

Weber County

Trails Impact Analysis



ZIONS PUBLIC FINANCE, INC.

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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.

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 2023 population of 17,362 persons and is expected to grow to 20,739 persons by 2030 – an increase of 3,377 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 Service Level in Dollar Terms ¹
Dirt trails	36.43	\$1,056.55
Gravel trails	4.62	\$180.28
Asphalt trails	0.8515	\$91.11
TOTAL	41.91	\$1,327.94

In addition, there are costs to maintain service levels for trailheads and wayfinding signs which are also included in the calculation of impact fees.

TABLE 2: MAXIMUM FEE PER CAPITA

Description	Amount
Dirt Trails	\$1,056.55

¹ Existing service levels in dollar terms are based on the following costs per linear foot of trail surface: dirt trails, \$29; gravel trails, \$39; and asphalt trails, \$107. Trail costs are based on recent experience of Weber County in constructing trails.

Description	Amount
Gravel Trails	\$180.28
Asphalt Trails	\$91.11
Trailhead Costs	\$57.60
Wayfinding Signs	\$15.12
Consultant Costs	\$1.04
Fund Balance	(\$403.01)
TOTAL	\$998.69

The total cost per capita is then multiplied by the average household size in order to calculate the maximum justifiable impact fee. Only residential development places an impact on trail facilities and therefore only residential development is charged the trails impact fee. Table 3 represents the maximum fee that may be charged - \$2,886.21 per residential unit.

TABLE 3: MAXIMUM IMPACT FEES

Description	Household Size	Maximum Fee
Residential Unit	2.89	\$2,886.21

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 Growth
2023	17,362
2024	17,808
2025	18,266
2026	18,736
2027	19,218
2028	19,712
2029	20,219
2030	20,739
Growth 2023-2030	3,377

Source: Wasatch Front Regional Council; ZPFI

Population projections were felt to be reasonable given the County's past history of growth. Population projections in the Unincorporated County are for an average annual growth rate of 2.57 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 \$1,327.94 per capita in 2023 to \$1,111.70 per capita in 2030.

TABLE 5: SERVICE LEVEL IMPACTS FROM NEW GROWTH

Year	Population	Population Growth	Service Levels per Capita if No New Facilities
2023	17,362		\$1,327.94
2024	17,808	446	\$1,294.68
2025	18,266	458	\$1,262.22
2026	18,736	470	\$1,230.55
2027	19,218	482	\$1,199.69
2028	19,712	494	\$1,169.63
2029	20,219	507	\$1,140.30
2030	20,739	520	\$1,111.70
Growth, 2023-2030		3,377	

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 \$4,484,444 of improvements to trails by 2030 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
2023	17,362		\$1,327.94		
2024	17,808	446	\$1,294.68	\$592,260	\$592,260
2025	18,266	458	\$1,262.22	\$608,195	\$1,200,455
2026	18,736	470	\$1,230.55	\$624,131	\$1,824,586
2027	19,218	482	\$1,199.69	\$640,066	\$2,464,652
2028	19,712	494	\$1,169.63	\$656,001	\$3,120,653
2029	20,219	507	\$1,140.30	\$673,264	\$3,793,917
2030	20,739	520	\$1,111.70	\$690,527	\$4,484,444
Growth, 2023-2030		3,377			

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 425 miles in the future. 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 2023 and 2030.

TABLE 7: PROPORTIONATE SHARE ANALYSIS - TRAILS

New Construction Costs:	Amount
<i>Dirt Trails</i>	
Trail Miles	119.8
Trail Feet	632,544
2023 Population	17,362
Existing LOS - Trail Feet per Capita	36.43
Total Cost	\$18,343,776
Existing LOS per Capita	\$1,056.55

New Construction Costs:	Amount
Population Growth, 2023-2030	3,377
Additional Dirt Trail Feet Required, 2023-2030	123,033.12
Cost per Linear Foot - Dirt Miles	\$29.00
New Construction Costs	\$3,567,960.58
Cost per Capita, 2023-2030	\$1,056.55
Gravel Trails	
Trail Miles	15.2
Trail Feet	80,256
2023 Population	17,362
Existing LOS - Trail Feet per Capita	4.62
Total Cost	\$3,129,984
Existing LOS per Capita	\$180.28
Population Growth, 2023-2030	3,377
Additional Gravel Trail Feet Required, 2023-2030	15,610.21
Cost per Linear Foot - Gravel Miles	\$39.00
New Construction Costs	\$608,798.29
Cost per Capita, 2023-2030	\$180.28
Asphalt Trails	
Trail Miles	2.8
Trail Feet	14,784
2023 Population	17,362
Existing LOS - Trail Feet per Capita	0.8515
Total Cost	\$1,581,888
Existing LOS per Capita	\$91.11
Population Growth, 2023-2030	3,377
Additional Asphalt Trail Feet Required, 2023-2030	2,875.57
Cost per Linear Foot - Asphalt Miles	\$107.00
New Construction Costs	\$307,685.51
Cost per Capita, 2023-2030	\$91.11

In addition, impact fees can include the cost of trailheads and wayfinding signs.

TABLE 8: PROPORTIONATE SHARE ANALYSIS – TRAILHEADS AND WAYFINDING SIGNS

Description	Amount
Trailheads	
Number of Trailheads	5
Average Cost per Trailhead	\$200,000
Total Cost - Trailheads	\$1,000,000
Total Trail Feet	14,784
Trailhead Cost per Trail Foot	\$67.64
Trail Feet per Capita	0.8515
Trailhead Cost per Capita	\$57.60
Wayfinding Signs	
Number of Signs	12
Cost per Sign	\$21,880.83

Description	Amount
Total Cost of Signs	\$262,570.00
Total Trail Feet	14,784
Wayfinding Sign Cost per Trail Foot	\$17.76
Trail Feet per Capita	0.8515
Wayfinding Sign Cost per Capita	\$15.12

The total cost per capita is \$998.69.

TABLE 9: SUMMARY OF COST PER CAPITA

Summary of Fee	
Dirt Trails	\$1,056.55
Gravel Trails	\$180.28
Asphalt Trails	\$91.11
Trailhead Costs	\$57.60
Wayfinding Signs	\$15.12
Consultant Costs	\$1.04
Fund Balance	(\$403.01)
TOTAL	\$998.69

The fee per capita is then calculated by multiplying the per capita cost the average household size in Weber County. The maximum fee per residential unit is \$2,886.21.

TABLE 10: MAXIMUM TRAILS IMPACT FEE BASED ON HOUSEHOLD SIZE

	Household Size	Amount
Residential Unit	2.89	\$2,886.21

Source: <https://www.census.gov/quickfacts/webercountyutah>

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; or

- 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;
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

