

CITY OF WEST BOUNTIFUL CITY, UTAH

PARKS, RECREATION, OPEN SPACE, & TRAILS IMPACT FEE FACILITES PLAN AND IMPACT FEE ANALYSIS



MARCH 2013

PREPARED BY:
WEST BOUNTIFUL CITY &
LEWIS YOUNG ROBERTSON & BURNINGHAM, INC.



IMPACT FEE FACILITIES PLAN AND ANALYSIS CERTIFICATION

IFFP Certification

LYRB certifies that the impact fee facilities plans prepared for Park, Recreation, Open Space, & Trail facilities:

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; and
3. complies in each and every relevant respect with the Impact Fees Act.

Impact Fee Analysis (IFA) Certification

LYRB 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;
 - 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.

LYRB makes this certification with the following caveats:

1. If all or a portion of the IFFP or Impact Fee Analysis are modified or amended, this certification is no longer valid.
2. All information provided to LYRB is assumed to be correct, complete, and accurate. This includes information provided by the City as well as outside sources.

LEWIS YOUNG ROBERTSON & BURNINGHAM, INC.



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SECTION 1: EXECUTIVE SUMMARY

The purpose of the Parks, Recreation, Open Space and Trails Impact Fee Facilities Plan (“IFFP”), with supporting Impact Fee Analysis (“IFA”), is to fulfill the requirements established in Utah Code Title 11 Chapter 36a, the “Impact Fees Act,” and help West Bountiful City (the “City”) plan necessary capital improvements for future growth. The following summarizes the inputs utilized in this analysis.

- ☐ **Service Area:** The service area includes all areas within the City’s boundaries. This IFFP identifies capital projects that will help to maintain the current and established level of investment enjoyed by existing residents into the future.
- ☐ **Demand Analysis:** The demand unit used in this analysis is population. The City’s current population is approximately 5,425. Based on conservative growth estimates, the service area should reach a population of approximately 5,682 residents by 2018. As a result of new growth, the City will need to construct additional improvements, infrastructure and facilities to parks, recreation, open space and trails in order to maintain the existing level of service (LOS).
- ☐ **Level of Service:** The LOS is based on a *Level of Investment Approach (LOI)*. LOI is based on determining the existing assets per 1,000 residents and the cost to replicate existing improvement types that were financed by the City. New development is required to maintain the level of investment, measured in dollars per capita, to replicate a similar level of improvements. While the exact improvements may differ from existing facilities, the LOI approach ensures new development pays a proportional investment. Detailed tables showing the level of service are provided in Section 6.
- ☐ **Excess Capacity and Capital Facilities Analysis:** Based on the City adopting a proposed level of service for park land acreage of 4.04 acres per 1,000 residents, the City will have an excess capacity of .19 acres per 1,000 residents. New growth will be expected to buy into this existing capacity. It is estimated that new growth will contribute a buy-in total of \$67,407. Based on the expected changes in population over the planning horizon, the City will need to make \$92,735 worth of improvements on .91 existing acres of park land and construct \$3,443 worth of trail improvements on approximately 0.16 miles of existing trail land. Table 7.2 details the City’s capital improvements through 2017.

IMPACT FEE ANALYSIS

IFFP METHODOLOGY - EXPANSION BASED

The methodology utilized in this analysis is based on the increase in residential demand. The growth driven method utilizes the existing level of service and perpetuates that level of service into the future. Impact fees are then calculated to provide sufficient funds for the entity to expand or provide additional facilities, as growth occurs within the community. Under this methodology, impact fees are calculated to ensure new development contributes the same level of investment as existing development while maintaining the current LOS standards in the community. This approach is often used for public facilities that are not governed by specific capacity limitations and do not need to be built before development occurs (i.e. park facilities).

PROPOSED PARK IMPACT FEES

Buy-In Costs to Growth. It is estimated that the City’s total investment value in park land (based on an economic cost approach and using original values) is \$383,000. This value is then divided by the total population to be served by the park land, which is 5,682 (year 2018) to get a value per 1,000 population of \$67,407. The per capita investment is approximately \$67.

Remaining Costs to Growth. The cost to replicate the existing park facilities (including developed parks and trails) is estimated at \$2,348,597. This value is then divided by the total city-owned and city-improved park acres and trail miles (approximately 23 acres and 4.17 miles) to get a value per acre of \$102,291 and a value per mile of \$21,090. The value per acre/mile represents the level of investment required from new development to maintain

the existing LOS. The per capita investment is approximately \$562.

