

ORDINANCE NO. 1203
AN ORDINANCE OF DRAPER CITY, UTAH
ADOPTING A PARKS & TRAILS IMPACT FEE FACILITIES PLAN AND A PARKS & TRAILS IMPACT FEE ANALYSIS; PROVIDING A PARKS AND TRAILS IMPACT FEE ENACTMENT; PROVIDING A PARKS & TRAILS IMPACT FEE; ESTABLISHING A SERVICE AREA; PROVIDING FOR IMPACT FEE CALCULATIONS AND IMPOSITION ON RESIDENTIAL DEVELOPMENT ACTIVITY; AND PROVIDING FOR OTHER MATTERS AS REQUIRED BY THE ACT

WHEREAS, Draper City (“City”) is a political subdivision of the State of Utah, authorized and organized under the provisions of Utah law; and

WHEREAS, the City has legal authority, pursuant to Title 11, Chapter 36a Utah Code Annotated, as amended (“Impact Fees Act” or “Act”), to impose Impact Fees as a condition of development activity approval, which impact fees are used to provide system improvements necessary to service and support new growth; and

WHEREAS, the City has historically assessed and imposed Impact Fees as a condition precedent to development activity approval in order to provide system improvements in an equitable and proportionate manner; and

WHEREAS, the City has now completed a Parks and Trails Impact Fee Facilities Plan and a Parks and Trails Impact Fee Analysis both being found to meet the requirements of the Act; and

WHEREAS, the Act allows the City to revise and amend Impact Fees from time to time as determined necessary; and

WHEREAS, the City Council has provided the required notice and held the required public hearings on April 19, 2016 regarding the Parks and Trails Impact Fee Facilities Plan and the Parks and Trails Impact Fee Analysis, as required by the Act; and

WHEREAS, the City Council has provided the required notice and held a public hearing on May 3, 2016 to receive public comment on this Ordinance, a Parks and Trails Impact Fee enactment; and

WHEREAS, the City Council has now determined it appropriate to repeal the existing Parks, Trails, and Recreation Facilities Impact Fee and replace it with a Parks and Trails Impact Fee, such fee being based on the most up-to-date information available.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF DRAPER CITY, STATE OF UTAH, AS FOLLOWS:

Section 1. Parks and Trails Impact Fee Facilities Plan. The Parks and Trails Impact Fee Facilities Plan, attached hereto as Exhibit “A,” be adopted.

Section 2. Parks and Trails Impact Fee Analysis. The Parks and Trails Impact Fee Analysis, attached hereto as Exhibit “B,” be adopted.

Section 3. Required Formatting and Non-Substantive Revisions Authorized. The City Staff and Consultant are authorized to make the required non-substantive formatting and other revisions to the Parks and Trails Impact Fee Facilities Plan, and the Parks and Trails Impact Fee, as reviewed and considered at the April 19, 2016 public hearings, and determined necessary to provide these documents in their final form, as attached hereto.

Section 4. Preparation of Impact Fee Analysis. As required by the Act, including but not limited to §11-36a-503 and § 11-36a-504 this Ordinance complies with all preparation and public noticing requirements of the Act. A public hearing was held by the City Council on April 19, 2016 to receive public comment on the Parks and Trails Impact Fee Facilities Plan. A public hearing was held by the City Council on April 19, 2016 to receive public comment on the Parks and Trails Impact Fee Analysis.

Section 5. Interpretation and Definitions. For purposes of interpretation and administration words and phrases used in this Ordinance shall be as defined and provided by the Act.

Section 6. Parks and Trails Impact Fee Enactment. As required by the Act the following Parks and Trails Impact Fee Enactment is hereby provided.

PARKS AND TRAILS IMPACT FEE ENACTMENT

Part A – Authority and Applicability.

1. The calculation, imposition, and collection of a Parks and Trails Impact Fee shall apply to all new residential development activity occurring within the municipal boundaries of the City. Until the Parks and Trails Impact Fee, as provided herein, has been paid in full, no building permit for any new residential development activity shall be issued.
2. The payment of all Parks and Trails Impact Fees shall occur at the time of building permit issuance, determined to be the authorization of residential development activity
3. A stop work order shall be issued on any residential development activity for which the applicable Parks and Trails Impact Fee has not been paid.
4. The movement of a residential unit, or units, onto a lot shall be considered development activity and is subject to a Parks and Trails Impact Fee.
5. Unless the City is otherwise bound contractually, the Parks and Trails Impact Fee on new residential development activity shall be determined as provided by Part C herein and in effect at the time of development activity approval.
6. The City may not impose a Parks and Trails Impact Fee that is inconsistent with the requirements and standards of this Ordinance, or the Act.

Part B – Parks and Trails Impact Fee Service Area. The service area for the Parks and Trails Impact Fee, as provided herein, shall be the entire area located within the municipal boundaries of Draper City, Utah. Such area shall be the service area for the Parks and Trails system improvements provided by the City.

Part C – Parks and Trails Impact Fee Imposition and Calculation.

1. **Imposition.** The Parks and Trails Impact Fee shall only be imposed on new residential development activities or other development activities that have any residential unit(s).
2. **Calculation.** To maintain the existing Parks and Trails Level of Service and implement the future Parks and Trails Level of Service the calculation and imposition of a Parks and Trails Impact Fee shall be:
 - a. The type and total number of units in a structure multiplied by the Parks and Trails Impact Fee per Unit, as provided by Table 1 herein.
 - b. The City may adjust the Parks and Trails Impact Fee at the time the fee is charged to respond to unusual circumstances in specific cases or a request for a prompt and individualized impact fee review for the development activity of the state, a school district, or a charter school and an offset or credit for a public facility for which a Parks and Trails Impact Fee has been or will be collected; and to ensure that the Parks and Trails Impact Fee is imposed fairly.
 - c. The City may adjust the Parks and Trails Impact Fee based upon studies and data submitted by the developer.

**Table 1
PARKS AND TRAILS IMPACT FEE**

UNITS IN STRUCTURE	PARKS AND TRAILS IMPACT FEE PER UNIT
One – Single-Family, Detached	\$4,162.00
One – Single Family, Attached, Duplex or Two Attached Units	\$3,024.00
Three (3) or Four (4) Units	\$2,801.00
Five (5) to Nine (9) Units	\$2,513.00
Ten (10) or More Units	\$1,872.00

Part D – Credits. Residential development activity may be allowed a credit against or proportionate reimbursement of Parks and Trails Impact Fees payable for the dedication of land and/or the building and dedication of Parks and/or Trails improvements determined by the City to be a system improvement; or for the dedication of a public facility the City and developer agree will reduce the need for a system improvement.

Part E – Parks and Trails Impact Fees Accounting. The City shall establish a separate interest-bearing account for Parks and Trails Impact Fees collected, retain any interest earned on such account in the account, and otherwise conform to the accounting requirements provided by the Act.

Part F – Reporting. At the end of each fiscal year, the City shall prepare a Parks and Trails Impact Fee report pursuant to the Act.

Part G – Parks and Trails Impact Fee Expenditures. The City shall expend Parks and Trails Impact Fees as allowed by the Act and only for system improvements. To preserve the integrity of the Parks and Trails Impact Fee Analysis, attached hereto as Exhibit B, and to avoid financing Park and Trail system improvements as much as practical by using any special assessments, bonded indebtedness, or general taxes, the City shall use Parks and Trails Impact Fee revenues as much as practicable to provide Parks and Trails system improvements necessary to serve new development activity.

Part H – Time of Expenditure. Park and Trail Impact Fees collected pursuant to the requirements of this Ordinance are to be expended, or encumbered, for Parks or Trails system improvements within six (6) years of the receipt of those funds by the City, unless the City identifies in writing an extraordinary and compelling reason why the fees should be held longer than six (6) years and an absolute date by which the fees will be expended. Parks and Trails Impact Fees will be expended on a First-In First-Out (“FIFO”) basis, with the first funds received deemed to be the first funds expended.

Part I – Refunds. The City shall refund any Parks and Trails Impact Fee paid, plus any interest earned, when (i) the residential development activity does not proceed and the payee has filed a written request for a refund; (ii) the fee have not been spent or encumbered within the “Time of Expenditure” as defined herein; and (iii) no impact has resulted. An impact that would preclude a payee from a refund may include any impact reasonably identified by the City, including, but not limited to, the City having sized facilities and/or paid for, installed and/or caused the installation of facilities based in whole or in part upon the anticipated residential development activity.

Part J – Fees and Costs. The Parks and Trails Impact Fees authorized are separate from and in addition to user fees and other charges lawfully imposed by the City.

Part K – Impact Fees Effective at Time of Payment. Unless the City is otherwise bound contractually, the Parks and Trails Impact Fee shall be determined by applying Part C and Table 1 herein in effect at the time of residential development activity approval.

Part L – Imposition of Additional Fee or Refund after Development. Should any residential development activity occur that the ultimate number of residential units is not revealed to the City either through inadvertence, neglect, a change in plans, or any other cause, and/or the Parks and Trails Impact Fee is not calculated or imposed against all units, the City shall be entitled to recover the total Parks and Trails Impact Fee pursuant to Part C covering the units for which a Parks and Trails Impact Fee was not previously paid.

Part M – Other Parks and Trails Impact Fee Matters. For all other matters relating to Parks and Trails Impact Fees the City may exercise judgement and discretion as guided by the Act. All actions and decisions of the City in calculating, imposing, accounting, and administering Parks and Trails Impact Fees shall be consistent with the Act.

Section 7. Repealer. This Ordinance shall repeal the Parks, Trails, and Recreation Fee existing at midnight on August 31, 2016 and shall also repeal those provisions of Ordinance 442, Resolution 04-52, and Resolution 05-04 determined by the City to be in conflict and inconsistent with this Ordinance.

Section 8. Parks and Trails Impact Fee – Effective Date. As provided by the Act the calculation and imposition of the Parks and Trails Impact Fee provided by this Ordinance shall not occur sooner than 90 days following the Effective Date of this Ordinance. Therefore, the Parks and Trails Impact Fee, as provided by this Ordinance, shall become effective at midnight on August 31, 2016 and shall be calculated and imposed on all new residential development activity occurring after that date and time.

Section 9. Effective Date. This Ordinance shall become effective upon publication or posting or 30 days after final passage, whichever is closer to the date of final passage.

Section 10. Severability. If any section, part or provision of this Ordinance is held invalid or unenforceable, such invalidity or unenforceability shall not affect any other portion of this Ordinance, and all sections, parts and provisions of this Ordinance shall be severable.

PASSED AND ADOPTED BY THE CITY COUNCIL OF DRAPER CITY, STATE OF UTAH, THIS 3rd DAY OF MAY, 2016.

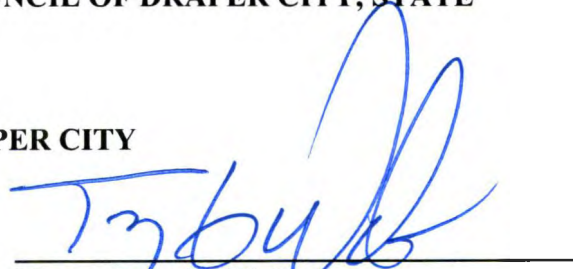
ATTEST:



Rachelle Conner, City Recorder

DRAPER CITY

By:



Mayor Troy K. Walker



Adopted by the Draper City Council May 3 2016

**EXHIBIT A
PARKS AND TRAILS IMPACT FEE FACILITIES PLAN**

**DRAPER CITY, UTAH
PARKS AND TRAILS IMPACT FEE FACILITIES PLAN
2015 – 2030**

May, 2016

Prepared for:
DRAPER CITY, UTAH

By:
PLANNING AND DEVELOPMENT SERVICES LLC
SALT LAKE CITY, UTAH
(801) 277-4435
pds@utahplanning.com

WRITTEN CERTIFICATION

As required by Section 11-36a-306(1):

I certify that this 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; or
 - c. an expense for overhead, unless the expense is calculated pursuant to a methodology that is consistent with generally accepted cost accounting practices and the methodological standards set forth by the federal Office of Management and Budget for federal grant reimbursement; and
3. Complies in each and every relevant respect of the Impact Fees Act.

Bruce Parker

Bruce Parker, AICP
Principal, Planning and Development Services LLC

EXECUTIVE SUMMARY

The Draper City Parks and Trails Impact Fee Facilities Plan 2015 – 2030 identifies the incorporated boundaries of Draper City as the service area for the provision of Draper City Parks and Trails. (Trailheads, and their related facilities, are important to achieve the full functioning and maximum capacity potentials of various Trails and are identified within the Trails analysis of this Plan.)

