PAYSON
UTAH
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Transportation
Impact Fee Analysis

PAYSON

AUGUST 2026

HANSEN ALLEN & LUCE inc
ENGINEERS

Payson

TRANSPORTATION

IMPACT FEE ANALYSIS

(HAL Project No.: 412.28.200)

August 2026

HANSEN ALLEN & LUCE inc
ENGINEERS

ACKNOWLEDGMENTS

Several individuals contributed to the successful completion of this study. We sincerely appreciate the cooperation, assistance, and expertise provided by members of the project team:

The City of Payson
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Joe Jamison, GIS
Jill Spencer, Development Services Director

Hansen, Allen & Luce, Inc.
Steve Jones, Principal in Charge
Chris Thompson, Project Manager

METHODS Consulting
Jeremy Searle, Principal
Austin Feula, Transportation Engineer

ABBREVIATIONS, ACRONYMS, UNITS AND DEFINITIONS

ABBREVIATIONS

City	Payson City

ACRONYMS

CIP	Capital Improvement Plan
TR	Transportation
TMP	Transportation Master Plan
TDM	Travel Demand Model
GIS	Geographic Information System
HAL	Hansen, Allen and Luce, Inc.
IF	Impact Fee
LOS	Level of Service
MAG	Mountainland Association of Governments
MPO	Metropolitan Planning Organization

UNITS

ac-ft	Acre Foot
cf	Cubic Foot
ft	Foot
in	Inch
ln-ft	Linear Foot
sq-ft	Square Foot

DEFINITIONS

Base Year Level of Service. The Base Year Level of Service reflects the originally calculated level of service provided to the residents. It is tracked so impact fees are not used to raise the level of service to existing residents.

Cut Through Trips. Vehicle trips which travel through Payson but do not have either a start or an end point within Payson.

Data Year. The Data Year is the previous full calendar year for which annual data is used for updating the IFFP and IFA.

Roadway Level of Service Parameter. The Roadway Level of Service Parameter was set by standard determining the current lane-miles per 1,000 trips.

Effective Date. The date, no less than 90 days after the Enactment Date, when the impact fees become effective.

Enactment Date. The Enactment Date is the date the City Council approves the IFFP, IFA, and Impact Fee Enactment Ordinance.

Master Plan Level of Service. The Master Plan Level of Service is for the entire City at the Master Planned Year.

Project Improvements. Project Improvements are improvements required by development that the City determines not to define as System Improvements.

System Improvements. System Improvements are regional improvements determined by the City to be impact fee reimbursable. Cities are not required to define all regional facilities as System Improvements, but all System Improvements must be regional.

Trips. Daily vehicle trips across the entire city.

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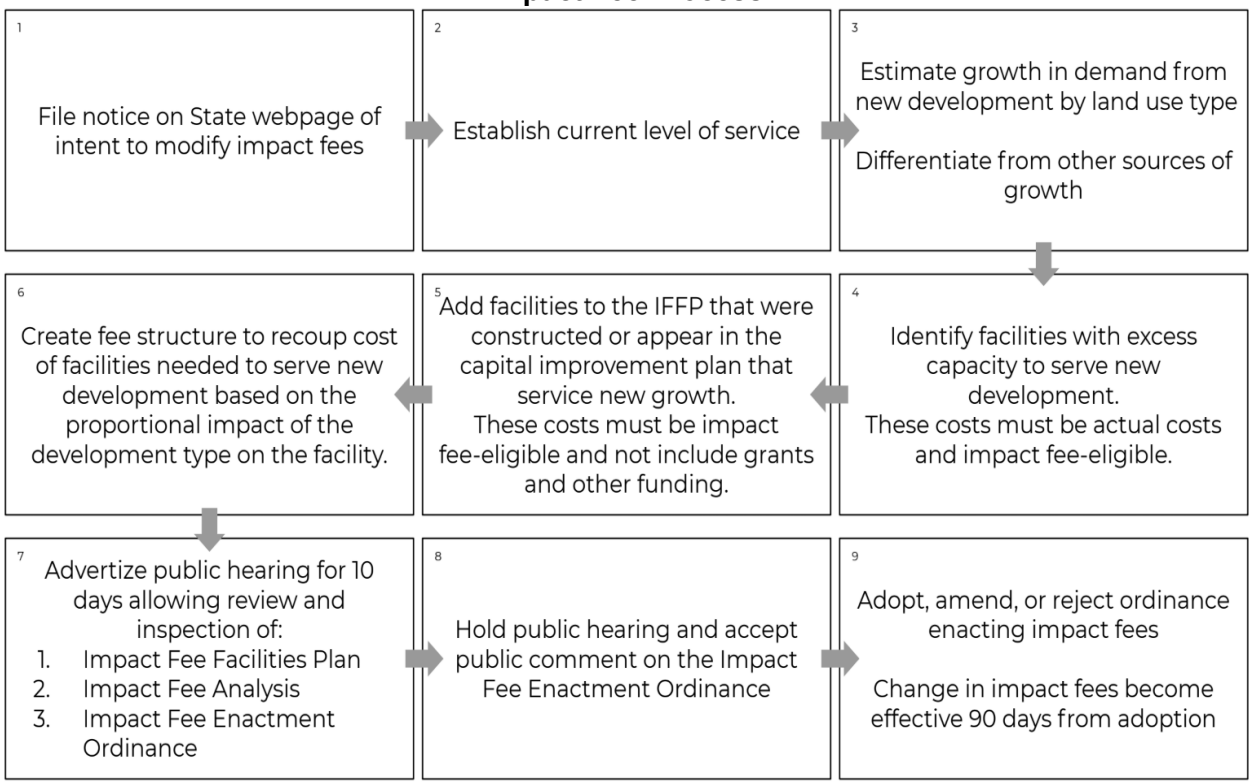
CHAPTER 1 – INTRODUCTION