TABLE 1.1: ESTIMATE OF IMPACT FEE COST PER PERSON (LOI APPROACH)

	EXISTING LOS PER 1,000	LAND COST PER ACRE	CURRENT INVESTMENT PER ACRE	TOTAL COST PER ACRE	COST PER 1,000 POPULATION	COST PER CAPITA
PARK TYPE						
Developed Parks	4.17	\$0	\$102,291	\$102,291	\$432,935	\$433
Trail Ways	0.76	\$0	\$21,090	\$21,090	\$16,072	\$16
BUY-IN COMPONENT DEVELOPED PARKS	PROPOSED LOS PER 1,000	TOTAL LAND COST	TOTAL POPULATION SERVED		COST PER 1,000 POPULATION	COST PER CAPITA
DEVELOPED PARKS	4.04	\$383,000	5,682			\$67
PROFESSIONAL EXPENSE		TOTAL COST OF SERVICES	TOTAL POPULATION SERVED			COST PER CAPITA
IFFP & IFA		\$9,750	214			\$45.52
Estimate of Impact Fee Per Capita						\$562

Based on the per capita fee, the proposed impact fee per household is illustrated in Table 1.2 (utilizing the LOI Approach).

TABLE 1.2: PARK IMPACT FEE SCHEDULE

IMPACT FEE PER HH	PERSONS PER HH	LOI FEE PER HH	EXISTING FEE PER HH
Average	3.57	\$2,009	
Single Family	3.73	\$2,096	\$3,030
Multi Family	1.38	\$775	\$2,616

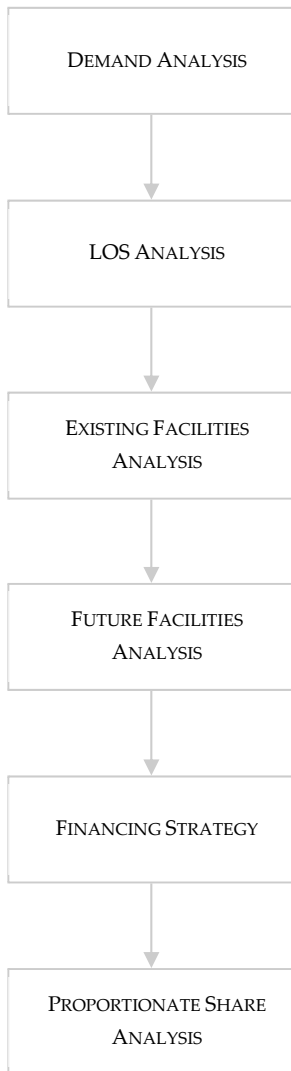
NON-STANDARD PARK IMPACT FEES

The proposed fees are based upon level of investment and population growth. The City reserves the right under the Impact Fees Act to assess an adjusted fee that more closely matches the true impact that the land use will have upon park facilities.¹ This adjustment could result in a lower or higher impact fee if the City determines that a particular user may create a different impact than what is standard for its land use.

¹ UC 11-36a-402(1)(c)

SECTION 2: GENERAL IMPACT FEE METHODOLOGY

FIGURE 2.1: IMPACT FEE METHODOLOGY



The purpose of this study is to fulfill the requirements of the Impact Fees Act regarding the establishment of an IFFP and IFA. The IFFP is designed to identify the demands placed upon the City’s existing facilities by future development and evaluate how these demands will be met by the City. The IFFP is also intended to outline the improvements which are intended to be funded by impact fees. The IFA is designed to proportionately allocate the cost of the new facilities and any excess capacity to new development, while ensuring that all methods of financing are considered. Each component must consider the historic level of service provided to existing development and ensure that impact fees are not used to raise that level of service. The following elements are important considerations when completing an IFFP and IFA.

DEMAND ANALYSIS

The demand analysis serves as the foundation for the IFFP. This element focuses on a specific demand unit related to each public service – the existing demand on public facilities and the future demand as a result of new development that will impact public facilities.

LEVEL OF SERVICE ANALYSIS

The demand placed upon existing public facilities by existing development is known as the existing “Level of Service” (“LOS”). Through the inventory of existing facilities, combined with the growth assumptions, this analysis identifies the level of service which is provided to a community’s existing residents and ensures that future facilities maintain these standards. Any excess capacity identified within existing facilities can be apportioned to new development. Any demand generated from new development that overburdens the existing system beyond the existing capacity justifies the construction of new facilities.

EXISTING FACILITY INVENTORY

In order to quantify the demands placed upon existing public facilities by new development activity, the Impact Fee Facilities Plan provides an inventory of the City’s existing **system** facilities. To the extent possible, the inventory valuation should consist of the following information:

- ☐ Construction replication costs of each facility;
- ☐ Estimated date of completion of each facility;
- ☐ Estimated useful life of each facility; and,
- ☐ Remaining useful life of each existing facility.

The inventory of existing facilities is important to properly determine the excess capacity of existing facilities and the utilization of excess capacity by new development.

FUTURE CAPITAL FACILITIES ANALYSIS

The demand analysis, existing facility inventory and LOS analysis allow for the development of a list of capital projects necessary to serve new growth and to maintain the existing system. This list includes any excess capacity of existing facilities as well as future **system improvements** necessary to maintain the level of service. Any demand generated from new development that overburdens the existing system beyond the existing capacity justifies the construction of new facilities.

