



Capital Improvement Plan and Development Impact Fee Study

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City of Driggs, Idaho

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**Impact Fee Study
City of Driggs, Idaho**

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EXECUTIVE SUMMARY

The City of Driggs, Idaho, retained TischlerBise, Inc. to update the impact fees imposed on new development to meet the new demands generated for public facilities in the city. It is the intent of the City of Driggs to evaluate and update its existing impact fees for: (1) parks and recreation, (2) transportation - pathway, (3) transportation - roadways. This report presents the methodologies and calculations used to generate current levels of service and updated maximum supportable impact fees.

The purpose of this study is to demonstrate the City's compliance with Idaho Statutes as authorized by the Idaho Legislature. Consistent with the authorization, it is the intent of the City of Driggs to: (Idaho Code 67-8202(1-4))

1. Collect impact fees to ensure that adequate public facilities are available to serve new growth and development;
2. Promote orderly growth and development by establishing uniform standards by which local governments may require that those who benefit from new growth and development pay a proportionate share of the cost of new public facilities needed to serve new growth and development;
3. Establish minimum standards for the adoption of development impact fee ordinances by government entities;
4. Ensure that those who benefit from new growth and development are required to pay no more than their proportionate share of the cost of public facilities needed to serve new growth and development and to prevent duplicate and ad hoc development requirements;

Impact fees are one-time payments used to construct system improvements needed to accommodate new development. An impact fee represents new growth's fair share of capital facility needs. By law, impact fees can only be used for capital improvements, not operating or maintenance costs. Impact fees are subject to legal standards, which require fulfillment of three key elements: need, benefit and proportionality.

- First, to justify a fee for public facilities, it must be demonstrated that new development will create a need for capital improvements.
- Second, new development must derive a benefit from the payment of the fees (i.e., in the form of public facilities constructed within a reasonable timeframe).
- Third, the fee paid by a particular type of development should not exceed its proportional share of the capital cost for system improvements.

TischlerBise evaluated possible methodologies and documented appropriate demand indicators by type of development for the levels of service and fees. Local demographic data and improvement costs were used to identify specific capital costs attributable to growth. This report includes summary tables indicating the specific factors, referred to as level of service standards, used to derive the impact fees.

The geographic area for all fees is the City of Driggs. The Parks and Recreation and pathway fees are based on residential and lodging demand, while the roadway fees are calculated for both residential and nonresidential development.

IDAHO DEVELOPMENT IMPACT FEE ENABLING LEGISLATION

The Enabling Legislation governs how development fees are calculated for municipalities in Idaho. All requirements of the Idaho Development Impact Fee Act have been met in the supporting documentation prepared by TischlerBise. There are four requirements of the Idaho Act that are not common in the development impact fee enabling legislation of other states. This overview offers further clarification of these unique requirements.

First, as specified in 67-8204(2) of the Idaho Act, “development impact fees shall be calculated on the basis of levels of service for public facilities . . . applicable to existing development as well as new growth and development.”

Second, Idaho requires a Capital Improvements Plan (CIP) [see 67-8208]. The CIP requirements are summarized in this report, with detailed documentation provided in the discussion on infrastructure.

Third, the Idaho Act also requires documentation of any existing deficiencies in the types of infrastructure to be funded by development impact fees [see 67-8208(1)(a)]. The intent of this requirement is to prevent charging new development to cure existing deficiencies. In the context of development impact fees for the City of Driggs, the term “deficiencies” means a shortage or inadequacy of current system improvements when measured against the levels of service to be applied to new development. It does not mean a shortage or inadequacy when measured against some “hoped for” level of service.

TischlerBise used the current infrastructure cost per service unit (i.e., existing standards), or future levels of service where appropriate, multiplied by the projected increase in service units over an appropriate planning timeframe, to yield the cost of growth-related system improvements. The relationship between these three variables can be reduced to a mathematical formula, expressed as $A \times B = C$. In section 67-8204(16), the Idaho Act simply reorganizes this formula, stating the cost per service unit (i.e., development impact fee) may not exceed the cost of growth-related system improvements divided by the number of projected service units attributable to new development (i.e., $A = C \div B$). By using existing infrastructure standards to determine the need for growth-related capital improvements, the City of Driggs ensures the same level-of-service standards are applicable to existing and new development. Using existing infrastructure standards also means there are no existing deficiencies in the current system that must be corrected from non-development impact fee funding.

Fourth, Idaho requires a proportionate share determination [see 67-8207]. Basically, local government must consider various types of applicable credits and/or other revenues that may reduce the capital costs

attributable to new development. The development impact fee methodologies and the cash flow analysis have addressed the need for credits to avoid potential double payment for growth-related infrastructure.

SUMMARY OF CAPITAL IMPROVEMENT PLANS AND DEVELOPMENT IMPACT FEES

METHODOLOGIES AND CREDITS

Development impact fees can be calculated by any one of several legitimate methods. The choice of a particular method depends primarily on the service characteristics and planning requirements for each facility type. Each method has advantages and disadvantages in a particular situation, and to some extent can be interchangeable, because each allocates facility costs in proportion to the needs created by development.

Reduced to its simplest terms, the process of calculating development impact fees involves two main steps: (1) determining the cost of development-related capital improvements and (2) allocating those costs equitably to various types of development. In practice, though, the calculation of impact fees can become quite complicated because of the many variables involved in defining the relationship between development and the need for facilities. The following paragraphs discuss three basic methods for calculating development impact fees, and how each method can be applied.

Cost Recovery or Buy-In Fee Calculation. The rationale for the cost recovery approach is that new development is paying for its share of the useful life and remaining capacity of facilities already built or land already purchased from which new growth will benefit. This methodology is often used for systems that were oversized such as sewer and water facilities.

Incremental Expansion Fee Calculation. The incremental expansion method documents the current level of service (LOS) for each type of public facility in both quantitative and qualitative measures, based on an existing service standard (such as park land acres per 1,000 residents). This approach ensures that there are no existing infrastructure deficiencies or surplus capacity in infrastructure. New development is only paying its proportionate share for growth-related infrastructure. An incremental expansion cost method is best suited for public facilities that will be expanded in regular increments, with LOS standards based on current conditions in the community.

Plan-Based Fee Calculation. The plan-based method allocates costs for a specified set of improvements to a specified amount of development. Facility plans identify needed improvements, and land use plans identify development. In this method, the total cost of relevant facilities is divided by total demand to calculate a cost per unit of demand. Then, the cost per unit of demand is multiplied by the amount of demand per unit of development (e.g., housing units or square feet of building area) in each category to arrive at a cost per specific unit of development (e.g., single family detached unit).

Credits. Regardless of the methodology, a consideration of “credits” is integral to the development of a legally valid impact fee methodology. There are two types of “credits,” each with specific and distinct characteristics, but both of which should be addressed in the calculation of development impact fees. The first is a credit due to possible double payment situations. This could occur when contributions are made by the property owner toward the capital costs of the public facility covered by the impact fee. This type of credit is integrated into the impact fee calculation. The second is a credit toward the payment of a fee for dedication of public sites or improvements provided by the developer and for which the facility fee is imposed. This type of credit is addressed in the administration and implementation of a facility fee program.

FEE METHODOLOGIES

Of the fee methodologies discussed above, all three methodologies are used to calculate impact fees for the City of Driggs. Where capacity is sufficient to serve current demand the *incremental expansion* method documents the current Level of Service (LOS) for each type of public facility. A *plan-based* method is used for roadway transportation needs. While the cost of the impact fee study is captured through the *cost recovery* method. The following table summarizes the method(s) used to derive the impact fee for each type of public facility in Driggs.

Figure 1. Summary of Impact Fee Methodologies

Fee Category	Service Area	Cost Recovery	Incremental Expansion	Plan-Based	Cost Allocation
Parks & Recreation	Citywide	Impact Fee Study	Park Land, Park Improvements, Recreation Centers		Person
Transp. - Pathways	Citywide	Impact Fee Study	Pathway Expansion		Person
Transp. - Roadways	Citywide	Impact Fee Study	Public Works Shop, Parking Lots, On-Street Parking, Vehicles & Equipment	Roadway Expansion	Vehicle Trips

A summary of the capital plan for each infrastructure category included in the study is provided below:

PARKS AND RECREATION CAPITAL PLAN

The Parks and Recreation development impact fee is based on the existing level of service provided for park land, park improvements, and recreation centers. The development impact fee is calculated for residential and lodging developments based on persons per unit factors. To serve projected growth at current levels of service, the following infrastructure is projected over the next ten years:

- 17.8 acres of park land and improvements
- 6,151 square feet of recreation centers

- \$3,787,000 growth-related cost to the City of Driggs

The projected need to continue to serve future growth is consistent with the future capital planning for parks and recreation facilities.

TRANSPORTATION – PATHWAY CAPITAL PLAN

The pathway development impact fee is based on the existing level of service provided for pathway expansion. The development impact fee is calculated for residential and lodging development based on persons per unit factors. To serve projected growth at current levels of service, the following infrastructure is projected over the next ten years:

- 5.1 miles of pathway expansion
- \$1,489,000 growth-related costs to the City of Driggs

The projected need to continue to serve future growth is consistent with the future capital planning for pathway expansion identified in the City's 2019 *Transportation Plan* and identified capital projects.