IMPACT FEE ENACTMENT PROCESS

Figure 1-1 outlines the impact fee enactment process.

Figure 1-1
Impact Fee Process



NOTICES

In accordance with Utah Code section 11-36a-502 Notice to Adopt or Amend an Impact Fee Facilities Plan and 11-36a-504 Notice of Intent to Adopt an Impact Fee Enactment, Payson City posted a notice of intent to prepare or amend an Impact Fee Facilities Plan and prepare an Impact Fee Analysis for the area within the City's policy boundary. It was posted on the Utah Public Notice Website and the local City website. See Appendix A, Notices.

Utah Code 11-36a-401 requires that impact fees not go into effect until 90 days after the Enactment Date. These dates are found in Table 1-1. This table also includes the Data Year for this IFA and the IFFP it is based on. The fiscal year the Base LOS was set and the Data Year it was based on are also included in Table 1-1.

Table 1-1
Enactment and Study Dates

Data Year	Enactment Date	Effective Date	Fiscal Year
2025	9/16/2026	12/15/2026	FY2027

EXECUTIVE SUMMARY

Hansen Allen and Luce, Inc (HAL) and Methods Consulting completed an IFFP for the City. This IFA is based on that IFFP. The impact fees calculated in this analysis have been developed in accordance with Section 11-36A-304 of the Utah Impact Fees Act.

The impact fee calculated in this IFA is a one-time fee charged to new development to pay for the cost of infrastructure to serve that development. It was developed to ensure that the cost of that infrastructure is fairly apportioned to the different types of anticipated development.

Service Area

The service area includes the existing City boundary and future areas as they are annexed into the City. Master Planned Year refers to when, at projected growth rates, all vacant land in the TMP boundaries would be developed. It assumes no future changes to the TMP boundaries but will be updated with each future IFFP update according to the current City TMP.

Level of Service

Fees were calculated to ensure they are not used to fix existing deficiencies or to raise the level of service for current residents, since that would mean existing residents are being subsidized by new development for problems that predate the growth.

For this analysis, level of service was defined as the number of lane-miles per 1,000 trips. From the master planning effort, it was assumed that Payson City will need to build approximately 0.47 lane-miles for every 1,000 new trips. Or in the inverse, like in “Trips/Project” in Table 2-2, for every 2,138 trips, 1 additional lane-mile is needed.

Table 1-2 summarizes the City transportation LOS calculations as indicated in the IFFP.