Table A summarizes the results of this Plan by presenting the 2015 Level of Service (“LOS”) standards (the existing 2015 LOS) for Parks and Trails provided by Draper City and required to meet the needs of City residents, expressed as total 2015 Dollars per 2015 City resident. Table B presents the total value of Draper City’s investments in Parks and Trails in 2015. To determine the 2015 Parks and Trails LOS standards this Plan has drawn upon the information provided and contained in the Draper City Parks and Trails Inventory. The Draper City Parks and Trails Inventory (a Microsoft Excel® spreadsheet document) is a companion and supporting document to this Plan and should be considered with this Plan.

Table A
EXISTING (2015) AND FUTURE PARKS AND TRAILS
LEVEL OF SERVICE (LOS) STANDARDS (Fully adjusted for any Non-City Contributions)

FACILITY TYPE	2015 AND FUTURE LEVEL OF SERVICE STANDARDS (Dollars per Draper City Resident)
TOTAL – ALL PARKS	\$1,178.75
TOTAL – ALL TRAILS (including Trailhead facilities)	\$130.34
TOTAL PARKS AND TRAILS LOS	\$1,309.09

Table B
EXISTING (2015) DRAPER CITY PARKS AND TRAILS VALUES
(2015 Dollars)

PARK¹/TRAIL/ TRAILHEAD	ACRES	MILES	LAND VALUE (\$138,868.00/acre)	IMPROVEMENT VALUE	TOTAL VALUE
NEIGHBORHOOD PARKS	38.2	0	\$5,304,758.00	\$4,687,415.00	\$9,992,173.00
AREA PARKS	35.4	0	\$4,915,927.00	\$5,216,705.00	\$10,132,632.00
COMMUNITY PARKS	74.1	0	\$10,290,119.00	\$10,470,385.00	\$20,760,504.00
SPECIAL USE PARKS	58.7	0	\$8,151,552.00	\$5,961,025.00	\$14,112,577.00
TOTAL PARKS	206.4	0	\$28,662,356.00	\$26,335,530.00	\$54,997,886.00
TRAILS	0	76.37 ²	\$0	\$6,183,490.00	\$6,183,490.00 ³
TRAILHEADS	8.4	0	\$1,166,491.00	\$1,411,640.00	\$2,578,131.00
TOTAL - TRAILS	214.80	76.37	\$29,828,847.00	\$33,930,660.00	\$63,759,507.00

The location and timing for the provision of future Parks and Trails will be determined by the Draper City Council as such facilities are determined necessary to meet the needs of new City residents and as funding becomes available. All new Parks and Trails will be provided by Draper City, after the adoption of this Plan, at the LOS standards presented in Table A. It is important to recognize however that the LOS standards for the provision of future Parks and Trails are identical to the LOS standards existing in 2015. As LOS standards for future Parks and Trails are identical to the standards at which Draper City provides existing Parks and Trails no service deficiencies have been identified and no excess capacity is available to meet the needs of any new Draper City residents.

For determinations of the existing LOS standards the following assumptions have been made:

1. All land values were provided by the Salt Lake County Assessor's Office. While the City has identified actual and possible market land costs higher than those provided by the Assessor's Office these have not been used. Land values are based on prevailing assessed values. The City

¹ For definitions and specifications of each park type see Footnote 16.

² The total area used for Trails does not include any dirt roads that may also be used as a trail amenity by City residents.

³ This value does not include any land value.

is aware that actual land costs incurred in the future may be higher than those identified by this Plan.

2. All Park land values were determined using assessed property values for potential park sites of two (2) acres, or larger.
3. No land values were included for any Trails, only improvement values were used.
4. No land values or improvement cost indexing to adjust LOS standards has occurred. All improvement costs are based on actual costs incurred by Draper City to establish actual or expected costs to provide the identified improvements.
5. Several Park, Trail, and other recreational facilities have been excluded from the determination of the existing LOS. These exclusions include all Mini Parks, all Dirt Roads (that may also function as a Trail), and all open spaces. All non-City facilities or other major recreational amenities, such as a swimming pool or recreation center, have also been excluded from this analysis.

Table A highlights that the combined 2015 LOS for Parks and Trails owned, managed, or operated by Draper City (excluding all maintenance and operation costs) is \$1,309.09 per City resident.

As Draper City's population continues to grow additional Parks and Trails will be required. The Utah Code allows Draper City to impose an impact fee as a possible funding option for the provision of these facilities, and determined necessary to meet the demands of new growth. If the Draper City Council determines it appropriate to continue to impose an impact fee as a funding option for new Parks and Trails it is the goal of the City that these fees be expended in approximate proportion to the type of facility for which they were collected. Over the life of this Plan it is the City's general goal to expend approximately eighty-six (86%) on Parks (of all types), ten percent (10%) on Trails and four percent (4%) on Trailheads of all impact fees collected.⁴ Depending on the location and the improvements provided Trailhead expenditures may be included with Parks or Trails expenditures as Trailhead facilities support capacity improvements for a Park, Trail, or both.

It is estimated that the Draper City population will increase to nearly 56,000 residents by 2030. As the population grows additional land and improvement investments in Parks and Trails will be required. Future Draper City investments in Parks and Trails (including trailheads) should occur at the approximate rate of \$1,309.09 per resident or \$1,309,090.00 per 1,000 new City residents (2015 Dollars), exclusive of all non-City fund sources.

⁴ The proportionate expenditure may not occur in any single year but is the goal over the 15-year period of this Plan.

**DRAPER CITY
PARKS AND TRAILS
IMPACT FEE FACILITIES PLAN 2015 – 2030**

INTRODUCTION

As provided by Section 11-36-302 Utah Code Annotated, 1953, as amended (“UCA”) the State of Utah provides standards for the formulation of municipal impact fee facilities plans.⁵ As required by Section 11-36-302 UCA an impact fee facilities plan shall:

- 1) Identify the existing level of service;
- 2) Establish a proposed level of service;
- 3) Identify any excess capacity to accommodate future growth at the proposed level of service;
- 4) Identify the demands placed upon existing public facilities by new development activity at the proposed level of service; and
- 5) Identify the means by which the municipality will meet the anticipated future growth demands.

In preparing a Parks and Trails Impact Fee Facilities Plan, Draper City is required to consider the available funding and financing options, including impact fees,⁶ existing and anticipated dedication requirements for the various facilities identified by the plan, and the provision of system improvements.⁷ As Draper City may use this impact fee facilities plan for various planning, policy, and financing implementation actions this plan has been formulated to comply with all requirements, including all standards applicable to impact fee facilities plans provided by UCA. The laws of the State of Utah provide that Draper City may impose an impact fee for system improvements in an identified and defined geographic area or service area.⁸

As has occurred in the past, Draper City anticipates using a variety of funding sources to provide the facilities identified by this Parks and Trails Impact Fee Facilities Plan and the City of Draper –

⁵ Utah Code Annotated, 1953, as amended, §11-36-102(12)(a) and (b) defines "local political subdivision" as a county, a municipality, a local district created under Title 17B, Limited Purpose Local Government Entities – Local Districts, or a Special Service District under Title 17D, Chapter 1, Special Service District Act. "Local political subdivision" does not mean school districts, whose impact fee activity is governed by Section 53A-20-100.5 UCA.

⁶ "Impact fee" means a payment of money imposed upon new development activity as a condition of development approval to mitigate the impact of the new development on public infrastructure, §11-36-102(8)(a) UCA. "Impact fee" does not mean a tax, a special assessment, a building permit fee, a hookup fee, a fee for project improvements, or other reasonable permit or application fee, §11-36-102(8)(b) UCA.

⁷ "System improvements" means: (i) existing public facilities that are: (A) identified in the impact fee analysis under Section 11-36-304; and (B) designed to provide services to service areas within the community at large; and (ii) future public facilities identified in the impact fee analysis under Section 11-36-304 that are intended to provide services to service areas within the community at large, §11-36-102(21)(a) UCA. "System improvements" do not mean project improvements, §11-36-102(21)(b) UCA.

⁸ "Service area" means a geographic area designated by an entity that imposes an impact fee on the basis of sound planning or engineering principles in which a public facility, or defined set of public facilities, provides service within the area, §11-36-102(19)(a) UCA. "Service area" may include the entire local political subdivision, §11-36-102(19)(b) UCA.

Parks, Recreation, and Trails Master Plan, including the continued imposition and use of impact fees. Additionally, the City also anticipates the continued use of various other funds including Federal, State, and private grants and bonds. As allowed by the State of Utah impact fees may be imposed on a development activity⁹ at the time of development approval.¹⁰ However, as a prerequisite for the imposition of any impact fee for the provision of public facilities¹¹ (including Parks and Trails) the City must prepare and adopt an impact fee facilities plan. To maintain the validity and applicability of an impact fee facilities plan the City may amend its plans from time to time. This Plan is an amendment and complete revision of an existing impact fee facilities plan.¹²

Consistent with the requirements of the State of Utah, and for the efficient and timely provision of Park and Trail facilities,¹³ Draper City provides this Parks and Trails Impact Fee Facilities Plan 2015 - 2030. The service area of this Plan is the entire area located within the incorporated boundaries of Draper City (the area of the "entire local political subdivision"). The service area is based on sound planning and engineering principles and for the efficient and timely provision of Park and Trail facilities (see Footnote #5). This Plan defines and describes the Parks and Trails (and related trailheads) facilities required to meet the demands of future growth occurring within Draper City for the period of 2015 to 2030 and:

⁹ "Development activity" means any construction or expansion of a building, structure, or use, any change in use of a building or structure, or any changes in the use of land that creates additional demand and need for public facilities, §11-36-102(3) UCA.

¹⁰ "Development approval" means: (a) except as provided in Subsection 4(b), any written authorization from a local political subdivision that authorizes the commencement of development activity; (b) development activity, for a public entity that may develop without written authorization from a local political subdivision; (c) a written authorization from a public water supplier, as defined in Section 73-1-4, or a private water company: (i) to reserve or provide: (A) a water right; (B) a system capacity; or (C) a distribution facility; or (ii) to deliver for a development activity: (A) culinary water; or (B) irrigation water; or (d) a written authorization from a sanitary sewer authority, as defined in Section 10-9a-104: (i) to reserve or provide: (A) sewer collection capacity; or (B) treatment capacity; or (ii) to provide sewer service for a development activity, §11-36-102(4) UCA.

¹¹ As provided by §11-36-102(16) UCA "public facilities" means only the following impact fee facilities that have a life expectancy of ten (10) or more years and are owned or operated by or on behalf of a local political subdivision or private entity:

- (a) water rights and water supply, treatment, storage, and distribution facilities;
- (b) wastewater collection and treatment facilities;
- (c) storm water, drainage, and flood control facilities;
- (d) municipal power facilities;
- (e) roadway facilities;
- (f) parks, recreation facilities, open space, and trails;
- (g) public safety facilities; or
- (h) environmental mitigation as provided in Section 11-36a-205.

¹² "Impact fee facilities plan" means the plan required by Section 11-36-301, UCA.

¹³ For the purposes of the Draper City Parks and Trails/Trailheads Impact Fee Facilities Plan 2015 - 2020 (this Plan) a park, trail or trailhead is defined as any area or facility, owned, leased, operated or managed by Draper City that provides opportunities for active or passive recreational activity and serving the neighborhood in which the park or trail/trailhead is located, or serving the entire City.

1. Identifies the existing (2015) Level of Service (“LOS”) for Parks (of various types);
2. Identifies the existing (2015) LOS for Trails (of various types and including trailheads);
3. Establishes a LOS for the provision of future Park types;
4. Establishes a LOS for the provision of future Trails;
5. Identifies the anticipated demand for various Park facilities;
6. Identifies the anticipated demand for Trail facilities;
7. Identifies the cost of providing Parks and Trails; and
8. Identifies a preliminary timing schedule for the provision of future Parks and Trails.

**DRAPER CITY
PARKS AND TRAILS
IMPACT FEE FACILITIES PLAN 2015 – 2030**

**PARKS, RECREATION, AND TRAILS MASTER PLAN – 2008 AND
DRAPER CITY PARKS, TRAILS, AND TRAILHEADS INVENTORY**

On August 5, 2008 Draper City adopted the “*City of Draper – Parks, Recreation, and Trails Master Plan*.” The purpose of the City of Draper – Parks, Recreation, and Trails Master Plan was to “provide(s) a decision making guide as the city grows and continues to provide facilities, activities, and services for its residents.”¹⁴ This Impact Fee Facilities Plan relies on various materials contained in the City of Draper – Parks, Recreation, and Trails Master Plan and provides additional guidance for decision-making in matters related to new Parks and Trails. This Plan should be considered a companion planning document to the City of Draper – Parks, Recreation, and Trails Master Plan. This Plan establishes the continued use of impact fees as a funding source for Parks and Trails and their associated facilities and improvements. Therefore, this Plan specifically addresses compliance with all applicable requirements of Utah law.

