

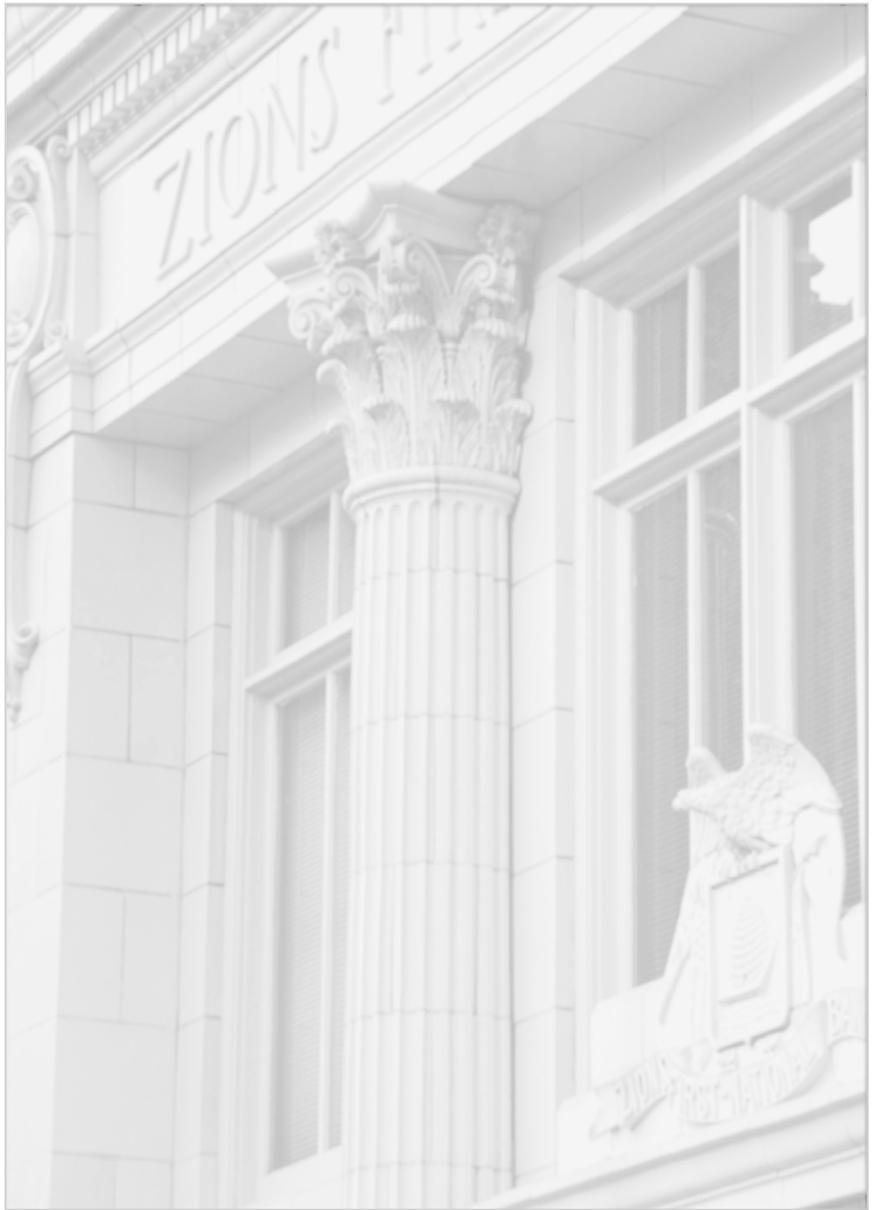


Herriman City

Impact Fee Facilities Plan
Parks, Trails and Recreation



April 22, 2015



Herriman City

Draft Impact Fee Facilities Plan
Parks, Trails and Recreation

ZIONS BANK  PUBLIC FINANCE

April 2015

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Summary

Background

Herriman City (“City”) updated its Parks, Recreation, Open Space and Trails Master Plan in Summer 2014 and is accordingly updating its Impact Fee Facilities (IFFP) for Parks, Trails and Recreation to reflect recent changes in the Master Plan.

The City has determined that there is one service area citywide and that all parks, trails and recreation facilities are at full capacity in 2014, with the exception of the equestrian center which has significant excess capacity. Only residential development is considered to create demand for parks, trails and recreation facilities and therefore only residential growth has been considered in the determination of impact fees.

Identify the Existing and Proposed Levels of Service and Excess Capacity

Utah Code 11-36a-302(1)(a)(i)(ii)(iii)

The IFFP considers only *system* facilities in the calculation of impact fees. For the City, this has been determined to mean neighborhood and community parks. Local parks are considered *project* improvements and have not been included in the calculation of impact fees.

Existing service levels are based on the (2014) levels of service in the City for both parks and trails. Both parks and trails intend to increase service levels – parks to a standard of 8.0 acres per 1,000 persons (7.5 acres per 1,000 persons not including local parks) and trails to a standard of 1.5 trail miles per 1,000 persons. The equestrian center, however, has excess capacity and is intended to serve the needs of the entire population of the City through at least 2060. Therefore, the City considers that it has no excess capacity in the system other than the equestrian center. The existing and proposed levels of service have been expressed first in acres per 1,000 residents for park, and miles per 1,000 residents for trails; these numbers are then converted to an investment level per 1,000 persons. The parks and trails development in the City is one overall recreation system designed to meet the needs and desires of its residents for physical and leisure activities and therefore the investment level of service reflects the combined level of service for both parks and trails.