Table 1-2
Impact Fee Eligibility – Level of Service

Item	Requirement
Proposed Lane-Miles per 1,000 Trips	0.47 ln-mi
Existing Lane-Miles per 1,000 Trips	0.60 ln-mi
% Impact Fee Eligible - Level of service	**100.00%**

If the master planned level of service (lane-miles per 1,000 trips) is higher than the existing, then the “% Impact Fee Eligible – Level of service” amount in Table 1-2 needs to be scaled down proportionally to account for the benefit to existing residents. This ensures that impact fee funds

do not pay to raise the level of service of existing residents. Currently it is planned that Payson will build less than the current lane-miles per 1,000 trips, thus there is no reduction in impact fees.

Maximum Allowable Impact Fee

Table 1-3 provides the maximum allowable impact fee for the transportation system. Where appropriate, the maximum allowable fee is adjusted to reflect the proportional infrastructure needs of different lot size and land use types.

Table 1-3
Maximum Allowable Transportation Impact Fee

Item	Amount
Intersections Cost per Daily Trip	$35.08
Facilities Cost per Daily Trip	$0.00
Planning Cost per Daily Trip	$3.59
Road Improvements Cost per Daily Trip	$108.03
Maximum Allowable Impact Fee/Daily Trip	**$146.70**

The proposed impact fee per trip in comparison to previous year's impact fee per trip is identified in Table 1-4.

Table 1-4
Transportation Impact Fee per Trip

Maximum Allowable Impact Fee/Trip	$146.70
Previous Impact Fee	$0.00
Proposed Impact Fee	**$146.70**

The impact fee has been calculated based on 1 trip. Different land use types are assumed to serve a different number of trips and will have a higher corresponding impact fee. Table 1-5 indicates the impact fee rate schedule based on land use type.

Table 1-5
Maximum Allowable Impact Fee per Land Use Type

Land Use Type	ITE Code	Trips	Impact Fee
Single-Family Residential Trips	210	9.09 trips	$1,333.52
Multi-Family Residential Trips	220	6.21 trips	$911.02
Retail (per 1,000 sf)	822	54.45 trips	$7,987.91
Restaurant (per 1,000 sf)	932	103.75 trips	$15,220.31
Industrial (per 1,000 sf)	110	3.60 trips	$528.13
Office (per 1,000 sf)	710	7.83 trips	$1,148.67
Flex (per 1,000 sf)	770	9.97 trips	$1,462.62

The transportation impact fee is charged at the time of building permit issuance. Transportation impact fees are charged on a per-trip basis.

CERTIFICATION

Hansen, Allen & Luce, Inc. certifies that this Impact Fee Analysis (IFA):

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; or
    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.

HANSEN, ALLEN & LUCE, INC.

CHAPTER 2 – TRANSPORTATION IMPACT FEE

SERVICE AREA

The service area includes the existing City boundary and future areas as they are annexed into the City.

UPSIZE PERCENTAGE

Table 2-1 contains the upsize percentages for roadway projects. They are calculated according to current day estimates for roadway projects, dividing the cost difference of collector/arterial roadways with local roadways. Since the costs are relative, it fairly applies to all project costs whether or not they are the same as the basis costs for the percentage calculations.

Table 2-1
Roadway Upsize Percentage

Functional Type	Upsize Percentage
Local	0.00%
Minor Collector 2 Lane	38.46%
Major Collector 3 Lane	38.46%
Arterial 5 Lane	69.19%

IMPACT FEE FACILITIES PLAN

Table 2-2 identifies projects and planning studies with impact fee-eligible costs. All costs are based on actual costs or use present-day cost estimates. There are 4 components to a transportation impact fee: intersection projects, miscellaneous facilities, planning, and roadway projects. The “IF Eligible Cost” removes the costs which are covered by developers, costs of projects used to solve existing deficiencies, and costs of projects that benefit vehicle trips that do not start or end in Payson City (“cut-through” trips).