In addition to incorporating various materials contained within City of Draper – Parks, Recreation, and Trails Master Plan, 2008 this Plan also relies on the various materials contained in the Draper City Parks and Trails/Trailheads Inventory. During 2015 (updated to March 2016) the Draper City Parks and Recreation Department staff completed an exhaustive inventory of all Draper City Parks, Trails, Trailheads, and their associated facilities and improvements. (This Inventory has been updated, as necessary, to include all Parks and Trails either constructed, or budgeted for construction to June 30, 2015). Additionally, and using the most accurate cost information available to the Parks and Recreation Department all Parks, Trails, and Trailheads were provided with an actual or estimated value.¹⁵ The information contained in the Draper City Parks and Trails/Trailheads Inventory, including land values was based on Salt Lake County

¹⁴ Executive Summary-1, City of Draper, Parks, Recreation and Trails Master Plan.

¹⁵ Improvement and construction value are those incurred by the City in the year constructed.

Assessor's Office assessed 2015 values to determine the existing 2015 Parks and Trails LOS standards and to determine LOS standards for the provision of future Parks and Trails.

For Draper City, the definition of a Park or Trail includes any area or facility, owned, leased, operated or managed by Draper City Municipal Corporation and providing opportunities for active or passive recreational pursuits and serving the neighborhood in which the Park or Trail is located, or serving the entire City. A Park or Trail (including trailheads) does not include any Park, Trail, or a related facility or improvement, owned or operated by another local, state, or federal agency. For example, any Park or Trail owned, operated, or maintained by Salt Lake County does not qualify as a Park or Trail facility for the purposes of this Plan. An example is the 80 acre Regional Hang Gliding Park located at 15300 South Steep Mountain Road. The definition of a Park or Trail also excludes; (1) all Mini Parks; (2) any area or facility that is owned, leased, operated, or managed by any individual or private entity; and (3) any site or property landscaping, buffering, or other landscaped area(s) or open spaces provided as a development standard, or Draper City land use ordinance requirement.

Section 10-9a-301, UCA refers to and allows the use of impact fee facility plans "to determine the public facilities required to serve development resulting from new development activity." This Plan is formulated and adopted pursuant to the provisions of Section 10-9a-301, UCA. This Plan, upon adoption, amends and revises all existing Parks and Trails impact fee facilities plans (as defined by 11-36a *et. seq.*, UCA) to the extent such plans are determined by Draper City to conflict with this Plan. The adoption of this Plan is a discretionary action by the Draper City Council required to adequately plan for new Parks and Trails, including their associated facilities and improvements, for the benefit of new Draper City residents. This Plan does not amend or revise the City of Draper - Parks, Recreation, and Trails Master Plan, 2008 or the Draper City Parks, Trails and Trailheads Inventory. This Plan, and those documents, should be considered as complementary and supporting.

PART I EXISTING PARKS AND TRAILS

A. EXISTING PARKS.

A number of Draper City Parks provide both active and passive recreational opportunities and services to City residents, property owners, and visitors. Tables 1A, 1B, 1C, and 1D presents the various City owned parks, including their acreage, facilities and improvements. Parks include Neighborhood Parks, Area Parks, Community Parks, and Special Use Parks.¹⁶ As presented by

¹⁶ The City of Draper - Parks, Recreation, and Trails Master Plan defines each type of park facility as:

1) "Neighborhood Park - developed recreation areas owned and maintained as a public Park by the City of Draper. Neighborhood Parks are generally between one (1) and five (5) acres in size, but they may be larger depending on location and land availability. Neighborhood Parks are deliberately close to residential areas (within one-half mile

these Tables, Parks provide various facilities and improvements including landscaped play areas, playground equipment, ball diamonds, soccer fields, sporting fields, picnic areas, pavilions, restrooms, landscape improvements (including lawns, trees and shrubs), irrigation systems and various other amenities. The facility and improvement values (in 2015 dollars) contained in Tables 1A, 1B, 1C, and 1D are from the Draper City Parks and Trails/Trailheads Inventory and are based on average actual costs incurred by the City to provide these facilities and improvements.

radius) so they are easily accessed by walking or biking, have limited automobile parking, and no lighted athletic fields” (page 2-5, The City of Draper - Parks, Recreation, and Trails Master Plan).

- 2) “Area Park - developed recreation areas owned and maintained as a public Park by the City. Area Parks are generally between five (5) and fifteen (15) acres in size, but they may be larger depending on land availability and intended use. Area Parks are generally within residential neighborhoods and have a one-mile service area radius, have adequate automobile parking, and may have lighted sports fields or other sports facilities” (page 2-6).
- 3) “Community Park - developed recreation areas owned and maintained as public Parks by the City of Draper. Community Parks are generally between fifteen (15) and fifty (50) acres in size, but they may vary depending on land availability and intended use. Community Parks have a two-mile service area radius, attract residents from throughout the community, and have adequate automobile parking” (page 2-7).
- 4) “Special Use Park - developed recreation areas owned and maintained as public Parks by the City of Draper. Special Use Parks may vary in size; they may be quite small as in the case of dedicated trailheads or larger areas with specific purposes and facilities. Special Use Parks attract residents from throughout the community, and may also be regional attractions” (page 2-8).

**Table 1A
EXISTING NEIGHBORHOOD PARKS**

NEIGHBORHOOD PARKS	IMPROVEMENTS																	
	Total Acres	Misc. Site Work (Acres)	Total Landscaping & Irrigation (Acres)	Trees	Benches	Picnic Tables	Trash Receptacles -	Signage	Drinking Fountain	Concrete Paths & Plaza Areas (SF)	Paved Trails (miles)	Playground	Picnic Shelter	Restroom - Small	Parking - Paved (stall#)	Basketball Court	Volleyball Court	Security Lighting
Akagi Farms	1.7	1.7	1.44	47	2			1		2,290		1						
Apple Orchard (Akagi II)	1.0	1.0	0.91	41	2	1		1		1,767		1						
Bellevue	4.5	4.5	0.12	84		4	1	2	1	15,254		1	3	1	23			
Bubbling Brook	1.5	1.5	0.08	18						119	0.20						1	
Cranberry	2.9	2.9	0.08	36	2	2		1	1	4,803		1	1		21			
Deer Hollow	3.0	3.0	2.64	44		1				2,011	0.09	1						
Falcon Pointe	3.7	0.0	0.0															
Green Clover	3.5	3.5	3.17	20	4	3		1	1	5,297		1	1					
Honeybee	3.6	3.6	3.20	11	2	1		1		3,053		1	1		12			1
Inauguration	1.3	1.3	1.30	8		2		1	1	4,397		1						
Inauguration West	0.8	0.6	0.58															
Meadowlark	1.7	1.7	1.42	22	6	3			1	2,772		1				0.5		
Pheasant Meadow	1.7	1.7	1.30	30	3	1		1	1	7,085		1						
Southridge	2.0	2.0	1.86	24	2			1		1,618		1						
Stonebridge	1.6	1.6	1.41	17	2	1		1		3,191		1	1					
Sunrise Station	1.2	1.1	1.01	30		1		1	1	989	0.13	1						
Whisperwood	2.5	2.5	2.50	53	1	3		1		5,904		1	1					
Total Land and Improvements (Units)	38.2	34.2	23.02	485	26	23	1	13	7	60,550	0.42	14	8	1	56	0.5	1	1
Unit Value (\$)	138,868	30,000	84,000	285	1,100	1,500	1,500	5,400	4,700	5.00	218,000	52,000	10,500	82,200	1,600	36,000	10,700	15,000
Total Land Value (\$)	5,304,758																	
Improvement Value (\$)		1,026,000	1,933,680	138,225	28,600	34,500	1,500	70,200	32,900	302,750	91,560	728,000	84,000	82,200	89,600	18,000	10,700	15,000
Total Improvements Value (\$)										4,687,415								
Total Neighborhood Park Value (Land + Improvements) (\$)	9,992,173																	

**Table 1B
EXISTING AREA PARKS**

AREA PARKS	IMPROVEMENTS																							Improvements not Included	
	Total Acres	Misc. Site Work (Acres)	Total Landscaping & Irrigation (Acres)	Trees	Benches	Picnic Tables	Trash Receptacles - Fixed	Signage	Drinking Fountain	Concrete Paths & Plaza Areas (SF)	Paved Trails (miles)	Soft Surface Trails (miles)	Trail Bridge	Playground	Picnic Shelter	Pavilion (Group)	Restroom - Large	Restroom - Small	Parking - Paved (stall#)	Paved Access Road (mile)	Tennis Court - Double	Basketball Court	Baseball Field		Skate Park
Smith Fields	11.5	7.7	4.90	93	5	4	1	2	2	31,745	0.00	0.22	1	1		1	1		70		1	2	1	1	
Southfork	9.3	9.3	4.99	59	2	2	6	1	1	15,228	0.00			1	2			1	77	0.07			2		Storage Shed & Garage
Steep Mountain	14.6	7.5	6.36	70	5	1	1	1	2	26,834	0.17			1		1	1		40		1	1	1		
Total Land and Improvements (Units)	35.4	24.5	16.25	222	12	7	8	4	5	73,807	0.17	0.22	1	3	2	2	2	1	187	0.07	2	3	4	1	
Unit Value (\$)	138,868	30,000	84,000	285	1,100	1,500	1,500	5,400	4,700	5.00	218,000	17,000	27,300	52,000	10,500	93,100	210,000	82,200	1,600	570,000	115,000	36,000	169,000	317,000	
Total Land Value (\$)	4,915,927																								
Improvement Value (\$)		735,000	1,365,000	63,270	13,200	10,500	12,000	21,600	23,500	369,035	37,060	3,740	27,300	156,000	21,000	186,200	420,000	82,200	299,200	39,900	230,000	108,000	676,000	317,000	
Total Improvements Value (\$)		5,216,705																							
Total Area Park Value (land + Improvements) (\$)	10,132,632																								

Table 1C
EXISTING COMMUNITY PARKS

COMMUNITY PARKS	IMPROVEMENTS																													
	Total Acres	Misc. Site Work (Acres)	Total Landscaping & Irrigation (Acres)	Trees	Benches	Picnic Tables	Trash Receptacles - Fixed	Signage	Drinking Fountain	Concrete Paths & Plaza Areas (SF)	Paved Trails (miles)	Trail Bridge	Playground	Pavilion (Group)	Restroom - Large	Restroom - Small	Concessions	Parking - Paved (stall#)	Parking - Non Paved (stall #)	Paved Access Road (mile)	Basketball Court	Volleyball Court	Soccer/Football Field Goals and Drainage	Baseball Field	Field Lighting	Security Lighting	Horse Shoe Pits	Exercise Equipment	Improvements not Included	
Draper City	20.8	20.8	12.93	261	9	14	4	2	5	23,860	0.79	5	2	2	2	1		167		0.08	2	1		4		10		1	Storage shed	
Galena Hills	53.3	31.8	25.76	275	4	4	10	5	1	62,493	0.56		1	1	1		1	227	280		2	1	7	2	2	33	1	1	Storage shed & garage	
Total Land and Improvements (Units)	74.1	52.6	38.69	536	13	18	14	7	6	86,353	1.35	5	3	3	3	1	1	394	280	0.08	4	2	7	6	2	43	1	2		
Unit Value (\$)	138,868	30,000	84,000	285	1,100	1,500	1,500	5,400	4,700	5.00	218,000	27,300	52,000	93,100	210,000	82,200	256,900	1,600	300	570,000	36,000	10,700	13,000	169,000	180,700	15,000	11,000	24,000		
Total Land Value (\$)	10,290,119																													
Improvement Value (\$)		1,578,000	3,249,960	152,760	14,300	27,000	21,000	37,800	28,200	431,765	294,300	136,500	156,000	279,300	630,000	82,200	256,900	630,400	84,000	45,600	144,000	21,400	91,000	1,014,000	361,400	645,000	11,000	48,000		
Total Improvement Value (\$)																														
Total Community Park Value (land + improvements) (\$)	20,760,504																													