Table 1: Summary of Service Levels for Systemwide Facilities

	Demand Unit	Existing LOS	Existing LOS (Non-Gifted – Impact-Fee Eligible)*	Proposed LOS ¹
Parks	Acres per 1,000 persons	4.82	2.28	7.5
	Investment per 1,000 persons	\$1,039,626	\$580,884	\$1,524,083
Trails	Trail miles per 1,000 persons	0.95	0.95	1.5
	Investment per 1,000 persons	\$142,952	\$142,952	\$225,445

While impact fees can be used to reach proposed service levels, the City has not chosen to use impact fees in this manner. Rather, the City intends to charge impact fees only to maintain existing service levels. The proposed service levels will be reached through means other than impact fees.

Demand Unit		Existing LOS	Existing LOS (Non-Gifted – Impact-Fee Eligible)*	Proposed LOS ¹
Trail Structures	Trail structures per 1,000 persons	\$44,620	\$44,620	\$44,620
Equestrian Center	Investment per 1,000 persons	\$27,792	\$27,792	\$8,564

*LOS = level of service eligible for impact fees that does not include gifted acreage

Existing and proposed service levels, as well as excess capacity are summarized in Table 2 below in terms of investment levels of service.

Table 2: Summary of Investment Service Levels for Systemwide Facilities

Summary of Investment LOS	Existing	Existing (Eligible for Impact Fees)	Proposed	Excess Capacity
Park land per 1,000	\$592,860	\$280,717	\$922,500	\$0
Park improvements per 1,000	\$278,440	\$131,841	\$433,258	\$0
Park mowed acres per 1,000	\$168,326	\$168,326	\$168,326	\$0
Subtotal Parks	\$1,039,626	\$580,884	\$1,524,083	\$0
Trail miles per 1,000	\$142,952	\$142,952	\$225,445	\$0
Trail structures per 1,000	\$44,620	\$44,620	\$44,620	\$0
Equestrian center per 1,000	\$27,792	\$27,792	\$8,564	\$19,228

Identify Demands Placed Upon Existing Public Facilities by New Development Activity at the Proposed Level of Service
Utah Code 11-36a-302(1)(a)(iv)

Parks. If no new *system* park facilities are added, the park level of service² will decline from the existing level of investment of \$580,884 per 1,000 residents to \$344,891 per 1,000 residents in 2023. This is less than the proposed standard of investment per 1,000 residents.

Excess capacity in the equestrian center will be partially consumed by new development occurring between 2014 and 2023. The existing level of service is an investment of \$27,792 per 1,000 residents; the proposed level is \$8,564 per 1,000 residents. By 2023, the level of service will be reduced to \$16,501 per 1,000 residents, indicating significant excess capacity remaining in the system at that point in time.

Trails. If no new trail miles are constructed, the trails level of service will decline from the existing 0.95 trail miles and investment of \$142,952 per 1,000 residents in 2014 to 0.56 trail miles and an investment level of \$84,875 per 1,000 residents in 2023. This is less than the proposed investment per 1,000 residents. The trail structures have sufficient capacity to serve the needs of new development through 2014. If no new trail structures are built, the trail structure standard will decline per trail mile, assuming that new trail miles are built.

² Does not include gifted acres.

Identify How the Growth Demands Will Be Met

Utah Code 11-36a-302(1)(a)(v)

Parks. The City will need to acquire additional park lands and improvements to maintain its existing level of service and to reach its proposed level of service. Existing service levels will decline, as a result of population growth, unless new facilities are constructed or acquired. Impact fees will be used to maintain the existing 2014 service levels for park land and improvements and other funding sources will be used to raise service levels to the proposed levels. Impact fees will not be used for replacement, repair or maintenance costs. Fees collected will be used for capital improvements – land or park improvements – as best meets the needs of the City at the time and as opportunities arise.

New park land can be acquired at an estimated cost of \$123,000 per acre, based on recent land acquisition costs by the City. Park improvements can be added for an estimated cost of \$57,767.67 per acre based on the level of service for improvements established by the City. Based on these standards, the City will need to expend over \$12.2 million in new park facilities.

Table 3: Summary of Park Improvement Costs Necessitated by New Development, 2014-2023

Summary of Increased Improvement Costs, 2014-2023 ³	
Park Land	\$5,919,209
Park Improvements	\$2,779,991
Park Mowed Acres	\$3,549,316
Total Park Improvements	\$12,248,516

Trails. The City will also need to maintain service levels for trails. The City currently has 29.31 trail miles, which equates to a trails standard of 0.95 linear trail miles per 1,000 persons. The existing level of service will be maintained in the future through the use of impact fees. This means that the City will need to develop an additional 20.06 trail miles by 2023. The cost for additional trail miles has been based on an “average” cost of \$150,296.83 per linear mile for a total cost of \$3,014,280.

In addition, the City has five trailheads. In order to maintain the proposed service levels, four trailheads will need to be constructed by 2023 at a cost of \$1,100,000. However, new development will only be responsible, through impact fees, for the increased investment amount of \$940,851 attributable to new development projected to occur by 2023.

Consideration of Revenue Sources to Finance Impacts on System Improvements

Utah Code 11-36a-302(2)

This Impact Fee Facilities Plan includes a thorough discussion of all potential revenues sources for parks, recreation, and trails improvements. These revenue sources include grants, bonds, interfund loans, transfers from the General Fund, impact fees and anticipated or accepted dedications of system improvements.

³ All impact fees collected must be spent within a six-year period. This document uses a planning period of ten years, assuming that impact fees will be expended within the required timeframe.

Utah Code Legal Requirements

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

Notice of Intent to Prepare Impact Fee Facilities Plan

A local political subdivision must provide written notice of its intent to prepare an IFFP before preparing the Plan (Utah Code §11-36a-501). This notice must be posted on the Utah Public Notice website. The City has complied with this noticing requirement for the IFFP by posting notice on July 11, 2014. A copy of the notice is included in Appendix A.

Preparation of Impact Fee Facilities Plan

Utah Code requires that each local political subdivision, before imposing an impact fee, prepare an impact fee facilities plan. (Utah Code 11-36a-301).