Table 2-2
Transportation Impact Fee Facilities Plan

Signalized/ Roundabout Intersections	Begin	Total Cost	IF % Remove Cut Through	IF Eligible Cost	Inter-sections	Trips/ Inter-section	End	Added Daily Trips	Cost/ Daily Trip
Red Bridge Development 1700 W 800 S Signal	FY2030	$462,825	92.00%	$425,799	1	12,138 Trips	FY2030	12,138 Trips	$35.08
Mina Creek Development 2200 W Arrowhead Signal	FY2031	$462,825	92.00%	$425,799	1	12,138 Trips	FY2031	12,138 Trips	$35.08
WEIGHTED AVERAGE OF INTERSECTION COST PER TRIP									**$35.08**
Misc. Facilities	**Begin**	**Total Cost**	**IF %**	**IF Eligible Cost**	**Add Daily Trips**	**Begin Daily Trips**	**End**	**End Daily Trips**	**Cost/ Daily Trip**
TOTAL									**$0.00**
Planning	**Begin**	**Total Cost**	**IF %**	**IF Eligible Cost**	**Add Daily Trips**	**Begin Daily Trips**	**End**	**End Daily Trips**	**Cost/ Daily Trip**
Impact Fee Studies	FY2024	$91,950	100.00%	$91,950	80 kTrips	149 kTrips	FY2033	229 kTrips	$1.15
Masterplan Studies	FY2024	$195,200	100.00%	$195,200	80 kTrips	149 kTrips	FY2033	229 kTrips	$2.44
TOTAL									**$3.59**
Roadways	**Begin**	**Total Cost**	**IF % Road Upsize**	**IF% LOS**	**IF% Remove Cut Through**	**IF Eligible Cost**	**Lane-Miles**	**Trips/ Project**	**Cost/ Daily Trip**
Payson View Estates Main St Widening 1800 S to 1900 S 3 Lane Major Collector (48,000 sq-ft)	FY2026	$170,880	38.46%	100.00%	92.00%	$60,466	0.55 ln-mi	1,161 Trips	$52.10
Hiatt Creek Development 1950 W 1130 S to 11880 S 3 Lane Major Collector (5,518 sq-ft)	FY2026	$58,615	38.46%	100.00%	92.00%	$20,741	0.06 ln-mi	133 Trips	$155.46
Mina Creek 3 Lane Major Collector (110,000 sq-ft)	FY2029	$886,548	38.35%	100.00%	92.00%	$312,812	1.25 ln-mi	2,660 Trips	$117.62
Sunset Ranch 1950 West & 1500 S 3 Lane Major Collector (96,300 sq-ft)	FY2029	$776,132	38.35%	100.00%	92.00%	$273,853	1.09 ln-mi	2,328 Trips	$117.62
Sunset Ranch Widen 1700 West 2 Lane Collector (9,750 sq-ft)	FY2029	$78,580	38.35%	100.00%	92.00%	$27,727	0.07 ln-mi	157 Trips	$176.43
WEIGHTED AVERAGE OF ROADWAY COST PER TRIP									**$108.03**

Note: Project and study costs based on actual costs or present day cost estimates.
Source: IFFP

LEVEL OF SERVICE

For this analysis, level of service was defined as the number of lane-miles per 1,000 trips. From the master planning effort, it was assumed that Payson City will need to build approximately 0.47 lane-miles for every 1,000 new trips. Or in the inverse, like in “Trips/Project” in Table 2-2, for every 2,138 trips, 1 additional lane-mile is needed.

Table 2-3
Impact Fee Eligibility – Level of Service

Item	Requirement
Proposed Lane-Miles per 1,000 Trips	0.47 ln-mi
Existing Lane-Miles per 1,000 Trips	0.60 ln-mi
% Impact Fee Reimbursable	**100.00%**

If the master planned level of service (lane-miles per 1,000 trips) is higher than the existing, then the "% Impact Fee Eligible – Level of service" amount in Table 2-2 needs to be scaled down proportionally to account for the benefit to existing residents. This ensures that impact fee funds do not pay to raise the level of service of existing residents. Currently it is planned that Payson will build less than the current lane-miles per 1,000 trips, thus there is no reduction in impact fees.

IMPACT FEE COMPONENTS

The impact fee per trip for each component of a transportation system is shown in Table 2-4.

Table 2-4
Transportation Impact Fee Components

Type	Cost	Trip Capacity	Cost/Trip
Signalized/Roundabout Intersections	$851,598	24,277 trips	$35.08
Misc. Facilities	$0	0 trips	$0.00
Planning	$287,150	79,886 trips	$3.59
Roads	$695,598	6,439 trips	$108.03

MAXIMUM ALLOWABLE IMPACT FEE

Table 2-5 provides the maximum allowable impact fee for the transportation system. It is calculated by adding the costs for each component in Table 2-4.