Table 1D
EXISTING SPECIAL USE PARKS

SPECIAL USE PARKS	IMPROVEMENTS																						Improvements not Included			
	Total Acres	Misc. Site Work (Acres)	Total Landscaping & Irrigation (Acres)	Trees	Benches	Picnic Tables	Trash Receptacles - Fixed	Signage	Drinking Fountain	Concrete Paths & Plaza Areas (SF)	Paved Trails (miles)	Soft Surface Trails (miles)	Trail Bridge	Playground	Picnic Shelter	Pavilion (Group)	Restroom - Large	Concessions	Parking - Paved (stall#)	Parking - Non Paved (stall #)	Field Lighting	Security Lighting		Mountain Bike Park		
Andy Ballard Equestrian Arena	16.3	16.3	0.39	86		3	3	1	1	10,383	0.13						1	1	211	100	1	2		Arena, Corrals, Seating		
Dayland Dog Park	3.1	3.1	2.90	45	6	2	2	1	2	2,000	0.25				2				24							
Draper City Amphitheater	6.8	6.8	1.25	44	4	2	3	1	2	21,886				1			1	1	124						Building, Stage, Seating	
Draper Historical Park	2.4	2.3	1.86	84	5		8	1	1	23,193						1	1		20			7			Sorensen Museum	
Jordan River Rotary Park	4.2	4.2	0.19	17	2			1	1	4,229				1	3		1		27			2				
Lynn Ballard Ballfield/Cycle Park	6.8	1.4	0.88					1												40			2			
Mehraban Wetlands Park	17.4	15.5	0		8			1			0.51	0.30	2						15						Ponds	
Pioneer Square (Day Barn)	1.4	1.4	0.76	42	2	2		1	1	6,919									56						Day Barn, Office	
Suncrest Bike Rest Park	0.3	0.3	0.15	23	1	1	1		1	3,450					1											
Total Land and Improvements (Units)	58.7	51.3	8.38	341	28	10	17	8	9	72,060	0.89	0.30	2	2	6	1	4	2	477	140	1	11	2			
Unit Value (\$)	138,868	30,000	84,000	285	1,100	1,500	1,500	5,400	4,700	5.00	218,000	17,000	27,300	52,000	10,500	93,100	210,000	256,900	1,600	300	180,000	15,000	43,000			
Total Land Value (\$)	8,151,552																									
Improvement Value (\$)		1,539,000	703,920	95,480	39,200	15,590	25,330	46,550	54,900	309,858	194,020	5,100	54,600	104,000	63,000	93,100	840,000	513,800	763,200	42,000	180,000	165,000	86,000			
Total Improvement Value (\$)																										5,961,025
Total Special Use Park Value (land + improvements) (\$)	14,112,577																									

Table 2
PARK AND TRAIL IMPROVEMENT VALUES (2015)¹⁷

Facility or Improvement Type (Unit)	Per Unit Value
Miscellaneous Site Work (grading, drainage, etc.)	\$30,000 per acre
Irrigation & Landscaping (except trees)	\$84,000 per acre
Trees	\$285 each
Benches	\$1,100 each
Picnic Tables	\$1,500 each
Trash Receptacles	\$1,500 each
Signing	\$5,400 each
Drinking Fountain	\$4,700 each
Concrete Paths & Plaza Area	\$5.00 square foot
Hard Surface Trails	\$218,000 mile
Multi Surface Trails	\$235,000 mile
Soft Surface Trails	\$17,000 mile
Trail Bridge (Manufactured)	\$27,300 each
Trail Bridge (Hand Built)	\$7,100 each
Playground	\$52,000 each
Picnic Shelter	\$10,500 each
Pavilion (Group)	\$93,100 each
Restroom - Large (3+ flush toilets)	\$210,000 each
Restroom - Small (1-2 flush toilets)	\$82,200 each
Restroom - Small Vault (1 unisex toilet)	\$22,000 each
Concessions	\$256,900 each
Parking (Paved)	\$1,600 per stall
Parking (non-paved)	\$300 per stall
Access Road (Paved)	\$570,000 mile

¹⁷ Except for land costs typical average unit actual costs incurred + approximately 10% for planning, surveying, and engineering fees directly related to the construction of the improvement.

Table 2
PARK AND TRAIL IMPROVEMENT VALUES (2015) (Continued)

Facility or Improvement Type (Unit)	Per Unit Value
Tennis Court (double)	\$115,000 each
Basketball Court	\$36,000 each
Volleyball Court	\$10,700 each
Soccer/Football Field Goals and Drainage	\$13,000 each
Baseball/Softball (backstop/dugout/fencing/bleachers)	\$169,000 each
Field Lighting	\$180,000 each
Security Lighting	\$15,000 each
Horse Shoe Pit	\$11,000 each
Exercise Equipment	\$24,000 each
Skate Park	\$317,000 each
Mountain Bike Park	\$43,000 each
Land Value	\$138,868 per acre ¹⁸

Source: Draper City Parks and Recreation Department, 2016.

¹⁸ Land values include the following assumptions; (1) Only vacant land areas of 2 acres, or larger, where used; (2) Assessed values for vacant lands, as provided by the Salt Lake County Assessor’s Office 2015 were applied; and (3) Lands determined appropriate for use as a park.

Table 3 now provides a summary of the Park Facilities information presented in Tables 1A, 1B, 1C, and 1D. Park improvement values were based on the unit values contained in Table 2. Table 3 highlights the significant investments Draper City has made in its various Park types.

Table 3
EXISTING PARK SUMMARY
(2015 Dollars)

PARK TYPE	TOTAL ACRES	TOTAL LAND VALUE (\$138,868.00/acre)	TOTAL IMPROVEMENTS VALUE	TOTAL LAND AND IMPROVEMENT VALUE
NEIGHBORHOOD	38.2	\$5,304,758.00	\$4,687,415.00	\$9,992,173.00
AREA	35.4	\$4,915,927.00	\$5,216,705.00	\$10,132,632.00
COMMUNITY	74.1	\$10,290,119.00	\$10,470,385.00	\$20,760,504.00
SPECIAL USE	58.7	\$8,151,552.00	\$5,961,025.00	\$14,112,577.00
TOTAL	206.4	\$28,662,356.00	\$26,335,530.00	\$54,997,886.00

Notes: 1. Mini-Parks have been excluded from this analysis as these Parks are typically provided and considered to a “Project Improvement” and as part of a subdivision development amenities rather than as a “System Improvement.”¹⁹

Table 3 reveals that Draper City provides approximately 206 acres of Parks (of all types) and provides various park improvements with an estimated 2015 total value of approximately nearly \$55.0 million.

B. EXISTING TRAILS.

Not only does Draper City provide various Parks but the City also provides a number of Trails (and related trailheads) at locations throughout the City. (Chapter 4, City of Draper – Parks, Recreation, and Trails Master Plan, 2008, commencing on page 4-1 discusses and identifies the different trail types provided by Draper City). Chapter 4 highlights that trails are “very popular” recreational facilities (page 4-1).

As presented in Table 4 Draper City provides, and maintains, a total of 84.8 miles of Trails comprised of hard surface, multi-surface and soft surface Trails. Additionally, Draper City also provides a total of 42 trail bridges (14 manufactured and 28 hand-built trail bridges). For the purpose of determining the total value of all Trails provided by City no value has been calculated or assessed for any “Dirt Road” trails. This is appropriate as Dirt Roads are typically not developed exclusively as a trail and often serve other purposes of access. Additionally, the materials in Table 4, including estimated Trail values do not include any land value assumptions. Table 4 presents Trail improvement values only. Table 4 reveals that

¹⁹ See Footnote #5.

Draper City's Trails, and their associated facilities, have a total value of \$6,183,490 (2015 dollars), excluding any value assessments for dirt roads and the lands underlying the Trail.²⁰

Using the information contained in Table 4 it is possible to determine the costs incurred by Draper City to provide Trails and bridges (manufactured and hand-built). For this determination it was decided that funds and services categorized as either "Pre-Existing or Unknown," "Volunteers," and "Grants/Non City Funds" were not considered as costs incurred by Draper City to provide Trails. Trail construction funding sources categorized as "City Staff," "City-Funded Construction," or "Developer/Utility Agreement"²¹ were determined to be Trails constructed using either direct City funds or funding provided by either a utility or private entity that were compensated in some way by Draper City. This may include the use of City-owned lands for the installation of a private utility in exchange for the construction of a trail and additional density awarded a developer for trail constructions. Applying this approach \$3,503,266.00, or approximately 57%, of total trail funding (2000 - 2015) has been provided by the City. The remaining 43%, or \$2,680,224.00, was provided from Non-City sources.

Table 5 presents various Trailhead information, including locations and improvements. Trailheads are an integral component for the full functioning and capacity enhancements of various Trails. In 2015 Draper City provided 8.4 acres of land for Trailheads with a variety of associated improvements. In 2015 Draper City had a total of \$2,578,131.00 invested in Trailhead facilities comprised of approximately \$1,166,491.00 in land and \$1,411,640.00 in associated improvements.

²⁰ The total Trails value includes \$2,680,224.00 of Non-City funds to provide Trails.

²¹ Developer/Utility Agreements have been used by Draper City to provide certain utilities and various other benefits to Draper City. However, while these agreements bring certain benefits to the City the City does incur a cost, either directly or indirectly. Specifically, Developer Agreements provide benefits to the Developer or Utility Company. To exclude these funds from City incurred costs is to not recognize the contribution of Draper City. Also Development/Utility Agreements have also included within their terms various benefits to the developer or utility company that is the party to the agreement. To also exclude these funds from City incurred costs is to not recognize the City's contributions and provide multiple benefits to the developer or utility company.

**Table 4
EXISTING TRAILS AND BRIDGES AND FUNDING**

Trail Name	EXISTING TRAILS AND BRIDGES AND FUNDING													
	Facilities							Funding Source (\$)						
	Dirt Roads	Hard Surface	Multi-Surface	Soft Surface	Bridge (Manufactured)	Bridge (Hand Built)	Construction Date (Approx.)	City			Non-City			Total
City Staff								City-Funded	Developer/Utility Agreement	Pre-Existing or Unknown	Volunteers	Grants/Non-City Funds	Total Value (\$)	
Aqueduct Road	2.63							0	0	0	0	0	0	0
Galena Canal Road	0.76							0	0	0	0	0	0	0
Lower Corner Canyon Road	0.80							0	0	0	0	0	0	0
Maple Hollow Road	0.74							0	0	0	0	0	0	0
Upper Corner Canyon Road	3.50							0	0	0	0	0	0	0
Total Dirt Roads (Miles)	8.43							0	0	0	0	0	0	0
Bellevue		0.46						0	0	100,280	0	0	0	100,280
Bridle Pointe		0.14						0	0	30,520	0	0	0	30,520
Bunny Bradley		0.50				2013		0	15,260	0	0	0	93,700	109,000
Carlquist		0.50						0	0	109,000	0	0	0	109,000
Creekview Access		0.05						0	0	10,900	0	0	0	10,900
Draper Canal Access		0.10						0	0	21,800	0	0	0	21,800
Point of the Mountain - 1		1.00				2009		0	87,200	0	0	0	130,800	218,000
Point of the Mountain - 2		1.41				2014		0	61,476	0	0	0	245,904	307,380
Porter Rockwell - North		1.47				2008		0	27,239	0	0	0	293,221	320,460
Steep Mountain		0.35						0	0	76,300	0	0	0	76,300
Valle di Villa		0.33						0	0	71,940	0	0	0	71,940

Trail Name	EXISTING TRAILS AND BRIDGES AND FUNDING													
	Facilities							Funding Source (\$)						
	Dirt Roads	Hard Surface	Multi-Surface	Soft Surface	Bridge (Manufactured)	Bridge (Hand Built)	Construction Date (Approx.)	City			Non-City			Total
								City Staff	City-Funded	Developer/Utility Agreement	Pre-Existing or Unknown	Volunteers	Grants/Non-City Funds	Total Value (\$)
Wheadon Trail Access		0.05					0	0	10,900	0	0	0	10,900	
Total Hard Surface Trails (Miles)		6.36					0	191,175	431,360	0	0	763,665	1,386,480	
Deer Hollow			0.66				0	0	155,100	0	0	0	155,100	
Draper Canal			2.82				0	0	662,700	0	0	0	662,700	
Galena Loop			0.49				0	57,575	57,575	0		0	115,150	
Jordan River Parkway - North 1			1.52		1	2000	0	261,460	0	0	0	123,040	384,500	
Jordan River Parkway - North 2			0.61		1	2007	0	85,325	0	0	0	85,325	170,650	
Jordan River Parkway - South			2.16		2	1999	0	0	0	0	0	562,200	562,200	
Porter Rockwell - South 1			1.73			1997	0	81,310	0	0	0	325,240	406,550	
Porter Rockwell - South 2			1.21			1998	0	142,175	0	0	0	142,175	284,350	
Porter Rockwell - South 3			0.55			2000	0	129,250	0	0	0	0	129,250	
Porter Rockwell - South Final			1.06			2008	0	49,820	0	0	0	199,280	249,100	
Sadler			0.14			2006	0	0	32,900	0	0	0	32,900	
Wheadon			0.15				0	0	35,250	0	0	0	35,250	
Willow Creek			0.78			2010	0	91,650	0	0	0	91,650	183,300	
Total Multi-Surface Trails (Miles)			13.88		4	0	0	898,565	943,525	0	0	1,528,910	3,371,000	