Section 11-36a-302(a) of the Utah Code outlines the requirements of an impact fee facilities plan which is required to identify the following:

- (i) identify the existing level of service
- (ii) establish a proposed level of service
- (iii) identify any excess capacity to accommodate future growth at the proposed level of service
- (iv) identify demands placed upon existing facilities by new development activity at the proposed level of service; and
- (v) identify the means by which the political subdivision or private entity will meet those growth demands.

Further, the proposed level of service may:

- (i) exceed the existing level of service if, independent of the use of impact fees, the political subdivision or private entity provides, implements, and maintains the means to increase the existing level of service for existing demand within six years of the date on which new growth is charged for the proposed level of service; or
- (ii) establish a new public facility if, independent of the use of impact fees, the political subdivision or private entity provides, implements, and maintains the means to increase the existing level of service for existing demand within six years of the date on which new growth is charged for the proposed level of service.

In preparing an impact fee facilities plan, each local political subdivision shall generally consider all revenue sources to finance the impacts on system improvements, including:

- (a) grants
- (b) bonds
- (c) interfund loans

- (d) transfers from the General Fund
- (e) impact fees; and
- (f) anticipated or accepted dedications of system improvements.

Certification of Impact Fee Facilities Plan

Utah Code states that an impact fee facilities plan shall include a written certification from the person or entity that prepares the impact fee facilities plan. This certification is included at the conclusion of this analysis.

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Existing Service Levels, Proposed Service Levels and Excess Capacity

Utah Code 11-36a-302(1)(a)(i)(ii)(iii)

Growth in Demand

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

TABLE 4: POPULATION GROWTH

Year	Population	Population Growth
2014	30,816	
2015	33,309	2,493
2016	35,802	2,493
2017	38,102	2,300
2018	40,402	2,300
2019	42,702	2,300
2020	45,002	2,300
2021	47,302	2,300
2022	49,602	2,300
2023	51,902	2,300
2024	54,202	2,300
2025	56,502	2,300
TOTAL		25,686

Source: Herriman City

In 2000, the City had a population of 3,246 people; by 2010 the population had increased to 22,538. The City therefore grew by 19,292 persons over the 10-year period, or an average of 1,929 persons per year. While this is somewhat less than the 2,300 to 2,500 persons of projected annual growth through 2025, the historical growth accounts for the extremely slow growth years such as 2008 when the City issued only 44 building permits. In its peak year of 2005, the City issued 900 building permits.

The somewhat higher population figures projected above also take into account the annexation of a significant amount of property known as South Herriman. South Herriman has approximately 2,800 developable acres, of which the City anticipates that roughly 200 will be developed within the next six years.

Therefore, based on the additional land provided by the South Herriman annexation, as well as known future projects, the availability of vacant land, increased access to the City due to the completion of the Mountain View Corridor, the anticipated extension of light rail to the community, the rapid growth being experienced in neighboring communities, and the increased retail and other amenities now available in the City, City staff feel that the estimates shown in the preceding table are reasonable.

Existing Service Levels

Parks. Existing system parks (neighborhood and community parks) are shown in the Table below:

TABLE 5: SYSTEM PARKS

Park Name	Acres	Gifted
Copper Creek	8.04	No
Emmebella Park	2.05	No
Hamilton Farms	2.66	No
Main Street Park	1.99	No
Plat X	6.52	Yes
Rosalina Athletic Field	2.94	Yes
Rosalina Park	2.13	Yes
Rose Crest Park	10.42	No
Rose Crest Splash Pad Park	3.73	No
The Cove at Herriman Springs Pond	12.83	Yes
The Ranches Park	6.44	No
Tuscany Park	11.45	No
Umbria Park	3.55	No
Blackridge Park	13.48	Yes
W & M Butterfield Park (equestrian)	40.22	Yes
W & M Butterfield Park	20	No
TOTAL	148.45	
Total NOT Gifted	70.33	

The existing level of service for parks then, for the purpose of calculation of impact fees, is 2.28 acres per 1,000 residents, calculated by dividing the 70.33 eligible park acres by the 2014 population of 30,816 (which has been divided by 1,000). The existing level of service, in terms of level of investment for park land is \$280,717 per 1,000 persons.⁴

Existing park improvements are shown in detail in Tables 1, 2, 3 and 4 in the *Herriman City Parks, Recreation, Open Space, and Trails Master Plan*. Unit costs for improvements are shown in Tables 19 and 20 of the same document. The Table below summarizes the improvements, along with the costs, to determine an existing standard for park improvements (not including land or irrigation/sod costs which are treated separately in this analysis).

TABLE 6: SYSTEM PARK IMPROVEMENTS

	# of Units - all System Parks	# of Units - not incl. Gifted Improvements	Unit Costs	Eligible Cost (does not include gifted parks)
Restroom	13	10	\$75,000	\$750,000
Pavilion	31	23	\$16,000	\$368,000

⁴ Based on land costs of \$123,000 per acre. Calculated by multiplying the 70.33 eligible acres by land costs of \$123,000 per acre to arrive at a total cost of \$8,650,590. This amount is then divided by the number of existing residents (30,816), which has been divided by 1,000.

	# of Units - all System Parks	# of Units - not incl. Gifted Improvements	Unit Costs	Eligible Cost (does not include gifted parks)
Playground	12	9	\$60,000	\$540,000
Bike Rack	2	0	\$1,200	\$0
Bench	96	73	\$1,000	\$73,000
Picnic Table	89	67	\$3,500	\$234,500
Ball Diamonds	8	8	\$80,000	\$640,000
Basketball Court	2	2	\$35,000	\$70,000
Volleyball Court	8	6	\$15,000	\$90,000
Tennis Court	0	0	\$100,000	\$0
Soccer/Football/Lacrosse Fields	12	10	\$35,000	\$350,000
Horse Shoes	1	1		
Splash Pad	3	2	\$123,650	\$247,300
Skate Park	1	1	\$700,000	\$700,000
Arena	1	1		
TOTAL	279	213		\$4,062,800⁵

The existing level of service for park improvements is therefore calculated by taking the total costs of \$4,062,800 and dividing by the existing population of 30,816, which has been divided by 1,000. The existing level of service for park improvements is therefore \$131,841 per 1,000 residents.

