

# GRAND COUNTY, UTAH

TRANSPORTATION

SHERIFF

PARKS

IMPACT FEE FACILITY PLANS &

IMPACT FEE ANALYSES

DECEMBER 2025



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## IMPACT FEE FACILITY PLAN (IFFP) CERTIFICATION

Wall Consultant Group and EFG Consulting (EFG) certify that the attached impact fee facilities plans:

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

## IMPACT FEE ANALYSIS (IFA) CERTIFICATION

Wall Consultant Group and EFG certify that the attached impact fee analyses:

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;
  - d. offsets costs with grants or other alternate sources of payment; and,
3. complies in each and every relevant respect with the Impact Fees Act.

Wall Consultant Group and EFG Consulting make this certification with the following caveats:

1. All of the recommendations for implementations of the IFFP made in the IFFP documents or in the IFA documents are followed by County staff and elected officials.
2. If all or a substantial portion of the IFFP or IFA are modified or amended by the County, this certification is no longer valid.
3. All information provided to our team is assumed to be correct, complete, and accurate. This includes information provided by the County as well as outside sources.

Wall Consultant Group

EFG Consulting

## SECTION I: EXECUTIVE SUMMARY

The purpose of this Impact Fee Facility Plan (IFFP) and Impact Fee Analysis (IFA) is to fulfill the requirements of the Utah Code Title 11 Chapter 36a (Impact Fee Act) to enable Grand County (County) to update its transportation, sheriff, and park impact fees for the entire County. The following is a summary of the IFFP inputs. The IFFP and IFA will identify the maximum allowable impact fee. The County may choose to adopt a fee lower than the maximum but not higher.

### **SERVICE AREA:**

The service area for this IFFP and IFA will include the unincorporated area of Grand County.

### **DEMAND ANALYSIS:**

The demand unit utilized in this analysis is equivalent residential connections (ERC). Future growth in unincorporated County is estimated to increase by 1,244 ERCs over 10 years. This growth pattern is projected to add 11,728 new daily traffic trips. See Section 2 for a detailed breakout of projected ERCs.

### **LEVEL OF SERVICE:**

The impact fee act (Act) requires that the County identify the current level of service (LOS) for each utility. The following is a summary of the LOS for each utility.

Utility	Level of Service
Transportation	Service Level D and above
Sheriff	Full-Time Equivalent: FTE/ERC: 0.02618 FTE Facility: SF/FTE: 170 SF
Parks	Investment (\$)/Residential ERC: \$2,660

### **EXCESS CAPACITY TO MEET DEMAND AT LOS**

There is currently no excess capacity in Transportation, Parks, or Sheriff. Transportation, Sheriff and Parks are currently at the LOS.

### **FUTURE FACILITIES ANALYSIS:**

Based upon the demand at the current LOS the following future facilities will be required to meet demand over the next 10 years.

Utility	Future Projects
Transportation	Over the next 10 years, \$4.7m in new facilities will need to be built. \$1m will service new growth within 10 years.
Sheriff	New 5,550 SF facility estimated at \$3m
Parks	\$2.9m in new parks/facilities

# GRAND COUNTY IMPACT FEES

## **FUNDING OF FACILITIES:**

The County has not included any plans to issue debt for any future facilities. This does not mean the County will not choose to do so. However, this analysis has assumed no interest carry cost as part of any impact fees. Should grant funds be received which will fund any of the projects in this report, the County will revisit the impact fee to ensure compliance with the Act. Currently, the County anticipates meeting the LOS for each system by funding new projects with cash generated from impact fees.

## **PROPOSED IMPACT FEE**

The following are the maximum allowable impact fees for each utility.

Utility	Impact Fee
Transportation	\$91.55/Daily Trip \$863/Single Family Residential \$641/Multi-Family Residential
Sheriff	\$2,455/Residential ERC
Parks	\$2,660/Single-Family Residential \$1,995/Multi-Family Residential or Hotel Door

## **PROPOSED IMPACT FEE**

The Staff recommends that the impact fee be charged at the maximum amount as described above and outlined below.

Change in Impact Fees			
Single Family	Existing Fees	Proposed Fees	% Change
Transportation	\$595	\$863	45%
Sheriff	NA	\$2,455	
Parks	\$1,211	\$2,660	120%

## SECTION 2: DEMAND ANALYSIS

Future growth in unincorporated County is estimated to increase from 2,177 ERCs in 2024 to 3,421 ERCs in 2034 which is an increase of 1,244 ERCs. See table below for a breakout of residential versus commercial ERCs. In addition, this growth pattern is projected to add 11,728 new daily traffic trips.

ERC Projections Unincorporated County			
	2024	2034	New ERCs
Residential	1,938	3,045	1,107
Commercial	239	376	137
Total	2,177	3,421	1,244

## SECTION 3: TRANSPORTATION IFFP & IFA

The County owns transportation facilities within the County to provide service to its constituents. The State also owns transportation facilities. These non-county owned facilities are considered in meeting the demands of the system. However, funding of these facilities is not included in this analysis. This section will describe the following items in accordance with the Act for Transportation.

- service area,
- demand within the service area,
- the current level of service,
- excess capacity in the current system to meet demand,
- future facilities required to meet demand,
- funding plans for future facilities,
- the maximum allowable impact fee new growth would pay to cover the proportionate share of excess capacity and new facilities, and
- the staff recommendation for impact fees to be charged.

Wall Consultant Group completed a detailed IFFP for transportation which is found in Appendix C. A summary of their findings and the Impact Fee Analysis is found below.

### **SERVICE AREA & DEMAND:**

The service area for the Transportation impact fee is unincorporated County. The projected demand within the service area is 1,244 new ERCs which will generate 11,728 new daily trips by 2045.

### **CURRENT LEVEL OF SERVICE:**

The unit of measurement for the LOS service level D or higher. The service level is a measure of the capacity of roads and intersections. The County determines transportation capacity by running transportation modules that determine the number of trips by new growth type and the needed facilities to meet that demand including county-owned and non-county-owned facilities.

### **EXCESS CAPACITY:**

The traffic modeling current shows that County-owned facilities have no excess capacity.

### **FUTURE FACILITIES & FUNDING PLAN:**

The County will need to construct the facilities listed below to meet future demand of current residents as well as new growth. Of the \$4.7m of future projects, \$1m will serve new growth and will be paid for by the County over the next 10 years.

Future Facilities	Cost	Deficiency	10 Year Growth	Other Sources	Deficiency	New Growth
US 191 to Spanish Valley Drive Connection near Beeman Road	\$2,506,000	0.0%	26.0%	-	\$ -	\$ 721,240
Millcreek Drive Corridor Assessment and Preliminary Plan	6,350,000	0.0%	100.0%	230,000	-	20,000
Fourth East Improvements	1,860,000	0.0%	100.0%	90,000	-	10,000
Spanish Valley Drive	2,310,000	0.0%	100.0%	80,000	-	20,000
Spanish Trail Road	680,000	0.0%	100.0%	80,000	-	20,000
Millcreek Drive/Aggie Boulevard and US 191 Traffic Signal	750,000	0.0%	100.0%	600,000	-	50,000

# GRAND COUNTY IMPACT FEES

Future Facilities	Cost	Deficiency	10 Year Growth	Other Sources	Deficiency	New Growth
Meador Drive and US 191 Traffic Signal	1,590,000	0.0%	100.0%	542,500	-	232,500
<b>Total</b>	<b>\$4,749,000</b>			<b>\$1,622,500</b>	<b>\$0</b>	<b>\$1,073,740</b>

The County will utilize taxes, fees, impact fees, grants and may use bonds to construct future facilities. Although debt may be used, the County has not assumed any interest expense in this calculation. The County may choose to reduce the impact fee which will reduce the need for this level of investment.

### **MAXIMUM ALLOWABLE IMPACT FEE & STAFF RECOMMENDATION:**

The maximum allowable impact fee that can be charged to new growth is \$91.55/daily trip. This fee is the \$91.55/daily trip for new facilities as detailed in the Future Facilities table below.

Future Facilities	New Growth	Growth Trips	Cost/Trip
US 191 to Spanish Valley Drive Connection near Beeman Road	\$ 721,240	11,728	\$ 61.50
Millcreek Drive Corridor Assessment and Preliminary Plan	20,000	11,728	1.71
Fourth East Improvements	10,000	11,728	0.85
Spanish Valley Drive	20,000	11,728	1.71
Spanish Trail Road	20,000	11,728	1.71
Millcreek Drive/Aggie Boulevard and US 191 Traffic Signal	50,000	11,728	4.26
Meador Drive and US 191 Traffic Signal	232,500	11,728	19.82
<b>Total</b>	<b>\$1,073,740</b>		<b>\$91.55</b>

The table below provides a table of trips and impact fees per land use type. Any user may conduct a traffic study and apply the \$91.55 daily trip to the total number of daily trips. County staff recommends to the Council a fee of \$91.55 per daily trip.

Description	Unit	Impact Fee per Daily Trip	Daily Trip	Impact Fee (Daily)
Single Family Residential	Dwelling Unit	\$91.55	9.43	\$ 863
Townhome/Multi-Family Residential	Dwelling Unit	\$91.55	7.00	\$ 641
Retail	1,000 SF	\$91.55	45.08	\$ 4,127
Industrial	1,000 SF	\$91.55	3.20	\$ 293
Hotel	1,000 SF	\$91.55	7.99	\$ 732

## SECTION 4: SHERIFF IFFP & IFA

The County provides Sheriff services to unincorporated County. This section will describe the following items in accordance with the Act for Sheriff services.

- service area,
- demand within the service area,
- the current level of service,
- excess capacity in the current system to meet demand,
- future facilities required to meet demand,
- funding plans for future facilities,
- the maximum allowable impact fee new growth would pay to cover the proportionate share of excess capacity and new facilities, and
- the staff recommendation for impact fees to be charged.

### **SERVICE AREA & DEMAND:**

The service area for the Sheriff impact fee is unincorporated County. The projected demand within the service area is 1,244 new ERCs over the next 10 years of which 1,107 are residential and 137 are non-residential.

### **CURRENT LEVEL OF SERVICE:**

The unit of measurement for the facility LOS is full-time equivalent per ERC and square feet of facility space per full-time equivalent. The current FTE/ERC LOS is 0.02618 FTE per ERU. The current SF/FTE LOS is 170 SF. The table below provides the calculation.

Historic Projects	SF	FTE	SF/FTE	ERC	FTE/ERC
Administration Building	2,500	46	54	2,177	0.02113
Emergency Ops	7,215	11	656	2,177	0.00505
<b>Total</b>	<b>9,715</b>	<b>57</b>	<b>170</b>	<b>2,177</b>	<b>0.02618</b>

### **EXCESS CAPACITY, FUTURE FACILITIES AND FUNDING PLAN:**

Because the LOS for Sheriff services uses the value of all current facilities, there is no excess capacity in the system.

The County plans to build an additional facility in the near future to maintain the LOS of 0.02618 FTE per ERC and 170 SF per FTE. This new station is expected to be 5,550 square feet and cost approximately \$3m. Based on the existing LOS, this facility will serve 1,244 ERCs which will serve growth for the next 10 years.