TRANSPORTATION – ROADWAY CAPITAL PLAN

The roadway component of the development impact fee is based on a 10-year capital plan. The development impact fee is calculated for both residential and nonresidential development based on vehicle trip rates. To serve projected growth, the roadway capital plan is totaled below. Importantly, the roadway expansion is providing benefit to existing demand as well, so only a portion of the plan is attributed to future growth.

- 2.80 miles of roadway expansion
- \$5,600,000 total cost to the City of Driggs

Additionally, there are other components to the transportation - roadway impact fee that are based on the existing level of service and projected growth in demand. The 10-year capital plan for those components is:

- 1,864 square feet of Public Works facility space
- 80 parking spaces and 0.9 acres at City-owned parking lots
- 97 on-street parking spaces
- 9 Public Works vehicles and equipment
- \$3,043,000 growth-related cost to the City of Driggs

MAXIMUM SUPPORTABLE DEVELOPMENT IMPACT FEES BY TYPE OF LAND USE

Figure 2 provides a schedule of the maximum supportable development impact fees by type of land use for the City of Driggs. The fees represent the highest supportable amount for each type of applicable land use, and represents new growth's fair share of the cost for capital facilities. The City may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

The fees for residential development are to be assessed per housing unit based on the square footage of the home. For nonresidential development, the fees are assessed per square foot of floor area or per lodging room. Nonresidential development categories are consistent with the terminology and definitions contained in the reference book, Trip Generation 11th Edition, published by the Institute of Transportation Engineers. These definitions are provided in the Appendix A. Land Use Definitions.

Note: there are separate chapters for the pathway and roadway impact fee calculations. There are difference demand factors for the two infrastructure categories, so to allow for ease of understanding the analyses are done separating and combined into one schedule afterwards (shown in Figure 2 as one unified Transportation Impact Fee).

Figure 2. Summary of Maximum Supportable Development Impact Fees

Development Type	Parks & Recreation	Transportation	Driggs Maximum Supportable Fee	Current Fee [1]	Increase/ (Decrease)
Residential (per housing unit by square feet)					
Under 500	\$418	\$1,748	\$2,166	\$2,550	(\$384)
500 to 999	\$873	\$3,055	\$3,928	\$2,550	\$1,378
1,000 to 1,499	\$1,142	\$3,821	\$4,963	\$2,550	\$2,413
1,500 to 1,999	\$1,327	\$4,362	\$5,689	\$2,550	\$3,139
2,000 to 2,499	\$1,476	\$4,781	\$6,257	\$2,550	\$3,707
2,500 to 2,999 (ave SFD)	\$1,597	\$5,129	\$6,726	\$2,550	\$4,176
3,000 to 3,499	\$1,699	\$5,415	\$7,114	\$2,550	\$4,564
3,500 to 3,999	\$1,787	\$5,671	\$7,458	\$2,550	\$4,908
4,000 to 4,499	\$1,861	\$5,887	\$7,748	\$2,550	\$5,198
4,500 to 4,999	\$1,931	\$6,089	\$8,020	\$2,550	\$5,470
5,000 to 5,499	\$1,996	\$6,269	\$8,265	\$2,550	\$5,715
5,500 to 5,999	\$2,051	\$6,430	\$8,481	\$2,550	\$5,931
6,000 or More	\$2,107	\$6,584	\$8,691	\$2,550	\$6,141
Nonresidential (per 1,000 square feet)					
Retail	-	\$8,423	\$8,423	\$6,500	\$1,923
Office	-	\$3,247	\$3,247	\$2,100	\$1,147
Industrial	-	\$1,462	\$1,462	\$1,550	(\$88)
Warehousing	-	\$515	\$515	-	-
Institutional	-	\$3,229	\$3,229	-	-
Lodging (per room)	\$882	\$2,747	\$3,629	-	-

[1] The current single family detached fee is listed.

CAPITAL IMPROVEMENT PLANS

The following section provides a summary of the Capital Improvement Plans depicting growth-related capital demands and costs on which the fees are based. Each infrastructure category is discussed in turn.

First, Figure 3 and Figure 4 lists the projected growth over the next ten years in Driggs. Overall, there is an estimated 60 percent increase in residential development (2,130 new peak population residents and 671 new housing units) and a 60 percent increase in nonresidential development (1,050 new jobs and 428,000 square feet of development).

Figure 3. Ten-Year Projected Residential Growth

City of Driggs, ID	Base Year 2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
Permanent Hsg Pop [1]	2,192	2,321	2,450	2,579	2,708	2,837	2,966	3,095	3,224	3,353	3,482	1,290
Seasonal Hsg Pop [1]	1,252	1,327	1,402	1,477	1,552	1,627	1,702	1,777	1,852	1,927	2,002	750
Overnight-Visitors [2]	160	169	178	187	196	205	214	223	232	241	250	90
Total Population	3,604	3,817	4,030	4,243	4,456	4,669	4,882	5,095	5,308	5,521	5,734	2,130
<i>Percent Increase</i>		<i>5.9%</i>	<i>5.6%</i>	<i>5.3%</i>	<i>5.0%</i>	<i>4.8%</i>	<i>4.6%</i>	<i>4.4%</i>	<i>4.2%</i>	<i>4.0%</i>	<i>3.9%</i>	59.1%
Housing Units [3]												
Single Family	804	849	895	940	985	1,031	1,076	1,121	1,167	1,212	1,257	453
Multifamily	322	344	366	387	409	431	453	475	496	518	540	218
Total Housing Units	1,126	1,193	1,260	1,327	1,395	1,462	1,529	1,596	1,663	1,730	1,797	671

[1] Population projected based on housing growth and persons per household factors.

[2] Visitor growth is assumed to grow at the same rate as permanent and seasonal population.

[3] Residential pipeline is assumed to be absorbed over ten years.

Figure 4. Ten-Year Projected Nonresidential Growth

Industry	Base Year 2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
Jobs [1]												
Retail	591	619	649	680	713	747	783	821	860	901	944	353
Office	259	271	284	298	312	327	343	360	377	395	414	155
Industrial	143	150	157	165	172	181	189	199	208	218	229	86
Institutional	763	800	838	878	920	965	1,011	1,059	1,110	1,164	1,219	456
Total	1,756	1,840	1,929	2,021	2,118	2,220	2,326	2,438	2,555	2,678	2,806	1,050
<i>Percent Increase</i>		<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	59.8%
Nonresidential Floor Area (1,000 sq. ft.) [2]												
Retail	278	292	306	320	336	352	369	386	405	424	445	166
Office	80	83	87	92	96	101	105	110	116	121	127	48
Industrial	91	95	100	105	110	115	121	126	133	139	146	54
Institutional	267	280	293	307	322	338	354	371	389	407	427	160
Total	716	750	786	824	864	905	949	994	1,042	1,092	1,144	428

[1] Source: Teton Region Housing Needs Assessment (2022) growth rate

[2] Source: Institute of Transportation Engineers, Trip Generation, 2021

The Idaho Development Fee Act requires Capital Improvement Plans to be updated regularly, at least once every five years (Idaho Code 67-8208(2)). This report projects revenue and fees based on 10-year forecast in an effort to provide the public and elected officials with illustrative guidance of probable growth demands based on current trends however, per Idaho Code, it is expected that an update to all Capital Improvement Plans included in this study will occur within five years.

PARKS AND RECREATION

The Parks and Recreation Development Impact Fee is based on the existing level of service provided for park land and improvements (8.34 acres per 1,000 residents) and recreation centers (2,888 square feet per 1,000 residents). Based on the projected growth of 2,130 in peak population the following infrastructure expansion is necessary to continue providing the existing level of service:

- 17.8 acres of park land and improvements
- 6,151 square feet of recreation centers
- \$3,787,000 growth-related cost to the City of Driggs

Furthermore, Figure 5 lists the City's existing Capital Improvement Plan for parks and recreation growth-related expansion. As a result, the Plan is sufficient enough for the City to continue providing the existing level of service to future growth.

Figure 5. Parks & Recreation 10-Year Capital Need

10-Year Capital Improvement Plan by Facility	Cost
New Facilities/Amenities	
Skate Park Addition	\$ 125,000.00
New Community Park w/ Ball Fields, Disc Golf, Trails	\$ 1,200,000.00
2 Tennis Courts	\$ 200,000.00
3 Playgrounds	\$ 375,000.00
2 Restrooms	\$ 200,000.00
Community Park Land Purchase	TBD
Aquatic and Indoor Recreation Center	\$ 10,000,000.00
Grand Total	\$ 12,100,000.00

TRANSPORTATION - PATHWAY

The City has maintained a level of service of 2.50 miles per 1,000 residents. The pathway development impact fee is based on the existing level of service provided for pathways. The use of existing standards means there are no existing infrastructure deficiencies. New development is only paying its proportionate share for growth-related infrastructure. To serve projected growth at current level of service, the following infrastructure is projected over the next ten years:

- 5.1 miles of pathway expansion
- \$1,489,000 growth-related costs to the City of Driggs

The projected need to continue to serve future growth is consistent with the future capital planning for pathway expansion identified in the City’s 2019 *Transportation Plan* and the Pathway Capital Improvement Plan listed in Figure 6.