Trail Name	EXISTING TRAILS AND BRIDGES AND FUNDING													
	Facilities							Funding Source (\$)						
	Dirt Roads	Hard Surface	Multi-Surface	Soft Surface	Bridge (Manufactured)	Bridge (Hand Built)	Construction Date (Approx.)	City			Non-City			Total
								City Staff	City-Funded	Developer/Utility Agreement	Pre-Existing or Unknown	Volunteers	Grants/Non-City Funds	Total Value (\$)
Akagi Park			0.30		2		0	0	19,300	0	0	0	19,300	
Alan Pointe			0.25				0	0	4,250	0	0	0	4,250	
Ann's			5.42		1	2011	44,658	39,696	0	0	14,886	0	99,240	
Auburn Ridge Link			0.09				0	0	1,530	0	0	0	1,530	
Bear Canyon Link			0.35			2015	0	0	0	0	0	5,950	5,950	
Bear Canyon Loop			0.34		1	1998	0	0	0	0	5,152	7,728	12,880	
Bonneville Shoreline			8.96	2	7	1998-2012	64,155	51,324	25,662	12,831	76,986	25,662	256,620	
Bonneville Shoreline Trail Access			0.64				0	0	8,160	0	2,720	0	10,880	
Brickerhaven			0.52				0	0	8,840	0	0	0	8,840	
Brickerhaven Trail Access			0.03				0	0	510	0	0	0	510	
Brock's Point			0.41			2009	6,970	0	0	0	0	0	6,970	
Burnham Creek East			0.12		1	2008	9,140	0	0	0	0	0	9,140	
Burnham Creek West			0.18		1	2008	10,160	0	0	0	0	0	10,160	
Canyon Hollow			2.43		2	2009 - 2013	33,306	0	0	0	11,102	11,102	55,150	
Clark's			1.30		1	2007	0	29,200	0	0	0	0	29,200	
Corner Creek			0.59				0	0	10,300	0	0	0	10,030	
Creek View			1.92	1		2007 - 2013	17,982	23,976	0	0	17,928	0	59,940	
Cycle Park Course			1.85	1		2014	58,750	0	0	0	0	0	58,750	
Eagle Crest			2.13				0	0	36,201	0	0	0	36,210	
Eagle Crest Link			0.28		1		0	0	11,860	0	0	0	11,860	
Gas Line			0.83	2			13,742	20,613	0	13,742	0	20,613	68,710	
Ghost Falls			1.59	2	6	2008	0	111,807	0	0	12,423	0	124,230	

Trail Name	EXISTING TRAILS AND BRIDGES AND FUNDING													
	Facilities							Funding Source (\$)						
	Dirt Roads	Hard Surface	Multi-Surface	Soft Surface	Bridge (Manufactured)	Bridge (Hand Built)	Construction Date (Approx.)	City			Non-City			Total
								City Staff	City-Funded	Developer/Utility Agreement	Pre-Existing or Unknown	Volunteers	Grants/Non-City Funds	Total Value (\$)
Hidden Valley				0.55				0	0	1,870	0	7,480	0	9,350
Highland Drive				3.04				0	0	51,680	0	0	0	51,680
Hoof n' Boot Path				1.77			2013 - 2014	15,045	0	0	0	15,045	0	30,090
Jordan Parkway Equestrian				1.66				0	0	0	0	0	28,220	28,220
Little Valley Instructional Trails				1.07		2	2014	16,195	0	0	0	0	16,195	32,390
Little Valley Loop				0.69			2013	11,730	0	0	0	0	0	11,730
Lower Corner Canyon				0.86	1		2004 - 2013	0	6,288	35,632	0	0	0	41,920
Maple Hollow Downhill				1.42			2009 - 2012	0	13,277	0	0	10,863	0	24,140
Maple Hollow North				1.11			2013	9,435	9,435	0	0	0	0	18,870
Maple Hollow South				0.97		1		0	0	23,590	0	0	0	23,590
Memorial Cove				0.06		1	2011	8,210	0	0	0	0	0	8,120
Oak Hollow				1.03			2007	0	8,755	0	0	8,755	0	17,510
Oak Vista				0.52				0	0	8,840	0	0	0	8,840
Orson Smith Equestrian				0.23				0	0	0	0	3,910	0	3,910
Orson Smith				0.72			2007	0	0	0	0	12,240	0	12,240
Potato Hill				0.60			2010	10,200	0	0	0	0	0	10,200
Potato Hill Overlook				0.07			2013	0	0	0	0	0	1,190	1,190
Quail				0.32			2012	5,440	0	0	0	0	0	5,440
Rattler Lower Connector				0.19				3,230	0	0	0	0	0	3,230
Rattler				1.20			2013	20,400	0	0	0	0	0	20,400

Trail Name	EXISTING TRAILS AND BRIDGES AND FUNDING														
	Facilities							Funding Source (\$)							
	Dirt Roads	Hard Surface	Multi-Surface	Soft Surface	Bridge (Manufactured)	Bridge (Hand Built)	Construction Date (Approx.)	City			Non-City			Total	
								City Staff	City-Funded	Developer/Utility Agreement	Pre-Existing or Unknown	Volunteers	Grants/Non-City Funds	Total Value (\$)	
Rattler Upper Connector				0.10				1,700	0	0	0	0	0	0	1,700
Red Potato				0.74			2014	0	0	0	0	0	12,580	0	12,580
Red Rock				0.52				4,420	0	0	0	4,420	0	0	8,840
Rush				3.53		1	2009 - 2013	26,844	26,844	0	0	13,422	0	0	67,110
Sadler				0.62				0	0	0	0	10,540	0	0	10,540
Silica Pit				0.23				0	0	0	3,910	0	0	0	3,910
South Pointe				0.46				0	0	7,820	0	0	0	0	7,820
Spring Hollow				1.20	1		2004	0	47,700	0	0	0	0	0	47,700
Steeplechase Access				0.12				0	0	2,040	0	0	0	0	2,040
Total Soft Surface Trails (Miles)				56.13	10	28		391,622	388,915	257,824	30,483	227,926	129,240	0	1,426,010
	Dirt Roads	Hard Surface	Multi-Surface	Soft Surface	Manufactured	Hand-Built									
Total Trails (miles)/Bridges	8.43	6.36	13.88	56.13	14	28		391,622	1,478,655	1,632,989	30,483	227,926	2,421,815	0	
Unit Value (\$)	0	218,000	235,000	17,000	27,300	7,100		3,503,266			2,680,224			6,183,490.00	
Total Value (\$)	0	1,386,480	3,261,800	954,210	382,200	198,800									

Note: Does not include the recent Suncrest purchase.
 Source: Draper City Parks and Recreation Department, 2016.

**Table 5
EXISTING TRAILHEADS**

TRAILHEADS	IMPROVEMENTS																	
	Total Acres	Misc. Site Work (Acres)	Total Landscaping & Irrigation (Acres)	Trees	Benches	Picnic Tables	Trash Receptacles - Fixed	Signage	Drinking Fountain	Concrete Paths & Plaza Areas (SF)	Playground	Picnic Shelter	Restroom - Large	Restroom - Small	Restroom - Small Vault	Parking - Paved (stall#)	Parking - Non Paved (stall #)	Security Lighting
Carolina Hills Trail Head	0.3	0.3														10		
Coyote Hollow Trail Head	0.2	0.2														10		
Eagle Ridge Trail Head	0.3	0.3	0.17	15	2	1	1	1	1	1,580						9		1
East Bench Trail Head	0.3	0.3				2						2			1			12
Ghost Falls Trail Head	0.3	0.3				2						2			1			12
Little Valley Trail Head	0.0	0.0																20
Longbranch Trail Head	0.2	0.2	0.06	10												10		
Maple Hollow Trail Head	1.3	1.3	0.91	50	2	3		1	1	3,500						12		
Orson Smith Trail Head Park	2.9	2.9	0.61	49	3	4		1	1	7,746	1	2	1			39		
Osborne Trail Head	0.2	0.2	0.10	11				1	1							14		
Peak View Trail Head	0.3	0.3			1													15
Potato Hill Trail Head	1.0	1.0			2			1						1		33		
Red Rock Trail Head	0.1	0.1			1			1										20
Sadler Trail Head	0.5	0.5	0.20	30	1	1		1	1			1				10		
South Mountain Bridge Trail Head	0.5	0.5	0.44	25	1													
Total Existing Trailhead Facilities	8.4	8.4	2.49	190	13	13	1	7	5	12,826	1	7	1	1	2	147	79	1
Unit Value (\$)	138,868	30,000	84,000	285	1,100	1,500	1,500	5,400	4,700	5.00	52,000	10,500	210,000	82,200	22,000	1,600	300	15,000
Total Land Value (\$)	1,166,491																	
Total Value (\$)		252,000	209,160	54,150	14,300	19,500	1,500	37,800	23,500	64,130	52,000	73,500	210,000	82,200	44,000	235,200	23,700	15,000
Total Improvement Value (\$)	1,411,640																	
Total Value (land + improvements) (\$)	2,578,131.00																	

Source: Draper City Parks and Recreation Department, 2016.

EXISTING OPEN SPACES.

In 2004 citizens of Draper City passed an open space bond that provided a significant portion of the funding required to purchase the property known as Corner Canyon Regional Park (City of Draper – Parks, Recreation, and Trails Master Plan, page 1-2). Corner Canyon Regional Park is an area of 1,021 acres of open space located in the Corner Canyon area of the City. This area provides a significant, publicly owned open space amenity for City residents and visitors. This area is protected with a conservation easement and the area is planned to remain as a long-term natural, open space feature and amenity of the City. The Corner Canyon Regional Park provides opportunities for view shed and water shed protection, hiking, biking, and equestrian trails and nature viewing. This area was purchased in 2004 by the City for \$14,080,000.00.

Draper City also provides other open spaces including large areas within the Suncrest development area. These areas, and other open spaces provided by various Federal, State, and other Local Government agencies, including Salt Lake County, provide a significant inventory of open spaces within the City. As the acquisition of open spaces occurs infrequently, and it is possible that open space LOS can remain fairly stable over a long period, this Plan does not include any materials or analysis related to the provision of additional open spaces that Draper City residents may determine necessary in the future.

C. OTHER RECREATION FACILITIES.

A number of Salt Lake County owned recreational facilities, including the South Mountain Golf Course, Salt Lake County Flight Park, and South Mountain Park and Pool are located within Draper City. These facilities are not own or operated by the City and have not been included in the existing Level of Service (LOS) analyses contained in this Plan.

Draper City provides a number of special-use recreation facilities including the Andy Ballard Arena, Day Barn, Sorensen House Museum and Draper City Amphitheater. The Existing Special Use Parks provided by Draper City are presented in Table 1E, with their associated facilities and improvements.

The City of Draper – Parks, Recreation, and Trails Master Plan does provide a discussion of the results of a preference survey that identified the desire of survey respondents for the provision of a recreation center/aquatic center (City of Draper – Parks, Recreation, and Trails Master Plan, page 3-13). This Plan however does not include any materials or LOS calculations related to the provision of a recreation center/aquatic center.

**PART II
CITY POPULATION**

In 2010 the United States Department of Commerce Bureau of the Census (“Census Bureau”) reported the 2010 Draper City population was 42,274 persons, an increase of 17,054 from 2000 (Draper City had a population of 25,220 persons in 2000, [Census Bureau]).²²

Table 6 presents the Draper City 2010 population and City’s population projections for years 2020 and 2030 as provided by the State of Utah and Census Bureau.

**Table 6
DRAPER CITY 2010 POPULATION AND POPULATION PROJECTIONS**

YEAR	POPULATION
2010	42,274
2014	46,202 (July 1) ²³
2015	46,658
2020	48,940
2030	55,982

Source: Census Bureau, State of Utah Governor’s Office of Management and Budget (GOMB), and Kem C. Gardner Policy Institute.

<http://www.census.gov/quickfacts/table/PST045215/4920120>

To calculate the July 1, 2015 population estimate the difference in the 2014 population estimate and the 2020 estimate (Census Bureau) was used to identify the average estimated yearly population change for 2014 to 2020. For the purposes of establishing a Year 2015 Parks and Trails LOS a 2015 population estimate of 46,658 was used.