In addition, there are improvement costs associated with mowed acres at the parks. The initial capital costs for sod and irrigation are calculated based on a cost of \$2.00 per square foot and a total of 59.54 mowed acres that are eligible for impact fees, resulting in total costs of \$5,187,124.80. There is therefore, an existing standard of 1.93 mowed acres per 1,000 residents, which results in an investment of \$87,120 per mowed acre, or \$168,325.70 per 1,000 persons.⁶

Total park investment costs reach \$17,900,515, or the equivalent of \$580,884 per 1,000 persons.

TABLE 7: SUMMARY OF EXISTING LOS FOR PARKS PER 1,000 PERSONS – LEVEL OF INVESTMENT

Summary Table - Park Investment Costs		
Park Land	\$280,717	\$8,650,590
Park Improvements	\$131,841	\$4,062,800
Park Mowed Acres	\$168,326	\$5,187,125
TOTAL	\$580,884	\$17,900,515

In addition to the above-listed park facilities, the City has an equestrian center that has excess capacity sufficient to serve the community through a population of approximately 100,000 persons.

⁵ This is an equivalent improvement cost of \$57,767.67 per acre, calculated by dividing the \$4,062,800 by the 70.33 non-gifted acres of improvements.

⁶ Calculated by multiplying 43,560 square feet in an acre by \$2.00 per square foot for the cost of sod and irrigation to arrive at a cost of \$87,120 per acre. A total investment of \$5,187,124.80 is then calculated by multiplying the cost per acre (\$87,120) by the total number of developed acres (59.54). The total investment of \$5,187,124.80 is then divided by the 2014 population which has been divided by 1,000.

The actual cost of the equestrian facility is \$856,436. While excess capacity will be measured later in this analysis, the existing standard of investment is \$27,792 per 1,000 population, calculated by dividing actual cost by the 2014 population of 30,816 (which has been divided by 1,000).

Trails. The City currently has 29.31 trail miles. This results in a current (2014) standard of 0.95 trail miles per 1,000 persons, calculated by dividing the 29.31 trail miles by the 2014 population, which has been divided by 1,000. The investment level of service is \$142,952 per 1,000 persons for trail miles, calculated by dividing the cost of the existing trail miles (\$4,405,200) by the existing population of 30,861 (divided by 1,000).

Table 8 – Trail Miles

Trail Type	Miles	Cost per Mile	Total Cost
Paved/Urban Trails	14.7	\$215,000	\$3,160,500
Unpaved Trails	7.4	\$100,000	\$740,000
Primitive Trails	7.21	\$70,000	\$504,700
TOTAL	29.31		\$4,405,200

The City currently has five trailheads. The estimated cost per trailhead is \$275,000 for a total existing investment of \$1,375,000. With 29.31 trail miles, this is the equivalent investment of \$46,912.32 per trail mile, or \$44,620 per 1,000 persons.⁷

Proposed Service Levels

Parks. The City has determined that its community parks and recreation facilities, with the exception of the equestrian center, are at capacity as of 2014. Park capacity is difficult to measure but, based on growing demand for sport fields, the need for practice time as well as game time, use of playgrounds during peak hours, etc., the City feels a need, given its rapidly-growing population, to continue to expand its park facilities in the future.

The need to raise the existing service levels and the determination that, with the exception of the equestrian center, community parks and recreation facilities are at capacity has been made using several approaches. First, the City completed a Parks and Recreation Master Plan in July 2014. This Master Plan identifies the need for increased service levels. Page 13 of the Master Plan states the need to “develop 80 acres of new parks to meet the current 2014 need.” The City’s consultant on this project, Landmark Design, has provided an expert opinion, a copy of which is attached as Appendix C, stating that, “the LOS identified in the current *Herriman City Parks, Recreation, Open Space and Trails Master Plan* is reasonable and fits the unique characteristics of the community and its residents and provides guidance for the development of parks and trails for existing and future residents.”

Second, as part of the Master Plan process, the City conducted a community survey of its residents regarding parks and recreation needs. Responses to the survey indicated high usage of parks and trails facilities and the desire to expand recreation offerings. The City’s parks, open spaces and trails are the primary source of household recreational and leisure needs for over 27

⁷ Calculated by dividing the existing trail structures investment of \$1,375,000 (five trailheads at a cost of \$275,000 each) by the 2014 population, which has been divided by 1,000.

percent of respondents according to the survey conducted by the City. In fact, 77 percent of respondents indicate they use the City’s trail system, 40 percent use the trails monthly and 31 percent use them weekly.

A third justification for the service levels established by the City comes through a review of service levels in other communities in Utah. As the following table shows, the City’s proposed standard of eight acres per 1,000 population is less than that of Provo and St. George, but higher than that of Draper, Highland, Lehi, Saratoga Springs, Sandy and Spanish Fork.

Table 9 – Comparison of Service Levels with Other Utah Communities

City	LOS - Acres per 1000 Residents	Year Plan Completed
Draper	3.5	2008
Highland	4.87	2008
Lehi	5	2010
Provo	10	2004
Saint George	10	2006
Saratoga Springs	5.93	2011
Sandy City	6.5	2005
Spanish Fork	5.9	2008

The Master Plan further gives an explanation of why the City chose its service levels. Page 10 of the Master Plan states:

Communities vary dramatically in the LOS provided for City residents, and they should. All communities are not alike. Herriman City has a younger population, with a high number of children in the home, which differs demographically from other Utah communities and those across the nation. In addition to local demographics and other unique community characteristics, other factors may also affect LOS, such as recreational resources that are available to residents outside of the City or on public lands, particular preferences of residents which require specific resources, special populations with special needs, and many other reasons. The LOS desired for Herriman City should be a combination of community established standards, as well as the needs and desires expressed by its residents.