Figure 6. Pathway Capital Improvement Plan

Project	Description	Year	Total Cost	City Cost
N Hwy 33 Pathway - West	Pathway from True Value to Silverstar	2023	\$247,500	\$247,500
Transit Center Ped Connections	Sidewalk along landscaping strip and connection to Little Ave	2023	\$25,000	\$25,000
N Hwy 33 Pathway - East	Pathway from fire station to airport, Super 8, fairgrounds	2023	\$275,000	\$175,000
Ski Hill Road	Pave gravel pathway	2026+	\$240,000	\$240,000
South Shoshoni Pathway	Connect Ski Hill Rd Trail to Teton Creek Corridor Trail	2026+	\$200,000	\$200,000
S Hwy 33 Pathway - West	Pathway from Teton Creek to Little Ave on or parallel to old RR ROW	2026+	\$525,000	\$525,000
Total			\$1,512,500	\$1,412,500

TRANSPORTATION - ROADWAYS

The roadway component of the development impact fee is based on a 10-year capital plan. Importantly, the roadway expansion is providing benefit to existing demand as well, so only a portion of the plan is attributed to future growth. The roadway capital plan is totaled below.

- 2.80 miles of roadway expansion
- \$5,600,000 total cost to the City of Driggs

Figure 7. Roadway Capital Improvement Plan

Project	Length (miles)	Year
LeGrand Pierre, 5th-Boosheaway	0.5	2023
South 5th	0.5	2025
Johnson Ave	0.5	2025
LeGrand Pierre, Paiute-Ski Hill Rd	0.8	2028-2030
Front St, Little-500S OR Buxton-LeGrand	0.5	2032
Total		2.80

10-Year Capital Plan Miles	2.80
Average Construction Cost per Mile	\$2,000,000
10-Year Capital Plan Capital Cost	\$5,600,000

Additionally, there are other components to the transportation - roadway impact fee that are based on the existing level of service and projected growth in demand. The 10-year capital plan for those components is:

- 1,864 square feet of Public Works facility space

- 79.4 parking spaces and 0.9 acres at City-owned parking lots
- 97.1 on-street parking spaces
- 8.8 Public Works vehicles and equipment
- \$3,043,000 growth-related cost to the City of Driggs

The projected need to continue to serve future growth is consistent with the future capital planning for parking expansion identified in the City's *Downtown Core Framework Plan* (2016) and Public Works facility and fleet expansion.

FUNDING SOURCES FOR CAPITAL IMPROVEMENTS

In determining the proportionate share of capital costs attributable to new development, the Idaho Development Fee Act states that local governments must consider historical, available, and alternative sources of funding for system improvements (Idaho Code 67-8209(2)). Currently, there are no dedicated revenues being collected by the City to fund growth-related projects for park, pathway, or roadway expansion.

With that said, the City of Driggs does anticipate being awarded federal and/or state funding for future capital projects. Also, there are current balances in the impact fee special revenue funds that are planned to fund future projects. Currently, anticipated grants, donations, and fund balance account for 74 percent of the Parks & Recreation Capital Improvement Plan. To ensure that the impact fees are only capturing the cost burden to the City's budget, a credit is included in the impact fee reflecting the 74 non-impact fee funding. Historically, the City has received approximately 75 percent of pathway construction costs in grants and is expecting this to be the case in the future. To ensure that the impact fees are only capturing the cost burden to the City's budget, a credit is included in the pathway impact fee reflecting the 75 percent expectation. Lastly, credits are included in the transportation – roadway impact fee for non-impact fee funding for roadway and parking expansion. Shown in the analysis, only a portion of the roadway capital improvement plan is attributed to growth, thus impact fees are calibrated as such. Further details are available in the respective chapters of this report.

PARKS & RECREATION DEVELOPMENT IMPACT FEE ANALYSIS

The Parks & Recreation development impact fee is based on the cost per service unit method specified in Idaho Code 67-8204(16), also referred to as the incremental expansion method elsewhere in this report. Based on City staff input, park facilities are used by permanent, seasonal, and visitor population. Thus, the peak population is used to determine the current level of service. Peak population is driven by residential and lodging growth, so the Parks & Recreation capital improvements are allocated to residential and lodging development. Per the Idaho Act, the service unit is a person

The Parks & Recreation infrastructure components included in the impact fee analysis are:

- Park land and improvements
- Recreation center
- Share of the development impact fee

Specified in Idaho Code 67-8209(2), local governments must consider historical, available, and alternative sources of funding for system improvements. Currently, there is an existing fund balance in the Parks & Recreation Impact Fee which will be used soon towards the capital improvement plan. Also, the City anticipates a significant portion of the capital improvement plan to be funded through grants and donations. To ensure that the impact fees are only capturing the cost burden to the City's budget, a credit is included to account for these revenue sources. Further details can be found below in this chapter.

PARKS & RECREATION LEVEL OF SERVICE AND COST ANALYSIS

The following section details the level of service calculations and capital cost per person for each infrastructure category.

PARK LAND & IMPROVEMENTS

Listed in Figure 8, there is a total of 30.1 city-owned developed park acres. With a peak population of 3,604, the level of service is 8.34 developed acres per 1,000 persons. The level of service is combined with the cost the City anticipates purchasing land and the cost to improve an acre of park land to find the capital cost per person.

As a result, the park component of the impact fee is \$1,210 per person (8.34 acres per 1,000 persons x \$25,000 per acre = \$209 per person; 8.34 acres per 1,000 persons x \$120,000 per improvement acre = \$1,001 per person, rounded).

Figure 8. Park Level of Service & Cost Analysis

Parks	Acres	Total Land Value	Total Improvement Value
City Park [1]	-	-	\$1,050,000
Lions Park	3.0	\$360,000	\$750,000
Valley Centre Park	3.0	\$360,000	\$247,500
Primrose Park	7.5	\$712,500	\$1,875,000
5th Street Park	6.8	\$641,250	\$843,750
Shoshoni Plains	9.8	\$931,000	\$1,168,125
Total	30.1	\$3,004,750	\$5,934,375

<i>Level-of-Service Standards</i>	Land	Improvements
Residential Share	100%	100%
Share of Acreage	30.1	30.1
2022 Peak Population	3,604	3,604
Acres per 1,000 Persons	8.34	8.34

<i>Cost Analysis</i>	Land	Improvements
Acres per 1,000 Persons	8.34	8.34
Anticipated Cost per Acre	\$25,000	\$120,000
Capital Cost per Person	\$209	\$1,001

Source: City of Driggs

[1] Note: The City of Driggs leases the land at the City Park. The analysis excludes the acreage and includes improvements which were funded by the City.

RECREATION CENTER

Listed in Figure 9, there is 10,410 square feet at the City's recreation center and based on current insurance replacement value the center totals \$2 million, \$196 per square foot. With a peak population of 3,604, the level of service is 2,888 square feet per 1,000 persons. As a result, the recreation center component of the impact fee is \$566 per person (2,888 square feet per 1,000 persons x \$196 per square foot = \$566 per person).

Figure 9. Recreation Center Level of Service & Cost Analysis

Recreation Center	Square Feet	Total Improvement
Rec Center @ Community Center	10,410	\$2,038,851
Total	10,410	\$2,038,851

Level-of-Service Standards	Square Feet
Residential Share	100%
Share of Square Feet	10,410
2022 Peak Population	3,604
Square Feet per 1,000 Persons	2,888

Cost Analysis	Square Feet
Square Feet per 1,000 Persons	2,888
Average Cost per Square Feet	\$196
Capital Cost per Person	\$566

Source: City of Driggs

SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, the City of Driggs is able to recover the cost of the study through the collection of future fees. The total cost of the study has been evenly attributed to the three infrastructure categories, resulting in the Parks & Recreation category share being \$9,800. An impact fee study must be completed every five years, so the attributed cost is compared to the five-year projected increase in population. As a result, the cost per person is \$9.

Figure 10. Parks & Recreation Share of the Development Impact Fee Study

Share of Study Cost	Residential Share	Residential Cost
\$9,800	100%	\$9,800

Residential Growth Share	Five-Year Population Increase	Capital Cost per Person
100%	1,065	\$9

PARKS & RECREATION CAPITAL IMPROVEMENTS NEEDED TO SERVE GROWTH

Needs due to future growth were calculated using the levels of service and cost factors for the infrastructure components. Growth-related needs are a projection of the amount of existing infrastructure and estimated costs over a specified period needed to maintain levels of service for expected unit increases.

PARK LAND & IMPROVEMENTS

The current level of service of 8.34 improved acres per 1,000 persons is combined with the population projections to illustrate the need for new park facilities. Shown in Figure 11, over the next ten years, there is a need for 17.8 developed park acres. The average cost to purchase and improve park land is multiplied by the need to find the projected capital need from growth (\$2,581,000).

