



Zions Public Finance, Inc
for
Wasatch County

Wasatch County
Parks & Trails
Impact Fee Analysis

January 2026



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Executive Summary

Background

Wasatch County, Utah (“County”) has created this Parks and Trails Impact Fee Analysis (“IFA”) in accordance with all legal requirements of Utah Code 11-36a. New development will place increased demand on existing park and trail facilities and therefore is responsible for contributing its fair share of the capital costs necessitated by new development.

Demand for park and trail facilities comes from residential development and the associated population growth. Commercial development is not considered to create more demand on park and trail facilities and is therefore not included in the calculation of impact fees. Projected population growth in the County is estimated as follows:

TABLE 1: PROJECTED POPULATION GROWTH, 2025-2035

Year	Total County Population
2025	41,476
2026	42,735
2027	44,033
2028	45,370
2029	46,748
2030	48,168
2031	49,210
2032	50,275
2033	51,363
2034	52,474
2035	53,609
Population Growth, 2025-2035	12,134

Source: MAG Population Projections, ZPFI

There is one service level countywide for parks and trails, with no excess capacity in the parks and trails facilities.

Impact on Consumption of Existing Capacity

Utah Code 11-36a-304(1)(a)

The Wasatch County Parks and Trails Impact Fee Facilities Plan (“IFFP”) considers only system-wide park and trail facilities for the purpose of calculating impact fees. Project-wide park and trail facilities cannot be used to establish levels of service eligible to be maintained through impact fees. Based on input from the County, a system-wide park and trail facility is defined as a facility that serves more than one local development area.

Existing service levels are based on the 2025 levels of service in the County for parks and trails. The County manages a total of 77 park acres. This results in a standard of 1.86 park acres per 1,000 persons.

For trails, the County has a total of 9,504 linear feet of asphalt. This means the County provides 0.229 linear feet of asphalt trails per capita.

TABLE 2: EXISTING AND PROPOSED IMPACT-FEE ELIGIBLE LEVELS OF SERVICE (LOS)

Category	Existing LOS	Proposed LOS
Parks (acres, with improvements, per 1,000 person)	1.86	1.86
Asphalt Trails (linear feet per capita)	0.234	0.234

Source: Wasatch County, ZPFI

Impact on System Improvements by Anticipated Development

Utah Code 11-36a-304(1)(b)

Table 3 shows the declining service levels that will occur in the County due to the projected population growth in the next ten years if no new facilities are added. Service levels are shown in terms of acres per 1,000 persons for parks, linear feet per capita for trails, and in terms of cost per capita.

TABLE 3: IMPACTS TO SERVICE LEVELS DUE TO NEW DEVELOPMENT IF NO IMPROVEMENTS ARE MADE

Category	2025 Service Levels	2035 Service Levels	Investment LOS 2025 per Capita	Investment LOS 2035 per Capita
Parks	1.86	1.44	\$843.27	\$652.41
Asphalt Trails	0.234	0.181	\$9.37	\$7.25

Source: Wasatch County, ZPFI

Relationship of Anticipated Impacts to Anticipated Development Activity

Utah Code 11-36a-304(1)(c)

The demand placed on existing public park and trail facilities by new development activity is attributable to population growth. The County has a 2025 population of 41,476 and, because of anticipated development activity, will grow to a projected population of 53,609 by 2035 – an increase of 12,134 persons. As growth occurs because of increased development activity, more parks and trail facilities are needed to maintain existing service levels and to reach proposed service levels.

To maintain the existing level of service, the projected population growth attributed to new development over the next ten years will require the construction of park facilities in the amount of \$10,231,913 and trail facilities in the amount of \$113,684.

TABLE 4: NEW FACILITIES COSTS NEEDED TO MEET THE DEMANDS OF NEW GROWTH, 2025-2035

Category	Amount
Parks	\$10,231,913
Asphalt Trails	\$113,684
Total	\$10,345,597

Source: Wasatch County, ZPFI

Proportionate Share Analysis

Utah Code 11-36a-304(1)(d)(i)(ii)

The cost of new system improvements required to maintain the service levels related to new development activity are based on the costs of system facilities, interest costs on bonds, and the consultant fees for the preparation of the Impact Fee Facilities Plan and the Impact Fee Analysis.