FINANCING STRATEGY – CONSIDERATION OF ALL REVENUE SOURCES

This analysis must also include a consideration of all revenue sources, including impact



fees, future debt costs, alternative funding sources and the dedication of system improvements, which may be used to finance system improvements.² In conjunction with this revenue analysis, there must be a determination that impact fees are necessary to achieve an equitable allocation of the costs of the new facilities between the new and existing users.³

PROPORTIONATE SHARE ANALYSIS

The written impact fee analysis is required under the Impact Fees Act and must identify the impacts placed on the facilities by development activity and how these impacts are reasonably related to the new development. The written impact fee analysis must include a proportionate share analysis, clearly detailing each cost component and the methodology used to calculate each impact fee. A local political subdivision or private entity may only impose impact fees on development activities when its plan for financing system improvements establishes that impact fees are necessary to achieve an equitable allocation to the costs borne in the past and to be borne in the future (UCA 11-36a-302).

² 11-36a-302(2)

³ 11-36a-302(3)



SECTION 3: OVERVIEW OF WEST BOUNTIFUL CITY AND SERVICE AREA

West Bountiful City is a vibrant community of both residential and commercial development, with the potential to attract additional growth and development into the future. Strategically located along Interstate 15 and Legacy Highway in southern Davis County, West Bountiful City serves as a regional shopping and service area for South Davis County and is well-situated to attract both residential and commercial growth. As a result, the City will need to expand its existing services to continue to provide the level of service currently enjoyed within the community.

SERVICE AREA

Utah Code requires the impact fee enactment to establish one or more service areas within which impact fees will be imposed.⁴ This service area includes all areas within the City. This document identifies capital projects that will help to maintain the same level of service enjoyed by existing residents into the future.

It is anticipated that the growth projected over the next six to ten years will impact the City's existing services. Parks will need to be expanded in order to maintain the existing level of service. The IFFP, in conjunction with the impact fee analysis, is designed to accurately assess the true impact of a particular user upon the City's infrastructure.

⁴ UC 11-36a-402(a)



SECTION 4: DEMAND ANALYSIS

The purpose of this document is to establish a LOS based on the facilities and amenities provided for development in the City within the service area. The current LOS for parks and recreation is based on the City's residential population, divided into two components – the land value (or the cost to purchase the land) and the improvement value of each type of park improvement.

DEMAND UNITS

The demand unit used in this analysis is population. The population projections are based on several sources including Census data, the Utah Governor's Office of Planning and Budget ("GOPB"), and building permit information provided by the City. According to these projections, the City's current population, and the existing service area demand, is approximately 5,425.

TABLE 4.1: ILLUSTRATION OF EXISTING DEMAND ASSUMPTIONS

	2010	2011	2012
Existing Population	5,287	5,357	5,425
Average household size	3.32		
Average family size	3.62		
Average HH Size: Single Family	3.73		
Average HH Size: Multi-Family	1.38		

Source: 2010 Census

FUTURE DEMAND

The future population in West Bountiful City is used to determine the additional parks and recreation needs. The level of service standards for each of these types of improvements has been calculated, and a blended level of service determined for the future population, giving the City flexibility to provide future residents the types of improvements that are desired. The City will update the parks and recreation projections, the IFFP, and the impact fees, as land use planning changes.

Using the conservative estimate of .77 percent annual growth, the service area should reach a population of approximately 5,682 residents by 2018. As a result of this growth, the City will need to construct additional parks and recreation facilities to maintain the existing level of service.

Table 4.2: Future Demand Projections

Year	City Proper Population	% Added Annually
2012	5,425	
2013	5,468	.79%
2014	5,511	.78%
2015	5,553	.77%
2016	5,596	.77%
2017	5,639	.76%
2018	5,682	.76%



SECTION 5: EXISTING FACILITIES INVENTORY

PARK CLASSIFICATIONS

The City's park classification system is summarized in the following paragraphs.⁵

PARKS

Parks are developed facilities within the City that provides opportunities for outdoor active and passive recreation programs. There are four categories of parks in the hierarchy of park spaces recommended in the West Bountiful Parks, Recreation, and Open Space Plan. These four categories are listed below, in addition to the category of independent trail ways.

CITY-WIDE OR REGIONAL PARKS

City-wide and regional parks are two scales of park that generally draw users from all parts of a city, and sometimes from neighboring cities. These parks are larger in size and typically have a variety of ball fields, playgrounds, and other facilities to serve a very large number of park users. West Bountiful currently does not have a city-wide or regional park within its municipal boundaries.

COMMUNITY/DISTRICT PARKS

Community parks are generally used by residents living within an easy walking distance of the park. Barriers such as heavily traveled roads discourage the use of these parks. These parks often have limited facilities. The West Bountiful City Park on Pages Lane is an example of a neighborhood park.