Figure 11. Project Demand for Park Land & Improvements

Infrastructure	Level of Service			Cost/Unit
Parks	8.34	Acres	per 1,000 persons	\$25,000
	8.34	Improvements	per 1,000 persons	\$120,000

Growth-Related Need for Parks				
Year		Peak Population	Park Acres	Park Improvements
Base	2022	3,604	30.0	30.0
Year 1	2023	3,817	31.8	31.8
Year 2	2024	4,030	33.6	33.6
Year 3	2025	4,243	35.3	35.3
Year 4	2026	4,456	37.1	37.1
Year 5	2027	4,669	38.9	38.9
Year 6	2028	4,882	40.7	40.7
Year 7	2029	5,095	42.4	42.4
Year 8	2030	5,308	44.2	44.2
Year 9	2031	5,521	46.0	46.0
Year 10	2032	5,734	47.8	47.8
Ten-Year Increase		2,130	17.8	17.8
Projected Expenditure			\$445,000	\$2,136,000

Growth-Related Expenditures for Parks | \$2,581,000

RECREATION CENTER

The current level of service of 2,888 square feet per 1,000 persons is combined with the population projections to illustrate the need for new recreation centers. Shown in Figure 12, over the next ten years, there is a need for 6,151 square feet of new recreation centers. The average cost per square foot is multiplied by the need to find the projected capital need from growth (\$1,205,596).

Figure 12. Project Demand for Recreation Centers

Infrastructure	Level of Service		Cost/Unit
Recreation Centers	2,888	Square Feet per 1,000 persons	\$196

Growth-Related Need for Recreation Centers			
Year		Peak Population	Square Feet
Base	2022	3,604	10,408
Year 1	2023	3,817	11,023
Year 2	2024	4,030	11,638
Year 3	2025	4,243	12,253
Year 4	2026	4,456	12,868
Year 5	2027	4,669	13,484
Year 6	2028	4,882	14,099
Year 7	2029	5,095	14,714
Year 8	2030	5,308	15,329
Year 9	2031	5,521	15,944
Year 10	2032	5,734	16,559
Ten-Year Increase		2,130	6,151
Projected Expenditure			\$1,205,596

Growth-Related Expenditures for Recreation Centers | \$1,205,596

PARKS & RECREATION IMPACT FEE CREDIT ANALYSIS

The Parks & Recreation Capital Improvement Plan (CIP) totals \$12.1 million. Currently, there is \$404,000 in the City’s Parks & Recreation Impact Fee Fund for future projects in the CIP. Additionally, the City anticipates \$8.5 million from grants and donations for future park projects as well. These revenue sources account for 74 percent of the total CIP. To ensure the impact fees are only capturing the growth-related costs to the City’s budget, the percent of the non-impact fee funding of the CIP is applied as a credit.

Figure 13. Non-Impact Fee Funding

Parks & Recreation CIP Anticipated Funding	
Grants/Donation/Other	\$8,512,500
Current Fund Balance	\$404,000
Resort Tax	\$0
Total Non-Impact Fee Funding	\$8,916,500
Total Non-Impact Fee Funding	\$8,916,500
Total Parks & Recreation CIP Cost	\$12,100,000
Non-Impact Fee Funding %	74%

PARKS & RECREATION INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 14 provides a summary of the input variables (described in the chapter sections above). The Parks & Recreation impact fee is the product of persons per housing unit multiplied by the total net cost per person. Fees are based on the persons per housing unit based on the square footage of the dwelling. Additionally, the lodging impact fee is calculated based on the assumption that during peak season there is a citywide occupancy rate of 95 percent (see Appendix B for more information).

The fees represent the highest supportable amount for each type of applicable land use and represents new growth’s fair share of the cost for capital facilities. The City may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

Figure 14. Parks & Recreation Maximum Supportable Impact Fees

Fee Component	Land Cost per Person	Improvement Cost per Person
Parks	\$209	\$1,001
Recreation Centers	-	\$566
Share of Impact Fee Study	-	\$9
Gross Total	\$209	\$1,576
Credit for Other Revenues (74%)	(\$155)	(\$1,166)
Net Total	\$54	\$410

Residential

Dwelling Size (square feet)	Persons per Household	Maximum Supportable Fee	Current Fee [2]	Increase/ (Decrease)
Under 500	0.90	\$418	\$1,223	(\$805)
500 to 999	1.88	\$873	\$1,223	(\$350)
1,000 to 1,499	2.46	\$1,142	\$1,223	(\$81)
1,500 to 1,999	2.86	\$1,327	\$1,223	\$104
2,000 to 2,499	3.18	\$1,476	\$1,223	\$253
2,500 to 2,999	3.44	\$1,597	\$1,223	\$374
3,000 to 3,499	3.66	\$1,699	\$1,223	\$476
3,500 to 3,999	3.85	\$1,787	\$1,223	\$564
4,000 to 4,499	4.01	\$1,861	\$1,223	\$638
4,500 to 4,999	4.16	\$1,931	\$1,223	\$708
5,000 to 5,499	4.30	\$1,996	\$1,223	\$773
5,500 to 5,999	4.42	\$2,051	\$1,223	\$828
6,000 or More	4.54	\$2,107	\$1,223	\$884

Nonresidential

Development Type	Peak Seasonal Visitors	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Lodging (per room)	1.90	\$882	\$0	\$882

Note: At peak season, there is assumed to be an average of two persons per room and a citywide occupancy rate of 95 percent.

[1] Other revenues include existing impact fee fund balance, grants, and donations

[2] The current single family detached fee is listed.

CASH FLOW PROJECTIONS FOR PARKS & RECREATION MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the City of Driggs if the Parks & Recreation Development Impact Fee is implemented at the maximum supportable amounts. The cash flow projections are based on the assumptions detailed in this chapter and the development projections discussed in Appendix B.

At the top of Figure 15 are the projected costs to serve growth at the current levels of service, totaling \$3.8 million over the next ten years. The summary provides an indication of the impact fee revenue generated by new development. The fee for the average sized single family and multifamily units are used in the calculations. Shown at the bottom of the figure, the maximum supportable Parks & Recreation impact fee is estimated to cover about a quarter (\$1.1 million) of the projected growth-related costs. The gap in funding is the result the credit included for other revenue sources.

Figure 15. Projected Revenue for Parks & Recreation Maximum Supportable Impact Fee

Infrastructure Costs for Park Facilities

	Total Cost	Growth Cost
Park Land & Impr.	\$2,581,000	\$2,581,000
Recreation Centers	\$1,205,596	\$1,205,596
Share of Fee Study	\$9,800	\$9,800
Total Expenditures	\$3,796,396	\$3,796,396

Projected Development Impact Fee Revenue

		Single Family \$1,597 per unit	Multifamily \$1,142 per unit	Lodging \$882 per room
Year		Housing Units	Housing Units	Rooms
Base	2022	804	322	160
1	2023	849	344	169
2	2024	895	366	178
3	2025	940	387	187
4	2026	985	409	196
5	2027	1,031	431	205
6	2028	1,076	453	214
7	2029	1,121	475	223
8	2030	1,167	496	232
9	2031	1,212	518	241
10	2032	1,257	540	250
Ten-Year Increase		453	218	90
Projected Revenue		\$723,441	\$249,242	\$79,380
Projected Revenue =>				\$1,052,000
Total Expenditures =>				\$3,796,000
Non-Impact Fee Funding =>				\$2,744,000

TRANSPORTATION - PATHWAY DEVELOPMENT IMPACT FEE ANALYSIS

The City of Driggs Transportation – Pathway Impact Fee is based on the cost per service unit method specified in Idaho Code 67-8204(16), also referred to as the incremental expansion method elsewhere in this report. Based on City staff input, pathways are used by permanent, seasonal, and visitor population. Thus, the peak population is used to determine the current level of service. Peak population is driven by residential and lodging growth, so the pathway capital improvements are allocated to residential and lodging development. Per the Idaho Act, the service unit is a person

Specified in Idaho Code 67-8209(2), local governments must consider historical, available, and alternative sources of funding for system improvements. Historically, the City of Driggs has been able to fund pathway expansion with a portion of the cost being paid through federal and state grants. Typically, a pathway project has been 75 percent funded by such grants which City staff anticipate continue in the future. To ensure the impact fee is only capturing the City's cost from new growth, a credit is included in the fee calculation to reflect the 75 percent funding from grants. Further details are provided in this chapter.

The Transportation – Pathway Development Impact Fee and the Transportation – Roadway Development Impact Fee are combined into a unified category after the roadway chapter. The pathway impact fee is assessed only on residential and lodging development while the roadway impact fee is assessed to all development types. For ease of understanding the analyses are done separating and combined into one schedule afterwards.

PATHWAY TRANSPORTATION LEVEL OF SERVICE AND COST ANALYSIS

The following section details the level of service calculations and capital cost per person for each infrastructure category.

PATHWAY TRANSPORTATION INFRASTRUCTURE

Listed in Figure 16, there is a total of 9.0 pathway miles that are providing citywide benefit to the residents. With a peak population of 3,604, the level of service is found to be 2.50 miles per 1,000 persons. The level of service is combined with the average cost per mile to find the capital cost per person. Based on current project estimates in Driggs, the average cost to construct a mile is \$292,000. As a result, the pathway component of the impact fee is \$730 per person for pathways (2.5 miles per 1,000 persons x \$292,000 per mile = \$730 per person, rounded).