TABLE 5: CALCULATION OF COST PER CAPITA

Summary	Cost per Capita
Parks	\$843.27
Trails	\$9.37
Event / Recreation Center	\$337.93
Interest Cost	\$14.46
Consultant Cost	\$0.82
Fund Balance	\$0.00*
Total per Capita Cost Before Credits	\$1,205.86
*The total fund balance of \$1,462,645 has been applied to the outstanding bond	

Credits are required for an outstanding bond and the current impact fee fund balance. In the calculations, the fund balance has been applied to the outstanding bond amount.

TABLE 6: BOND CREDIT SUMMARY

Description	Amount
Remaining P+I	\$3,788,200
Less: Impact Fee Fund Balance	\$1,462,645
Remaining Bond Balance	\$2,325,555
% of Bond Remaining after Fund Balance Reduction	61%
% to Existing	60%

The cost per capita of the remaining bond amount is credited against cost per capita, which is multiplied by the average household size of 2.97 to arrive at the maximum impact fee that can be charged.

TABLE 7: MAXIMUM IMPACT FEES

Year	P+I	Adjusted P+I	Cost per Capita	NPV	Max Cost per Capita	Max Cost per Residential Unit
2025	\$632,400	\$233,686	(\$5.63)	(\$26.65)	\$1,179.53	\$3,503.21
2026	\$632,400	\$233,686	(\$5.47)	(\$22.34)	\$1,183.83	\$3,515.99
2027	\$631,600	\$233,391	(\$5.30)	(\$17.99)	\$1,188.19	\$3,528.91
2028	\$630,000	\$232,800	(\$5.13)	(\$13.59)	\$1,192.59	\$3,541.98
2029	\$632,600	\$233,760	(\$5.00)	(\$9.14)	\$1,197.04	\$3,555.20
2030	\$629,200	\$232,504	(\$4.83)	(\$4.60)	\$1,201.58	\$3,568.70
2031	\$0	\$0	\$0.00	\$0.00	\$1,205.86	\$3,581.40

Manner of Financing

Utah Code 11-36a-304(2)(c)(d)(e)(f)(g)(h)

An impact fee is a one-time fee that is implemented by a local government on new development to help fund and pay for all or a portion of the costs of public facilities that are needed to serve new development. Additionally, impact fees allow new growth to share in the cost of existing facilities that have excess capacity.

Impact Fee Credits

There is one bond outstanding and therefore a credit must be made to ensure that new development does not pay more than its fair share. Additionally, there is an impact fee balance to credit as well. This balance has been applied to the bond amount outstanding.

Extraordinary Costs and Time Price Differential

It is not anticipated that there will be any extraordinary costs in servicing newly developed park or trail properties.

Chapter 1: Utah Code Legal Requirements

Preparation of Impact Fee Analysis

Utah Code requires that “each local political subdivision... intending to impose an impact fee shall prepare a written analysis (Impact Fee Analysis or IFA) of each impact fee” (Utah Code 11-36a-303). This IFA follows all legal requirements as outlined below. The County has retained Zions Public Finance, Inc. (“ZPFI”) to prepare this Impact Fee Analysis (“IFA”) in accordance with legal requirements.

Section 11-36a-304 of the Utah Code outlines the requirements of an impact fee analysis which is required to identify the following:

- i. Anticipated impact on or consumption of any existing capacity of a public facility by the anticipated development activity;
- ii. Anticipated impact on system improvements required by the anticipated development activity to maintain the established level of service for each public facility;
- iii. How anticipated impacts are reasonably related to the anticipated development activity;
- iv. The proportionate share of:
 - a. Costs for existing capacity that will be recouped; and
 - b. Costs of impacts on system improvement that are reasonably related to the new development activity; and
 - c. How the impact fee was calculated.