**Table 7
DRAPER CITY 2015 AND 2030 POPULATION ESTIMATES**

YEAR	POPULATION
2015	46,658
2030	55,982

²² Retrieved online at: <http://quickfacts.census.gov/qfd/states/49/4920120.htm>

²³ Retrieved March 2016 from <http://www.census.gov/quickfacts/table/PST045215/4920120>

**PART III
LEVEL OF SERVICE**

The determinations of the 2015 Park and Trail Level of Service (LOS) standards are vitally important and provide a framework for related public policy and Parks and Trails service decisions.

Using the inventory of existing Parks and Trails and the accompanying improvements, as presented and discussed in Part I, and the 2015 Draper City population estimate (Part II) it is possible to establish the Year 2015 Draper City Parks and Trails LOS.

Using the information contained in Parts I and II, the following Tables present the 2015 LOS standards for the various Park types and Trails. The 2015 LOS standards are calculated by dividing Total Value (land + improvements) by the 2015 population estimate.

**Table 8A
2015 LEVEL OF SERVICE
NEIGHBORHOOD PARKS**

2015 POPULATION	TOTAL VALUE (\$) (land + improvements)	2015 LEVEL OF SERVICE (2015 DOLLARS/PER RESIDENT) (Rounded to the nearest but lowest cent) (Total Value/2015 Population Estimate)
46,658	9,992,173.00	214.16

**Table 8B
2015 LEVEL OF SERVICE
AREA PARKS**

2015 POPULATION	TOTAL VALUE (\$) (land + improvements)	2015 LEVEL OF SERVICE (2015 DOLLARS/PER RESIDENT) (Rounded to the nearest but lowest cent) (Total Value/2015 Population Estimate)
46,658	10,132,632.00	217.17

Table 8C
2015 LEVEL OF SERVICE
COMMUNITY PARKS

2015 POPULATION	TOTAL VALUE (\$) (land + improvements)	2015 LEVEL OF SERVICE (2015 DOLLARS/PER RESIDENT) (Rounded to the nearest but lowest cent) (Total Value/2015 Population Estimate)
46,658	20,760,504.00	444.95

Table 8D
2015 LEVEL OF SERVICE
SPECIAL USE PARKS

2015 POPULATION	TOTAL VALUE (\$) (land + improvements)	2015 LEVEL OF SERVICE (2015 DOLLARS/PER RESIDENT) (Rounded to the nearest cent) (Total Value/2015 Population Estimate)
46,658	14,112,577.00	302.47

Tables 8A, 8B, 8C and 8D present the LOS standards for the various Park types provided by the City. Table 9A and Table 9B now present the LOS standards for Trails and Trailhead facilities respectively.

**Table 9A
2015 LEVEL OF SERVICE
TRAILS (AND TRAIL BRIDGES)**

2015 POPULATION	TOTAL VALUE (\$) (City provided improvements)	2015 LEVEL OF SERVICE (2015 DOLLARS/PER RESIDENT) (Rounded to the nearest cent) (Total Value/2015 Population Estimate)
46,658	3,503,226	75.08

**Table 9B
2015 LEVEL OF SERVICE
TRAILHEADS**

2015 POPULATION	TOTAL VALUE (\$) (land + improvements)	2015 DOLLARS/PER RESIDENT (Rounded to the nearest cent) (Total Value/2015 Population Estimate)
46,658	2,578,131	55.26

**PART IV
COSTS TO PROVIDE PARK AND TRAIL FACILITIES**

As evidenced by the materials already presented a Park or Trail is an expensive facility. For Draper City all Parks and Trails provide an important element of community character, quality of life, and resident, visitor and business amenity. Residents of Draper City continue to express strong desires and preferences for adequate and well-maintained Parks and Trails.

1. LEVEL OF SERVICE STANDARD FOR PROVISION OF FUTURE PARKS

The cost of acquiring the land necessary for, and improving a Park, of any type, and sufficient to allow the Park to function as intended varies depending on the location, the area improved, and the type and quantity of improvements provided. Additionally, the timing when the required land acquisitions and the installation of improvements occurs greatly influences the costs incurred by the City.

Each existing Park located within Draper City provides a variety of improvements and active and passive recreational opportunities. To identify an “improvement standard” for future Parks, and to ensure all future Parks are developed to a standard commensurate with existing standards, a Park improvement standard and cost schedule must be established for Neighborhood, Area, Community, and Special Use Parks. As this Plan has previously identified, Mini-Parks are usually

provided as a “project improvement,” typically designed to provide a Park amenity for residents in the immediate area. Therefore, this Plan does not consider any Mini-Parks in determinations of the Draper City future Park needs or improvement standards. It is the strong recommendation of this Plan that Mini-Parks continue to be provided as “project improvements.” Therefore, Mini-Parks are not included in LOS standards for the provision of future Draper City Parks.

The opportunity exists to establish a Parks standard for the provision of new Parks that has its foundation in the prevailing LOS standards for 2015. Essentially, what this does is to suggest that the existing Park Level of Service (LOS) standards are appropriate for the provision of future City-Parks. What this approach does is to determine that no Park LOS deficiencies are identified, since the existing LOS are determined to be sufficient and adequate to meet existing resident demands. Similarly, no excess Park capacities are established. Applying this methodology the 2015 LOS standards are determined to be appropriate for the provision of all future Parks provided by the City, as contained in Table 10

Table 10
FUTURE PARK LOS STANDARD

PARK TYPE	FUTURE PARK LEVEL OF SERVICE STANDARD (PER FUTURE DRAPER CITY RESIDENT)
NEIGHBORHOOD	\$214.16
AREA	\$217.17
COMMUNITY	\$444.95
SPECIAL USE	\$302.47
TOTAL PARK LOS	\$1,178.75

2. LEVEL OF SERVICE STANDARD FOR PROVISION OF FUTURE TRAILS

In addition to identifying LOS standards for the provision of future Parks this Plan also identifies a LOS standard for the provision of future Trails. This Plan identifies the LOS for Trails of \$130.34 (for all Trail types that includes \$55.26 per resident for directly related Trailhead facilities [Table 9B]). For this Plan it is established that the City’s contribution to the provision of future Trails should occur at the same standard as has occurred in the past. This assumes the contribution of Non-City sources including contributions by Volunteers, Grants, and other Non-City funds to provide trails and trailheads will continue to occur at the same rate as occurred in the past.

**PART V
DRAPER CITY PARKS AND TRAILS
EXISTING AND FUTURE LEVEL OF SERVICE STANDARDS**

This Section provides a summary of the major findings of this Plan. For 2015 the Park LOS standards, for each Park type, were determined and presented in summary form in Tables 8A to 8E. It was decided that Mini-Parks would be excluded for the purposes of establishing a Park LOS standard as Mini-Parks are typically considered project improvements.

For the provision of new Neighborhood, Area, Community, and Special Use Parks LOS standards are established as presented in Table 10. Following the methodology that the existing 2015 LOS standards represent appropriate LOS standards for the provision of future new Parks a combined LOS standard for all Park types is \$1,178.75 per future City resident. This future Park LOS standard represents a realistic and meaningful standard, solidly based on the existing 2015 LOS standards and the prior performance of the City in the provision of Parks and their related improvements and facilities.

In addition, an LOS is provided for Trails. Table 11 presents the summary of the Park and Trail LOS standards adopted for the provision of new Parks and Trails.

**Table 11
FUTURE PARKS AND TRAILS LEVEL OF SERVICE SUMMARY**

PARK/TRAIL/TRAILHEADS	LEVEL OF SERVICE STANDARD (Dollars per Future Draper City Resident)
TOTAL PARKS	\$1,178.75
TOTAL TRAILS (including Trailheads)	\$130.34
TOTAL LOS	\$1,309.09

Table 11 highlights Draper City’s investment per resident (in 2015 dollars) and required to maintain the existing LOS standards for Parks and Trails into the future. It should be noted that no cost indexing, or inflation factors, have been applied. A necessary investment by Draper City of \$1,309.09 per future Draper City resident will be required to maintain the existing Parks and Trails LOS standards as increases in the City resident population occurs. This amount is considered to be very conservative, as conservative assumptions have been included throughout the formulation of this Plan, and no future cost/price indexing has occurred. All estimated values and costs are provided in 2015 dollars and are based on the best information available to Draper City, including the information included in the Draper City Parks and Trails Inventory, a companion document to this Plan.

PART VI
DRAPER CITY PARKS AND TRAILS
NECESSARY LEVEL OF SERVICE STANDARD COST ADJUSTMENTS

Part V indicates that the Total Parks and Trails LOS (2015) expressed as a total dollar value is \$1,309.09 per City resident. Part V also indicates that an option available to Draper City is to provide future Parks and Trails to the same standards of existing Parks and Trails.

Section 11-36 *et. seq.*, (UCA) requires the City must recognize and acknowledge any grants or other alternate sources of funds used to provide existing Parks and Trails.

This Plan has fully met the requirements of Section 11-36-302(2) (UCA) by not including any non-City funds in any Parks or Trails LOS determinations. As contained in Table 4 the columns “Pre-Existing or Unknown,” “Volunteers,” and “Grants/Non-City Funds” detail all non-City funds used to provide existing Parks and Trails. All non-City funds used for Parks or Trails (limited to Trails exclusively) totaled \$2,680,224.00 for 2000 - 2015.

This Plan has very intentionally and specifically excluded all non-City funding from the calculation of the existing Parks and Trails LOS. The methodology employed by this Plan has recognized and acknowledged the contributions made by non-City funds to the provision of Draper City’s Parks and Trails. However, non-City funds have only been used to provide Trails. Table 12 contains the non-City funds used to provide Trails as both a total and per resident fund amount. An assumption of this Plan is that the City will continue to receive and use various non-City fund sources and contributions to provide Trails at the same per resident amount as has occurred in the past. This is a significant assumption. Time will prove if this assumption is correct and eventually materializes but it does represent a reasonable approach, considering the backdrop provided by Utah laws applicable to impact fee formulation and administration. But as a result of not including any non-City funds in any LOS calculations the integrity and validity of the future Parks and Trails LOS, as presented in Table 11, is protected.

**Table 12
NON-CITY TRAIL FUNDS**

2015 POPULATION AVERAGE	TOTAL VALUE NON-CITY FUNDS TO PROVIDE TRAILS	NON-CITY FUND CONTRIBUTIONS TO PROVIDE TRAILS (2015 DOLLARS/PER RESIDENT) (Rounded to the nearest cent)
46,658	\$2,680,224.00	\$57.44

This Plan has now been determined, and consistent with the standards required by Utah law, that each new Draper City resident should make a contribution of \$1,309.09 to provide future Parks and Trails if these facilities are to continue to be provided into the future at the 2015 LOS. This also assumes that future City residents will demand Parks and Trails to the same level and standards as existing residents. No substantive evidence is available to the City to assume otherwise. The LOS for future Parks and Trails has been determined with various underlying assumptions. These include; (1) non-City funding sources will be received and used to provide Trail facilities as has occurred in the past, and (2) if non-City funds are not received and used to provide Trails as has occurred in the past an additional \$57.44 per resident will be required to maintain the existing Trails LOS.

As a conclusion to this Draper City Impact Fee Facilities Plan 2015 - 2030 Table 13 presents the existing and future Parks and Trails LOS standards of Draper City established by this Plan, complying with all applicable standards of the Utah Impact Fees Act.

**Table 13
EXISTING AND FUTURE PARKS AND TRAILS LEVEL OF SERVICE STANDARDS**

PARK AND TRAILS	LEVEL OF SERVICE STANDARD (PER DRAPER CITY RESIDENT)
PARKS LOS	\$1,178.75
TRAILS LOS	\$130.34
TOTAL LOS	\$1,309.09

**DRAPER CITY, UTAH
PARKS AND TRAILS IMPACT FEE ANALYSIS**

May, 2016

Prepared for:
DRAPER CITY, UTAH

By:
PLANNING AND DEVELOPMENT SERVICES LLC
SALT LAKE CITY, UTAH
(801) 277-4435
pds@utahplanning.com

WRITTEN CERTIFICATION

As required by Section 11-36a-306(1) Utah Code Annotated, 1953, as amended.

I certify that this Parks and Trails Impact Fee Analysis:

1. Includes only the costs of public facilities that are:
 - a. allowed under the Impact Fees Act; and
 - b. actually incurred; or
 - c. projected to be incurred or encumbered within six years after the day on which each impact fee is paid;
2. Does not include:
 - a. costs of operation and maintenance of public facilities;
 - b. costs for qualifying public facilities that will raise the level of service for the facilities, through impact fees, above the level of service that is supported by existing residents; or
 - c. an expense for overhead, unless the expense is calculated pursuant to a methodology that is consistent with generally accepted cost accounting practices and the methodological standards set forth by the federal Office of Management and Budget for federal grant reimbursement;
3. Offsets costs with grants or other alternate sources of payment; and
4. Complies in each and every relevant respect with the Utah Impact Fees Act.