The County would utilize taxes, fees, impact fees, grants and may use bonds to construct and/or acquire future facilities. Although debt may be used, the County has not assumed any interest expense in this calculation.

# GRAND COUNTY IMPACT FEES

## **MAXIMUM ALLOWABLE IMPACT FEE & STAFF RECOMMENDATION:**

The maximum allowable impact fee that can be charged for future facilities is \$2,455 per ERC. County staff recommends charging the maximum allowable impact fee for Sheriff services. This fee is detailed below.

<b>Historic Projects</b>	<b>SF</b>	<b>FTE</b>	<b>SF/FTE</b>	<b>ERC</b>	<b>FTE/ERC</b>
Administration Building	2,500	46	54	2,177	0.02113
Emergency Ops	7,215	11	656	2,177	0.00505
<b>Total</b>	<b>9,715</b>	<b>57</b>	<b>170</b>	<b>2,177</b>	<b>0.02618</b>
New Growth	5,550	33		1,244	
Cost/SF	\$550				
New Facility Cost	\$3,052,691				
<b>Facility Impact Fee/ERC</b>	<b>\$2,455</b>				

## SECTION 5: PARKS IFFP & IFA

The County provides park and trail facilities to its citizens. This section will describe the following items in accordance with the Act for Parks.

- service area,
- demand within the service area,
- the current level of service,
- excess capacity in the current system to meet demand,
- future facilities required to meet demand,
- funding plans for future facilities,
- the maximum allowable impact fee new residential growth would pay to cover the proportionate share of excess capacity and new facilities, and
- the staff recommendation for impact fees to be charged.

### **SERVICE AREA & DEMAND:**

The service area for the park impact fee is unincorporated County. The projected demand within the service area is 1,244 new ERCs over the next 10 years. Parks impact fees are only charged to residential units.

### **CURRENT LEVEL OF SERVICE:**

The unit of measurement for the LOS is investment per residential unit or ERC. The LOS for Parks was calculated through an inventory of all current Park facilities including the monetary value of these facilities. The value of these facilities is currently approximately \$5.2m (according to the Grand County 2015 CFP). This total value was then divided by the current number of residential ERCs in the County which is 1,938. This number was then adjusted to account for an existing impact fee balance. Thus, the current LOS for Parks & Recreation is \$2,660 of investment per ERC.

<b>Historic Projects</b>	<b>Cost</b>	<b>Residential ERCs</b>	<b>Cost per ERC</b>
OSTA Improvements	\$5,166,383	1,938	\$2,666
Impact Fee Fund Balance	(\$11,434)	1,938	(\$6)
<b>Total Impact Fee/ERC</b>	<b>\$5,154,949</b>	<b>1,938</b>	<b>\$2,660</b>

### **EXCESS CAPACITY, FUTURE FACILITIES, & FUNDING PLAN:**

Because the LOS for Parks uses the value of all current facilities, there is no excess capacity in the system.

In order to maintain the LOS of \$2,660/ERC with an additional 1,107 residential ERCs within the service area, the County would be required to invest \$2.9m in new facilities. The County will utilize taxes, fees, impact fees, grants and may use bonds to construct future facilities. Although debt may be used, the County has not assumed any interest expense in this calculation. The County may choose to reduce the impact fee which will reduce the need for this level of investment.

The County anticipates using the collected impact fees to fund the following facilities:

# GRAND COUNTY IMPACT FEES

Projects	Cost	Other Sources	Impact Fee Eligible Cost	Year
OSTA – Playground/Pickle Ball	1,300,000	650,000	650,000	2026
OSTA – Archery Range	100,000	50,000	50,000	2027
OSTA – Convention Hall	5,000,000	2,500,000	2,500,000	2030
OSTA – RV Sites	500,000	250,000	250,000	2028
Non-Motorized Trails	985,268		985,268	
Motorized Trails	2,812,053		2,815,053	
<b>Total</b>	<b>10,700,321</b>	<b>3,450,000</b>	<b>7,250,321</b>	

## **MAXIMUM ALLOWABLE IMPACT FEE & STAFF RECOMMENDATION:**

The maximum allowable impact fee that can be charged to new residential growth is \$2,660 per ERC. Commercial ERCs will not be charged a Park impact fee. Impact fee credits can be received for installing future facilities that meet the LOS. Staff recommends to the County that the maximum allowable fee be charged.

APPENDIX A – DRAFT IMPACT FEE ENACTMENT

# GRAND COUNTY

## ORDINANCE NO. 2025-

### **AN ORDINANCE ADOPTING IMPACT FEE FACILITIES PLANS AND IMPACT FEE ANALYSES AND IMPOSING CERTAIN IMPACT FEES; PROVIDING FOR THE CALCULATION AND COLLECTION OF SUCH FEES; PROVIDING FOR APPEAL, ACCOUNTING AND SEVERABILITY OF THE SAME, AND OTHER RELATED MATTERS**

**WHEREAS**, On \_\_\_\_\_, 2025, Grand County (the “County”) posted notice as to its intention to prepare impact fee facilities plans (“IFFP”) and impact fee analyses (“IFA”) for transportation, sheriff, and park services and invited all interested parties to participate in the impact fee preparation process, consistent with UCA Section 11-36a-501 and 11-36a-503;

**WHEREAS**, the County is a municipality in the State of Utah, authorized and organized under the provisions of Utah law and is authorized pursuant to the Impact Fees Act, Utah Code Ann. 11-36a-101 et seq. to adopt impact fees; and

**WHEREAS**, on \_\_\_\_\_, 2025, the County posted notice of a public hearing on Utah’s Public Notice Website, the County’s Website, and at the County’s administrative building to consider the assumptions and conclusions of the Impact Fee Facilities Plans and the Impact Fee Analyses;

**WHEREAS**, the County Council (the “Council”) met in regular session on **December 18, 2025**, to convene a public hearing and to consider adopting the IFFPs and IFAs, imposing impact fees, providing for the calculation and collection of such fees, and providing for an appeal process, accounting and reporting method and other related matters; and

**WHEREAS**, on \_\_\_\_\_, 2025, Wall Consulting Group and EFG-Consulting LLC (collectively the “Consultants”) certified their work under UCA section 11-36a-306(1);

**WHEREAS**, on \_\_\_\_\_, 2025, after considering the input of the public and stakeholders and relying on the professional advice and certification of the Consultants, the County adopted the findings, conclusions, and recommendations of the IFFPs prepared by the Consultants, a copy of which is attached hereto as Exhibit “A” and incorporated herein by reference; and

**WHEREAS**, on \_\_\_\_\_, 2025, the Consultants certified their work under UCA Section 11-36a-306(2);

**WHEREAS**, based on the input of the public and stakeholders and relying on the professional advice and certification of Consultants; and

**WHEREAS**, on \_\_\_\_\_, 2025, a copy of the IFFPs and IFAs and the proposed Impact Fee Ordinance, along with a summary of the analyses that was designated to be

understood by a lay person, were made available to the public and deposited at the County Recorder's Office, Library (if applicable), and on the County Website; and

**WHEREAS**, on [REDACTED], 2025, the County posted notice of the date, time and place of the public hearing to consider the IFAs in a public location and on the public notices website, and on the County Website; and

**WHEREAS**, on [REDACTED], 2025, the Council held a public hearing regarding the IFAs and the Impact Fee Ordinance; and

**WHEREAS**, the Consultants in connection with the County prepared a schedule of impact fees for each type of development activity that specifies the amount of the impact fee to be imposed for each type of system improvement. A copy of such Schedule of Fees is attached hereto as Exhibit "B" and incorporated herein by reference; and

**WHEREAS**, after careful consideration and review of the comments at the public hearing, the Council has determined that it is in the best interest of the health, safety and welfare of the inhabitants of the County to adopt the findings and recommendations of the IFFP and IFA to address the impacts of development upon the transportation, sheriff, and park services, to adopt the IFFPs as proposed, to approve the IFAs as proposed, to adopt the impact fees as proposed, to provide for the calculation and collection of such fees, and to provide for an appeal process, and an accounting and reporting method of the same.

**NOW, THEREFORE, BE IT ORDAINED** by the Council as follows:

Section 1. Findings. The Council finds and determines as follows:

1.1. All required notices have been given and made and public hearings conducted as required by the Impact Fees Act with respect to the IFFP, the IFA, and this Impact Fee Ordinance (this "Ordinance").

1.2. Growth and development activities in the County will create additional demands on its infrastructure. The facility improvement requirements that are analyzed in the IFFPs and the IFAs are the direct result of the additional facility needs caused by future development activities. The persons responsible for growth and development activities should pay a proportionate share of the costs of the facilities needed to serve the growth and development activity.

1.3. Impact fees are necessary to achieve an equitable allocation to the costs borne in the past and to be borne in the future, in comparison with the benefits already received and yet to be received.

1.4. In enacting and approving the IFA including the impact fees recommended and this Ordinance, the Council has taken into consideration, and may consider on a case-by-case basis in the future, the future capital facilities and needs of the County, the capital financial needs of the County that are the result of the County's future facilities' needs, the distribution of the burden

of costs to different properties within the County based on the use of the transportation, sheriff, and park systems of the County by such properties, the financial contribution of those properties and other properties similarly situated in the County at the time of computation of the required fee and prior to the enactment of this Ordinance, all revenue sources available to the County, and the impact on future facilities that will be required by growth and new development activities in the County.

1.5. The provisions of this Ordinance shall be liberally construed in order to carry out the purpose and intent of the Council in establishing the impact fee program.

**Section 2. Definitions.**

2.1. Except as provided below, words and phrases that are defined in the Impact Fees Act shall have the same meaning in this Ordinance.

2.2. “Service Area” shall mean that geographic area consisting of the entire unincorporated County.

2.3. “Project Improvement” does not mean system improvement and includes, but is not limited to, those projects identified in the plans for the benefit of growth.

2.4. “Utah State Impact Fees Act” shall mean Title 11, Chapter 36a, Utah Code Annotated or its successor state statute if that title and chapter is renumbered, recodified, or amended.

**Section 3. Adoption.**

The Council hereby approves and adopts the IFAs including the recommended impact fees attached and the analyses reflected therein. The IFFPs and the IFAs are incorporated herein by reference and adopted as though fully set forth herein.

**Section 4. Impact Fee Calculations.**

4.1. *Impact Fees.* The impact fees imposed by this Ordinance shall have one or two components depending upon the fee; an equity buy-in and a future facilities impact fee. The Impact Fee shall be calculated as set forth below.

4.2. *Developer Credits/Developer Reimbursements.* A developer, including a school district or charter school, may be allowed to receive a credit against or proportionate reimbursement of impact fees if the developer dedicates land for a system improvement, builds and dedicates some or all of a system improvement, or dedicates a public facility that the County and the developer agree will reduce the need for a system improvement. A credit against impact fees shall be granted for any dedication of land for, improvement to, or new construction of, any system improvements provided by the developer if the facilities are system improvements to the respective utilities, or are dedicated to the public and offset the need for an identified future improvement.