Further, in analyzing whether or not the proportionate share of the costs of public facilities are reasonably related to the new development activity, the local political subdivision or private entity, as the case may be, shall identify, if applicable:

- i. The cost of each existing public facility that has excess capacity to serve the anticipated development resulting from the new development activity;
- ii. The cost of system improvements for each public facility;
- iii. Other than impact fees, the manner of financing for each public facility such as user charges, special assessments, bonded indebtedness, general taxes, or federal grants;
- iv. The relative extent to which development activity will contribute to financing the excess capacity of and system improvements for each existing public facility, by means such as user charges, special assessments, or payment from the proceeds of general taxes;
- v. The relative extent to which development activity will contribute to the cost of existing public facilities and system improvements in the future;
- vi. The extent to which the development activity is entitled to a credit against impact fees because the development activity will dedicate system improvements or public facilities that will offset the demand for system improvements, inside or outside the proposed development;
- vii. Extraordinary costs, if any in servicing the newly developed properties; and
- viii. The time-price differential inherent in fair comparisons of amounts paid at different times.

Calculating Impact Fees

Utah Code 11-36a-305 states that for purposes of calculating an impact fee, a local political subdivision or private entity may include the following:

- i. Construction contract price;
- ii. Cost of acquiring land, improvements, materials, and fixtures;
- iii. Cost for planning, surveying, and engineering fees for services provided for and directly related to the construction of the system improvements; and
- iv. For a political subdivision, debt service charges if the political subdivision might use impact fees as a revenue stream to pay the principal and interest on bonds, notes or other obligations issued to finance the costs of the system improvements.

Additionally, the Code states that each political subdivision or private entity shall base impact fee amounts on realistic estimates and the assumptions underlying those estimates shall be disclosed in the impact fee analysis.

Certification of Impact Fee Analysis

Utah Code 11-36a-306 states that an impact fee analysis shall include a written certification from the person or entity that prepares the impact fee analysis. This certification is included at the conclusion of this analysis.

Impact Fee Enactment

Utah Code 11-36a-202 states that a local political subdivision or private entity wishing to impose impact fees shall pass an impact fee enactment in accordance with Section 11-36a-402. Additionally, an impact fee imposed by an impact fee enactment may not exceed the highest fee justified by the impact fee analysts. An impact fee enactment may not take effect until 90 days after the day on which the impact fee enactment is approved.

Notice of Intent to Prepare Impact Fee Analysis

A local political subdivision must provide written notice of its intent to prepare an IFA before preparing the Analysis (Utah Code 11-36a-503(1)). This notice must be posted on the Utah Public Notice website. The County has complied with this noticing requirement for the IFA by posting notice.

Chapter 2: Impact Fee Analysis

Utah Code allows cities to include only system parks for the purpose of calculating impact fees. Project parks and trails cannot be used to establish levels of service eligible to be maintained through impact fees. Based on input from the County and the consultants, a system park is defined as a park that serves more than one local development area.

This IFA is organized based on the legal requirements of Utah Code 11-36a-304.

Impact on Consumption of Existing Capacity

Utah Code 11-36a-304(1)(a)

“An impact fee analysis shall identify the anticipated impact on or consumption of any existing capacity of a public facility by the anticipated development activity.”

The County has not identified any existing excess capacity in its parks and trails system.

Impact on System Improvements by Anticipated Development Activity

Utah Code 11-36a-304(1)(b)

“An impact fee analysis shall identify the anticipated impact on system improvements required by the anticipated development activity to maintain the established level of service for each public facility.”

The County will need to acquire additional parks and trails facilities in order to maintain its existing service levels. Service levels will decline because of population growth unless new facilities are constructed or acquired. Impact fees will be used to maintain the existing service levels for parks and trails facilities.

Demand Placed on Facilities by New Development Activity

Park Service Levels

The following two tables show the declining service levels that will occur in the County due to the projected population growth in the next ten years if no new facilities are added. The park acres will decrease from 1.86 acres per 1,000 persons in 2025 to 1.44 acres per 1,000 residents in 2035 if no new improvements are made.