NEIGHBORHOOD PARKS

These parks are similar to community parks in that they are typically only used by residents within close walking distance to the park. They usually have very limited facilities, such as a single bowery or playground. The West Bountiful Elementary School "Old Bowery" Park is an example of a neighborhood park.

POCKET/MINI PARKS

Pocket or mini parks are very small green spaces typically located within residential areas. They are often vacant residential lots that have been converted to park space with the addition of some turf, a bench or two, and perhaps some small playground equipment. These parks are typically only used by residents living directly adjacent to the park, or within a few lots of the park. Often times, residents living in adjacent subdivisions are unaware of these parks because of their small size and hidden locations. The Lou Child Park is an example of a pocket park.

OPEN SPACE

Open space or 'natural areas' are primarily defined as land which exists in a relatively undeveloped state with inherent ecological, biological, and environmental attributes retained in a natural character. These spaces commonly exist to provide important ecological functional values and critical wildlife habitat. Natural areas, whether in a pristine or compromised condition, are highly valued for their ecological importance, natural landscapes, scenic vistas, wildlife habitat, floodplain and wetland functions and human pleasure.

RECREATIONAL FACILITIES

The recreational facilities are typically year-round, enclosed facilities that provide a broad range of activities for a variety of ages, and include uses from sports uses (basketball, volleyball, etc) to more educational uses. While some of these facilities have been excluded from the level of service, the City considers these facilities a benefit to its residents and the community in general.

⁵ As defined by West Bountiful City.

PARK INVENTORY

The City's existing park inventory for park acres by type is shown in Table 5.1 and 5.2. See **Appendix A** for a detailed list of park facilities and amenities. The improvement costs for parks and recreation are based on the existing improvements to each type of facility and are calculated on a per acre basis for parks.

The City owned acreage and estimated improvement value illustrated below will be the basis for the LOS analysis discussed in Section 6.

TABLE 5.1: ACREAGE OF EXISTING PARKS, TRAILS, AND OPEN SPACES

DEVELOPED PARKS	TOTAL ACREAGE	CITY OWNED ACRES	ESTIMATED LAND VALUE FOR CITY OWNED ACRES	2011 EST. IMPROV. VALUE
West Bountiful City Park (Main)	14.5	14.5	-	\$2,044,100
Child Park	0.2	0.2	\$8,000	\$20,400
Birnam Woods	4.2	4.2	-	-
Jessi Meadow Park	4.1	4.1	\$375,000	-
Impact Fee Fund Balance				\$255,697
Total Parks	22.96	22.96	\$383,000	\$2,348,597
TRAILS	TOTAL MILES	CITY OWNED MILES	ESTIMATED LAND VALUE	2011 EST. IMPROV. VALUE
Onion Parkway Trails (DSB)	.66	.66	-	\$87,875
Legacy Trail	1.89	1.89	-	-
Prospectors (DNRG)	1.61	1.61	-	-
Total Trail Ways	4.17	4.17	-	\$87,875

Existing City-funded parks include a variety of services including: baseball fields, basketball courts, pavilion and picnic spaces, restrooms and other amenities as listed below.

TABLE 5.2: EXISTING PARK FACILITY IMPROVEMENTS

DEVELOPED PARKS	PER	TOTAL AMENITIES
Boweries (Large)	Each	2
Boweries (Small)	Each	4
Drinking Fountains	Each	2
Restrooms	Each	1
Play Structures	Each	4
Play Ground (1)	Each	-
Play Ground (2)	Each	1
Bleachers (Movable)	Each	9
Picnic Tables	Each	30
Concessions Stand	Each	1
Improved Turf (acres)	Acre	14
Baseball Fields	Each	3
Parking Lots	sqft	75,000
Fencing (LF)	LF	4,000
Signs	Each	8
Irrigation	Acre	14
Asphalt Trails	LF	-
Concrete Trails	LF	5,200
TRAIL WAYS	PER	TOTAL AMENITIES
Asphalt Trails	Miles	.66
Trail Signage	Each	750



It is noted that current costs are used strictly to determine the actual cost, in today's dollars, of duplicating the current level of service for future development in the City, and does not reflect the value of the existing improvements within the City.

The City utilized a conservative estimate of \$383,000 for the total park land value. This \$383,000 land value represents the estimated the economic costs to the City resulting from the developer density bonuses in planned unit developments (PUD) involving Child Park and Jessi Meadow Park at the time of development.

Jessi's Park Land Value. In 1999, the City granted a developer a density bonus of 11 extra lots as a result of the developer donating 5 lots for Jessi's Meadow Park. The park was equal in size to five lots. The estimated value for the five lots in 1999 was \$375,000 or \$75,000 per lot. Therefore, \$375,000 was the estimated monetary value for the Jessi's Meadow Park land.

Child Park Land Value. In 1982, the City granted a developer four (4) extra lots as part of a PUD. The park was equal in size to one lot. The estimated value of one (1) lot in 1982 was \$8,000.