Bruce Parker

Bruce Parker, AICP
Principal, Planning and Development Services LLC

INTRODUCTION

The Draper City Parks and Trails Impact Fee Facilities Plan 2015 – 2030 established that existing Parks and Trails are provided by the City at a total Level of Service (“LOS”) of \$1,309.09 per City resident.¹ This LOS excluded all contributions from non-City sources to provide Parks and Trails. At the existing Parks and Trails LOS no excess service capacities are available to meet the “service demands and needs” of any new City residents (§11-36a-102[15], Utah Code Annotated, 1953, as amended).

As allowed by Title 11 Chapter 36a *et. seq.* Utah Code Annotated, 1953, as amended (“UCA”) a local political subdivision of the State of Utah (any municipality including Draper City) may impose an impact fee as a funding option to provide certain public facilities (§11-36a-102[16], UCA). “Parks, recreation facilities, open space, and trails” may be provided to meet the needs “development activity” (§11-36a-102[16][f] and §11-36a-102[3]). Impact fee revenues to fund Parks and Trails may only be allowed if the required Impact Fee Analysis complies with all §11-36a *et. seq.* UCA standards. These include demonstrating a proportionate share of the costs to provide the required public facilities and “the service demands and needs of any development activity” (§11-36a-102[15]).

For the purposes of this Impact Fee Analysis a development activity is as defined by §11-36a-102[3], UCA.² Table 1 contains Draper City’s existing and future Parks and Trails LOS, as calculated and discussed in the Draper City Parks and Trails Impact Fee Facilities Plan 2015 – 2030. As presented in that Plan the existing and future Parks and Trails LOS is \$1,309.09 per Draper City resident.

Table 1
EXISTING AND FUTURE PARKS AND TRAILS
LEVEL OF SERVICE (LOS) STANDARDS (Adjusted for all Non-City Contributions)

FACILITY TYPE	EXISTING AND FUTURE LEVEL OF SERVICE STANDARD (Dollars per City Resident)
TOTAL - ALL PARKS	\$1,178.75
TOTAL - ALL TRAILS	\$130.34
TOTAL PARKS AND TRAILS LOS	\$1,309.09

¹ The entire area located within the municipal boundaries of Draper City, Utah is determined to be the service area for Parks and Trails (see §11-36a-102(19)(b), Utah Code Annotated, 1953, as amended).

² “Development activity” means any construction or expansion of a building, structure, or use, and change in use of a building or structure, or any changes in the use of land that creates additional demand and need for public facilities (§11-36a-102[3], UCA).

The Total LOS of \$1,309.09 for both existing and future Parks and Trails complies with all applicable standards of Utah laws, as applicable to Impact Fee Facilities Plans, including those provided by §11-36a *et. seq.* UCA.

PROPORTIONATE SHARE

Table 1 highlights that existing Draper City residents have contributed \$1,309.09 (2015 dollars) per resident to provide the City's existing inventory of Parks and Trails.³ All Parks and Trails included in the City's inventory are either owned, managed, or operated by the City. The LOS contributions made by existing residents specifically exclude all Parks and Trails maintenance and operating costs.

To maintain the existing Parks and Trails LOS all new residents moving to the City must make a contribution equal to that made by the City's existing residents or \$1,309.09 per new resident. In this way, new residents contribute to the provision of new Parks and Trails proportionately and commensurate to their "service demands and needs" (§11-36a-102[15]). The contributions made by both existing and future residents excludes all non-City funding sources and donations used to provide Parks and Trails (Draper City Parks and Trails Impact Fee Facilities Plan 2015 - 2030, pp 34 - 35).

Clearly, if the existing Parks and Trails LOS standards are to be maintained new Parks and Trails, with their associated improvements, must be provided at a standard equal to the existing Parks and Trails LOS. Utah State laws allow Draper City to impose an impact fee as a possible funding option to achieve this goal.

The Draper City Parks and Trails Impact Fee Facilities Plan 2015 - 2030 has shown that it is anticipated the City population will increase to nearly 56,000 residents by 2030. If no additional Parks and Trails capacity is provided the existing Parks and Trails LOS will fall to approximately \$1,091.00 per resident by 2030 ($\$61,079,283.00^4/55,982^5$). To preserve the existing Parks and Trails LOS long-term Draper City must invest approximately \$1,309,090.00 per 1,000 new residents (2015 Dollars) towards Parks and Trails capacity enhancements, excluding any non-City funds. An additional \$57,400.00 per 1,000 new residents of non-City funds will also be required. Table 2 presents the City's estimated 2015 population and projected populations to 2030 (Draper City Parks and Trails Impact Fee Facilities Plan 2015 - 2030, p. 28).

³ Parks include Neighborhood, Area, Community, and Special Use Parks as discussed in the Draper City Parks and Trails Impact Fee Facilities Plan 2015 - 2030. Trails include trail bridges and trailheads, also discussed in the Draper City Parks and Trails Impact Fee Facilities Plan 2015 - 2030.

⁴ Total City-funds to provide existing Parks and Trails facilities including all associated improvements but excluding Non-City funds.

⁵ Draper City's projected 2030 population.

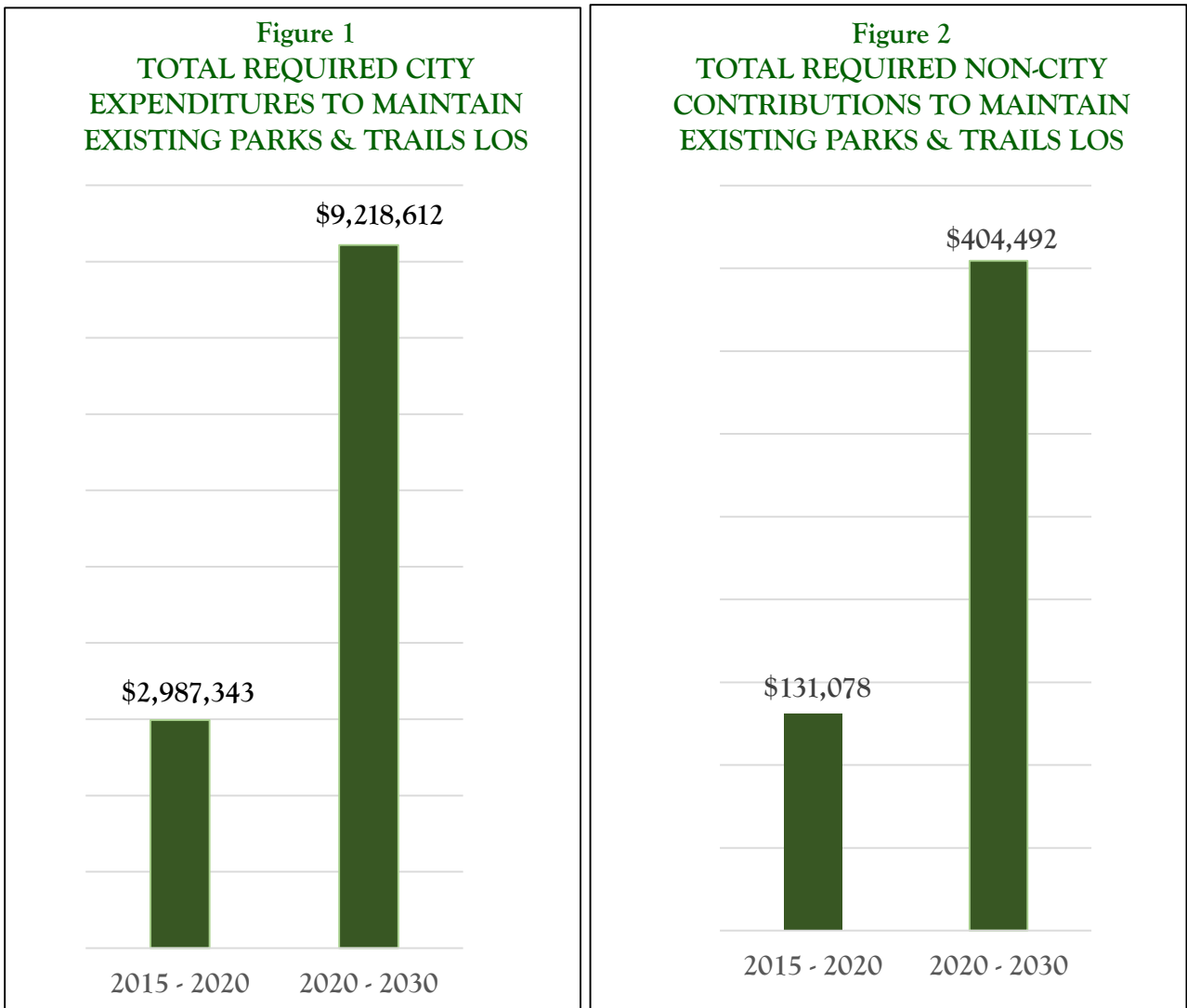
**Table 2
DRAPER CITY 2015 POPULATION ESTIMATE AND POPULATION PROJECTIONS**

YEAR	POPULATION
2015	46,658
2020	48,940
2030	55,982

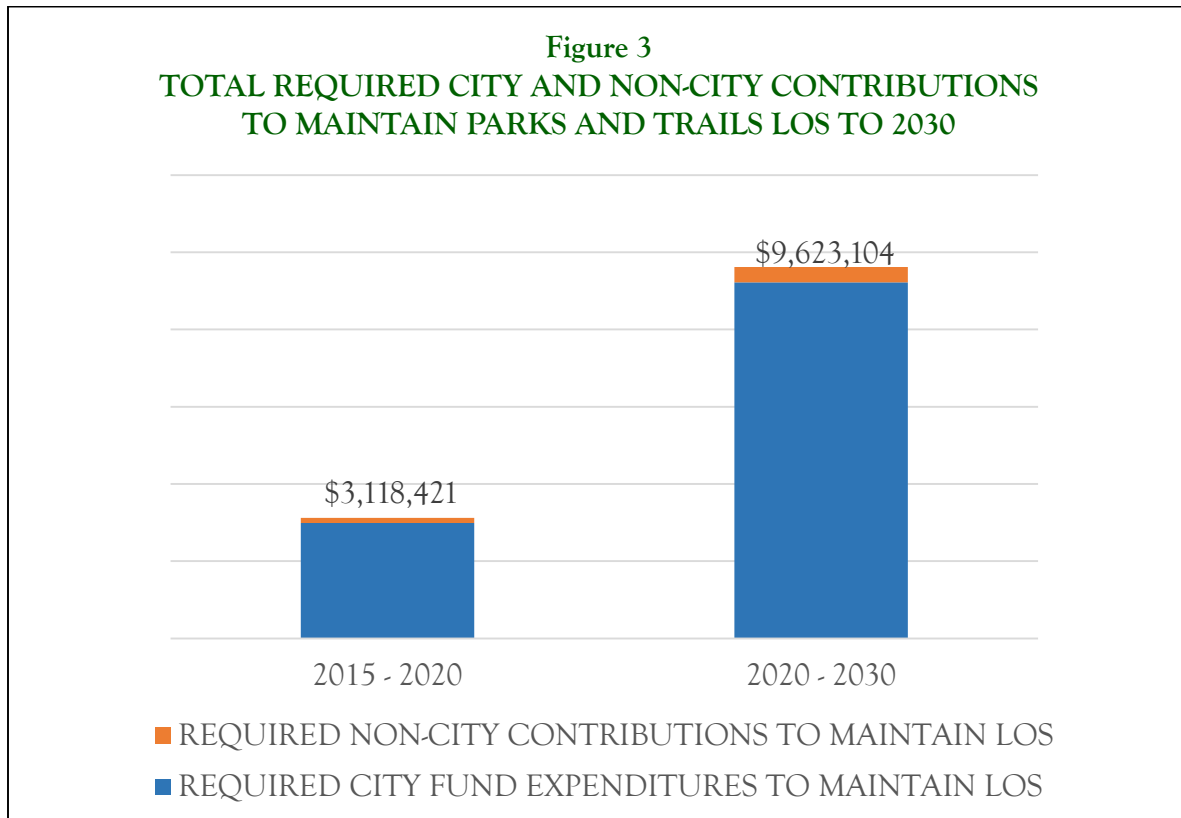
Source: Census Bureau, State of Utah Governor’s Office of Management and Budget (GOMB), and Kem C. Gardner Policy Institute.

