from Plain City boundary to West Haven Boundary along 4700 West	5	Asphalt	\$660,000

	Trail Distance	Trail Surface	Estimated Cost
Trail from Cottonwood Dr. Trail Head to Hwy 89. Includes land, bridges and pathway.	3	Compacted Road base	\$396,000
Pineview Loop Pathway, to complete the remaining loop around Pineview Reservoir. Multi-Use Trail. This will entail some bridges as well as some tight spots getting across the dam.	9.31	Asphalt	\$1,228,920
Ogden Canyon Trail, from the mouth of the Ogden Canyon to Pineview Reservoir. Multi-Use Trail	5	Asphalt	\$660,000
Adjacent to 2550 S from W Haven boundary to 4700 W	1.77	Asphalt	\$514,008
Adjacent to 3500 W from 12th St to W Haven boundary	3.05	Asphalt	\$885,720
Wolf Creek Dr. from the 4-Way stop to Wolf Creek Resort/Elkhorn. Multi-Use Trail	2	Asphalt	\$264,000
Continuation of Eden Trail from River Rd. to 3300 East and then continuing to the Avon Divide. Multi-Use Trail	2.5	Asphalt	\$330,000
TOTAL	56.32		\$16,355,328

This would increase the level of service above current levels. Impact fees have only been calculated to maintain existing service levels.

TABLE 12: PROPOSED SERVICE LEVELS – DOLLAR COST PER CAPITA

Proposed Service Levels	Amount
Existing Cost	\$12,624,480
Additional Investment, 2018-2028	\$16,355,328
TOTAL 2028 Investment	\$28,979,808
2028 Population	17,336
Proposed LOS - Cost per Capita	\$1,671.63

Weber County does not intend to use the proposed service level to establish its impact fees; rather, it intends to use the existing service level. Based on the same Advisory Opinion Letter from the State Ombudsman’s Office cited previously in this IFFP, “Using the *investment per thousand* method, [the City] also established a proposed level of service as required by the Act. This proposed level of service exceeds the existing level of service by some measure. Nevertheless, [the City] bases its final Impact Fee on the *existing* level of service rather than the proposed level of service. In other words, [the City] is only charging new growth an impact fee sufficient to bring new growth up to the current level of service. This is perfectly permissible and may be preferable – it results in a lower fee.”⁷

⁷ Utah State Ombudsman’s Office, Advisory Opinion #155, April 14, 2015, p. 4.

3

Identify Excess Capacity to Accommodate Future Growth

Utah Code 11-36a-302(1)(a)(iii): an impact fee facilities plan shall identify any excess capacity to accommodate future growth at the proposed level of service

Based on the existing and proposed service levels shown in the preceding sections, there is currently no excess capacity in Unincorporated Weber County's trails system. The lack of existing, excess capacity is based on expert opinion from the Executive Director of Weber Pathways and is attached as Appendix B.

4

Identify Demands Placed on Existing Public Facilities by New Development Activity at Proposed Level of Service

Utah Code 11-36a-302(1)(a)(iv): an impact fee facilities plan shall identify the demands placed upon existing public facilities by new development activity at the proposed level of service

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 13: 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	

5

Identify Means by Which the Political Subdivision Will Meet Growth Demands

Utah Code 11-36a-302(1)(a)(v): an impact fee facilities plan shall identify the means by which the political subdivision or private entity will meet those growth demands

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 14: 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 over \$16 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. As specified elsewhere herein, the County is not proposing to do this at this time, but is specifying a proposed level of service to offer potential opportunity in the future, if needed.

6

Consideration of All Revenue Sources

Utah Code 11-36a-302(2): In preparing an impact fee facilities plan, each local political subdivision shall generally consider all revenue sources to finance the impacts on system improvements

Grants

The County 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 County is unaware of any potential grant sources for future trails development. However, should it be the recipient of any such grants, it will then look at the potential to reduce impact fees.

Bonds

The County has not issued any outstanding bonds for the purpose of building trail facilities.

Inter-fund Loans

The County currently has no plans to purchase trail facilities through any inter-fund loans.

Transfer from General Fund

To the extent that the County 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 County's capital fund for the purpose of constructing trails.