SECTION 6: LEVEL OF SERVICE ANALYSIS

LEVEL OF SERVICE STANDARDS

The costs used in this analysis will not be based on a list of specific future facilities by size and type. Rather, costs will be calculated in current dollars and are based on the existing parks in the City. The average improvement cost estimates include the cost of acquiring, developing, and improving parks. Since the City does not plan on acquiring more park land, the City will incorporate a buy-in component for the existing capacity of park land and will therefore utilize a decreased LOI for park land. The City will maintain the current level of service standard all for the remaining park improvements (excluding acquisition costs). The LOS is calculated using the *Level of Investment Approach* methodology. The Level of Investment Approach is a blended level of service that includes park acres per 1,000 and a level of investment per acre.

LEVEL OF INVESTMENT (LOI) APPROACH

The LOI approach is based on the existing park acres per 1,000 persons and the value of existing improvements per acre using the replicate value of each improvement (instead of the historical cost of building each amenity). The calculation of impact fees relies upon the information contained in this analysis. The timing of construction for development-related park facilities will depend on the rate of development and the availability of funding. For purposes of this analysis, a specific construction schedule is not required. The construction of park facilities can lag behind development without impeding continued development activity. We have assumed that construction of needed park facilities will proceed on a pay-as-you-go basis, and have assumed a standard annual dollar amount the City should anticipate collecting and plan to expend on park improvements. Impact fees are calculated based on many variables centered on proportionality and level of service.

PARK FACILITIES LOS

CURRENT LOS

Table 6.1 below shows the current LOI for park amenities in the defined service area, broken down by type of park. This is based on the City estimates which show a value of \$2,348,597 in existing park improvements and \$87,875 in existing trail way improvements, as well as a total land cost of \$383,000. These values are then divided by the total city owned and improved park acres and trail miles (approximately 22.96 acres and 4.17 miles respectively) to get a value per acre of \$118,972 (acres) and \$21,090 (trail miles).

TABLE 6.1: LOI APPROACH (CURRENT LOS)

PARK TYPE	ACRES/MILES PER 1,000	LAND \$/ACRE	IMPROVEMENT \$/ACRE	LOI PER ACRE
Developed Parks	4.23	\$16,681	\$102,291	\$118,972
Trail Ways	.76	-	\$21,090	\$21,090

PROPOSED LOS

Table 6.2 below shows the proposed LOI for park amenities in the defined service area, broken down by type of park. This proposed LOS only differs from the current LOS only with the acres per 1,000 population because the City does not plan on expanding its existing park land total. It is expected that new growth will buy into the existing park land. Thus, a reduced level of acres per 1,000 LOS is necessary in order to capture the buy-in component. The proposed LOS is based on the same City estimates as the current LOS which shows a value of \$2,348,597 in existing park improvements and \$87,875 in existing trail way improvements, as well as a total land cost of \$383,000. These values are then divided by the total city owned and improved park acres and trail miles (approximately 23 acres and 4.17 miles respectively) to get a value per acre of \$89,917 (acres) and \$21,090 (trail miles).

TABLE 6.2: LOI APPROACH (PROPOSED LOS)

PARK TYPE	ACRES/MILES PER 1,000	LAND \$/ACRE	IMPROVEMENT \$/ACRE	LOI PER ACRE
Developed Parks	4.04	\$16,681	\$102,291	\$118,972
Trail Ways	.76	-	\$21,090	\$21,090



SECTION 7: CAPITAL FACILITY ANALYSIS

Future planning for park land is an ongoing process, based on the changes in population and community preference. The City will improve parks and recreational facilities to maintain the level of service defined in this document. A summary of the City's desired improvements is found below, which includes projects that will enhance the existing parks and add to the existing inventory, while maintaining the current level of service. Actual future improvements will be determined as development occurs, and the opportunity to acquire and improve park land arises.

Based on the expected change in population of 214 persons through 2018, the City will need to develop an additional .91 acres of parkland and approximately 0.16 miles of trail ways. **The City's gifted land values are excluded in the impact fee calculations, except for that park land where the City experienced an economic cost (as explained in the Park Inventory of Section 5).**

TABLE 7.1: ILLUSTRATION OF IMPROVEMENTS TO CURRENT PARK ACRES NEEDED TO MAINTAIN PROPOSED LOS

TYPE OF IMPROVEMENT	UNIT OF MEASURE	CURRENT LOS PER 1,000	POPULATION INCREASE IFFP HORIZON	NEW IMPROVEMENTS TO EXISTING PARK ACRES/MILES NEEDED
PARK TYPE				
Developed Parks	Acres	4.04	214	0.91
Trail Ways	Miles	0.76	214	0.16



SECTION 8: SYSTEM VS. PROJECT IMPROVEMENTS

System improvements are defined as existing and future public facilities designed and intended to provide services to service areas within the community at large.⁶ Project improvements are improvements and facilities that are planned and designed to provide service for a specific development (resulting from a development activity) and considered necessary for the use and convenience of the occupants or users of that development.⁷ The Impact Fee Analysis may only include the costs of impacts on system improvements related to new growth within the proportionate share analysis.