TABLE 8: IMPACTS TO PARK SERVICE LEVELS IF NO IMPROVEMENTS ARE MADE

Year	Population	Population Growth	Land Acres per 1000 Persons if No New Facilities	Additional Land (Acres) Needed
2025	41,476		1.86	
2026	42,735	1,260	1.80	2.34
2027	44,033	1,298	1.75	2.41
2028	45,370	1,337	1.70	2.48
2029	46,748	1,378	1.65	2.56
2030	48,168	1,420	1.60	2.64
2031	49,210	1,042	1.56	1.93
2032	50,275	1,065	1.53	1.98

Year	Population	Population Growth	Land Acres per 1000 Persons if No New Facilities	Additional Land (Acres) Needed
2033	51,363	1,088	1.50	2.02
2034	52,474	1,111	1.47	2.06
2035	53,609	1,135	1.44	2.11
Total		12,134		22.53

Park improvement service levels will decline from \$843.27 per capita in 2025 to \$652.41 in 2035 if no new improvements are made. To maintain existing service levels, additional investment of over \$10.2 million will be necessary by 2035.

TABLE 9: IMPACTS TO PARK SERVICE INVESTMENT LEVELS IF NO IMPROVEMENTS ARE MADE

Year	Population	Population Growth	Cost Service Levels per Capita If No New Facilities	Additional Investment Needed
2025	41,476		\$843.27	
2026	42,735	1,260	\$818.42	\$1,062,198
2027	44,033	1,298	\$794.29	\$1,094,457
2028	45,370	1,337	\$770.88	\$1,127,695
2029	46,748	1,378	\$748.16	\$1,161,944
2030	48,168	1,420	\$726.11	\$1,197,232
2031	49,210	1,042	\$710.73	\$878,818
2032	50,275	1,065	\$695.68	\$897,832
2033	51,363	1,088	\$680.95	\$917,257
2034	52,474	1,111	\$666.53	\$937,103
2035	53,609	1,135	\$652.41	\$957,378
Total		12,134		\$10,231,913

Asphalt Trail Service Levels

The following two tables show the declining service levels that will occur to asphalt trails due to the projected population growth in the next ten years if no new facilities are added. The level of service of asphalt trails will decrease from 0.234 linear feet per 1,000 persons in 2025 to 0.181 linear feet per 1,000 residents in 2035 if no new improvements are made.

TABLE 10: IMPACTS TO ASPHALT TRAIL SERVICE LEVELS IF NO IMPROVEMENTS ARE MADE

Year	Population	Population Growth	Linear Feet per 1000 Persons if No New Facilities	Additional Linear Feet Needed
2025	41,476		0.234	
2026	42,735	1,260	0.227	295.05
2027	44,033	1,298	0.221	304.01
2028	45,370	1,337	0.214	313.24
2029	46,748	1,378	0.208	322.75
2030	48,168	1,420	0.202	332.55
2031	49,210	1,042	0.197	244.11

Year	Population	Population Growth	Linear Feet per 1000 Persons if No New Facilities	Additional Linear Feet Needed
2032	50,275	1,065	0.193	249.39
2033	51,363	1,088	0.189	254.79
2034	52,474	1,111	0.185	260.30
2035	53,609	1,135	0.181	265.93
Total		12,134		2,842.10

Asphalt trail improvement service levels will decline from \$9.37 per capita in 2025 to \$7.25 in 2035 if no new improvements are made. To maintain existing service levels, additional investment of over \$113,000 will be necessary by 2035.

TABLE 11: IMPACTS TO ASPHALT TRAIL INVESTMENT LEVELS IF NO IMPROVEMENTS ARE MADE

Year	Population	Population Growth	Cost Service Levels per Capita If No New Facilities	Additional Investment Needed
2025	41,476		\$9.37	
2026	42,735	1,260	\$9.09	\$11,802
2027	44,033	1,298	\$8.83	\$12,160
2028	45,370	1,337	\$8.57	\$12,530
2029	46,748	1,378	\$8.31	\$12,910
2030	48,168	1,420	\$8.07	\$13,302
2031	49,210	1,042	\$7.90	\$9,764
2032	50,275	1,065	\$7.73	\$9,976
2033	51,363	1,088	\$7.57	\$10,191
2034	52,474	1,111	\$7.41	\$10,412
2035	53,609	1,135	\$7.25	\$10,637
Total		12,134		\$113,684

Relationship of Anticipated Impacts to Anticipated Development Activity

Utah Code 11-36a-304(1)(c)

“An impact fee analysis shall subject to Subsection (2), demonstrate how the anticipated impacts described in Subsections (1)(a) and (b) are reasonably related to the anticipated development activity.”