4.3. Adjustment of Fees. The Council may adjust either up (but not above the maximum allowable fee) or down the standard impact fees at the time the fee is charged in order to respond to an unusual circumstance in specific cases and to ensure that the fees are imposed fairly. The Council may adjust the amount of the fees to be imposed if the fee payer submits studies and data clearly showing that the payment of an adjusted impact fee is more consistent with the true impact being placed on the system.

4.4. Impact Fee Accounting. The County shall establish a separate interest-bearing ledger account for the cash impact fees collected pursuant to this Ordinance. Interest earned on such account shall be allocated to that account.

(a) Reporting. At the end of each fiscal year, the County shall prepare a report generally showing the source and amount of all monies collected, earned and received by the fund or account and of each expenditure from the fund or account. The report shall also identify impact fee fund by the year in which they were received, the project from which the funds were collected, the capital projects from which the funds were budgeted, and the projected schedule for expenditure and be provided to the State Auditor on the appropriate form found on the State Auditor's Website.

(b) Impact Fee Expenditures. Funds collected pursuant to the impact fees shall be deposited in such account and only be used by the County to construct and upgrade the respective facilities to adequately service development activity or used as otherwise approved by law.

4.5. Refunds. The County shall refund any impact fee paid when:

(a) the fee payer has not proceeded with the development activity and has filed a written request with the Council for a refund within one (1) year after the impact fee was paid;

(b) the fees have not been spent or encumbered within six (6) years of the payment date; and

(c) no impact has resulted.

**Section 5. Appeal.**

5.1. Any person required to pay an impact fee who believes the fee does not meet the requirements of the law may file a written request for information with the Council.

5.2. Within two (2) weeks of the receipt of the request for information the County shall provide the person or entity with a copy of the reports and with any other relevant information relating to the impact fee.

5.3. Any person or entity required to pay an impact fee imposed under this article, who believes the fee does not meet the requirements of law may request and be granted a full administrative appeal of that grievance. An appeal shall be made to the Council within thirty (30) calendar days of the date of the action complained of, or the date when the complaining person reasonably should have become aware of the action.

5.4 The notice of the administrative appeal to the Council shall be filed and shall contain the following information:

- (a) the person's name, mailing address, and daytime telephone number;
- (b) a copy of the written request for information and a brief summary of the grounds for appeal; and
- (c) the relief sought.

5.5 The County shall schedule the appeal before the Council no sooner than five (5) days and no later than fifteen (15) days from the date of the filing of the appeal. The written decision of the Council shall be made no later than thirty (30) days after the date the challenge to the fee is filed with the County and shall, when necessary, be forwarded to the appropriate officials for action.

**Section 6. Recitals.** The recitals set forth above are adopted and incorporated herein.

This Ordinance shall be effective as of \_\_\_\_\_, 2026 (90 days after its adoption by the Council as outlined in the Impact Fee Act).

\_\_\_\_\_

, \_\_\_\_\_

Attested By:

\_\_\_\_\_

, Recorder

Exhibit A – IFFP & IFA

Exhibit B – Impact Fee Schedule

Utility	Impact Fee
Transportation	\$91.55/Daily Trip \$863/Single Family Residential \$641/Multi-Family Residential
Sheriff	\$2,455/Residential ERC
Parks	\$2,660/Single-Family Residential \$1,995/Multi-Family Residential or Hotel Door

## APPENDIX B – IMPACT FEE CALCULATION

# Grand County

## Transportation Impact Fee

Future Facilities	Type	Future Build Year Cost	% Pass		New Growth		Growth beyond 10 Years	Pass			New Growth 10 Years	Growth Trips	Cost/Trip
			Through	Deficiency	10 Years	10 Years		Other Source	Through	Deficiency			
US 191 to Spanish Valley Drive Connection near Beeman Road	Roadway Connection	\$ 2,774,000	0%	0.0%	26.0%	74.0%	-	\$ -	\$ -	\$ -	\$ 721,240	11,728	\$ 61.50
Millcreek Drive Corridor Assessment and Preliminary Plan	Planning	250,000	0%	0.0%	100.0%	0.0%	230,000	-	-	-	20,000	11,728	1.71
Fourth East Improvements	Planning	100,000	0%	0.0%	100.0%	0.0%	90,000	-	-	-	10,000	11,728	0.85
Spanish Valley Drive	Planning	100,000	0%	0.0%	100.0%	0.0%	80,000	-	-	-	20,000	11,728	1.71
Spanish Trail Road	Planning	100,000	0%	0.0%	100.0%	0.0%	80,000	-	-	-	20,000	11,728	1.71
Millcreek Drive/Aggie Boulevard and US 191 Traffic Signal	Intersection Control	650,000	0%	0.0%	100.0%	0.0%	600,000	-	-	-	50,000	11,728	4.26
Meador Drive and US 191 Traffic Signal	Intersection Control	775,000	0%	0.0%	100.0%	0.0%	542,500	-	-	-	232,500	11,728	19.82
			0%	0.0%	100.0%	0.0%	-	-	-	-	-	-	-
<b>Total</b>		<b>\$ 4,749,000</b>					<b>\$ 1,622,500</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 1,073,740</b>		<b>\$ 91.55</b>

Description	Unit	Daily Trips	Impact Fee
Single Family Residential	Dwelling Unit	9.43	\$ 863
Townhome/Multi-Family Residential	Dwelling Unit	7.00	\$ 641
Retail	1,000 SF	45.08	\$ 4,127
Industrial	1,000 SF	3.20	\$ 293
Hotel	1,000 SF	7.99	\$ 732

1,244 Future ERCs over 10 years

Source for Growth Trips in Transportation IFFP  
Jones and DeMille

*Fund balance is negative*

# Grand County

Sheriff

Level of Service - Facilities					
Historic Projects	SF	FTE	SF/FTE	ERC	FTE/ERC
Administration Building	2,500	46	54	2,177	0.02113
Emergency Ops	7,215	11	656	2,177	0.00505
<b>Total</b>	<b>9,715</b>	<b>57</b>	<b>170</b>	<b>2,177</b>	<b>0.02618</b>
New Growth	5,550	32.57		1,244	
Cost / SF	\$ 550.00				
Cost	\$ 3,052,691				
<b>Facility Impact Fee/ERC</b>	<b>\$ 2,454.54</b>				

# Grand County

## Parks Impact Fee

Level of Service - Facilities					
Historic Projects	Cost	Population	Residential ERCs	Cost/ERC	
OSTA Improvements	\$ 5,166,383	4,418	1,938	\$ 2,666	2015 CFP
Impact Fee Fund balance	\$ (11,434)		1,937.72	\$ (6)	
<b>Facility Impact Fee/ERC</b>	<b>\$ 5,154,949</b>	<b>4,418.00</b>	<b>1,937.72</b>	<b>2,660</b>	

<b>Total Impact Fee</b>	<b>\$ 2,660</b>
-------------------------	-----------------

Proposed Impact Fee/ERC		
Single Family Dwelling	\$ 2,660	Household Size 2.28
Multi Family/Hotel Door	\$ 1,995	

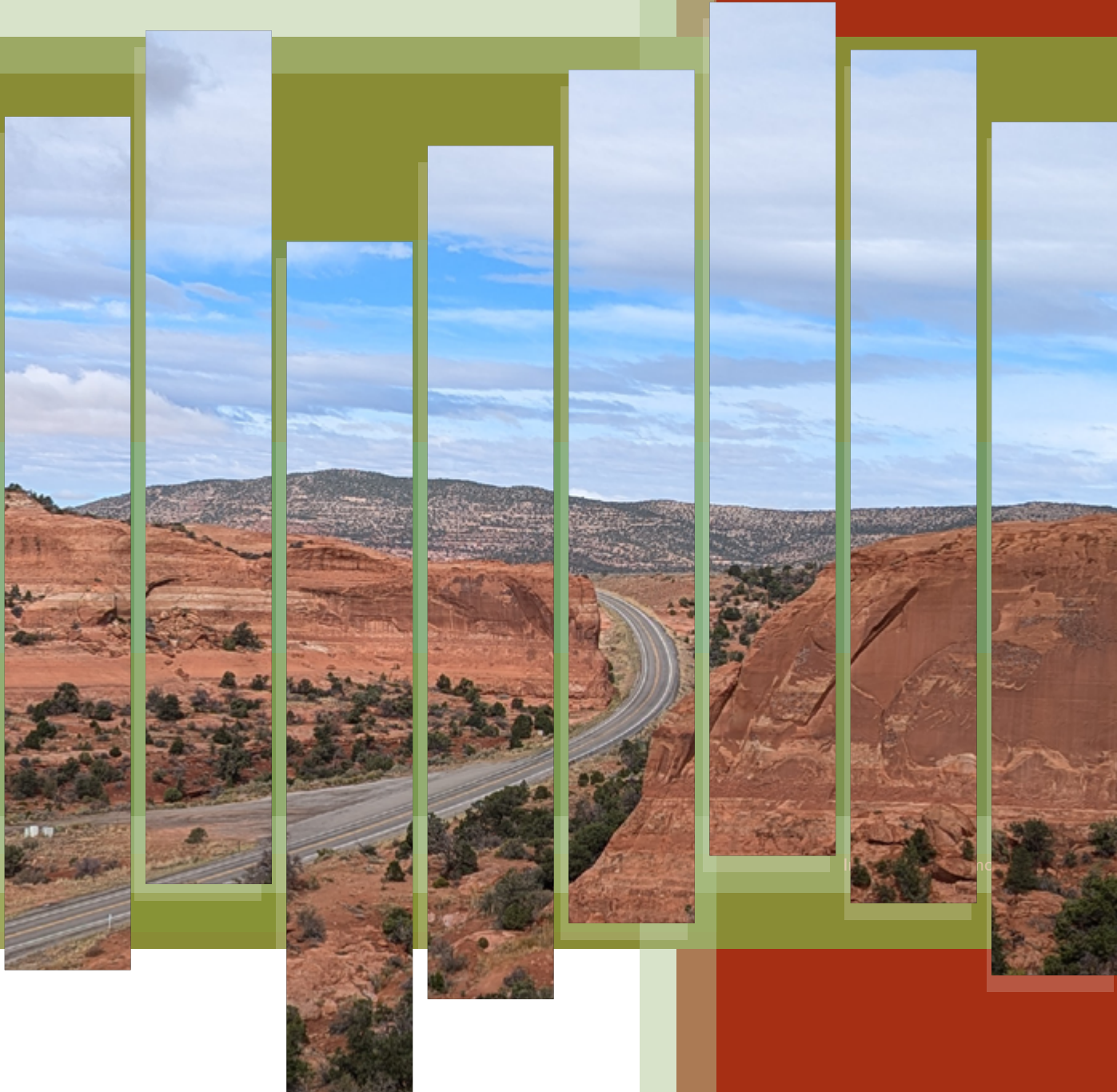
### Future Project List

Project	Cost	Other Sources	Impact Fee Eligible Cost	Year	Notes
OSTA - Play Ground/Pickle E	1,300,000	650,000	650,000	2026	
OSTA - Archery Range	100,000	50,000	50,000	2027	
OSTA - Convention Hall	5,000,000	2,500,000	2,500,000	2030	
OSTA - RV Sites	500,000	250,000	250,000	2028	
Non-motorized	985,268		985,268		
Motorized	2,815,053		2,815,053		
			-		
<b>Total</b>	<b>\$ 10,700,321</b>	<b>\$ 3,450,000</b>	<b>\$ 7,250,321</b>		
Investment needed with growth			\$ 3,308,611		

APPENDIX C: TRANSPORTATION IFFP

# Impact Fee Facilities Plan

March 2025





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# I. INTRODUCTION

## A. Overview

The purpose of the Grand County Transportation Impact Fee Facilities Plan (IFFP) is to identify public roadway improvements that are needed to accommodate anticipated development and to evaluate the amount that is impact fee eligible. Utah law requires cities to prepare an IFFP prior to preparing an impact fee analysis (IFA) and establishing an impact fee. According to Utah State Code Title 11, Chapter 36a, Section 302, the IFFP is required to accomplish the following:

- Identify the existing level of service (LOS)
- Establish a proposed LOS
- Identify any excess capacity to accommodate future growth at the proposed LOS
- Identify demands placed upon existing public facilities by new development activity at the proposed LOS
- Identify the means by which the political entity will meet those growth demands
- Include a general consideration of all potential revenue sources to finance system improvements

This analysis incorporates information from the Grand County & City of Moab Unified Transportation Master Plan (TMP) (2022), which was completed by Kimley Horn. The TMP includes information regarding the existing and future demands on the transportation infrastructure and the proposed improvements to provide acceptable levels of service. The TMP provides additional detail regarding the methodology used to determine future travel demand.