Figure 16. Pathway Level of Service & Cost Analysis

Pathways	Miles	Total Replacement Cost
Asphalt	9.0	\$2,630,769
Total	9.0	\$2,630,769

Level-of-Service Standards	Miles
Residential Share	100%
Share of Pathways	9.0
2022 Peak Population	3,604
Miles per 1,000 Persons	2.50

Cost Analysis	Miles
Miles per 1,000 Persons	2.50
Average Cost per Mile	\$292,000
Capital Cost per Person	\$730

Source: City of Driggs

SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, the City of Driggs is able to recover the cost of the study through the collection of future fees. The total cost of the study has been evenly attributed to the three infrastructure categories, resulting in the Transportation – Pathway category share being \$9,800. An impact fee study must be completed every five years, so the attributed cost is compared to the five-year projected increase in population. As a result, the cost per person is \$9.

Figure 17. Pathway Share of the Development Impact Fee Study

Share of Study Cost	Residential Share	Residential Cost
\$9,800	100%	\$9,800

Residential Growth Share	Five-Year Population Increase	Capital Cost per Person
100%	1,065	\$9

PATHWAY CAPITAL IMPROVEMENTS NEEDED TO SERVE GROWTH

Needs due to future growth were calculated using the levels of service and cost factors for the infrastructure components. Growth-related needs are a projection of the amount of existing infrastructure and estimated costs over a specified period needed to maintain levels of service for expected unit increases.

The current level of service of 2.50 miles per 1,000 persons is combined with the population projections to illustrate the need for new pathways. Shown in Figure 18, over the next ten years, there is a need for

5.1 miles. The average cost to construct a mile of pathway is multiplied by the need to find the projected capital need from growth (\$1,489,200).

Figure 18. Project Demand for Pathways

Infrastructure	Level of Service		Cost/Unit
Pathways	2.50	Miles per 1,000 persons	\$292,000

Growth-Related Need for Pathways			
Year		Population	Park Acres
Base	2022	3,444	8.6
Year 1	2023	3,648	9.1
Year 2	2024	3,852	9.6
Year 3	2025	4,056	10.1
Year 4	2026	4,260	10.6
Year 5	2027	4,464	11.1
Year 6	2028	4,668	11.6
Year 7	2029	4,872	12.1
Year 8	2030	5,076	12.6
Year 9	2031	5,280	13.2
Year 10	2032	5,484	13.7
Ten-Year Increase		2,040	5.1
Projected Expenditure		\$1,489,200	

Growth-Related Expenditures for Pathways | \$1,489,200

TRANSPORTATION – PATHWAY IMPACT FEE CREDIT ANALYSIS

Historically, the City of Driggs has been able to fund pathway expansion with a portion of the cost being paid through federal and state grants. Typically, a pathway project has been 75 percent funded by such grants and City staff anticipates this funding source to continue in the future. To ensure the impact fee is only capturing the City’s cost from new growth, a credit is included in the fee calculation to reflect the 75 percent funding from grants.

TRANSPORTATION - PATHWAY INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 19 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per person of pathways and the impact fee study. The pathway impact fee is the product of persons per housing unit multiplied by the total net cost per person. Fees are based on the persons per housing unit based on the square footage of the dwelling. Additionally, the lodging impact fee is calculated based on the assumption that during peak season there is a citywide occupancy rate of 95 percent (see Appendix B for more information).

The fees represent the highest supportable amount for each type of applicable land use and represents new growth’s fair share of the cost for capital facilities. The City may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

Figure 19. Transportation - Pathway Input Variables and Maximum Supportable Impact Fees

Fee Component	Cost per Person
Pathway Expansion	\$730
Share of Impact Fee Study	\$9
Gross Total	\$739
Credit for Grant Funding (75%) [1]	(\$554)
Net Total	\$185

Residential

Dwelling Size (square feet)	Persons per Household	Maximum Supportable Fee
Under 500	0.90	\$166
500 to 999	1.88	\$347
1,000 to 1,499	2.46	\$454
1,500 to 1,999	2.86	\$528
2,000 to 2,499	3.18	\$588
2,500 to 2,999	3.44	\$636
3,000 to 3,499	3.66	\$676
3,500 to 3,999	3.85	\$711
4,000 to 4,499	4.01	\$741
4,500 to 4,999	4.16	\$769
5,000 to 5,499	4.30	\$794
5,500 to 5,999	4.42	\$817
6,000 or More	4.54	\$839

Nonresidential

Development Type	Peak Seasonal Visitors	Maximum Supportable Fee
Lodging (per room)	1.90	\$351

Note: At peak season, there is assumed to be an average of two persons per room and a citywide occupancy rate of 95 percent.

[1] Following past projects, the City anticipates funding 75 percent of future pathway projects with Federal and State grants.

CASH FLOW PROJECTIONS FOR PATHWAY MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the City of Driggs if the pathway development impact fee is implemented at the maximum supportable amounts. The cash flow projections are based on the assumptions detailed in this chapter and the development projections discussed in Appendix B.

At the top of Figure 20, the cost of growth over the next ten years is listed. The summary provides an indication of the impact fee revenue generated by new development. The fee for the average sized single family and multifamily units are used in the calculations. Shown at the bottom of the figure, the maximum supportable pathway impact fee is estimated to generate \$419,000 in revenue while there is a growth-related cost of \$1.5 million, offsetting about 25 percent of the growth-related costs. The funding gap is the result of the credit included in the analysis for grant funding for 75 percent of the capital costs.

Figure 20. Cash Flow Summary for Pathway Transportation

Infrastructure Costs for Pathway Facilities

	Total Cost	Growth Cost
Pathway Expansion	\$1,489,200	\$1,489,200
Share of Fee Study	\$9,800	\$9,800
Total Expenditures	\$1,499,000	\$1,499,000

Projected Development Impact Fee Revenue

		Single Family \$636 per unit	Multifamily \$454 per unit	Lodging \$351 per room
Year		Housing Units	Housing Units	Rooms
Base	2022	804	322	160
1	2023	849	344	169
2	2024	895	366	178
3	2025	940	387	187
4	2026	985	409	196
5	2027	1,031	431	205
6	2028	1,076	453	214
7	2029	1,121	475	223
8	2030	1,167	496	232
9	2031	1,212	518	241
10	2032	1,257	540	250
Ten-Year Increase		453	218	90
Projected Revenue		\$288,108	\$99,086	\$31,590
Projected Revenue =>				\$419,000
Total Expenditures =>				\$1,499,000
Non-Impact Fee Funding =>				\$1,080,000

TRANSPORTATION - ROADWAY DEVELOPMENT IMPACT FEE ANALYSIS

The City of Driggs Transportation – Roadway Impact Fees has several components. City staff has identified a list of roadway projects that are planned to be constructed over the next ten years to accommodate growth and a plan-based approach is used to determine the maximum supportable impact fees for this item. While, road-related facilities for the Public Works Department, parking lots, on-street parking, and road-related Public Works vehicles and equipment is based on the cost per service unit method specified in Idaho Code 67-8204(16), also referred to as the incremental expansion. All components are allocated to residential and nonresidential development and per the Idaho Act, the service unit is vehicle trip rates.

Specified in Idaho Code 67-8209(2), local governments must consider historical, available, and alternative sources of funding for system improvements. Currently, a fund balance exists in the City’s impact fee fund that will be used to fund the future capital improvement plan. Also, the City has previously funded parking projects with grants, downtown urban renewal TIF revenue, and resort tax revenue. To ensure the impact fee is only capturing the City’s cost from new growth, a credit is included in the fee calculation to reflect these other revenues. Further details are provided in this chapter.

The Transportation – Pathway Development Impact Fee and the Transportation – Roadway Development Impact Fee are combined into a unified category after this chapter. The pathway impact fee is assessed only on residential and lodging development while the roadway impact fee is assessed to all development types. For ease of understanding the analyses are done separating and combined into one schedule afterwards.

DEMAND FOR TRANSPORTATION INFRASTRUCTURE

The City of Driggs has planned five roadway improvement projects intended to increase capacity and service new development. To estimate new development’s share of costs associated, TischlerBise has developed a travel demand model for the City of Driggs. This model serves to establish the base year characteristics of demand for transportation services and, using the residential and nonresidential projections outlined in Appendix B, estimate the pace of future development’s demand on the City’s arterial network.

RESIDENTIAL VEHICLE TRIPS BY HOUSING TYPE

A customized trip rate is calculated for the single family and multifamily units in Driggs. In Figure 21, the most recent data from the US Census American Community Survey is inputted into equations provided by the ITE to calculate the trip ends per housing unit factor. A single family unit is estimated to generate 11.09 trip ends and a multifamily unit is estimated to generate 4.84 trip ends on an average weekday.