Table 2-5
Maximum Allowable Transportation Impact Fee

Item	Amount
Intersections Cost per Daily Trip	$35.08
Facilities Cost per Daily Trip	$0.00
Planning Cost per Daily Trip	$3.59
Road Improvements Cost per Daily Trip	$108.03
Maximum Allowable Impact Fee/Daily Trip	**$146.70**

The proposed impact fee per trip in comparison to previous year's impact fee per trip is identified in Table 2-6.

Table 2-6
Transportation Impact Fee per Trip

Maximum Allowable Impact Fee/Trip	$146.70
Previous Impact Fee	$0.00
Proposed Impact Fee	**$146.70**

The impact fees for different land use types are found in Table 2-7.

Table 2-7
Maximum Allowable Impact Fee per Land Use Type

Land Use Type	ITE Code	Trips	Impact Fee
Single-Family Residential Trips	210	9.09 trips	$1,333.52
Multi-Family Residential Trips	220	6.21 trips	$911.02
Retail (per 1,000 sf)	822	54.45 trips	$7,987.91
Restaurant (per 1,000 sf)	932	103.75 trips	$15,220.31
Industrial (per 1,000 sf)	110	3.60 trips	$528.13
Office (per 1,000 sf)	710	7.83 trips	$1,148.67
Flex (per 1,000 sf)	770	9.97 trips	$1,462.62

The transportation impact fee is charged at the time of building permit issuance. Transportation impact fees are charged on a per-trip basis.

CHAPTER 3 – ADOPTION, ACCOUNTING, EXPENDITURE, AND REFUNDS

ADOPTION

The Utah Impact Fees Act requires the preparation of an IFFP, impact fee analysis and impact fee enactment prior to adoption of an ordinance adopting or amending impact fees. The IFFP for transportation was prepared to identify existing excess capacity, existing deficiencies, Existing LOS, Proposed LOS and newly constructed facilities that were required to serve new development in the City.

The written impact fee analysis, using the analysis from the IFFP, identifies the impacts placed on facilities by development activity and how the impacts are related to new development. The analysis also calculates the roughly proportional share of costs of each facility identified in the IFFP attributable to new development and establishes the relative benefit each group will receive from the improvement. The analysis also includes an executive summary of the impact fee analysis providing a brief overview of the impact fee structure, methodology and cost basis used.

The impact fee enactment must be adopted by the City Council to enact the proposed fees. The ordinance may not impose a fee higher than the maximum legal fee defined in the written analysis, but may adopt a fee that is lower than the maximum fee. In addition, the ordinance must:

- establish one or more service areas
- include a schedule of the impact fees or the formula by which the fee is derived
- include provisions allowing the City to adjust or modify the fee to take into account any changes or unusual circumstances to ensure that the fee is administered fairly
- include provisions to adjust the fee if independent research or studies determine that it should be different
- include a provision allowing charter and public schools to request the inclusion of facilities on the IFFP and in the calculation of the impact fee

By Utah Code 11-36a-504, the Ordinance may be adopted following a ten (10) day notice period and public hearing. Copies of the proposed Ordinance, written IFFP and Impact Fee Analysis must be made available to the public during the 10-day notice period for public review and inspection in designated public places including the City offices and any public libraries within the jurisdiction. A public hearing shall be held at the end of the 10-day notice period, at which point the Council may adopt, amend and adopt, or reject the Impact Fee Ordinance and proposed fee schedule.

ACCOUNTING

The Impact Fees Act requires that any entity imposing impact fees establish an interest bearing ledger account for each type of public facility for which an impact fee is collected. All impact fee receipts must be deposited into the appropriate account. Any interest earned in each account must remain in the corresponding account. At the end of each fiscal year, the City must prepare a report on each fund or account showing the source and amount of all monies collected, earned, and received by each account and each expenditure made from each account.

EXPENDITURE

The City may only expend impact fees for System Improvements identified in the IFFP. All funds collected must be spent or encumbered within six years of collection or the City must provide an extraordinary or compelling reason why the fees must be held longer and provide an ultimate date by which the impact fees collected will be expended. Any fees retained beyond the six years without an extraordinary or compelling reason must be refunded. The improvements financed by impact fees must be owned and operated by the City or another local public entity with which the City has contracted or will contract for services and improvements that will be operated on the City's behalf.

REFUNDS

By Utah Code 11-36a-603, the City is required to refund any impact fees collected, plus interest earned since collection if:

1. A developer who has paid impact fees does not proceed with the development and has filed a written request for a refund,
2. The fees have not been spent or encumbered within six years, or
3. The new development which has paid impact fees has not created an impact upon the system.