Impact fees are a way for a community to obtain funds to assist in the construction of infrastructure improvements resulting from and needed to serve new growth. The premise behind impact fees is that if no new development occurred, the existing infrastructure would be adequate. Therefore, new development should pay for the portion of required improvements that result from new growth. Impact fees are assessed for many types of infrastructure and facilities that are provided by a community, such as roadways. According to state law, impact fees can only be used to fund growth-related system improvements.

According to State statute, impact fees must only be used to fund projects that will serve needs caused by future development. They are not to be used to address present deficiencies. Only project costs that address future needs are included in this IFFP. This ensures a fair fee since developers will not be expected to address present deficiencies.

This document focuses on the improvements that will be needed over the next six years. Utah State Legislation requires that impact fees should be spent or encumbered within six years after each impact fee is paid. Impact fees collected in the next six years should be spent on those projects outlined in the IFFP as growth-related costs to maintain the County established LOS. Impact fees collected as buy-in to existing facilities can be allocated to the General Fund to repay the County for historic investment. Only capital improvements are included in this plan; all other maintenance and operation costs are assumed to be covered through the County's General Fund as tax revenues increase due to additional development. The County may choose to adopt a fee lower than the maximum impact fee identified, but not higher.

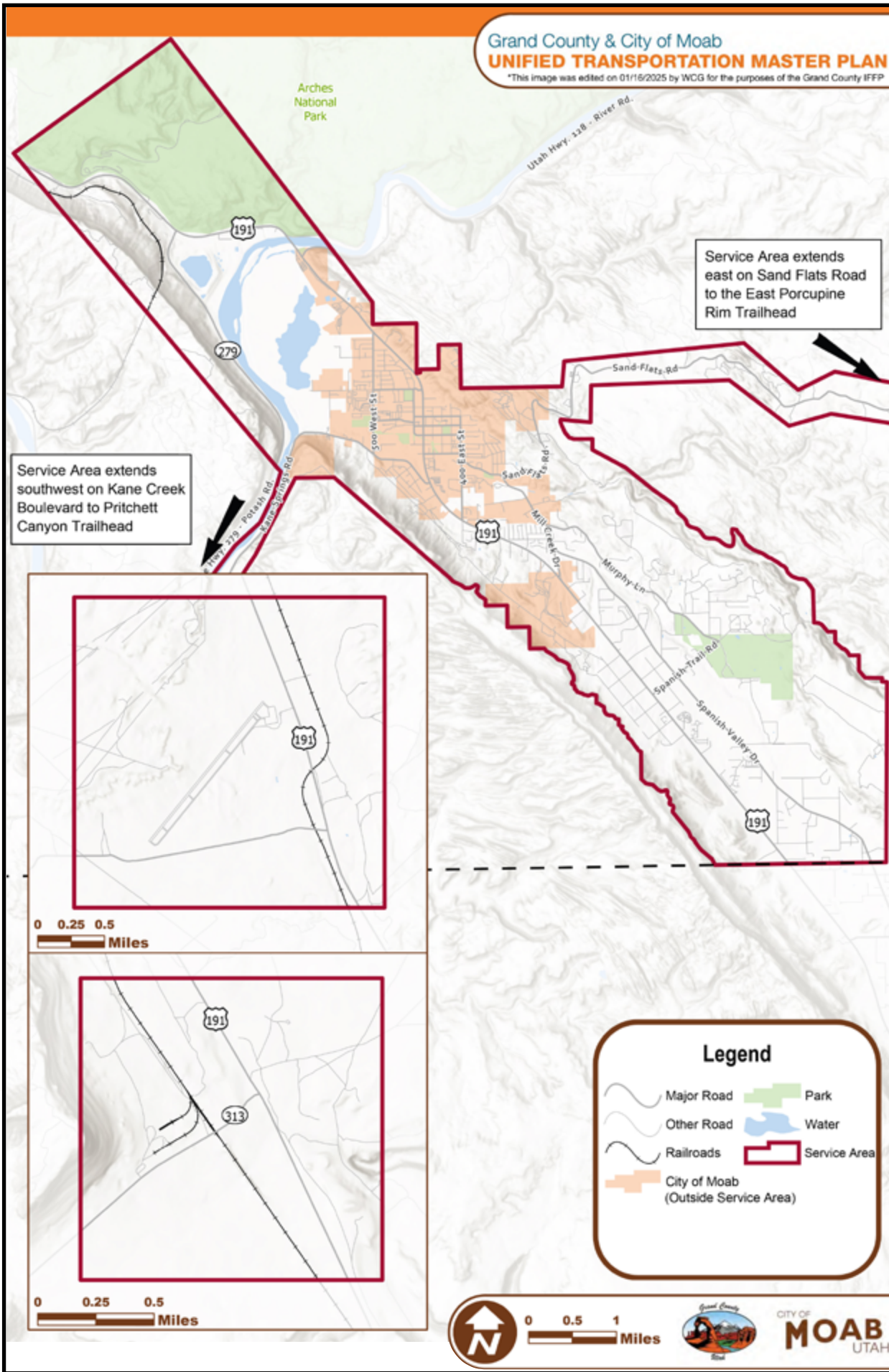
## B. Service Area

The service area for the transportation impact fee analysis is shown below in Figure 1. The Grand County Transportation IFFP service area includes a portion of south-central Grand County, including the area known as Spanish Valley. The Grand County IFFP service area does not include the City of Moab.



# Grand County & City of Moab UNIFIED TRANSPORTATION MASTER PLAN

\*This image was edited on 01/16/2025 by WCG for the purposes of the Grand County IFFP



**FIGURE 1: Service Area Detail**



## II. ANALYSIS METHODOLOGY

### A. Purpose

The purpose of this chapter is to discuss the Level of Service (LOS) methodology and the proposed LOS threshold for Grand County roadways. According to Utah State Code Title 11, Chapter 36a, Section 102, LOS is defined as “the defined performance standard or unit of demand for each capital component of a public facility within a service area.” The LOS of a roadway segment or intersection is used to determine if capacity improvements are necessary. LOS is measured on a roadway segment using its daily traffic volume and at an intersection based on a high-level analysis of the intersection.

### B. Proposed LOS

Level of Service (LOS) is a term that describes the operating performance of an intersection or roadway. LOS is measured quantitatively and reported on a scale from A to F, with A representing free-flow conditions, and F representing traffic congestion. A visual representation of each LOS is shown in Figure 2.

The Highway Capacity Manual (HCM), 7th ed. (2022) methodology was used in this analysis to remain consistent with “state of the practice” professional standards. The capacity of roadway segments is determined based on the number of lanes and/or functional classification of the roadway. The roadway LOS is then determined by comparing the actual traffic volumes with the capacity. Grand County determined that LOS A - D is acceptable for roadway segments within the County. LOS E - F are considered failing and are evaluated for mitigation measures to bring the level of service up to an acceptable level. Table 1 summarizes the maximum acceptable daily capacities (LOS D) for arterial and collector roadway segments used in the Grand County & City of Moab Unified TMP (2022).

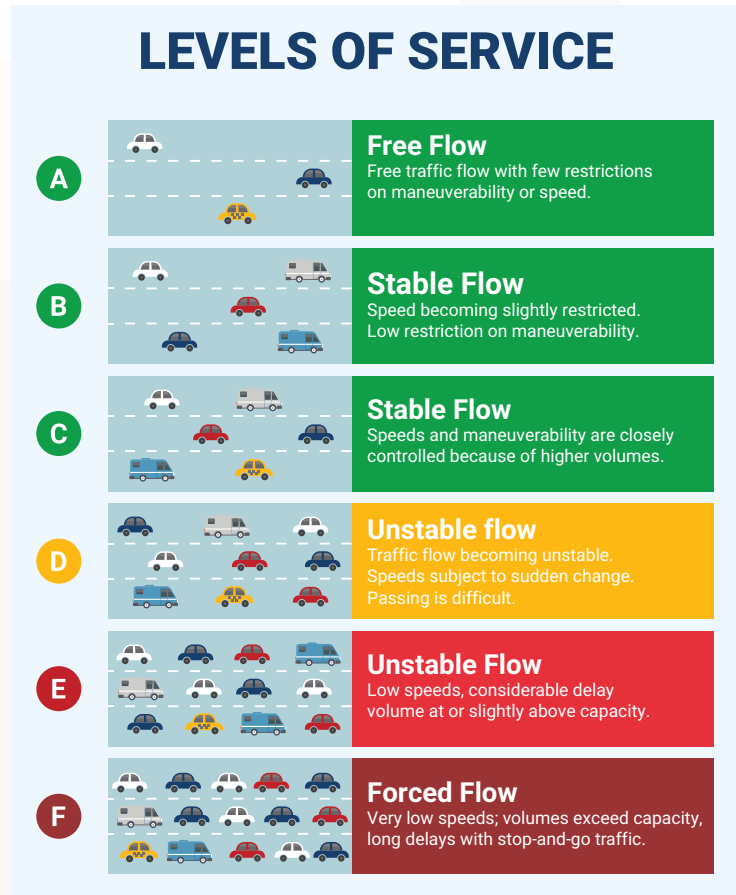


FIGURE 2: Level of Service Definitions

TABLE 1: LEVEL OF SERVICE CAPACITIES (TWO WAY DAILY TRIPS)			
Functional Classification	LOS Thresholds (maximum vehicles per day)		
	LOS C	LOS D	LOS E
Principal Arterial (more than 2 lanes)	27,280	30,690	34,100
Principal Arterial (more than 2 lanes)	12,000	13,500	15,000
Minor Arterial	10,240	11,520	12,800
Major Arterial	8,160	9,180	10,200
Minor Collector	7,360	8,280	9,200



The proposed LOS provides a standard of evaluation for roadway conditions. This standard will determine whether or not a roadway will need improvements. According to Utah State Code Title 11, Chapter 36a, Section 302:

“(b) A proposed level of service may diminish or equal the existing level of service.