Only park facilities that serve the entire community are included in the level of service. The following park facility types are considered system improvements, as defined in Section 5:

- ☐ Community Parks;
- ☐ Neighborhood Parks;
- ☐ Recreational Facilities;
- ☐ Open Space; and
- ☐ Trail Ways

Mini Parks and Pocket Parks are considered to be project improvements and are thus not included in the level of service and impact fee analysis.

⁶ UC 11-36a-102(20)

⁷ UC 11-36a102(13)



SECTION 9: CONSIDERATION OF ALL REVENUE SOURCES

The IFFP must also include a consideration of all revenue sources, including impact fees and the dedication of system improvements, which may be used to finance system improvements.⁸ In conjunction with this revenue analysis, there must be a determination that impact fees are necessary to achieve an equitable allocation of the costs of the new facilities between the new and existing users.⁹

HISTORIC FUNDING OF FACILITIES

GENERAL FUND REVENUES

The City's existing parks & recreation infrastructure has been funded through general fund revenues, grants, developer contributions, and donations. General fund revenues include a mix of property taxes, sales taxes, federal and state grants, and any other available general fund revenues.

GRANT FUNDING

The City has received some grants monies and donations to fund parks & recreation facilities. All park land and improvements funded through grant monies and donations have been excluded in the impact fee calculations.

FUNDING OF FUTURE FACILITIES

GENERAL FUND REVENUES

It is anticipated that the general fund will continue to be a source of revenue for future park improvements, maintenance and operations of parks, and level of service improvements. Impact fees will be necessary to help maintain the existing level of service for new development. Where general fund monies are used to pay for growth related improvements, impact fees can be used as a repayment mechanism to replace these funds.

GRANTS AND DONATIONS

West Bountiful City frequently applies for grants to assist with park land acquisition and development. Also, the City receives land donations to be used for the development of parks and trails. 60% of the City's developed park land was purchased through grants. The other remaining park land and trail way land was donated by either developers or other taxing entities. The City also had some park improvements donated to them by a developer. The City foresees these trends continuing and plans on receiving some revenues from other entities (i.e. grants, federal or state funds, other contributions, etc.) to fund new facilities and other park lands and improvements through developer donations. This analysis has removed all funding that has come from federal grants and donations to ensure that none of those infrastructure items are included in the level of service. Therefore, the City's existing "level of service" standards have been funded by the City's existing residents. Funding the future improvements through impact fees places a similar burden upon future users as that which has been placed upon existing users through impact fees, property taxes, user fees, and other revenue sources.

IMPACT FEE REVENUES

Impact fee revenues have been a source of funding for Parks, Recreation, and Trail infrastructure in the past and this ideal mechanism for funding growth-related infrastructure will continue. Impact fees will be charged to ensure that new growth pays its proportionate share of the costs for the development of public infrastructure if the revenues are used to maintain an existing level of service. Increases to an existing level of service will not be funded with impact fee revenues.

DEBT FINANCING

In the event the City has not amassed sufficient impact fees to pay for the construction of time sensitive or urgent capital projects needed to accommodate new growth, the City must look to revenue sources other than impact fees for funding. The Impact Fees Act allows for the costs related to the financing of future capital projects to be legally included in the impact fee. This allows the City to finance and quickly construct infrastructure for new

⁸ UC 11-36a-302(2)

⁹ UC 11-36a-302(3)



development and reimburse itself later from impact fee revenues for the costs of issuing debt. This analysis does not consider any debt financing related to the construction of future facilities.

NECESSITY OF IMPACT FEES

An entity may only impose impact fees on development activity if the entity's plan for financing system improvements establishes that impact fees are necessary to achieve parity between existing and new development. This analysis has identified the improvements to public facilities and the funding mechanisms to complete the suggested improvements. Impact fees are identified as a necessary funding mechanism to help offset the costs of new capital improvements related to new growth.

EQUITY OF IMPACT FEES

Impact fees are intended to recover the costs of capital infrastructure that relate to future growth. The impact fee calculations are structured for impact fees to fund 100% of the growth-related facilities identified in the proportionate share analysis as presented in the impact fee analysis. Even so, there may be years that impact fee revenues cannot cover the annual growth-related expenses. In those years, other revenues such as general fund revenues will be used to make up any annual deficits. Any borrowed funds are to be repaid in their entirety through impact fees.



SECTION 10: PARKS, RECREATION, AND TRAILS IMPACT FEE ANALYSIS

DEMAND ANALYSIS

The demand unit used in this analysis is population. The City's current population and existing service area demand is approximately 5,425. Based on conservative growth estimates, the service area should reach a population of approximately 5,682 residents by 2018. As a result of this growth, the City will need to construct additional parks and recreation facilities to maintain the existing level of service. See Section 3 for additional details.