<http://www.census.gov/quickfacts/table/PST045215/4920120>

Figures 1 and 2 present the required City and Non-City contributions to maintain the existing Parks and Trails LOS to 2030.



The Draper City population is expected to increase by 9,324 residents during 2015 to 2030. For this period the City will be required to fund approximately \$12,206,000.00 of land acquisitions and facility improvements to maintain the existing Parks and Trails LOS. An additional \$525,570.00 of non-City fund contributions will also be required. Figure 3 highlights the total City and non-City fund contributions/expenditures required during 2015 - 2030 to maintain the existing Parks and Trails LOS.



How can the City fund \$12,206,000.00 in Parks and Trails capacity enhancement projects in the next 15 years?

Utah law allows Draper City to continue to impose a Parks and Trails impact fee on new development activity. However, it must be demonstrated that all requirements of the Utah Impact Fees Act are met, including all statutory standards of §11-36-a-304 and §11-36a-305 UCA.

Development Activity

As required by §11-36a-304 *et. seq.* UCA this Impact Fee Analysis must identify the following:

1. “The anticipated impact on or consumption of any existing capacity of Parks and Trails by the anticipated development activity;
2. The anticipated impact on system improvements required by the anticipated development activity to maintain the established level of service for each public facility;
3. Demonstrate how the anticipated impacts described in Items (1) and (2) are reasonably related to the anticipated development activity;
4. Estimate the proportionate share of:
 - a. The costs for existing capacity that will be recouped; and
 - b. The costs of impacts on system improvements that are reasonably related to the new development activity; and
5. Identify how the impact fee was calculated.

All items are important but this analysis must clearly establish; (1) the Parks and Trails LOS, (2) any existing Parks and Trails service capacities, (3) the types of development activity being considered, (4) the proportionate share methodology employed, and (5) how the Parks and Trails impact fee was calculated. Before going any further a discussion must occur concerning the existing and future Draper City Parks and Trails LOS.

The Draper City Parks and Trails Impact Fee Facilities Plan 2015 – 2030 established the existing Parks and Trails LOS to be \$1,309.09 per City resident. The existing Parks and Trails LOS was determined by identifying all City incurred costs to provide existing Parks and Trails facilities. The total City-incurred costs were \$61,079,283.00 (2015 Dollars). This total was divided by the 2015 population of 46,658 residents. No excess Parks and Trails LOS capacity exists to accommodate any new Parks and Trails required to meet the demands of new residents.

Existing Draper City residents “express strong desires and preferences for adequate and well-maintained Parks, Trails, and their related facilities” (Draper City Parks and Trails Impact Fee Facilities Plan 2015 – 2030, p. 31). No evidence has been provided, or is available to Draper City, that new residents will expect anything different. Therefore, it was appropriate that the Draper City Parks and Trails Impact Fee Facilities Plan 2015 – 2030 established the goal of maintaining the existing Parks and Trails LOS as also the future Parks and Trails LOS. Therefore, and excluding all non-City expenditures, a future Parks and Trails LOS of \$1,309.09 per resident was established (Draper City Parks and Trails Impact Fee Facilities Plan 2015 – 2030, pp. 33-35). All new residents must contribute to the same level as existing residents have already if the existing Parks and Trails LOS is to be preserved. In this manner, Parks and Trails will be provided for each new resident “roughly proportionate and reasonably related to the service demands and needs” of each new resident (§11-36-102[15], UCA).

The question now is; how does the City propose to collect \$1,309.09 from each new City resident? Section 11-36a-201(2) UCA provides, “a local political subdivision may establish impact fees only

for those public facilities defined in Section 11-36-102.” Parks and Trails are two of the defined public facilities. But a Parks and Trails impact fee can only be imposed on a development activity. Section 11-36a-102(3) UCA provides that a development activity is “any construction or expansion of a building, structure, or use, any change in use of a building or structure, or any changes in the use of land that creates additional demand and need for public facilities.” How can the City’s costs to provide future Parks and Trails LOS of \$1,309.09 per resident be imposed on a development activity? Some form of resident to development activity/development activity approval conversion must occur.

Development Approval

Draper City, like other Utah municipalities, authorizes development activities as a development approval.⁶ In the case of a Parks and Trails impact fee a development approval must be accompanied by a service demand or need for Parks and Trails. For the purposes of this Impact Fee Analysis a development activity approval is defined as any construction or expansion of a building, structure, or use, any change in the use of a building or structure, or any changes in the use of land that creates additional demand and need for Parks and Trails. Using this definition additional “demand and need” Parks and Trails activities will generally be confined to development approvals that are residential in nature. But Draper City does not typically provide residential development approvals via some form of resident calculation. Rather, the City approves residential activities in the form of residential dwelling units by building permit approvals.

Using information provided by the United States Census Bureau and the Wasatch Front Regional Council Table 3 presents Draper City’s and the State of Utah’s average household sizes, by dwelling unit type, occurring in 2015.

⁶ See §11-36a-102(4) UCA for the definition of development approval.

Table 3
AVERAGE PERSONS BY UNIT TYPE

UNITS IN STRUCTURE	AVERAGE PERSONS	
	Draper City Only	Utah (Statewide Average)
One Unit - Single-Family, Detached	3.18	3.03
One Unit - Single Family, Attached	2.31	2.51
Two Units	Not Available	2.32
Three (3) and Four (4) Units	2.00	2.14
Five (5) to Nine (9) Units	3.00	1.92
Ten (10) to Nineteen (19) Units	1.43	2.04
Twenty (20) to Forty Nine (49) Units	1.50	1.55
Fifty (50) or More Units	1.83	1.41
One Unit - Mobile Home	1.33	2.21

Source: Wasatch Front Regional Council, January 2015.

The Draper City household size information contained in Table 3 is based on the US Bureau of the Census Public Use Microdata Sample (PUMS). While this data is subject to some of the vagaries of small sampling it does represent the most accurate and reliable data available.

Following a review of the average persons per dwelling unit type information for both Draper City and Utah Table 4 presents the City's most reliable information for average number of persons by residential unit type. Using the information contained in this Table the calculation necessary to establish a Parks and Trails impact fee, by unit type and number, can be completed. This allows a Parks and Trails impact fee to be imposed consistently and fairly on a development activity, commensurate with demands and needs, and collected at the time of building permit issuance. The required calculation is a simple multiplication of the average number of persons per unit by \$1,309.09 per person. The maximum allowed Parks and Trails impact fee, by units in structure, is presented in Table 5. The Parks and Trails impact fee schedule contained in Table 5 has accounted fully for all Non-City fund sources to provide Parks and Trails as no Non-City funds were included in the future Parks and Trails LOS, discussed more completely in the Draper City Parks and Trails Impact Fee Facilities Plan 2015 - 2030.

Table 4
UNITS IN STRUCTURE AND AVERAGE PERSONS PER UNIT
FOR DRAPER CITY, UTAH

UNITS IN STRUCTURE	AVERAGE PERSONS PER UNIT
One - Single-Family, Detached	3.18
One - Single Family, Attached	2.31
Two Units	2.32 ¹
Three (3) and Four (4) Units	2.14 ¹
Five (5) to Nine (9) Units	1.92 ¹
Ten (10) to Nineteen (19) Units	1.43
Twenty (20) to Forty Nine (49) Units	1.50
Fifty (50) or More Units	1.41 ¹
One - Mobile Home	1.33

Note: 1. For the purposes of using the most accurate data the statewide information for these units was assumed to be the most reliable as it was based on a larger sample size.

Table 5
MAXIMUM PARKS AND TRAILS IMPACT FEE BY UNIT TYPE

UNITS IN STRUCTURE	MAXIMUM PARKS AND TRAILS IMPACT FEE PER UNIT (Average Persons per Unit x \$1,309.09)
One - Single-Family, Detached	\$4,162.91
One - Single Family, Attached	\$3,024.00
Two Units	\$3,024.00
Three (3) and Four (4) Units	\$2,801.45
Five (5) to Nine (9) Units	\$2,513.45
Ten (10) to Nineteen (19) Units	\$1,872.00
Twenty (20) to Forty Nine (49) Units	\$1,963.64
Fifty (50) or More Units	\$1,845.82
One - Mobile Home	\$1,741.09

Table 6 presents a proposed Parks and Trails impact fee schedule by unit type. This proposed Parks and Trails impact fee schedule is different from the maximum Parks and Trails impact fees presented in Table 5. However the proposed fee schedule is designed to achieve the following goals: (1) to achieve full compliance with all applicable statutory standards, including Part 3 Utah's Impact Fees Act, (2) to promote a proportionate Parks and Trails impact fee, commensurate with the service demands and needs created by the proposed residential activity, (3) to achieve

administrative and impact fee implementation efficiencies, and (4) to create a Parks and Trails impact fee that considers the general relationships of the number of persons per unit type. Contemporary demographic, planning, development, and construction practice and understandings suggest that as the number of units in a structure increases the number of persons per unit decreases. For these, and other reasons, the proposed Parks and Trails impact fee schedule provided by Table 6 should be imposed on new residential development activity occurring within the municipal boundaries of Draper City.

Table 6
DRAPER CITY PARKS AND TRAILS IMPACT FEE SCHEDULE

UNITS IN STRUCTURE	PARKS AND TRAILS IMPACT FEE PER UNIT
One - Single-Family, Detached	\$4,162.00
One - Single Family, Attached	\$3,024.00
Two - Duplex or Two Attached Units	\$3,024.00
Three (3) or Four (4) Units	\$2,801.00
Five (5) to Nine (9) Units	\$2,513.00
Ten (10) or More Units	\$1,872.00
One - Mobile Home	\$1,741.00

Note: To determine the maximum Parks and Trails impact fee payable at the time of building permit approval all readers are reminded that it is calculated based on the number of units in a structure NOT the number of structures.

Impact Fee Boundaries

Consistent with the Draper City Parks and Trails Impact Fee Facilities Plan 2015 - 2030 all residential development activities occurring within the boundaries of Draper City, Utah and creating a demand and need for Parks and Trails are subject to the Parks and Trails impact fee schedule contained in Table 6.

CONCLUSION

Draper City must formulate an Impact Fee Analysis before imposing an impact fee as a funding option for the provision of certain allowed public facilities. This Impact Fee Analysis, and the Draper City Parks and Trails Impact Fee Facilities Plan 2015 - 2030, have used the most detailed and accurate information available. The existing Parks and Trails LOS has been shown to be \$1,309.09 per existing resident. At this LOS standard no excess service capacity exists in Draper City's Parks and Trails system. To provide new Parks and Trails facilities and improvements required to meet the needs of the 9,324 additional new residents projected for 2015 - 2030 and at the same LOS existing in 2015, the City must commit \$12,206,000.00 to new Parks and Trails

capacity expenditures. This analysis has shown that if new residents provide new Parks and Trails to meet their needs commensurate to the existing LOS standard then their proportionate contribution would be \$1,309.09 per new resident, identical to the existing LOS standard provided by existing residents.

This analysis has also shown how new residents can provide their fair share for new Parks and Trails funding by having a Parks and Trails impact fee imposed at the time of development activity approval. The Parks and Trails impact fee is calculated based on the number of persons per unit, the number of residential dwelling units within the structure. The Parks and Trails impact fee would be calculated using Table 6 and multiplying the Parks and Trails impact fee per unit by the number of units in the proposed structure. The impact fee would be imposed on all new residential construction likely to create a need for new Parks and Trails and payable to the City at the time of building permit issuance.

The Draper City Parks and Trails Impact Fee Analysis has drawn upon the information contained in the Draper City Parks and Trails Impact Fee Facilities Plan 2015 - 2030. Both these documents have used the most accurate and detailed Parks and Trails inventory, actual incurred improvement costs, and population estimate and projections information available. As required the State of Utah Impact Fees Act Draper City has “determined the Parks and Trails required to serve development resulting from new development activity, estimated the proportionate share of the costs of new Parks and Trails are reasonably related to the new development activity, and calculated the impact fee complying with the applicable standards of the Act (§11-36a-301[1], §11-36a-304 and §11-36a *et. seq.*). Additionally, this Impact Fee Analysis, and the Draper City Parks and Trails impact fee, has considered all revenue sources and contributions made by non-City contributions. Finally, an important policy determination of the City has also been made consistent with the Draper City Parks and Trails Impact Fee Facilities Plan 2015 - 2030. Consistent with the Impact Fees Act Parks and Trails impact fee revenues will be used exclusively as the fund sources for Parks and Trails system improvements. General Funds, and other revenues available to the City, will be used for necessary Parks and Trails operations and maintenance activities.