(c) A 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.”

As noted in the Grand County & City of Moab Unified TMP (2022), the proposed LOS threshold for Grand County is LOS D. Therefore, improvements are recommended and eligible for impact fees for roadways that are projected to operate at LOS E or F in the future.

## C. Excess Capacity

An important element of the IFFP is the determination of excess capacity on the roadway network. Excess capacity is defined as the amount of available capacity on any given street in the roadway network under existing conditions. This capacity is available for new development in the County before additional infrastructure will be needed. This represents a buy-in component from the County if the existing residents and businesses have already paid for these improvements.

New roads do not have any existing excess capacity, and roads that are not under County jurisdiction have their capacity information removed from the calculations. The excess capacity for roadways that are identified as needing improvements in the IFFP was calculated and accounted for in the impact fee calculations.

## D. Trips

The unit of demand for transportation impact is the vehicle trip. A vehicle trip is defined by the Institute of Transportation Engineers (ITE) as a “single or one-direction vehicle movement with either the origin or the destination (exiting or entering) inside a study site”. The total traffic impact of a new development can be determined by the sum of the total number of vehicle trips generated by a development in a typical weekday. This trip generation number or impact can be estimated for an individual development using the ITE Trip Generation Manual, 11th ed. (2021). ITE’s trip data is based on data collection at numerous sites over several decades.

An additional consideration is that certain developments generate pass-by trips. Pass-by trips are stops taken on the way from one development to another. An example of this is someone stopping at a gas station on the way home from work. The pass-by trip is still counted at the gas station access. However, the pass-by trip was completed by a vehicle already on the road due to other developments.

Pass-by trips do not add additional traffic to the roadway and, therefore, do not create additional impact. Many land-use types in the ITE Trip Generation Manual have a suggested reduction for pass-by trips where applicable. In each case, the trip reduction rate will be applied to the trip generation rate used in the IFA.



## E. Cut-through Trips

Trips that do not have an origin or destination within the Grand County service area need to be removed from the impact fee calculation. For example, if the driver of a vehicle starts a trip in Moab, travels through the Grand County service area, and ends that trip in Arches National Park, this trip adds traffic to a Grand County roadway. However, the cost of the incremental congestion it adds to Grand County roadways cannot be recovered through impact fees. The details behind these calculations are described in Chapter 4 of this document.

The Utah Statewide Travel Demand Model was utilized to determine cut-through percentages on Grand County roadways. A “select link” analysis was performed to determine cut-through percentages. This analysis examines a specific roadway link and traces the origins and destinations of every vehicle trip on that link. All vehicle trips that had both an origin and destination outside of Grand County were totaled, then divided by the total link volume to obtain the cut-through percentage. This analysis was performed on all roadways within Grand County that have a planned improvement project.

Roadway and intersection project locations within Grand County were found to have cut-through rates of 0%, or no cut-through traffic is expected at impact fee eligible project locations.

## F. Intersection Projects

If trips resulting from new growth require an intersection to be upgraded, the full cost of the intersection is impact fee eligible. If it weren't for new development, the existing intersection configuration would be adequate. Thus, excess capacity is not accounted for with intersection projects.

## G. System and Project Improvement

There are five primary classifications of roads defined in the Grand County and City of Moab Unified TMP: Principal Arterial, Minor Arterial, Major Collector, Minor Collector, and Local. These are defined in the roadway functional classification map in the Grand County and City of Moab Unified TMP.

Improvements made to collectors and arterials are considered system improvements as defined in the Utah Impact Fee Law, as these streets serve users from multiple developments. All intersection improvements on existing and future collectors and arterials are also considered system improvements. System improvements may include anything within the roadway, such as curb and gutter, asphalt, road base, sidewalks/trails, lighting, and signing for collectors and arterials. These projects are eligible to be funded with impact fees and are included in this IFFP.



Image | discovermoab.com



# III. TRANSPORTATION DEMANDS

## A. Purpose

The purpose of this chapter is to identify the existing and future transportation demands on Grand County roadway facilities. Future transportation demands are based on new development in the County. Once defined, the transportation demands help identify roadways that have excess capacity and those that require additional capacity due to high transportation demands.

## B. Existing Roadway Conditions

Existing roadway conditions were determined by using data collected by Grand County, Moab, Kimley Horn, the Utah Department of Transportation (UDOT), and the Utah Statewide Travel Demand Model. The traffic volumes on each segment were compared with the classification-based roadway capacity (Table 1) to identify the LOS of each segment.

The existing LOS of major roadways in Grand County is shown in Figure 3. As shown, all major County roadways are currently operating at an acceptable LOS (D or better).

## C. Future Roadway Conditions

Future traffic volumes were projected using the Utah Statewide Travel Demand Model as a part of the Grand County and City of Moab Unified TMP. To estimate future traffic volumes on the roadway network, the 2021 daily traffic volumes and turning movement counts were grown at a 2% annual growth rate to future year 2040. These future volume projections were used to analyze future capacity needs on service area roadways.

These 2040 volumes assume a no-build condition meaning that no County roadway improvements were assumed. A no-build scenario is intended to show what the roadway network would be like in the future if no action is taken to improve the County roadway network. The future (2040) no-build LOS is shown in Figure 4. As shown, all major County roadways are expected to operate at an acceptable LOS (D or better) by 2040.

This analysis compared the total developments projected in the Utah Statewide Travel Demand Model with a record of historic development over the last 10 years and it was determined that the Utah Statewide Travel Demand Model likely underrepresents the growth in the service area<sup>1</sup>. Therefore, the historic record of development over the last 10 years was used to estimate the total number of daily trips for the next 6 to 10 years. The historic record of development over the last 10 years in the service area was derived from the police impact fee record and is shown below in Table 2 along with the associated ITE Trip Generation Rate assumptions. Based on the analysis, the anticipated growth resulting from new development in the service area from 2025 to 2035 is **11,728** daily trips.

TABLE 2: NEW DAILY TRIPS ESTIMATE BASED ON HISTORIC DEVELOPMENT			
Functional Classification	Residential	Hotel Units	Commercial
Total ERC's from Police Impact Fees (2015-2024)	1,051	314	15
ITE Land Use Code	215 - Single-Family Attached Housing	310 - Hotel	Various*
ITE Trip Gen Rate	7.2	7.99	Various*
Total New Daily Trips	7,567	2,509	1,653

\*Representative Commercial ITE Land Uses included Small Office Building (712), General Light Industrial (110), Recreational Vehicle Sales (842), Mini-Warehouse (151), Hardware/Paint Store (816). Average 1000 Square Footage GFA assumptions from the ITE Trip Generation Manual were used for each land use.

<sup>1</sup>The Utah Statewide Travel Demand Model underestimating this area is likely due to the prevalence of second homes and vacation rentals as these uses are currently not included in this model.