Figure 21. Customized Residential Trip End Rates by Housing Type

Tenure by Units in Structure	Vehicles Available ¹	Households by Structure Type ²			Vehicles per HH by Tenure
		Single Family	Multifamily	Total	
Owner-Occupied	1,071	431	25	456	2.35
Renter-Occupied	612	158	183	341	1.79
Total	1,683	589	208	797	2.11
Housing Units ³		790	299	1,089	

Housing Type	Persons in Households ⁴	Trip Ends ⁵	Vehicles by Type of Unit	Trip Ends ⁶	Average Trip Ends	Local Trip Ends per Unit	National Trip Ends per Unit ⁷
Single Family	1,938	5,399	1,296	12,123	8,761	11.09	9.43
Multifamily	516	1,101	386	1,796	1,448	4.84	4.54
Total	2,454	6,499	1,682	13,919	10,209	9.37	

1. Vehicles available by tenure from Table B25046, 2020 American Community Survey 5-Year Estimates.
2. Households by tenure and units in structure from Table B25032, 2020 American Community Survey 5-Year Estimates.
3. Housing units from Table B25024, 2020 American Community Survey 5-Year Estimates.
4. Total population in households from Table B25033, 2020 American Community Survey 5-Year Estimates.
5. Vehicle trips ends based on persons using formulas from Trip Generation (ITE 2021). For single-family housing (ITE 210), the fitted curve equation is $EXP(0.89 * LN(persons) + 1.72)$. To approximate the average population of the ITE studies, persons were divided by 3 and the equation result multiplied by 3. For multi-family housing (ITE 221), the fitted curve equation is $(2.29 * persons) - 64.48$ (ITE 2017).
6. Vehicle trip ends based on vehicles available using formulas from Trip Generation (ITE 2021). For single-family housing (ITE 210), the fitted curve equation is $EXP(0.92 * LN(vehicles) + 2.68)$. To approximate the average number of vehicles in the ITE studies, vehicles available were divided by 5 and the equation result multiplied by 5. For multi-family housing (ITE 221), the fitted curve equation is $(4.77 * vehicles) - 46.46$ (ITE 2021).
7. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

RESIDENTIAL VEHICLE TRIPS ADJUSTMENT FACTORS

A vehicle trip end is the out-bound or in-bound leg of a vehicle trip. As a result, so to not double count trips, a standard 50 percent adjustment is applied to trip ends to calculate a vehicle trip. For example, the out-bound trip from a person’s home to work is attributed to the housing unit and the trip from work back home is attributed to the employer.

However, an additional adjustment is necessary to capture City residents’ work bound trips that are outside of the city. The trip adjustment factor includes two components. According to the National Household Travel Survey, home-based work trips are typically 31 percent of out-bound trips (which are 50 percent of all trip ends). Also, utilizing the most recent data from the Census Bureau's web application "OnTheMap", 84 percent of Driggs workers travel outside the city for work. In combination, these factors account for 13 percent of additional production trips ($0.31 \times 0.50 \times 0.85 = 0.13$). Shown in Figure 22, the

total adjustment factor for residential housing units includes attraction trips (50 percent of trip ends) plus the journey-to-work commuting adjustment (13 percent of production trips) for a total of 63 percent.

Figure 22. Residential Trip Adjustment Factor for Commuters

Employed Driggs Residents (2019)	916
Residents Working in Driggs (2019)	151
Residents Commuting Outside of Driggs for Work	765
Percent Commuting Out of Driggs	84%
Additional Production Trips	13%
Standard Trip Adjustment Factor	50%
Residential Trip Adjustment Factor	63%

Source: U.S. Census, OnTheMap Application, 2019

NONRESIDENTIAL VEHICLE TRIPS

Vehicle trip generation for nonresidential land uses are calculated by using ITE’s average daily trip end rates and adjustment factors found in their recently published 11th edition of Trip Generation. To estimate the trip generation in Driggs, the weekday trip end per 1,000 square feet factors listed in Figure 23 are used.

Figure 23. Institute of Transportation Engineers Nonresidential Factors

Employment Industry	ITE Code	Land Use	Demand Unit	Wkdy Trip Ends Per Dmd Unit	Wkdy Trip Ends Per Employee
Retail	820	Shopping Center	1,000 Sq Ft	37.01	17.42
Office	710	General Office	1,000 Sq Ft	10.84	3.33
Industrial	110	Light Industrial	1,000 Sq Ft	4.87	3.10
Institutional	610	Hospital	1,000 Sq Ft	10.77	3.77

Source: *Trip Generation*, Institute of Transportation Engineers, 11th Edition (2021)

For nonresidential land uses, the standard 50 percent adjustment is applied to office, industrial, and institutional land uses. A lower vehicle trip adjustment factor is used for retail land uses because this type of development attracts vehicles as they pass-by on roads. For example, when someone stops at a convenience store on their way home from work, the convenience store is not their primary destination. In Figure 24, the Institute for Transportation Engineers’ land use code, daily vehicle trip end rate, and trip adjustment factor is listed for each land use.

Figure 24. Daily Vehicle Trip Factors

Land Use	ITE Codes	Daily Vehicle Trip Ends	Trip Adj. Factor	Daily Vehicle Trips
Residential (per housing unit)				
Single Family	210	11.09	63%	6.99
Multifamily	220	4.84	63%	3.05
Nonresidential (per 1,000 square feet)				
Retail	820	37.01	38%	14.06
Office	710	10.84	50%	5.42
Industrial	110	4.87	50%	2.44
Institutional	720	10.77	50%	5.39

Source: *Trip Generation*, Institute of Transportation Engineers, 11th Edition (2021); 'National Household Travel Survey, 2009

VEHICLE TRIP PROJECTIONS

The base year vehicle trip totals and vehicle trip projections are calculated by combining the vehicle trip end factors, the trip adjustment factors, and the residential and nonresidential assumptions for housing stock and floor area. Citywide, residential land uses account for 6,600 vehicle trips and nonresidential land uses account for 6,006 vehicle trips in the base year (Figure 25).

Through 2032, it is projected that daily vehicle trips will increase by 7,422 trips with the majority of the growth being generated by single family (43 percent) and retail (32 percent) development.

Figure 25. Vehicle Trip Projections

Development Type	Base Year 2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
Residential Trips												
Single Family	5,618	5,935	6,251	6,568	6,884	7,201	7,517	7,834	8,150	8,467	8,783	3,165
Multifamily	981	1,048	1,115	1,181	1,248	1,314	1,381	1,447	1,514	1,580	1,647	665
Subtotal	6,600	6,983	7,366	7,749	8,132	8,515	8,898	9,281	9,664	10,047	10,430	3,830
Nonresidential Trips												
Retail	3,915	4,103	4,300	4,506	4,722	4,949	5,187	5,436	5,696	5,970	6,256	2,342
Office	431	452	473	496	520	545	571	598	627	657	689	258
Industrial	222	232	244	255	268	280	294	308	323	338	354	133
Institutional	1,438	1,507	1,579	1,655	1,735	1,818	1,905	1,997	2,093	2,193	2,298	860
Subtotal	6,006	6,294	6,596	6,913	7,244	7,592	7,957	8,339	8,739	9,158	9,598	3,592
Vehicle Trips												
Grand Total	12,605	13,277	13,962	14,661	15,376	16,107	16,855	17,620	18,403	19,205	20,028	7,422

Source: Institute of Transportation Engineers, *Trip Generation*, 11th Edition (2021)

ROADWAY TRANSPORTATION LEVEL OF SERVICE AND COST ANALYSIS

The following section details the level of service calculations and capital cost per vehicle trip for each infrastructure category.

ROADWAY EXPANSION

Shown in Figure 26, the City has five planned roadway projects to accommodate future growth in Driggs. These projects are assumed to provide a citywide benefit by directly expanding capacity on the roadways and by providing network capacity to alleviate congestion in other areas of the city. In total, there are 2.80 miles of roads and, based on the average cost per mile of \$2 million, the plan costs \$5.6 million.

Since the projects are benefitting existing and future residents and businesses of Driggs, the cost is attributed to the citywide vehicle trips in 2032. As a result, there is a capital cost of \$280 per vehicle trip ($\$5,600,000 / 20,028$ vehicle trips = \$280 per vehicle trip, rounded).

Figure 26. Roadway Transportation 10-Year Capital Plan and Cost Analysis

Project	Length (miles)	Year
LeGrand Pierre, 5th-Boosheway	0.5	2023
South 5th	0.5	2025
Johnson Ave	0.5	2025
LeGrand Pierre, Paiute-Ski Hill Rd	0.8	2028-2030
Front St, Little-500S OR Buxton-LeGrand	0.5	2032
Total	2.80	

10-Year Capital Plan Miles	2.80
Average Construction Cost per Mile	\$2,000,000
10-Year Capital Plan Capital Cost	\$5,600,000

10-Year Capital Plan Capital Cost	\$5,600,000
2032 Citywide Vehicle Trips	20,028
Capital Cost per Vehicle Trip	\$280

PUBLIC WORKS FACILITY

Listed in Figure 27, there is a total of 9,500 square feet of the Public Works shop and office with a third, 3,167 square feet, attributed to roadway needs. The facility has a total replacement cost of \$3 million, or \$1 million for roadway needs. The current daily vehicle trips total is 12,605, resulting in the level of service of 251 square feet per 1,000 vehicle trips ($3,167$ square feet / $12,605$ vehicle trips = 251 square feet per 1,000 trips). The level of service is combined with the average cost per square foot to find the capital cost per trip. As a result, the Public Works facility component of the impact fee is \$79 per vehicle trip (251 square feet per 1,000 vehicle trips x \$79 per square foot = \$79 per trip, rounded).

Figure 27. Public Work Facilities Level of Service & Cost Analysis

Facility	Total Square Feet	Road Sq. Ft. (33%)	Road Share of Value
Public Works Shop & Office	9,500	3,167	\$1,000,000
Total	9,500	3,167	\$1,000,000

Level-of-Service Standards	Square Feet
Vehicle Trip Share	100%
Share of Floor Area	3,167
2022 Vehicles Trips	12,605
Square Feet per 1,000 Vehicle Trips	251

Cost Analysis	Square Feet
Square Feet per 1,000 Vehicle Trips	251
Average Cost per Square Foot	\$316
Capital Cost per Vehicle Trip	\$79

Source: City of Driggs

PARKING LOTS

Listed in Figure 28, there are currently 135 parking spaces at City-owned parking lots that are providing citywide benefit. The parking lots occupy 1.34 acres as well. There are an estimated 12,605 daily vehicle trips in Driggs, resulting in the level of service of 10.71 spaces and 0.11 acres per 1,000 vehicle trips.