The City’s young and active demographic profile creates significant demand on park facilities. The City is organizes and schedules several recreational programs that use existing parks, including the sports fields. In 2014, Recreation Managers report that the City served:

- 660 youth participating in football programs;
- 700-800 youth already registered for fall football programs;
- 1,100 youth participating in baseball programs;
- 900 youth participating in soccer programs; and
- 315 youth participating in lacrosse programs.

Fourth, according to the Recreation managers, fields are at capacity during peak periods. This observation was verified during the public open houses. Notes from those meetings, as shown on page 49 of the Master Plan indicate the following:

- “There is a big need for more sports fields.”
- Sports fields are in high demand and some leagues have to use Riverton parks.

The City therefore concluded that there is no excess capacity in the parks and trails system, other than the equestrian facilities.

Therefore, the proposed service level for system parks is 7.5 acres per 1,000 persons, which is the equivalent investment of \$1,524,083 per 1,000 residents.⁸ The proposed service level for the equestrian center is \$8,564.02 per 1,000 persons, calculated by dividing the actual cost of the equestrian center (\$856,436) by the capacity population of 100,004 (which has been divided by 1,000).

Trails. The City has significant plans to expand its existing trails system, thereby raising the level of service in the future. This means that future trail service levels will exceed the existing 0.95 trail miles and \$142,952 per 1,000 residents. A map of future trail plans is attached as Appendix B. As stated previously, 77 percent of respondents indicate they use the City’s trail system, 40 percent use the trails monthly and 31 percent use them weekly.

However, new development can only be expected to pay for the existing level of service, which is the minimum level that the City intends to maintain, and not to pay for increased levels of service.

The proposed service level for trail structures is the existing level of investment of \$46,912 per trail mile, which is equivalent to \$44,620 per 1,000 residents. The need for trail structures is closely associated with the development of trail miles.

Identify Excess Capacity

Parks. Only the equestrian center has excess capacity. The existing level of service is \$27,792 per 1,000 persons. The proposed level of service is \$8,564 per 1,000 persons. Therefore, the excess capacity is \$19,228 per 1,000 persons.⁹

It has been determined that there is no excess capacity in the parks system as described in the previous section of this Plan.

Trails. There is no excess capacity in the trail miles or in the trail structures. Again, it has been determined that there is no excess capacity in the trails system as described in the previous section of this Plan.

Summary of Service Levels. A summary of the existing and proposed service levels, as well as any excess system capacity, is shown in the following table.

⁸ Includes the cost for park land, improvements and mowed acres.

⁹ Calculated by subtracting the proposed LOS of \$8,564.02 from the existing LOS of \$27,792 per 1,000 residents.

Table 10: Summary of Existing, Proposed and Excess Capacity

	Demand Unit	Existing LOS	Existing LOS (Non-Gifted – Impact-Fee Eligible)*	Proposed LOS ¹⁰
Parks	Acres per 1,000 persons	4.82	2.28	7.5
	Investment per 1,000 persons	\$1,039,626	\$580,884	\$1,524,083
Trails	Trail miles per 1,000 persons	0.95	0.95	1.5
	Investment per 1,000 persons	\$142,952	\$142,952	\$225,445
Trail Structures	Trail structures per 1,000 persons	\$44,620	\$44,620	\$44,620
Equestrian Center	Investment per 1,000 persons	\$27,792	\$27,792	\$8,564

*LOS = level of service eligible for impact fees that does not include gifted acreage

¹⁰ Impact fees cannot be used to reach the proposed service levels. Deficiencies in the existing system must be made up through some other means than impact fees.

Identify Demands Placed on Existing Public Facilities by New Development Activity at Proposed Level of Service and How Those Demands Will Be Met

Utah Code 11-36a-302(1)(a)(iv)(v)

Demand Placed on Facilities by New Development Activity

Parks. Park service levels will decline, due to new development activity, from the existing service level of \$580,884 per 1,000 residents to \$344,891 per 1,000 residents by 2023 unless new improvements are made.

Table 11: Park Service Level Impacts from New Development Activity

Year	Population	Existing Park Investment	LOS per 1,000
2014	30,816	\$17,900,515	\$580,884
2015	33,309	\$17,900,515	\$537,408
2016	35,802	\$17,900,515	\$499,986
2017	38,102	\$17,900,515	\$469,805
2018	40,402	\$17,900,515	\$443,060
2019	42,702	\$17,900,515	\$419,196
2020	45,002	\$17,900,515	\$397,772
2021	47,302	\$17,900,515	\$378,430
2022	49,602	\$17,900,515	\$360,883
2023	51,902	\$17,900,515	\$344,891

Excess capacity in the equestrian center will be partially consumed by 2023, but with excess capacity still remaining. The proposed LOS for the equestrian facility is an investment of \$8,564 per 1,000 residents and the facility will have an investment level of service of \$16,501 per resident in 2023.

Table 12: Equestrian Center Service Level Impacts from New Development Activity

Year	Population	Existing Equestrian Center Investment	LOS per 1,000
2014	30,816	\$856,436	\$27,792
2015	33,309	\$856,436	\$25,712
2016	35,802	\$856,436	\$23,921
2017	38,102	\$856,436	\$22,477
2018	40,402	\$856,436	\$21,198
2019	42,702	\$856,436	\$20,056
2020	45,002	\$856,436	\$19,031
2021	47,302	\$856,436	\$18,106
2022	49,602	\$856,436	\$17,266
2023	51,902	\$856,436	\$16,501

Trails. Trail mile service levels will decline, due to new development activity from the existing service level of \$142,952 per 1,000 residents to \$84,875 per 1,000 residents by 2023 unless new trail miles are added.