APPENDICES

APPENDIX A - NOTICE OF INTENT TO AMEND THE TRANSPORTATION IFFP AND IFA

Figure A-1
City Website

PAYSON CITY

NOTICE OF INTENT TO UPDATE AN IMPACT FEE FACILITIES PLAN
AND NOTICE OF PREPARATION OF AN IMPACT FEE ANALYSIS

Pursuant to Utah Code Ann. § 11-36a-501 and 11-36a-503, notice is hereby given that Payson City, a municipality of the State of Utah, located in Utah County, Utah, intends to create an Impact Fee Facilities Plan (IFFP) and prepare an Impact Fee Analysis (IFA) with respect to transportation.

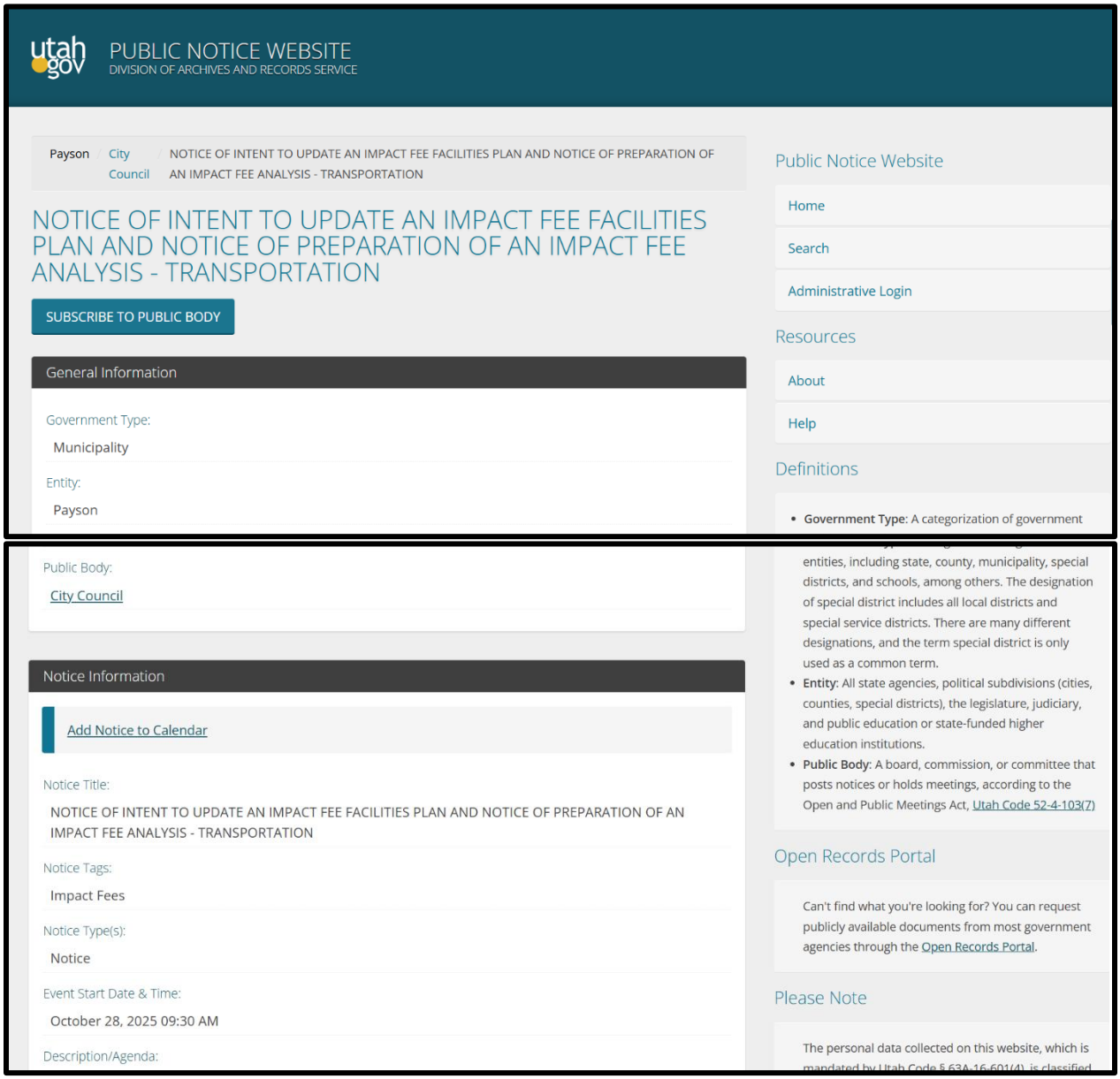
The geographic area that will be included in the IFFP and IFA is all areas within the Payson City municipal boundary.