Currently, the cost to construct a parking space is \$7,100 and an acre of land in downtown Driggs is \$435,600. The level of service is combined with the average costs to find the capital cost per trip. As a result, the parking lot component of the impact fee is a combined \$124 per vehicle trip.

Figure 28. Parking Lot Level of Service & Cost Analysis

Parking Lots	Spaces	Current Construction Cost	Acres	Land Cost
NW Parking Lot - (Colter)	110	\$781,000	1.00	\$435,600
SE Parking Lot - (Blackhawk)	25	\$177,500	0.34	\$148,104
Total	135	\$958,500	1.34	\$583,704

Level-of-Service Standards	Spaces	Land
Vehicle Trip Share	100%	100%
Share of Parking Spaces/Acres	135	1.34
2022 Vehicles Trips	12,605	12,605
Spaces/Acres per 1,000 Vehicle Trips	10.71	0.11

Cost Analysis	Spaces	Land
Spaces/Acres per 1,000 Vehicle Trips	10.71	0.11
Average Cost per Space/Acre	\$7,100	\$435,600
Capital Cost per Vehicle Trip	\$76	\$48

Source: City of Driggs

ON-STREET PARKING

The City of Driggs provides on-street parking to its residents and businesses and plans to expand availability as well. Listed in Figure 29, there are currently 165 on-street parking spaces that are providing citywide benefit. There are an estimated 12,605 daily vehicle trips in Driggs, resulting in a level of service of 13.09 spaces per 1,000 vehicle trips.

Currently, the cost to construct a parking space is \$7,100. The level of service is combined with the average cost per space to find the capital cost per trip. As a result, the on-street parking component of the impact fee is \$93 per vehicle trip.

Figure 29. On-Street Parking Level of Service & Cost Analysis

Parking	Spaces	Current Construction Cost
On-Street Parking	165	\$1,171,500
Total	165	\$1,171,500

Level-of-Service Standards	Spaces
Vehicle Trip Share	100%
Share of Parking Spaces	165
2022 Vehicles Trips	12,605
Spaces per 1,000 Vehicle Trips	13.09

Cost Analysis	Spaces
Spaces per 1,000 Vehicle Trips	13.09
Average Cost per Space	\$7,100
Capital Cost per Vehicle Trip	\$93

Source: City of Driggs

PUBLIC WORKS ROAD-RELATED VEHICLE & EQUIPMENT

Listed in Figure 30, there is a total of 15 vehicles and heavy equipment in the Public Works fleet that are servicing the transportation network. There are an estimated 12,605 daily vehicle trips in Driggs, resulting in a level of service of 1.19 units per 1,000 vehicle trips.

The level of service is combined with the average cost per unit to find the capital cost per person. The average cost is based on the replacement costs of the current fleet. As a result, the vehicle and equipment component of the impact fee is \$109 per vehicle trip.

Figure 30. PW Road-Related Vehicle and Equipment Level of Service & Cost Analysis

Vehicles & Equipment	Units	Replacement Cost per Unit	Total Replacement Cost
2019 Dodge 5500	1	\$120,000	\$120,000
1992 International Dump Truck	1	\$200,000	\$200,000
2018 JD Motorgrader	1	\$300,000	\$300,000
2011 JD Backhoe	1	\$200,000	\$200,000
2016 Chevy 3500	1	\$65,000	\$65,000
2020 CAT Skid Steer	1	\$100,000	\$100,000
2013 Polaris Ranger	1	\$6,000	\$6,000
2005 Johnston Sweeper Truck	1	\$325,000	\$325,000
Graco Airless Paint Sprayer	1	\$6,000	\$6,000
24" Speed Alert Radar Trailer	2	\$15,000	\$30,000
Exmark Deck Mower	2	\$5,000	\$10,000
Trailer	1	\$5,000	\$5,000
Weed Spray Trailer	1	\$8,000	\$8,000
Total	15		\$1,375,000

Level-of-Service Standards	Units
Vehicle Trip Share	100%
Share of Vehicles & Equipment	15
2022 Vehicles Trips	12,605
Units per 1,000 Vehicle Trips	1.19

Cost Analysis	Units
Units per 1,000 Vehicle Trips	1.19
Average Cost per Unit	\$92,000
Capital Cost per Vehicle Trip	\$109

Source: City of Driggs

SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, the City of Driggs is able to recover the cost of the study through the collection of future fees. The total cost of the study has been evenly attributed to the three infrastructure categories, resulting in the Transportation - Roadway category share being \$9,800. An impact fee study must be completed every five years, so the attributed cost is compared to the five-year projected increase in vehicle trips. As a result, the cost per vehicle trip is \$3.

Figure 31. Transportation - Roadway Share of the Development Impact Fee Study

Share of Study Cost	Vehicle Trip Share	Vehicle Trip Cost
\$9,800	100%	\$9,800

Vehicle Trip Growth Share	Five-Year Vehicle Trip Increase	Capital Cost per Vehicle Trip
100%	3,502	\$3

ROADWAY CAPITAL IMPROVEMENTS NEEDED TO SERVE GROWTH

Needs due to future growth were calculated using the levels of service and cost factors for the infrastructure components. Growth-related needs are a projection of the amount of existing infrastructure and estimated costs over a specified period needed to maintain levels of service for expected unit increases.

PUBLIC WORKS FACILITIES

The current level of service for Public Works facilities is combined with the vehicle trip projections to illustrate the need for new square footage. Shown in Figure 32, over the next ten years, there is a need for 1,864 square feet. The average cost to per square foot is multiplied by the need to find the projected capital need from growth (\$589,024).

Figure 32. Project Demand for Public Works Facilities

Infrastructure		Level of Service		Cost/Unit
PW Shop & Office		251	Square Feet per 1,000 trips	\$316

Growth-Related Need for PW Shop & Office			
Year		Vehicle Trips	Square Feet
Base	2022	12,605	3,163
Year 1	2023	13,277	3,332
Year 2	2024	13,962	3,504
Year 3	2025	14,661	3,680
Year 4	2026	15,376	3,859
Year 5	2027	16,107	4,042
Year 6	2028	16,855	4,230
Year 7	2029	17,620	4,422
Year 8	2030	18,403	4,619
Year 9	2031	19,205	4,820
Year 10	2032	20,028	5,027
Ten-Year Increase		7,423	1,864
Projected Expenditure			\$589,024

Growth-Related Expenditures for PW Shop & Office	\$589,024
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PARKING LOTS

The current level of service for parking lots is combined with the vehicle trip projections to illustrate the need for new spaces and land. Shown in Figure 33, over the next ten years, there is a need for 79.4 new spaces and 0.9 new acres of parking lots. The average costs are multiplied by the need to find the projected capital need from growth (\$955,780).

Figure 33. Project Demand for Parking Lots

Infrastructure	Level of Service			Cost/Unit
Parking Lots	10.71	Spaces	per 1,000 trips	\$7,100
	0.11	Acres	per 1,000 trips	\$435,600

Growth-Related Need for Parking Lots				
Year		Vehicle Trips	Spaces	Acres
Base	2022	12,605	135.0	1.3
Year 1	2023	13,277	142.1	1.4
Year 2	2024	13,962	149.5	1.5
Year 3	2025	14,661	157.0	1.6
Year 4	2026	15,376	164.6	1.6
Year 5	2027	16,107	172.5	1.7
Year 6	2028	16,855	180.5	1.8
Year 7	2029	17,620	188.7	1.9
Year 8	2030	18,403	197.0	2.0
Year 9	2031	19,205	205.6	2.1
Year 10	2032	20,028	214.4	2.2
Ten-Year Increase		7,423	79.4	0.9
Projected Expenditure			\$563,740	\$392,040

Growth-Related Expenditures for Parking Lots | \$955,780

ON-STREET PARKING

The current level of service for on-street parking is combined with the vehicle trip projections to illustrate the need for new spaces. Shown below over the next ten years, there is a need for 97.1 new spaces. The average cost is multiplied by the need to find the projected capital need from growth (\$689,410).

Figure 34. Project Demand for On-Street Parking

Infrastructure	Level of Service			Cost/Unit
On-Street Parking	13.09	Spaces	per 1,000 trips	\$7,100

Growth-Related Need for On-Street Parking				
Year		Vehicle Trips	Spaces	
Base	2022	12,605	165.0	
Year 1	2023	13,277	173.7	
Year 2	2024	13,962	182.7	
Year 3	2025	14,661	191.9	
Year 4	2026	15,376	201.2	
Year 5	2027	16,107	210.8	
Year 6	2028	16,855	220.6	
Year 7	2029	17,620	230.6	
Year 8	2030	18,403	240.8	
Year 9	2031	19,205	251.3	
Year 10	2032	20,028	262.1	
Ten-Year Increase		7,423	97.1	
Projected Expenditure			\$689,410	

Growth-Related Expenditures for On-Street Parking | \$689,410

PUBLIC WORKS VEHICLES & EQUIPMENT

The current level of service for Public Works vehicles and equipment is combined with the vehicle trip projections to illustrate the need for new units. Shown below over the next ten years, there is a need for 8.8 new units. The average cost is multiplied by the need to find the projected capital need from growth (\$809,600).