Table 13: Trail Miles Service Level Impacts from New Development Activity

Year	Population	Existing Trail Mile Investment	LOS per 1,000
2014	30,816	\$4,405,200	\$142,952
2015	33,309	\$4,405,200	\$132,253
2016	35,802	\$4,405,200	\$123,043
2017	38,102	\$4,405,200	\$115,616
2018	40,402	\$4,405,200	\$109,034
2019	42,702	\$4,405,200	\$103,161
2020	45,002	\$4,405,200	\$97,889
2021	47,302	\$4,405,200	\$93,129
2022	49,602	\$4,405,200	\$88,811
2023	51,902	\$4,405,200	\$84,875

Trail structures are closely related to trail miles and are the trailheads, boardwalks, lighting, etc., needed to make the trails accessible and functional for public use. The level of service for trail structures is \$44,620 per 1,000 persons. This LOS will decline to \$26,492 by the year 2023 if no new trail structures are added.

Table 14: Trail Structure Service Level Impacts from New Development Activity

Year	Population	Existing Structures Investment	LOS per 1000
2014	30,816	\$1,375,000	\$44,620
2015	33,309	\$1,375,000	\$41,280
2016	35,802	\$1,375,000	\$38,406
2017	38,102	\$1,375,000	\$36,087
2018	40,402	\$1,375,000	\$34,033
2019	42,702	\$1,375,000	\$32,200
2020	45,002	\$1,375,000	\$30,554
2021	47,302	\$1,375,000	\$29,069
2022	49,602	\$1,375,000	\$27,721
2023	51,902	\$1,375,000	\$26,492

Identify the Means by Which the Political Subdivision Will Meet the Growth Demands

Parks. The City will need to acquire additional park lands and improvements to maintain its existing and proposed service levels. Service levels will decline, as a result of population growth unless new facilities are constructed or acquired. Impact fees will be used to maintain the existing

service levels for park land and improvements. They will not be used to raise service levels or for replacement, repair or maintenance costs.

Table 15: Park Land, Improvements, and Irrigated Acres Investment Required to Maintain Proposed Standard

Year	Population	LOS per 1,000*	Investment Required	Additional Investment Required
2014	30,816	\$580,884	\$17,900,515	\$0
2015	33,309	\$537,408	\$19,348,658	\$1,448,143
2016	35,802	\$499,986	\$20,796,801	\$2,896,287
2017	38,102	\$469,805	\$22,132,834	\$4,232,319
2018	40,402	\$443,060	\$23,468,867	\$5,568,352
2019	42,702	\$419,196	\$24,804,899	\$6,904,385
2020	45,002	\$397,772	\$26,140,932	\$8,240,417
2021	47,302	\$378,430	\$27,476,965	\$9,576,450
2022	49,602	\$360,883	\$28,812,998	\$10,912,483
2023	51,902	\$344,891	\$30,149,030	\$12,248,516

*Assumes no new investment takes place.

Because there is excess capacity in the equestrian center, new development will be required to buy in to the center and no new construction will be required.

Trails. The City will also need to maintain its existing service levels for trails through impact fees. Service levels may be raised through other funding sources, but not through the use of impact fees. The City currently has 29.31 trail miles, which equates to an existing trails standard of 0.95 linear trail miles per 1,000 residents. Because there is no excess capacity in the existing trails system, there is no buy-in component applicable to the calculation of impact fees. In order to maintain its proposed level of service (which is the same as the existing service level), the City will need to acquire an additional 20.06 trail miles by 2023, thus bringing the total trail miles to 49.37. Projected costs for the additional trail miles will reach over \$3 million by 2023.

Table 16: Trail Mile Investment Required to Maintain Proposed Standard

Year	Population	LOS per 1,000	Trail Miles Needed	Facilities Needed	Additional Investment Required
2014	30,816	\$142,952	29.31	\$4,405,200	\$0
2015	33,309	\$132,253	31.68	\$4,761,579	\$356,379
2016	35,802	\$123,043	34.05	\$5,117,957	\$712,757
2017	38,102	\$115,616	36.24	\$5,446,746	\$1,041,546
2018	40,402	\$109,034	38.43	\$5,775,535	\$1,370,335
2019	42,702	\$103,161	40.62	\$6,104,324	\$1,699,124
2020	45,002	\$97,889	42.80	\$6,433,113	\$2,027,913
2021	47,302	\$93,129	44.99	\$6,761,902	\$2,356,702
2022	49,602	\$88,811	47.18	\$7,090,691	\$2,685,491
2023	51,902	\$84,875	49.37	\$7,419,480	\$3,014,280

Further, the City will need an additional investment of \$940,851 to maintain its proposed standard of trail structures.

Table 17: Trail Structures Required to Maintain Proposed Standard

Year	Population	LOS per 1000	Trail Miles Needed	Facilities Needed	Additional Investment Required
2014	30,816	\$44,620	29.31	\$1,375,000	\$0
2015	33,309	\$41,280	31.68	\$1,486,237	\$111,237
2016	35,802	\$38,406	34.05	\$1,597,474	\$222,474
2017	38,102	\$36,087	36.24	\$1,700,099	\$325,099
2018	40,402	\$34,033	38.43	\$1,802,724	\$427,724
2019	42,702	\$32,200	40.62	\$1,905,349	\$530,349
2020	45,002	\$30,554	42.80	\$2,007,975	\$632,975
2021	47,302	\$29,069	44.99	\$2,110,600	\$735,600
2022	49,602	\$27,721	47.18	\$2,213,225	\$838,225
2023	51,902	\$26,492	49.37	\$2,315,851	\$940,851

Consideration of All Revenue Sources

Utah Code 11-36a-302(2)

Grants. The City anticipates that future trail land will be acquired through easements and grants, as it has in the past, and has therefore not included any cost for trail land in the calculation of impact fees. The City is unaware of any potential grant sources for future parks, recreation and trails development. However, should it be the recipient of any such grants, it will then look at the potential to reduce impact fees.