All interested persons are hereby invited to provide information for the City to consider in the process of preparing, adopting, and implementing the referenced documents. Written comments may be submitted to Payson City, Travis Jockumsen, 439 W Utah Avenue, Payson, Utah 84651 or via email at travisj@paysonutah.gov.

Dated this 28th day of October 2025.

/s/ Kim E. Holindrake
Kim E. Holindrake, MMC UCC
Payson City Recorder

Figure A-2
Utah Public Notice Website



utah.gov PUBLIC NOTICE WEBSITE
DIVISION OF ARCHIVES AND RECORDS SERVICE

Payson / City Council / NOTICE OF INTENT TO UPDATE AN IMPACT FEE FACILITIES PLAN AND NOTICE OF PREPARATION OF AN IMPACT FEE ANALYSIS - TRANSPORTATION

NOTICE OF INTENT TO UPDATE AN IMPACT FEE FACILITIES PLAN AND NOTICE OF PREPARATION OF AN IMPACT FEE ANALYSIS - TRANSPORTATION

SUBSCRIBE TO PUBLIC BODY

General Information

Government Type:
Municipality

Entity:
Payson

Public Body:
City Council

Notice Information

Add Notice to Calendar

Notice Title:
NOTICE OF INTENT TO UPDATE AN IMPACT FEE FACILITIES PLAN AND NOTICE OF PREPARATION OF AN IMPACT FEE ANALYSIS - TRANSPORTATION

Notice Tags:
Impact Fees

Notice Type(s):
Notice

Event Start Date & Time:
October 28, 2025 09:30 AM

Description/Agenda:

Public Notice Website
Home
Search
Administrative Login

Resources
About
Help

Definitions
- **Government Type**: A categorization of government entities, including state, county, municipality, special districts, and schools, among others. The designation of special district includes all local districts and special service districts. There are many different designations, and the term special district is only used as a common term.
- **Entity**: All state agencies, political subdivisions (cities, counties, special districts), the legislature, judiciary, and public education or state-funded higher education institutions.
- **Public Body**: A board, commission, or committee that posts notices or holds meetings, according to the Open and Public Meetings Act, Utah Code 52-4-103(7)

Open Records Portal
Can't find what you're looking for? You can request publicly available documents from most government agencies through the Open Records Portal.

Please Note
The personal data collected on this website, which is mandated by Utah Code § 63A-16-601(4), is classified

PAYSON CITY

NOTICE OF INTENT TO UPDATE AN IMPACT FEE FACILITIES PLAN
AND NOTICE OF PREPARATION OF AN IMPACT FEE ANALYSIS

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The geographic area that will be included in the IFFP and IFA is all areas within the Payson City municipal boundary.

All interested persons are hereby invited to provide information for the City to consider in the process of preparing, adopting, and implementing the referenced documents. Written comments may be submitted to Payson City, Travis Jockumsen, 439 W Utah Avenue, Payson, Utah 84651 or via email at travisj@paysonutah.gov.

Dated this 28th day of October 2025.

/s/ Kim E. Holindrake
Kim E. Holindrake, MMC UCC
Payson City Recorder

Mandated by Utah Code § 63A-16-601(4), is classified as a public record and is available to the public as provided by the Government Records Access and Management Act (Utah Code § 63G-2-201).

Notice of Special Accommodations (ADA):

N/A

Notice of Electronic or Telephone Participation:

N/A

Meeting Information

Meeting Location:

439 W Utah Avenue
Payson, UT 84651
Show in Apple Maps | Show in Google Maps

Contact Name:

Amalie Ottley

Contact Email:

amalieo@paysonutah.gov

Notice Posting Details

Notice Posted On:

October 28, 2025 09:23 AM

APPENDIX B - NOTICE TO ADOPT OR AMEND AN IFFP AND IF ENACTMENT