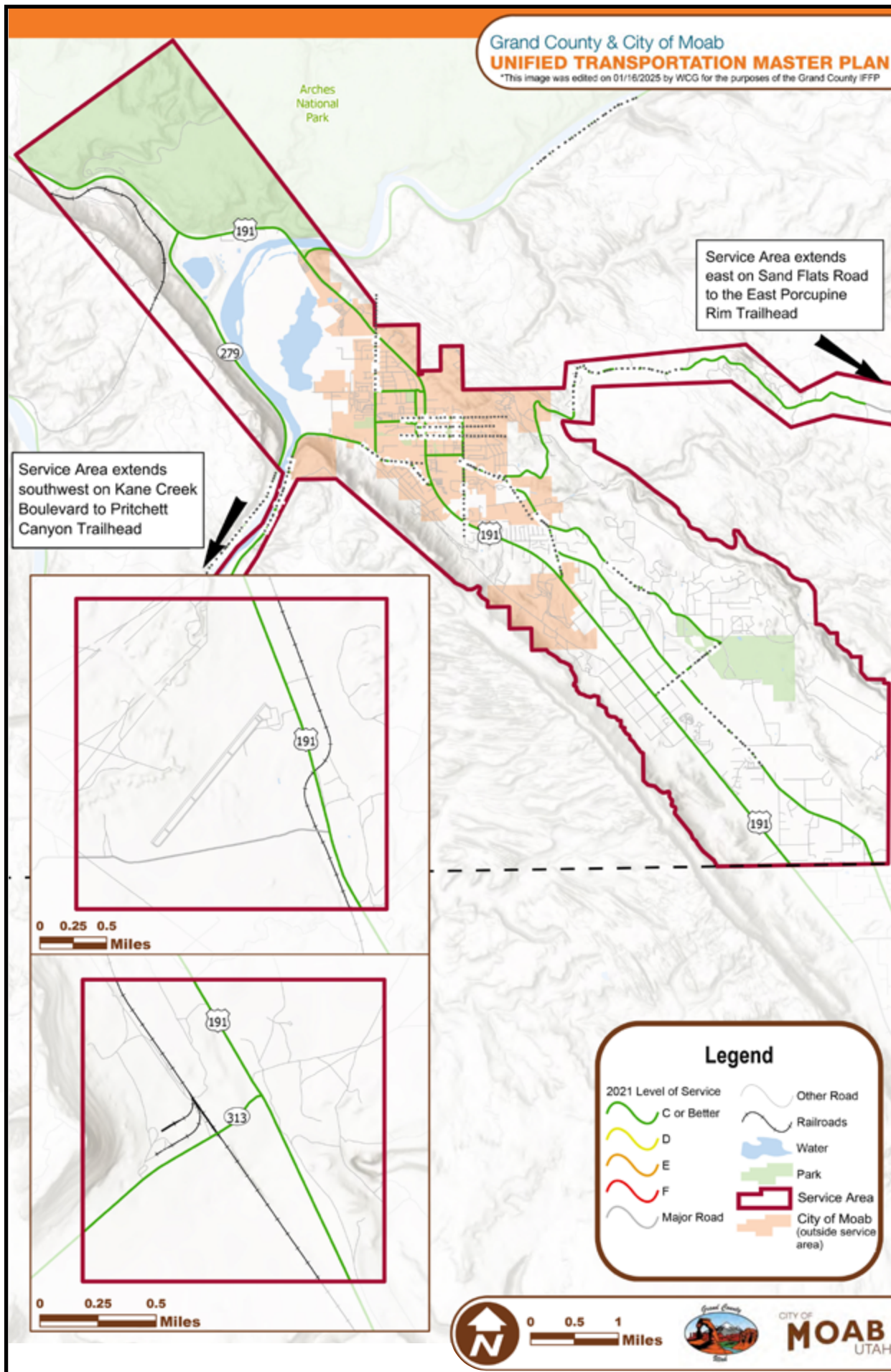


FIGURE 3: Existing (2021) Roadway LOS

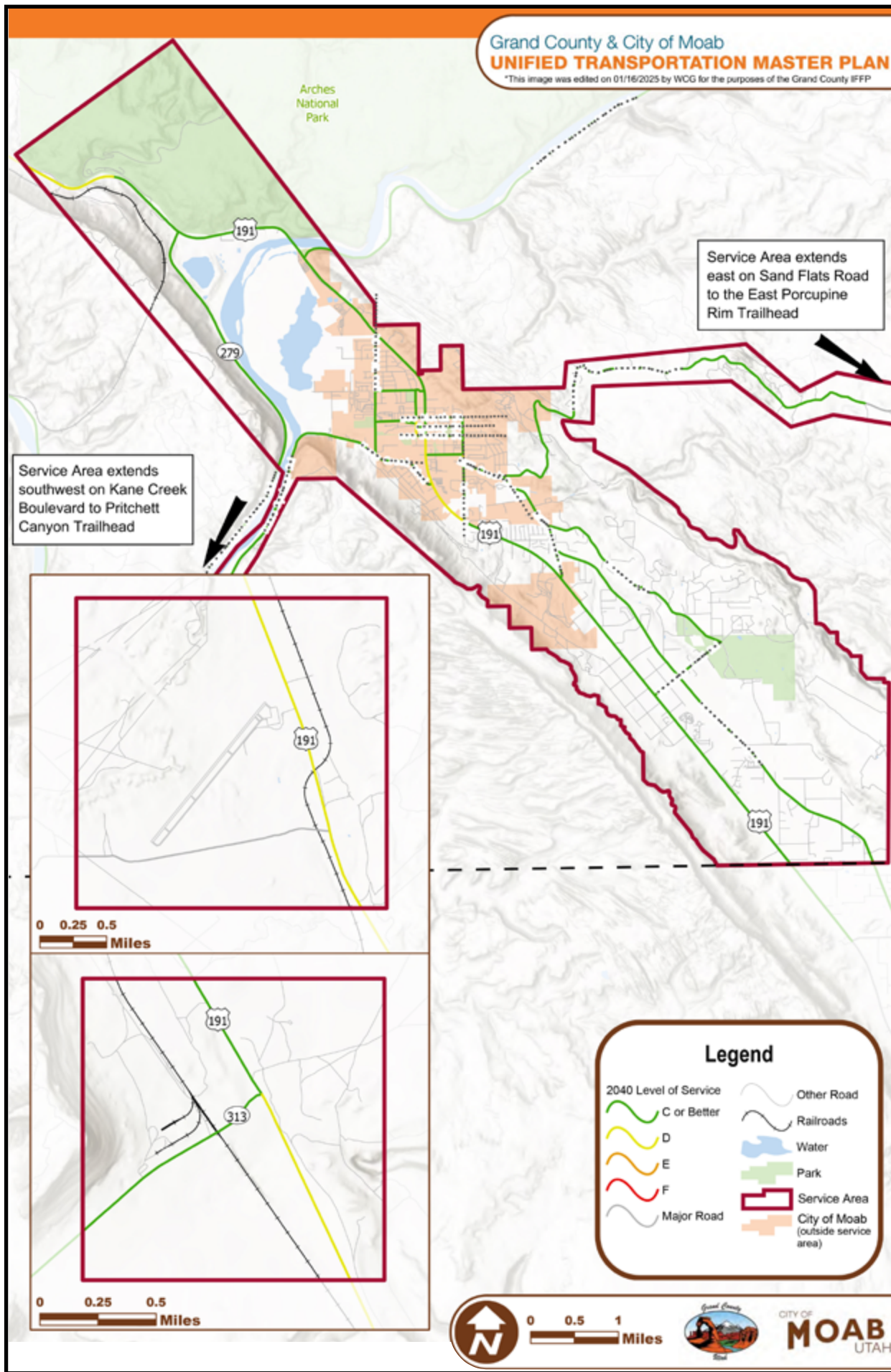


FIGURE 4: Future (2040) No Build Roadway LOS



## IV. MITIGATION PROJECTS

### A. Purpose

The purpose of this chapter is to discuss the recommended improvements and new roadways that will mitigate capacity deficiencies on County roadways, as well as the cost of those improvements. The cost of the recommended improvements is critical in the calculation of the impact fees.

### B. Future Projects

Reduced levels of service on roadways are generally mitigated by building new roads or adding travel lanes. In some cases, additional lanes can be gained by re-striping the existing pavement width. This can be accomplished by eliminating on-street parking, creating narrower travel lanes, or adding two-way, left-turn lanes where they don't currently exist. Improvements can also be made at intersections to improve LOS by adding turn lanes or by changing the intersection type or the intersection control. At signalized intersections, methods to improve intersection LOS include additional left- and right-turn lanes and signal-timing improvements.

The existing and future (2040) no-build scenarios were used as a basis to predict the necessary projects to include in the IFFP. For the purposes of this IFFP, only projects that are planned to be completed by 2035 will be considered. Table 3 and Table 4 shows all County projects expected to be constructed by 2035 to meet the demands placed on the roadway network by new development. These projects are included in the IFFP analysis. UDOT projects will be funded entirely with state funds and are therefore not eligible for impact fee expenditure and are not included in this analysis. The projects planned to be completed by 2035 are shown in Figure 5.

The Impact Fees Act allows for the inclusion of a time price differential to ensure the future value of costs incurred at a later date are accurately calculated to include the costs of construction inflation. The costs shown herein represent current 2025 costs, but the Impact Fee Analysis (IFA) includes an inflation component to reflect the future cost of facilities. The impact fee analysis should be updated regularly to account for changes in cost estimates over time.



Image | homes.com



**TABLE 3: GRAND COUNTY 2035 ROADWAY PROJECT LIST**

Project Number	Project Name	Project Category	Project Description	Project Length	Jurisdiction(s)	Planning Horizon	Cost Estimate	Priority	Other Notes (Issues, Concerns, ROW Considerations, etc.)
R1	Park Drive Connection	Roadway Connection	Construct street connection and sidewalk of Park Drive, Opal Avenue to Park Road	300 ft	City	Mid (7-12 years)	\$180,000	Low	
R2	Walnut Lane Street Connection	Roadway Connection	Construct street connection and sidewalk of Walnut Lane to Orchard Park Lane (Hospital Road)	100 ft	City	Mid (7-12 years)	\$60,000	Medium	
R3	US 191 to Spanish Valley Drive Connection near Beeman Road	Roadway Connection	Construct new east-west street connection between Spanish Valley Drive and US 191 near Beeman Road	0.5 mi	County	Near (1-6 years)	\$2,560,000	Medium	Similar recommendation in Spanish Valley Transportation Plan (2008); requires coordination with UDOT
R9	Sand Flats Road Improvement	Roadway Improvement	Roadway improvement (paving) on Sand Flats Road from Sand Flats Road Access to Porcupine Rim Trailhead	7.0 mi	County	Mid (7-12 years)	\$30,000,000	Low	See Section 10.3, RAISE and FLAP grant opportunities
Roadway Plan 1	Millcreek Drive Corridor Assessment and Preliminary Plan	Roadway Planning Assessment	"Prepare preliminary plans for the Millcreek Drive from Spanish Valley Drive to Fourth East, including the Fourth East/300 South intersection. Plans may identify improvements to the following: <ul style="list-style-type: none"> <li>• Millcreek Drive / Spanish Valley Drive</li> <li>• Millcreek Drive / Murphy Lane</li> <li>• Millcreek Drive / Sand Flats Road</li> <li>• Millcreek Drive / Fourth East</li> <li>• Fourth East / 300 South "</li> </ul>	1.65 mi	City; County	Off the shelf	\$250,000	High	
Roadway Plan 2	Fourth East Improvements	Roadway Planning Assessment	Conduct an assessment of capacity and multimodal improvements (intersection and segment) to Fourth E. Street between 100 North and US 191	1.18 mi	City	Off the shelf	\$100,000	Medium	
Roadway Plan 3	Spanish Valley Drive	Roadway Planning Assessment	Conduct multimodal assessment to Spanish Valley Drive from Millcreek Drive to County Line; Spanish Valley Drive is alternative route to US 191 during incidents	5.10 mi	County	Off the shelf	\$100,000	High	Similar recommendation in Spanish Valley Transportation Plan (2008)
Roadway Plan 4	Spanish Trail Road	Roadway Planning Assessment	Conduct multimodal assessment to Spanish Trail Road from US 191 to Murphy Lane	0.95 mi	County	Off the shelf	\$100,000	Medium	



**TABLE 4: GRAND COUNTY 2035 INTERSECTION PROJECT LIST**

Project Number	Project Name	Project Category	Project Description	Project Length	Jurisdiction(s)	Planning Horizon	Cost Estimate	Priority	Other Notes (Issues, Concerns, ROW Considerations, etc.)
R4	Millcreek Drive/Aggie Boulevard and US 191 Traffic Signal	Intersection Control	Construct traffic signal at Millcreek Drive and US 191 intersection	N/A	City; UDOT	Near (1-6 years)	\$650,000	Medium	Requires coordination with UDOT
R5	Meador Drive and US 191 Traffic Signal	Intersection Control	Construct traffic signal at US 191/Meador Drive	N/A	County	Mid (7-12 years)	\$775,000	Medium	Similar recommendation in US 191 Corridor Preservation Study (2015); requires coordination with UDOT
R6	200 North and US 191 Traffic Signal	Intersection Control	Construct traffic signal at US 191 at 200 North intersection	N/A	City; UDOT	Near (1-6 years)	\$650,000	High	Recommended in Moab and Spanish Valley 2050 Regional Transportation Plan (2021); requires coordination with UDOT
R8	US 191 Gemini Bridges and Bar M Access Improvements	Roadway Improvement	Realignment of access roads on US 191 at Gemini Bridges and Bar M (AKA Old Highway, Moab Canyon)	500 ft	County; UDOT	Mid (7-12 years)	\$325,000	Low	Requires coordination with UDOT