While the City has been gifted some park property in the past, it has no future indication of any gifts that will be received by the City. Further, the City has conservatively excluded any gifted properties from establishing its level of service used in the calculation of impact fees.

Bonds. The City has no outstanding bonds for parks, recreation, open space and trail facilities. If the City had bonds outstanding, or chooses to issue bonds in the future, it would/will need to ensure that appropriate credits are made in order avoid double-payment by new development. For example, if a general obligation bond were to be passed for parks, recreation or trail facilities, new development could not be expected to pay the entire impact fee plus its share of bond payments. Therefore, calculations would need to be made that would reduce the gross impact fee by the net present value of the projected future payments made by new development on the bond.

Interfund Loans. The City currently has no plans to purchase parks, recreation or trail facilities through any interfund loans and has not done so in the past

Transfer from General Fund. To the extent that the City is able to generate net revenues in its General Fund, it may choose to transfer all or a portion of the net revenues to the City's capital fund. It is most likely that, if net revenues should be generated, they will be used to reach the Proposed Service Levels recommended in the City's Master Plan and not to offset the demands generated by new development which is anticipated to be offset with impact fees.

Impact Fees. Because of the significant growth anticipated to occur in the City, impact fees are a viable means of allowing new development to pay for the impacts that it places on the existing system. This IFFP is developed in accordance with legal guidelines so that an Impact Fee Analysis for Parks, Recreation, and Trails may be prepared and the City may charge impact fees for Parks, Recreation, and Trails.

Anticipated or Accepted Dedications of System Improvements.

Any item that a developer funds must be included in the IFFP if a credit against impact fees is to be issued and must be agreed upon with the City before construction of the improvements.

Certification

Zions Bank Public Finance certifies that the attached impact fee facilities plan:

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

Appendix A - Notice of Intent to Prepare a Comprehensive Amendment to the Parks, Trails and Recreation Impact Fee Facilities Plan



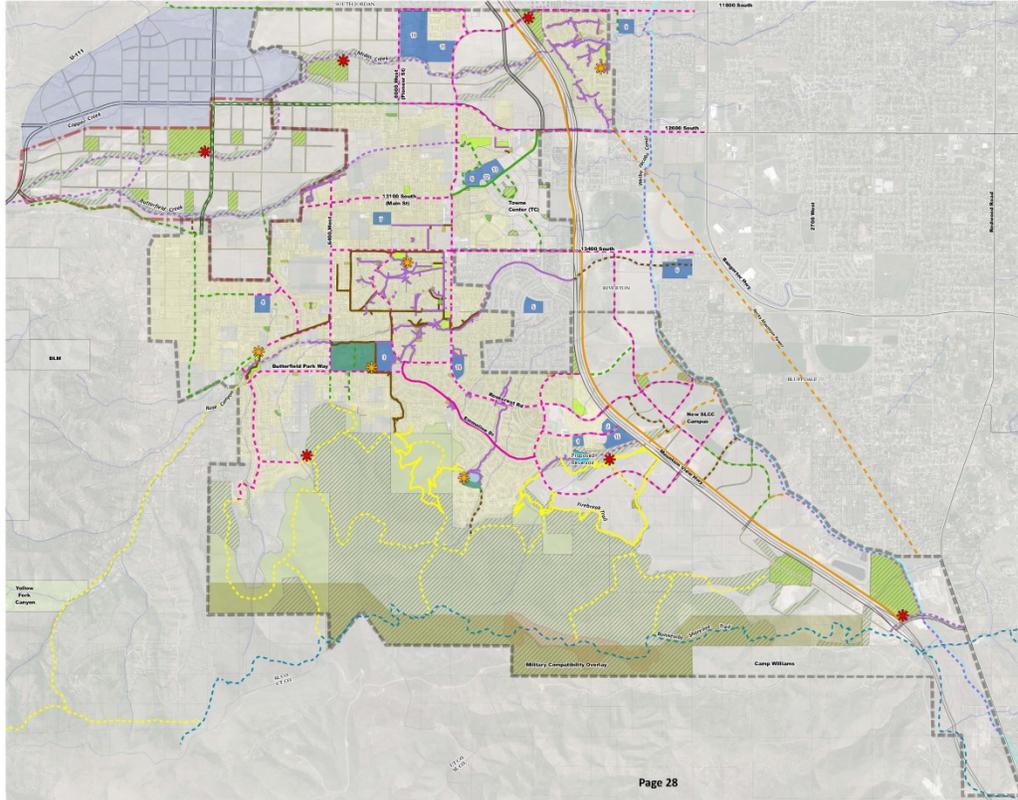
Notice of Preparation of Parks, Recreation, Open Space, and Trails Impact Fee Facilities Plan and Analysis

July 11, 2014

Notice is hereby given that Herriman intends to prepare and/or contract for the preparation of an Impact Fee Facilities Plan and Analysis for Parks, Recreation, Open Space, and Trail facilities. The Plan and Analysis includes all of the property within the current City boundaries. Those receiving this Notice are invited to provide information to be considered in adopting the analysis. For information about the analysis or proposed Impact Fee, please contact Bryn McCarty at 13011 S Pioneer St, Herriman, Utah 84096, or e-mail planning@herriman.org. Any information should be provided in writing.