EXISTING FACILITIES INVENTORY

The City owned acreage and estimated improvement value is shown in Section 5, Table 5.1. Existing parks include a variety of amenities including: baseball fields, basketball courts, boweries, and picnic spaces, restrooms and other amenities.

MANNER OF FINANCING EXISTING PUBLIC FACILITIES

The City has funded its existing capital infrastructure through a combination of different revenue sources, including general fund revenues, property taxes, and grant monies. This analysis has removed all funding that has come from federal grants and donations from non-resident citizens to ensure that none of those infrastructure items are included in the level of service. Therefore, the City's existing "level of service" standards have been funded by the City's existing residents. Funding the future improvements through impact fees places a similar burden upon future users as that which has been placed upon existing users through property taxes, user fees, and other revenue sources.

LEVEL OF SERVICE ANALYSIS: PARKS & RECREATION

The City will define its level of service for parks, recreation, and trails as follows:

- ☞ The City will adopt a proposed level of service standard of **4.04 acres of park land per 1,000 residents.**
- ☞ The City will maintain its existing level of service standards of **\$118,972 of park improvements per 4.17 acres of park land per 1,000 residents.**
- ☞ The City will maintain its existing level of service standards of **\$21,090 of improvements per .76 miles of trail per 1,000 residents.**

Section 6 (Table 6.2) shows the proposed level of investment for park land and amenities in the defined service area, broken down by type of park.

FUTURE CAPITAL FACILITIES

Based on the expected changes in population over the planning horizon, the City will need to develop an additional .91 acres of existing park land and approximately .16 miles of existing trail ways lands. This assumes the City will grow by 214 persons through 2018. See Section 7 for illustration of new park acres and trail ways needed by type to maintain the existing LOS.

Section 7 also illustrates some of the City's capital improvements planned through 2017 which will be used to maintain the existing level of service through land acquisition, park development and improvements. Impact fees will only be assessed the proportionate fee to maintain the existing level of service.

CALCULATION OF IMPACT FEES

The calculation of impact fees relies upon the information contained in this analysis. Impact fees are calculated based on many variables centered on proportionality and level of service. The following paragraphs briefly discuss the methodology for calculating impact fees.

IFFP METHODOLOGY - EXPANSION BASED

The methodology utilized in this analysis is based on the increase in residential demand. The growth driven method utilizes the existing level of service and perpetuates that level of service into the future. Impact fees are then calculated to provide sufficient funds for the entity to expand or provide additional facilities, as growth occurs within the community. Under this methodology, impact fees are calculated to ensure new development contributes the same level of investment as existing development while maintaining the current LOS standards in the community. This approach is often used for public facilities that are not governed by specific capacity limitations and do not need to be built before development occurs (i.e. park facilities).

PROPOSED PARK IMPACT FEES

The park impact fees proposed in this analysis will be assessed within all areas of the City. Utilizing the level of investment (LOI) approach, the per capita investment is approximately \$566. This is based on the City’s estimates and financial records which show a value of \$383,000 in existing developed park land costs, \$2,348,597 in existing developed park improvements and \$87,875 in existing trail way improvements. These values are then divided by the total city owned park acres (approximately 22.96 acres) and city-owned miles of trail ways (4.17 miles) to get a value per acre of \$118,972 and a value per mile of \$21,090.

TABLE 10.1: ESTIMATE OF IMPACT FEE COST PER PERSON (LOI APPROACH)

	EXISTING LOS PER 1,000	LAND COST PER ACRE	CURRENT INVESTMENT PER ACRE	TOTAL COST PER ACRE	COST PER 1,000 POPULATION	COST PER CAPITA
PARK TYPE						
Developed Parks	4.17	\$0	\$102,291	\$102,291	\$432,935	\$433
Trail Ways	0.76	\$0	\$21,090	\$21,090	\$16,072	\$16
BUY-IN COMPONENT DEVELOPED PARKS	PROPOSED LOS PER 1,000	TOTAL LAND COST	TOTAL POPULATION SERVED	COST PER 1,000 POPULATION		COST PER CAPITA
DEVELOPED PARKS	4.04	\$383,000	5,682			\$67
PROFESSIONAL EXPENSE		TOTAL COST OF SERVICES	TOTAL POPULATION SERVED			COST PER CAPITA
IFFP & IFA		\$9,750	214			\$45.52
Estimate of Impact Fee Per Capita						\$562

Based on the per capita fee, the proposed impact fee per household is illustrated in Table 10.2 (utilizing the Facilities Approach and the LOI Approach).

TABLE 10.2: RECOMMENDED PARK IMPACT FEE SCHEDULE

IMPACT FEE PER HH	PERSONS PER HH	LOI FEE PER HH	EXISTING FEE PER HH
Average	3.57	\$2,006	
Single Family	3.73	\$2,096	\$3,030
Multi Family	1.38	\$775	\$2,616

NON-STANDARD PARK IMPACT FEES

The proposed fees are based upon population growth. The City reserves the right under the Impact Fees Act to assess an adjusted fee that more closely matches the true impact that the land use will have upon park facilities.¹⁰ This adjustment could result in a lower impact fee if the City determines that a particular user may create a different impact than what is standard for its land use.