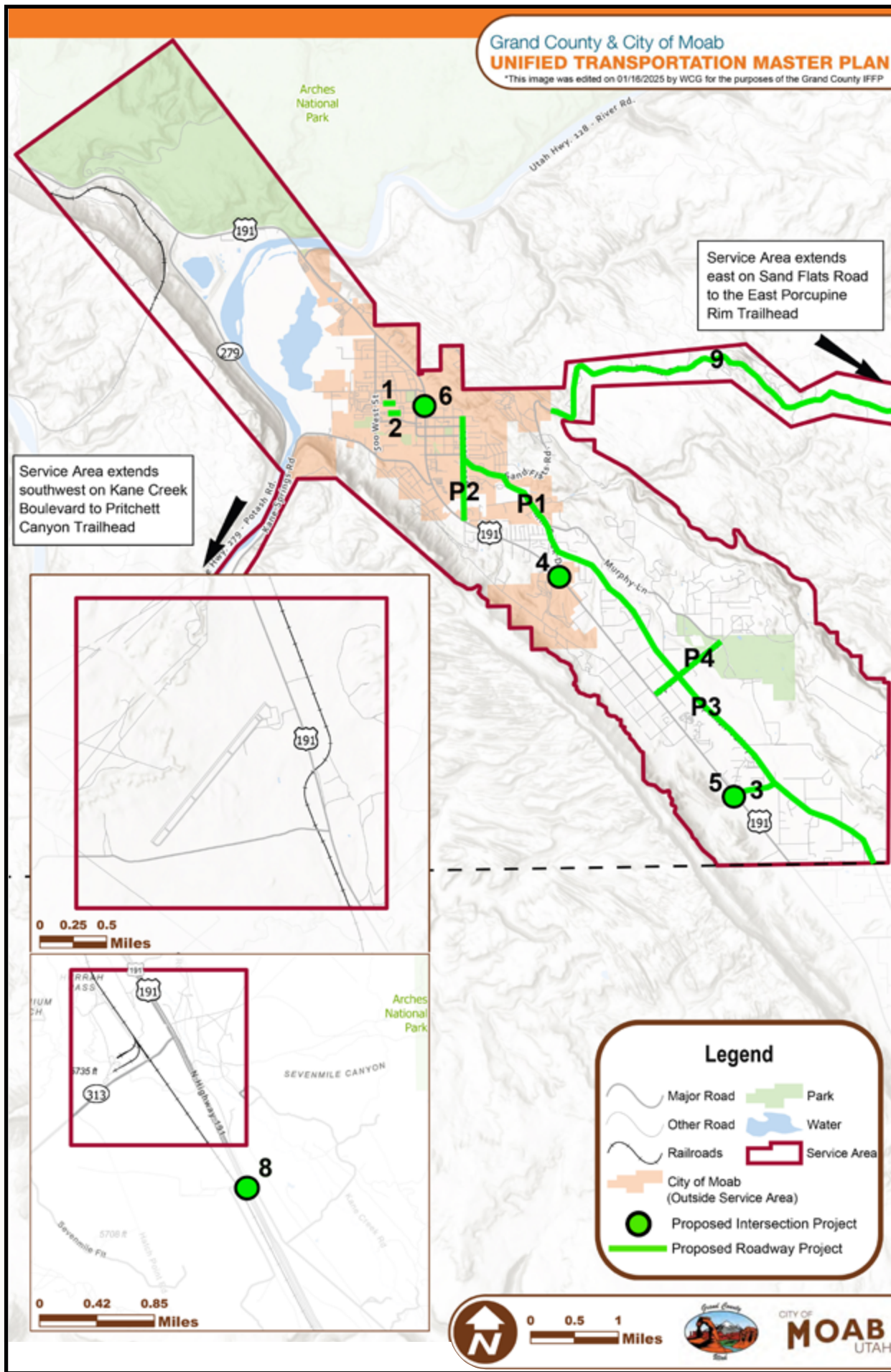


FIGURE 5: 2025 to 2034 Improvement Projects



## C. Project Costs Attributable to Future Growth

Table 5 and Table 6 represent all projects expected to be constructed by 2035 based on the analysis in the TMP. The total cost for all projects is estimated to be **\$35,964,000**. Only a portion of the total cost is impact fee eligible. Some projects are expected to be partially or fully funded by developers. Funding for regional projects can also come through other sources, such as the Joint Highway Committee or UDOT. The County will need to find funding to cover the portion of the projects that are not impact fee eligible, and are not fully funded by developers or outside sources. The cost due to future growth can be shared by new development through the assessment of transportation impact fees.

The amount of each project to be funded by impact fees varies depending on the cut-through traffic, projected traffic volumes, and capacity of each roadway. A vehicle trip is considered cut-through when the origin and the destination for a specific trip occurs outside the County limits. A cut-through traffic analysis was completed on key roadways where projects are planned in the County using a select-link analysis within the travel demand model. Specific cut-through values were assigned to each project roadway based on this analysis. The select-link analysis is described in the cut-through section in Chapter 2.

The impact fee eligibility of each project was calculated by dividing the total new development-related traffic volume of the future (2035) traffic volume by roadway capacity added by the proposed project. This eligibility percentage was then multiplied by the project cost to calculate the impact fee eligible cost for each project. The following formulas outline how the impact fee eligible cost was calculated.

$$2035 \text{ ADT in Excess of 2025 Capacity} = 2035 \text{ ADT} - 2025 \text{ Capacity} - \text{Existing Trips shifted to New Road}$$

<sup>1</sup> If 2035 ADT is greater than 2035 capacity, then use 2035 capacity

$$\% \text{ Impact Fee Eligible} = \frac{2035 \text{ ADT in Excess of 2025 Capacity}}{\text{New Capacity}} \times (1 - \% \text{ cut through})$$

$$\text{Impact Fee Eligible Cost} = \% \text{ Impact Fee Eligible} \times \text{Total Project Cost}$$

A summary of the costs and impact fee eligibility of each project is shown in Table 5 and Table 6. As shown, the total impact fee eligible cost for planned Grand County projects expected to be completed by 2035 is **\$1,073,740**.





**TABLE 5: GRAND COUNTY 2035 ROADWAY PROJECT IMPACT FEE ELIGIBLE COST SUMMARY**

#	Project	Type	Functional Class	Cost <sup>2</sup>	Outside Funding Sources <sup>1</sup>	Outside Funding	2025 ADT	2035 ADT	2025 Capacity	2035 Capacity	'35 ADT in Excess of '25 Capacity	New Capacity	% Cut-through	% Impact Fee Eligible (until 2035)	Impact Fees Beyond 2035	Impact Fee Eligible Cost (until 2035)										
R1	Park Drive Connection	Roadway Connection	Local	\$180,000	Moab	\$180,000	MOAB CITY FUNDED																			
R2	Walnut Lane Street Connection	Roadway Connection	Local	\$60,000	Moab	\$60,000																				
R3	US 191 to Spanish Valley Drive Connection near Beeman Road	Roadway Connection	Minor Collector	\$2,774,000			0	2,414	0	9,180	2,414	9,180	0%	26%	74%	\$721,240										
R9	Sand Flats Road Improvement	Roadway Improvement	Minor Collector / Major Collector	\$30,000,000			COUNTY TOLL ROAD W/ LIMITED DEVELOPMENT																			
Roadway Plan 1	Millcreek Drive Corridor Assessment and Preliminary Plan	Roadway Planning Assessment	NA	\$250,000	Moab / Grant	\$230,000																		100%	0%	\$20,000
Roadway Plan 2	Fourth East Improvements	Roadway Planning Assessment	NA	\$100,000	Moab	\$90,000																		100%	0%	\$10,000
Roadway Plan 3	Spanish Valley Drive	Roadway Planning Assessment	NA	\$100,000	Moab / Grant	\$80,000																		100%	0%	\$20,000
Roadway Plan 4	Spanish Trail Road	Roadway Planning Assessment	NA	\$100,000	Moab / Grant	\$80,000																		100%	0%	\$20,000
<b>TOTAL</b>				<b>\$33,564,000</b>		<b>\$720,000</b>											<b>\$791,240</b>									

- 1. UDOT, adjacent cities, or other external funding sources
- 2. Widening costs estimates represent the cost of widening for new growth



**TABLE 6: GRAND COUNTY 2035 INTERSECTION PROJECT IMPACT FEE ELIGIBLE COST SUMMARY**

#	Intersection	Improvement	Cost	Other Outside Funding Sources <sup>1</sup>	% Cut-through	% Impact Fee Eligible	Impact Fee Eligible Cost
R4	Millcreek Drive/Aggie Boulevard and US 191 Traffic Signal	Intersection Control	\$650,000	\$600,000	0%	100%	\$50,000
R6	200 North and US 191 Traffic Signal	Intersection Control	\$650,000	\$650,000	MOAB / UDOT FUNDED		
R5	Meador Drive and US 191 Traffic Signal	Intersection Control	\$775,000	\$542,500	0%	100%	\$232,500
R8	US 191 Gemini Bridges and Bar M Access Improvements	Roadway Realignment	\$325,000	\$325,000	UDOT FUNDED		
			<b>\$2,400,000</b>	<b>\$2,117,500</b>	<b>\$282,500</b>		

1. UDOT, adjacent cities, or other external funding sources



## V. ADDITIONAL FUNDING AND FINANCING RESOURCES

### A. Purpose

The purpose of this chapter is to identify additional funding and financing sources that are available in Utah for roadway improvement projects beyond Impact Fees. All possible revenue sources should be considered as a means of funding transportation capital improvements and maintenance needed as a result of new growth.

Although the terms funding and financing are often used interchangeably, they mean very different things. Understanding this difference is an important part of analyzing and communicating the challenges to closing the infrastructure gap to the public.

- Funding is typically money allocated to a project that does not need to be repaid such as Federal and State grants. For government infrastructure projects, funding may come from money set aside for a project, typically sourced from taxes and fees, or it may come from a grant issued by the federal government to UDOT.
- Financing is money that is borrowed and must be repaid. Financing is how we pay upfront for infrastructure. In this context, it refers to how governments own infrastructure find the revenue necessary to meet the upfront costs of building it. Financing represents the money borrowed and has the effect of time-shifting costs incurred to the front end of a project.

Additional funding and financing sources for transportation will be essential to enable the recommended improvements in Grand County to be built. It is very common for a local government to not have all the resources needed to maintain and operate its transportation systems. This can lead to congestion and deterioration of the existing transportation system. This chapter discusses those additional revenue sources that could be used to fund or finance these needs.

Functionally classified transportation routes larger than Local roads often span multiple jurisdictions and may be regionally significant to the larger transportation network a community uses. As a result, other government jurisdictions or agencies often help fund these regional benefits. Those jurisdictions and agencies could include the federal government, the State (UDOT), adjacent counties, cities, the Joint Highway Committee, the Community Impact Board and other sources. The County should continue to partner and work with these other jurisdictions and organizations to ensure adequate funds are available for the improvements necessary to maintain an acceptable Level of Service. The County should also consider partnering with adjacent communities to ensure corridor continuity with access and function across jurisdictional boundaries (i.e., arterials connect to arterials, collectors connect with collectors, corridor access agreements to control driveway spacing, etc.)

### B. Federal Funding

Federal transportation funding is available to cities and counties through the federal-aid program administered by UDOT.

#### Joint Highway Committee Programs Via UDOT

Several types of federal funds are allocated to Utah each year by congress for use on transportation facilities in the rural and small urban areas of the state. In addition to these funds, specific dollars are also set aside for bridges on the local system in all areas of the state.

In Utah, the Joint Highway Committee (JHC) provides coordination and yearly project recommendations to the Utah Transportation Commission for the use of these federal funds.

The JHC is made up of representatives from Utah counties and cities. They meet twice a year and make project recommendations each spring to the Utah Transportation Commission. They also make recommendations for the use of state-provided state park access funds. New project applications to the JHC are received from local government sponsors each year.