The demand placed on existing public parks and trails facilities by new development activity is attributable to population growth. The County has a 2025 population of 41,476 and as a result of anticipated development activity will grow to a projected population of 53,609 by 2035 – an increase of 12,134 persons. As growth occurs as a result of increased development activity, more parks and trails facilities are needed to maintain existing service levels and to reach proposed service levels.

Chapter 3: Proportionate Share Analysis

Utah Code 11-36a-304(1)(d)(i)(ii)

“An impact fee analysis shall estimate the proportionate share of costs for existing capacity that will be recouped; and the costs of impacts on system improvements that are reasonably related to the new development activity.”

Costs Reasonably Related to Development Activity

The cost of new system improvements required to maintain the service levels related to new development activity are based on the costs of system facilities, interest costs on bonds, and the consultant fees for the preparation of the Impact Fee Facilities Plan and the Impact Fee Analysis.

Parks

The cost per capita for park improvements is \$843.27.

TABLE 12: PARK IMPROVEMENT COST PER CAPITA

Description	Amount
Impact-Fee Eligible Park Acres	77
Population 2025	41,476
Existing LOS - Park Acres per 1,000	1.86
Improvement Value	\$34,975,168
Investment per Capita	\$843.27

Asphalt Trails

The cost per capita for asphalt trail improvements is \$9.37.

TABLE 13: ASPHALT TRAIL IMPROVEMENT COST PER CAPITA

Description	Amount
Impact-Fee Eligible Trail Linear Feet	9,715
Population 2025	41,476
ELOS - Linear Feet per Capita	0.234
Cost per Linear Foot	\$40.00
LF Needed 2025-2035	2,842
Impact-Fee Eligible Cost, 2025-2035	\$113,684
Population Growth, 2025-2035	12,134
Cost per Capita	\$9.37

Event/Recreation Center

The cost per capita for the County event/recreation center is \$338.26.

TABLE 14: EVENT/RECREATION IMPROVEMENT COST PER CAPITA

Description	Amount
Actual Cost (including land and parking)	\$23,285,032
Total Capacity - 2050 Population	68,904
Cost per Capita	\$337.93

Bond Interest

The Impact Fee Act allows for interest charges on bonds to be included in the total calculations of impact fees. The County has an outstanding bond for the event/recreation center. The interest cost per capita is \$14.46.

TABLE 15: BOND INTEREST COST PER CAPITA

Description	Amount
Total Interest	\$996,233.33
Capacity Population Served	68,904
Interest Cost per Capita	\$14.46

Consultant Costs

The consultant cost per capita to prepare the IFFP and IFA is \$0.82 per capita.

TABLE 16: CONSULTANT COST PER CAPITA

Description	Amount
Consultant Cost	\$10,000
Population Growth, 2025-2035	12,134
Cost per Capita	\$0.82

Parks & Trails Impact Fee Fund Balance

The County currently has a fund balance of \$1,462,645 in its Parks & Trails Impact Fee Fund. This requires a credit to be made against the total cost per capita. For the County, this has been applied to its outstanding bond payments.

Parks & Trail Impact Fee Cost per Capita before Credits

The total cost per capita of the County’s Parks & Trails Impact Fee is calculated to be \$1,206.18 before credits are made for the outstanding bond.

TABLE 17: CALCULATION OF COST PER CAPITA BEFORE CREDITS

Summary	Cost per Capita
Parks	\$843.27
Trails	\$9.37
Event / Recreation Center	\$337.93
Interest Cost	\$14.46
Consultant Cost	\$0.82
Fund Balance	\$0.00
Total per Capita Cost Before Credits	\$1,205.86

Impact Fee Credits

Utah Code 11-36a-304(1)(e)

“An impact fee analysis shall, based on the requirements of this chapter, identify how the impact fee was calculated.”

The County currently has an outstanding Lease Revenue Refunding Bond Series 2021 that was issued in the amount of \$4.7 million that was used to pay for the event/recreation center. To ensure that new

development does not pay more than its fair share, a credit must be made against the impact fee cost per capita.