Impact Fees

Because of the significant growth anticipated to occur in the County, 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 Trails may be prepared, and the County may charge impact fees for 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 County before construction of the improvements.

Certification

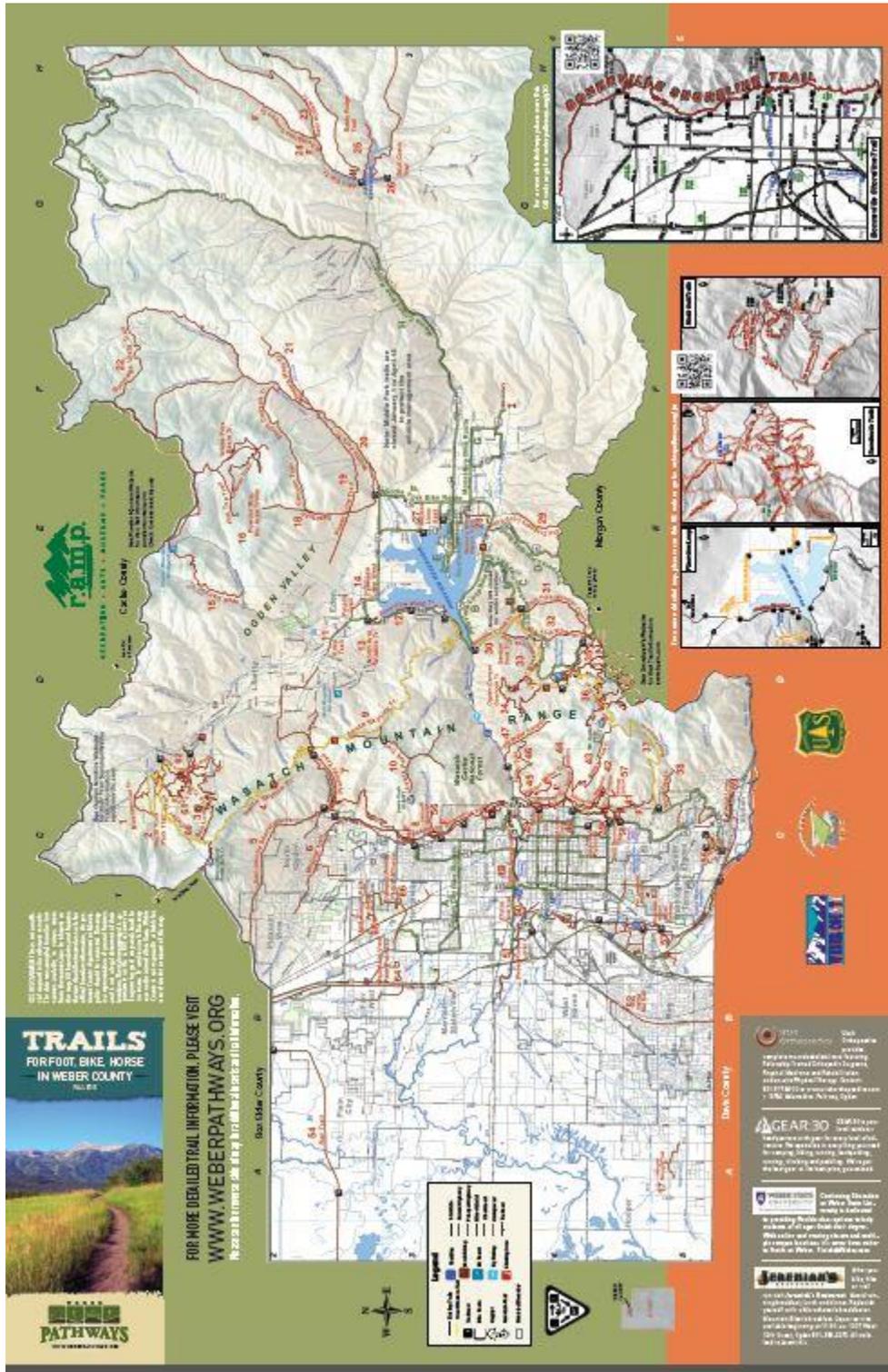
Zions Public Finance, Inc. certifies that the attached impact fee facilities plan:

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 – Trails Map



Appendix B – Expert Opinion Letter Regarding Trails 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

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