HERRIMAN CITY

Appendix B –Trails Map



MAP 5
Existing and Proposed
Trails & Bike Paths

- Herriman City Boundary
 - 2025 Annexation Area
 - Future Annexation Area
- Trails**
- Existing Paved Trail
 - Existing Unpaved Trail
 - Existing Primitive Trail
 - Existing Separated, Shared Use Bike Path
 - Existing On-Street, Striped Bike Lane
 - Existing On-Street, Signed Bike Route
 - Proposed Separated, Shared Use Bike Path
 - Proposed Paved Trail
 - Proposed Unpaved Trail
 - Proposed Primitive Trail
 - Proposed On-Street, Striped Bike Lane
 - Proposed On-Street, Signed Bike Route
 - Proposed Bonneville Shoreline Trail
 - Existing Trailhead
 - Future Trailhead
- Parks**
- Existing Community Park
 - Existing Neighborhood Park
 - Existing Local Park
 - Proposed Park
 - Proposed Resort Recreational
- Open Space**
- Existing Open Space (Maintained)
 - Existing Open Space (Natural)
 - Proposed Open Space (Maintained)
 - Proposed Open Space (Natural)
- Existing Residential**
- Schools & Public Facilities**
- | | |
|---------------------------------------|------------------------------------|
| 1. Providence Hill Elementary | 8. Middle Creek Elementary |
| 2. Providence Hill Junior High School | 9. Herriman High School |
| 3. Herriman Middle School | 10. Gosport Middle Middle School |
| 4. Butler Middle School | 11. Herriman Library |
| 5. South Hill Elementary | 12. Silver Creek Recreation Center |
| 6. South Hill Middle School | 13. Baker Middle School |
| 7. Herriman Elementary | 14. Providence High School |
| 8. Silver Creek Elementary | |

Herriman City Parks, Recreation,
Open Space & Trails Master Plan

0 0.5 1 Miles

June 2014

Appendix C – Expert Opinion Letter

Susan Becker, VP
Zions Bank Public Finance
1 South Main Street 18th Floor
Salt Lake City, Utah 84133-1109

February 16, 2015



Landmark Design
LANDSCAPE ARCHITECTURE & PLANNING

Artspace Solar Gardens
850 South 400 West | Studio 104
Salt Lake City, Utah 84101
801.474.3300
www.lidi-ut.com

TO WHOM IN MAY CONCERN

Landmark Design prepared the *Herriman City Parks, Recreation, Open Space, and Trails Master Plan*, which was adopted in 2015. In preparing the plan and analyzing the existing parks and trails system, it was determined that at its current level of service, the City has no excess capacity for either parks or trails. This was determined by calculating the current level of service in the City and comparing it to the level of service adopted in the 2009 Master Plan. As a result of this analysis and review of relevant data it is my opinion that there is no excess capacity in the current parks and trails system, and such analysis identifies a need for more parks and trails to achieve the current adopted level of service which carries forward into the current, completed and adopted parks and trails master plan.

It is difficult to compare level of service with other communities because they vary widely in demographics, location, and access to the natural environment, open spaces, and other facilities, and the City of Herriman has a younger than average population when compared to median ages in other cities in the region. Therefore, our analysis concluded that the level of service identified in the current *Herriman City Parks, Recreation, Open Space and Trails Master Plan* is reasonable and fits the unique characteristics of the community and its residents, and provides guidance for the development of parks and trails for existing and future residents.

Respectfully,

Jan Striefel, FASLA, AICP, PLA
Founding Principal
Landmark Design
850 South 400 West
Studio 104 84101

Jan Striefel, FASLA, AICP, PLA
Founding Principal
Landmark Design Inc.

Jan Striefel is the Founding Principal of Landmark Design and brings over thirty years' experience in community planning, urban design, landscape architecture and environmental planning in the intermountain area.

Jan has headed a broad range of Parks, Recreation, Trails and Open Space plans, nearly all of which have included extensive public involvement components. Key examples include Park, Recreation, Trails and Open Space Plans for the cities of Draper, Lehi, Saratoga Springs, St. George, Spanish Fork, Sandy (1996 and 2005), Logan, South Ogden, West Jordan, and Smithfield, Utah; and Parks, Recreation, Trail and Open Space Elements for Comprehensive Community Plans prepared for Murray, Taylorsville, Midvale, Woods Cross, Highland and Vernal, Utah, and the City of Twin Falls, Idaho and Rawlins City, Wyoming. Jan was the Principal-in-Charge for the award-winning Jordan River Trail Master Plan that prepared for Salt Lake County, and was the Principal Planner and Project Manager for the *City of Rock Springs Bitter Creek Reconstruction Plan and Design* document and the Final Environmental Assessment associated with the project.

Jan is a member of the American Planning Association (APA) and the American Institute of Certified Planners (AICP). She is a Professional Landscape Architect (PLA) in Utah, and a Fellow of the American Society of Landscape Architects (FASLA). Jan is Council of Landscape Architect Registration Boards (CLARB) certified.

Education

Bachelor of Landscape Architecture and Environmental Planning, Utah State University, Logan, Utah
 Master of Science in Economics, University of Utah, Salt Lake City, Utah

Memberships/Affiliations

Fellow, American Society of Landscape Architects (FASLA)
 Professional Landscape Architect – Utah (PLA)
 Council of Landscape Architectural Registration Board (CLARB) Certified
 Certified Planner - American Institute of Certified Planners (AICP)

Community Service

Member, American Society of Landscape Architecture, 1982 – present
 Trustee, Utah Chapter, American Society of Landscape Architects – 2000 - present
 Member, American Planning Association, 1990 - present
 Member and Chair, Utah State Landscape Architect's Registration Board - 1989
 Board Member and Chair, Salt Lake City Urban Forestry Board, 1989-1991
 Board Member, Assist, Inc., 1988 - 1998
 Board Member, Salt Lake City Public Utilities Advisory Committee, 2003 - present
 Planning and Zoning Commission, Town of Alta, Utah, 1989 - 2014
 Planning and Zoning Commission, Salt Lake County, 1992 – 1995



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