¹⁰ 11-36a-402(1)(c)



EXPENDITURE OF IMPACT FEES

Legislation requires that impact fees should be spent or encumbered within six years after each impact fee is paid. Impact fees collected in the next five to six years should be spent only on those projects outlined in the CIP to maintain the LOS.

COST OF EXISTING PUBLIC FACILITIES – 201(5)(B)(I)

The City has parks and trails that provide service to all developed property within the City. The level of service standard has been set by the City's parks department and is based on actual improvements available to the residents in the Service Area. The expansion to these facilities will maintain the established level of service for all future development.

PROPOSED CREDITS OWED TO DEVELOPMENT

To the extent that a developer constructs improvement(s) included in the CFP, the developer will be eligible for an impact fee credit. This situation does not apply to developer exactions, minimum standards required by the developer or project improvements.

GROWTH-DRIVEN EXTRAORDINARY COSTS

The City does not anticipate any extraordinary costs necessary to provide services to future development.

TIME PRICE DIFFERENTIAL

The time price differential of amounts paid at different times may be handled through an annual adjustment being made to the impact fees, based on an index as determined by City Council and enacted each year in a regular Council Meeting.

APPENDIX A: EXISTING FACILITIES INVENTORY

CITY PARKS SYSTEM	TOTAL ACREAGE	LESS DETENTION (ACRES)	DONATED LAND (ACRES)	FINAL ACREAGE	% CITY OWNED (LAND)	% CITY FUNDED (LAND)	CITY OWNED ACREAGE	TOTAL LAND VALUE
Community Parks								
West Bountiful City Park (Main)	14.50	-	-	14.5	100%	100%	14.50	-
Neighborhood Parks								
Child Park	0.20	-	-	0.2	100%	100%	0.20	8,000
Birnam Woods	4.15	-	-	4.2	100%	100%	4.15	-
Jessi Meadow Park	4.11	-	-	4.1	100%	100%	4.11	375,000
Total	22.96	-	-	22.96			22.96	\$383,000

CITY PARKS SYSTEM	BOWERIES (LARGE)	BOWERIES (SMALL)	DRINKING FOUNTAINS	RESTROOMS	PLAY STRUCTURES	PLAY GROUND (2)	BLEACHERS (MOVABLE)	PICNIC TABLES	CONCESSIONS STAND	IMPROVED TURF (ACRES)	BASEBALL FIELDS	PARKING LOTS	FENCING (LF)	SIGNS	IRRIGATION	CONCRETE TRAILS	IMPACT FEE FUND BALANCE	TOTAL IMPROVEMENTS	
<i>Cost per Unit</i>	\$110,000	\$24,000	\$4,000	\$85,000	\$25,000	\$10,000	\$3,500	\$850	\$110,000	\$15,000	\$35,000	\$4	\$16	\$250	\$37,000	\$29			
Community Parks																			
West Bountiful City Park (Main)	2	4	2	1	4		9	26	1	14	3	75,000	4,000	8	14.00	5,200		2,044,100	
Neighborhood Parks																			
Child Park						1				0.20					0.20				20,400
Birnam Woods					1			4											28,400
Jessi Meadow Park																			-
Impact Fee Fund Balance																	255,697		255,697
Total	2	4	2	1	5	1	9	30	1	14.20	3	75,000	4,000	8	14.20	5,200			84,294
Estimated Value	\$220,000	\$96,000	\$8,000	\$85,000	\$125,000	\$10,000	\$31,500	\$25,500	\$110,000	\$213,000	\$105,000	\$322,500	\$64,000	\$2,000	\$525,400	\$150,000	\$255,697		\$2,348,597

TRAIL WAYS (OUTSIDE OF DEVELOPED PARKS)	TOTAL LINEAR FEET	TOTAL PAVED TRAILS (MILES)	% CITY OWNED	TOTAL CITY OWNED (MILES)	TOTAL LAND VALUE	TRAIL CREATION			TRAIL SIGNS			TOTAL IMPROVEMENT VALUE	
						COST PER UNIT (LINEAR FOOT)	IMPROVEMENT VALUE	% CITY FUNDED	COST PER UNIT (EACH)	TOTAL UNITS	IMPROVEMENT VALUE		% CITY FUNDED
Onion Parkway Trails (DSB)	3,500	0.66	100%	0.66	-	50	175,000	50%	250	6	\$750	50%	87,875
Legacy Trail	10,000	1.89	100%	1.89	-	60	600,000	-	250	8	-	-	-
Prospectors (DNRG)	8,500	1.61	100%	1.61	-	45	382,500	-	250	8	-	-	-
Total	22,000	4.16		4.17	-		\$1,157,500						\$87,875