The final payment on that bond is anticipated to be paid in 2030. After accounting for the impact fee fund balance reduction, a total of \$2,325,555 of principal and interest is due on this bond until maturity, or 61% of the current remaining principal and interest. Based on current population estimates, 60% of the bond benefits existing development, with 40% attributable to new development.

The following table shows the cost per capita for the bond credit.

TABLE 18: BOND CREDIT BY YEAR

Year	P+I	Adjusted P+I	Cost per Capita	NPV
2025	\$632,400	\$233,686	(\$5.63)	(\$26.65)
2026	\$632,400	\$233,686	(\$5.47)	(\$22.34)
2027	\$631,600	\$233,391	(\$5.30)	(\$17.99)
2028	\$630,000	\$232,800	(\$5.13)	(\$13.59)
2029	\$632,600	\$233,760	(\$5.00)	(\$9.14)
2030	\$629,200	\$232,504	(\$4.83)	(\$4.60)

To calculate the maximum impact fee, the bond credit is applied to the cost per capita, and that total is multiplied by the County’s average household size of 2.97.

TABLE 19: MAXIMUM IMPACT FEE BY YEAR

Year	Cost per Capita	Bond Credit	Maximum Impact Fee per Residential Unit
2025	\$1,205.86	(\$26.65)	\$3,502.26
2026	\$1,205.86	(\$22.34)	\$3,515.04
2027	\$1,205.86	(\$17.99)	\$3,527.96
2028	\$1,205.86	(\$13.59)	\$3,541.03
2029	\$1,205.86	(\$9.14)	\$3,554.25
2030	\$1,205.86	(\$4.60)	\$3,567.74
2031	\$1,205.86	(\$0.00)	\$3,581.40

Manner of Financing

Utah Code 11-36a-304(2)(c)(d)(e)(f)(g)(h)

“An impact fee analysis shall identify, if applicable: other than impact fees, the manner of financing for each public facility such as user charges, special assessments, bonded indebtedness, federal taxes, or federal grants.”

An impact fee is a one-time fee that is implemented by a local government on new development to help fund and pay for all or a portion of the costs of public facilities that are needed to serve new development. These fees are usually implemented to help reduce the economic burden on local jurisdictions that are trying to deal with population and commercial growth within the area. As a matter of policy and legislative discretion, a local government may choose to have new development

pay the full cost of its share of new public facilities if the facilities would not be needed except to service new development. However, local governments may use other sources of revenue to pay for the new facilities required to service new development and use impact fees to recover the cost difference between the total cost and the other sources of revenue. Additionally, impact fees allow new growth to share in the cost of existing facilities that have excess capacity.

At the current time, no other sources of funding other than impact fees have been identified, but to the extent that any are identified and received in the future, then impact fees will be reduced accordingly.

Additional system-wide park land and recreation facility improvements beyond those funded through impact fees that are desired to maintain a higher proposed level of service will be paid for by the community through other revenue sources such as user charges, special assessments, GO bonds, general taxes, etc.

Extraordinary Costs and Time Price Differential

Credits may be paid back to developers who have constructed or directly funded items that are included in the IFFP or donated to the County in lieu of impact fees, including the dedication of land for system improvements. This situation does not apply to developer exactions or improvements required to offset density or as a condition for development. Any item for which a developer receives credit should be included in the IFFP and must be agreed upon with the County before construction begins.

It is not anticipated that there will be any extraordinary costs in servicing newly developed park, recreation, or trail properties.

Certification

Zions Bank Public Finance certifies that the attached impact fee analysis:

1. Includes only the costs of public facilities that are:
 - a. allowed under the Impact Fees Act; and
 - b. actually incurred; or
 - c. projected to be incurred or encumbered within six years after the day on which each impact fee is paid;
2. Does not include:
 - a. costs of operation and maintenance of public facilities;
 - b. costs for qualifying public facilities that will raise the level of service for the facilities, through impact fees, above the level of service that is supported by existing residents;
3. Offsets costs with grants or other alternate sources of payment; and
4. Complies in each and every relevant respect with the Impact Fees Act.