The following [link](#) identifies the current committee members in each of the geographic areas in the state. The Joint Highway Committee administers the following specific highway funds:



- [STP Non-Urban Funds](#) – Areas less than 5,000 population (Programmed through 2027)
- [TAP Small Urban Funds](#) – Areas between 5,000 & 50,000 population (Program closed)
- [TAP Non-Urban Funds](#) – Areas Less than 5,000 population (Program closed)
- [State Park Access Funds](#) – Facilities accessing State Parks\* (Programmed through 2027) \* Must be one of several specific facilities identified in Utah Code, [72-3-202 through 72-3-206](#).
- [Off-System Bridge Funds](#) – Bridges on local/rural minor collector roads (Programmed through 2027)
- [STP Small Urban Funds](#) – Areas between 5,000 & 50,000 population (Programmed through 2026)

## Safe Sidewalk Program Via UDOT

The Utah State Legislature recognizes the need for adequate sidewalk and pedestrian safety amenities and state policy affirms the need to include pedestrian safety considerations for all projects where foot-travel is a significant factor. The Safe Sidewalk Program provides a legislative funding source for construction of new sidewalks adjacent to state routes where sidewalks do not currently exist and where major construction or reconstruction is not planned for ten or more years.

For further details including criteria and contact information please download the following summary.

- [Safe Sidewalk Program](#)

## Transportation Alternatives Program (TAP) Via UDOT

These funds are available for transportation alternatives projects like pedestrian and bicycle facilities, recreational trails, community improvements such as historic preservation and vegetation management, and environmental mitigation related to stormwater and habitat connectivity.

### For the Grand County area Contact:

UDOT Region Four:  
Phone: 435-893-4799  
210 West 800 South  
Richfield, UT 84701

## Safe Routes to School Program Via UDOT

There is growing concern in Utah and nationally about the safety of children who walk or bike to school. With increased traffic congestion around schools, students who choose to walk or bike have limited safe routes, which discourages this healthy activity.

To assist in addressing this public safety and health issue, the Utah Department of Transportation (UDOT) provides Utah schools with walking and biking safety resources through the UDOT Safe Routes Utah Program, and the Safe Routes to School (SRTS) program.

The main goal of the SRTS Program is to assist and encourage students living within 1.5-2 miles to safely walk or bike to school. Available funding can be used for both non-infrastructure (education and encouragement programs), and infrastructure (physical improvements – primarily new sidewalks, but also school pavement markings, signage, bicycle parking, etc.) type projects.



- [Safe Routes to School Program Information and Application Deadlines](#)
- [Safe Routes to School Application Files](#)
- [Statewide Safe Routes to School Master Projects List](#)

## Community Development Block Grant (CDBG) Program Via Utah Department of Workforce Services

The State of Utah Community Development Block Grant program provides grants to cities of fewer than 50,000 people and counties of fewer than 200,000.

The CDBG program is authorized under Title 1 of the Housing & Community Development Act of 1974, as amended (HCDA). The U.S. Department of Housing and Urban Development (HUD) is responsible for monitoring the state of Utah to ensure compliance with CDBG program requirements. Applicants should be aware that, if funded, they must comply with various federal regulations including Davis-Bacon Labor standards and the environmental regulations found at 24 CFR Part 58.

The purpose of the small cities program is “to assist in developing viable communities by providing decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low and moderate incomes.”

- [CDBG How to Apply Workshops](#)

## C. State Funding

### B&C Road Fund

The Class B and C road system with a gas tax funding program was established by the Utah Legislature in 1937 as a means of providing assistance to counties and incorporated municipalities for the improvement of roads and streets throughout the state.

The funds differ from ordinary local revenues inasmuch as they are subject to administrative direction by the State in accordance with legislative provision. The Utah Department of Transportation is the administrative authority on behalf of the State.

Utah Rule R926-3 designates those regulations which are acceptable to UDOT in the administration of funds for counties, cities, and towns provided for by the Utah Legislature. The ‘Appendix’ link below includes the Statutory Provisions relating to “B” and “C” Road Funds.

- [Administrative Rule R926-3; Class B or Class C Road Funds](#)
- [Class B and Class C Roads Apportionment Formulas](#)
- [Appendix](#)

The County should regularly update its mileage used for allocation of class B and C road funds. It is the responsibility of counties and municipalities to update their class B or C mileage with UDOT when any changes have occurred. UDOT cannot add new road mileage to the system without first receiving proper documentation from the local agency to place on file.

- [Mileage Update Submittal Form](#)



[2024 B&C gas tax distribution](#) in Grand County, Utah:

Grand County Unincorporated	\$ 3,290,127
Castle Valley	\$ 52,647
Moab	\$ 294,550
<b>2024 Grand County Total</b>	<b>\$ 3,637,324</b>

## Permanent Community Impact Fund Board Via Utah Department of Workforce Services

The Permanent Community Impact Fund Board provides loans and grants to counties, cities, and towns that are impacted by mineral resource development on federal lands. Because local communities cannot collect taxes from federal lands, their ability to provide necessities like roads, municipal buildings, water and sewer service is diminished. To reduce that burden, a portion of the federal lease fees are returned to the Community Impact Board to distribute to the impacted communities.

- [Board Members](#)
- [FY2024 Annual Report](#)
- [2023 CIB Policy](#)
- [2024 CIB Tutorial Notice](#)

## D. County Funding

### Utah Local Option Sales and Use Taxes for Transportation

Both Moab and Grand County have implemented the 4th Quarter Cent Local Option Sales Taxes for Transportation abbreviated as AT, Transportation Infrastructure for road and transit. It is allowed to be used for all modes of transportation infrastructure at a rate of .25% as authorized in Utah state code 59-12-2219.

Moab City has implemented the additional Quarter Cent sales tax abbreviated as HT - Highways Tax, Utah Code 59-12-2213. It allows a city or town option sales and use tax of up to 0.3 percent to fund transportation infrastructure.

Grand County could implement the 2nd (53-12-2214) and 3rd (59-12-2217/2218) quarters. The 5th of a quarter (.20%) can be imposed as well but only after all four quarters have been imposed.

A positive aspect of the Local Option Sales Taxes for Transportation quarters in this major tourism destination is that a majority of the sales tax are now generated by visitors to Grand County. The development and maintenance of the transportation infrastructure is then paid for by those visitors.

More information on these local option sales taxes for transportation can be found at the [Utah State Tax Commission sales and tax use rates web site](#).

### Special Improvement Districts

Special Improvement Districts, or Special Service Areas (SSA), is a fund-raising tool used by a municipality or a county to finance additional services, improvements, or facilities desired in a sub area or portion of its jurisdiction. What makes an SSA unique is that it only taxes those who will benefit from the improvements.

For example, if people in a particular part of a district in a community ask the County that their road be upgraded the County could issue bonds payable from property taxes levied in only that district. Each person within the SSA would have their real estate tax bill increased to an agreed upon amount.



## Revenue Bonding

Revenue Bonding is a financing strategy to build projects intended to benefit the entire community. A bond is a written promise to repay borrowed money on a definite schedule, usually at a fixed rate over the life of the bond. Almost all highway bonds are municipal bonds, which are issued by state and local government entities to finance their various projects and expenses.

Revenue bonds are backed by a specific source of revenue, usually linked to the particular function for whose support the bond is being issued. Highways and bridges may be financed by revenue bonds that are backed by tolls, concessions, and direct fees. Local governments issuing revenue bonds usually pay slightly higher interest rates to cover increased investor risk if revenues do not materialize.

## County General Fund Revenue

County general funds transfers to the transportation budget are typically used by local governments for operation and maintenance purposes. However, general funds can be used to fund the expansion or construction of specific services or projects.

General obligation bonds are financing strategies backed by the County's taxing power. In general, obligation bonds are not used to fund facilities that are needed as a result of new growth because existing residents would be unfairly paying the way for the impacts of new growth. As a result, general obligation bonds are not considered a fair means of financing future facilities needed as a result of new growth. However, they may be considered as a reasonable method to address existing deficiencies.

Certain areas of the County might have different or special needs or require different methods of funding than traditional revenue sources. A Special Assessment Area (SAA) can be created for infrastructure needs that benefit or encompass specific areas of the County. The county could create a SAA through a resolution declaring that public health, convenience, or necessity require the creation of an SAA. The boundaries and services provided by the district must be specified and a public hearing must be held before the SAA is created. Once the SAA is created, funding can be obtained from tax levies, bonds, and fees when approved by the majority of the qualified electors of the SAA. These funding and financing mechanisms allow the costs to be spread out over time.

## Interfund Loans

Since infrastructure generally must be built ahead of growth, it is sometimes funded before the expected impact fees are collected. Bonds may be the solution to this problem in certain cases. In other cases, funds from existing user revenue could be loaned to the impact fee fund to complete initial construction of the project. As impact fees are received, they will be reimbursed. Consideration of these loans will be included in the impact fee analysis and should be considered in subsequent accounting of impact fee expenditures.

## Transportation Utility Fee (TUF)

A transportation utility fee is a financing mechanism that treats the transportation system like a utility. Residents and businesses pay fees based on their estimated use of the system similar to how impact fees are calculated. The estimated use is usually based on the projected intensity of use, number of parking spaces, typical number of trips, etc.

A transportation utility fee (TUF) is a periodic fee paid to a municipality by property users or owners within a local jurisdiction to fund the operations and maintenance costs of roads. Residents and businesses are charged a fee based on their use of the transportation system rather than being charged taxes based on the value of the property that they occupy. Because the use of the transportation system is not metered like electricity or water, the amount that is charged for a TUF is based on estimates of the number of trips generated by different land uses (e.g., single family residence, multi-family residence, school, gas station, shopping center). Those estimates are typically informed by trip-generation rates prepared by the Institute of Transportation Engineers. Cities in Utah that impose this fee or have imposed this fee include Highland, Provo, and Pleasant Grove.



## Tax Increment Financing (TIF)

Tax Increment Financing (TIF) is a value capture revenue tool that uses taxes on future gains in real estate values to pay for new infrastructure improvements. TIFs are authorized by state law by designation of a geographic area as a TIF district. Plans for specific improvements within the TIF district are developed. The TIF creates funding for public or private projects by borrowing against the future increase in these property-tax revenues. The intent is for the improvement to enhance the value of existing properties and encourage new development in the district. TIF districts are usually established for a period of 20 to 25 years, during which time all incremental real estate tax revenues above the base rate at the time the district is established flow into the TIF.

## E. Developer Dedications and Exactions

Developer dedications and property exactions can both be credited against the developer's impact fee assessment. If the value of the developer's dedications and/or exactions are less than the developer's impact fee liability, the developer will owe the balance of the fee to the County. If the dedications and/or exactions of the developer are greater than the impact fee liability, the County may reimburse the developer the difference.

### Private Contributions

Private parties often provide resources for transportation improvements. Developers construct the local streets within subdivisions and often dedicate right-of-way and participate in the construction of collector/arterial streets adjacent to their developments.



Image | discovermoab.com



# VI. IMPACT FEE CERTIFICATION

## A. Overview

This report has been prepared in accordance with Utah Code Title 11, Chapter 36a, "Impact Fees Act." This report (including its results and projections) relies upon the planning, engineering, land use, and other source data provided in the Grand County & City of Moab Unified TMP (2022).

In accordance with Utah Code Annotate, 11-36a-306(1), WCG certifies that this impact fee facilities plan:

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

This certification is made with the following limitations:

- All of the recommendations for implementing this IFFP and IFA are followed in their entirety by the County.
- If any portion of the IFFP is modified or amended in any way, this certification is no longer valid.

All information presented and used in the creation of this IFFP is assumed to be complete and correct, including any information received from the County or other outside sources.