Figure 35. Project Demand for Public Works Vehicles & Equipment

Infrastructure	Level of Service		Cost/Unit
Vehicles & Equipment	1.19	Units per 1,000 trips	\$92,000

Growth-Related Need for Vehicles & Equipment			
Year		Vehicle Trips	Units
Base	2022	12,605	15.0
Year 1	2023	13,277	15.7
Year 2	2024	13,962	16.6
Year 3	2025	14,661	17.4
Year 4	2026	15,376	18.2
Year 5	2027	16,107	19.1
Year 6	2028	16,855	20.0
Year 7	2029	17,620	20.9
Year 8	2030	18,403	21.8
Year 9	2031	19,205	22.8
Year 10	2032	20,028	23.8
Ten-Year Increase		7,423	8.8
Projected Expenditure		\$809,600	

Growth-Related Expenditures for Vehicles & Equipment	\$809,600
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TRANSPORTATION - ROADWAY IMPACT FEE CREDIT ANALYSIS

There are two credits included in the Transportation – Roadway Impact Fee. The first is for the existing balance in the impact fee fund that is anticipated to be used for roadway expansion (Figure 36). Currently, the fund balance is \$440,000 and the roadway capital improvement plan is \$5,600,000. Thus, the fund balance accounts for eight percent of future roadway funding. The roadway component of impact fee calculation is reduced by this percentage to ensure the fee is only capturing the remaining burden on the City’s budget.

Figure 36. Roadway Expansion Credit

Driggs Road Capital Plan Funding	
Current Fund Balance	\$440,000
Non-Impact Fee Funding	\$440,000

Road Capital Plan Cost	Non-Impact Fee Funding	Funding % of Total
\$5,600,000	\$440,000	8%

Source: City of Driggs

Shown in Figure 37, the second credit is based on the non-impact fee funding for parking spaces. The City of Driggs plans to construct 150 more parking spaces and a current project for 46 spaces is scheduled for construction soon. This project is wholly funded through non-impact fee funding (federal grants, urban renewal agency TIF revenue, and the City’s resort tax). This represents 31 percent of the future need. Thus, the parking components of the impact fee have been reduced by 31 percent to represent the remaining growth-related capital cost that is impact fee eligible.

Figure 37. Parking Expansion Credit

Parking Capital Plan Funding	Spaces
Future Parking Needs	150
Non-Impact Fee Funding [1]	46
Non-Impact Fee Funding %	31%

[1] Block grant, URA TIF, Resort Tax

TRANSPORTATION - ROADWAY INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 38 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per vehicle trip. The residential Transportation - Roadway impact fee is the product of vehicle trips per housing unit and the nonresidential fee is the product of vehicle trips per 1,000 square feet multiplied by the total net cost per trip.

The fees represent the highest supportable amount for each type of applicable land use and represents new growth's fair share of the cost for capital facilities. The City may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

Figure 38. Transportation - Roadway Input Variables and Maximum Supportable Impact Fees

Fee Component	Cost per Trip
Roadway Expansion	\$280
Public Works Shop	\$79
Parking Lots	\$124
On-Street Parking	\$93
Vehicles and Equipment	\$109
Share of Impact Fee Study	\$3
Gross Total	\$688
Credit for Other Revenues - Roads [8%]	(\$22)
Credit for Other Revenues - Parking [31%]	(\$67)
Net Total	\$599

Residential

Dwelling Size (square feet)	Vehicle Trips per Household	Maximum Supportable Fee
Residential (per housing unit)		
Under 500	2.64	\$1,582
500 to 999	4.52	\$2,708
1,000 to 1,499	5.62	\$3,367
1,500 to 1,999	6.40	\$3,834
2,000 to 2,499	7.00	\$4,193
2,500 to 2,999	7.50	\$4,493
3,000 to 3,499	7.91	\$4,739
3,500 to 3,999	8.28	\$4,960
4,000 to 4,499	8.59	\$5,146
4,500 to 4,999	8.88	\$5,320
5,000 to 5,499	9.14	\$5,475
5,500 to 5,999	9.37	\$5,613
6,000 or More	9.59	\$5,745

Nonresidential

Development Type	Vehicle Trips per 1,000 Sq. Ft.	Maximum Supportable Fee
Nonresidential (per 1,000 square feet)		
Retail	14.06	\$8,423
Office	5.42	\$3,247
Industrial	2.44	\$1,462
Warehouse	0.86	\$515
Institutional	5.39	\$3,229
Lodging (per room)	4.00	\$2,396

CASH FLOW PROJECTIONS FOR ROADWAY MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the City of Driggs, if the Transportation – Roadway Development Impact Fee is implemented at the maximum supportable amounts. The cash flow projections are based on the assumptions detailed in this chapter and the development projections discussed in Appendix B.

At the top of Figure 39, the cost for growth over the next ten years is listed. The summary provides an indication of the impact fee revenue generated by new development. Based on the maximum supportable fees and projected growth, the impact fee is estimated to generate \$5.1 million while the roadway plan, parking needs, and Public Work needs total \$8.6 million. The non-impact fee funding gap of \$3.5 million is the result of the existing demand on the roadway capital plan and the credits included which will be funded through other funding sources.

Figure 39. Cash Flow Summary for Roadway Transportation

Infrastructure Costs for Road Facilities

	Total Cost	Growth Cost
Roadway Expansion	\$5,600,000	\$2,075,433
Public Works Shop	\$589,024	\$589,024
Parking Lots	\$955,780	\$955,780
On-Street Parking	\$689,410	\$689,410
Vehicles and Equipment	\$809,600	\$809,600
Share of Impact Fee Study	\$9,800	\$9,800
Total Expenditures	\$8,653,614	\$5,129,047

Projected Development Impact Fee Revenue

		Single Family \$4,493 per unit	Multifamily \$3,367 per unit	Retail \$8,423 per KSF	Office \$3,247 per KSF	Industrial \$1,462 per KSF	Institutional \$3,229 per KSF	Lodging \$2,396 per room
Year		Housing Units	Housing Units	KSF	KSF	KSF	KSF	Rooms
Base	2022	804	322	278	80	91	267	160
1	2023	849	344	292	83	95	280	169
2	2024	895	366	306	87	100	293	178
3	2025	940	387	320	92	105	307	187
4	2026	985	409	336	96	110	322	196
5	2027	1,031	431	352	101	115	338	205
6	2028	1,076	453	369	105	121	354	214
7	2029	1,121	475	386	110	126	371	223
8	2030	1,167	496	405	116	133	389	232
9	2031	1,212	518	424	121	139	407	241
10	2032	1,257	540	445	127	146	427	250
Ten-Year Increase		453	218	166	48	54	160	90
Projected Revenue		\$2,035,329	\$734,848	\$1,402,403	\$154,425	\$79,656	\$515,772	\$215,640
								Projected Revenue => \$5,138,000
								Total Expenditures => \$8,654,000
								Non-Impact Fee Funding => \$3,516,000

SUMMARY OF TRANSPORTATION DEVELOPMENT IMPACT FEE

The Transportation – Pathway Development Impact Fee and the Transportation – Roadway Development Impact Fee are combined into a unified category in Figure 40. The pathway impact fee is assessed only on residential and lodging development while the roadway impact fee is assessed to all development types. For ease of understanding the analyses are done separating and combined into one fee schedule below.

Figure 40. Summary of Maximum Supportable Transportation Development Impact Fee

Transportation Maximum Supportable Impact Fee					
Development Type	Pathways	Roadways	Maximum Supportable Fee	Current Fee [1]	Increase/ (Decrease)
Residential (per housing unit by square feet)					
Under 500	\$166	\$1,582	\$1,748	\$1,327	\$421
500 to 999	\$347	\$2,708	\$3,055	\$1,327	\$1,728
1,000 to 1,499	\$454	\$3,367	\$3,821	\$1,327	\$2,494
1,500 to 1,999	\$528	\$3,834	\$4,362	\$1,327	\$3,035
2,000 to 2,499	\$588	\$4,193	\$4,781	\$1,327	\$3,454
2,500 to 2,999	\$636	\$4,493	\$5,129	\$1,327	\$3,802
3,000 to 3,499	\$676	\$4,739	\$5,415	\$1,327	\$4,088
3,500 to 3,999	\$711	\$4,960	\$5,671	\$1,327	\$4,344
4,000 to 4,499	\$741	\$5,146	\$5,887	\$1,327	\$4,560
4,500 to 4,999	\$769	\$5,320	\$6,089	\$1,327	\$4,762
5,000 to 5,499	\$794	\$5,475	\$6,269	\$1,327	\$4,942
5,500 to 5,999	\$817	\$5,613	\$6,430	\$1,327	\$5,103
6,000 or More	\$839	\$5,745	\$6,584	\$1,327	\$5,257
Nonresidential (per 1,000 square feet)					
Retail	-	\$8,423	\$8,423	\$6,350	\$2,073
Office	-	\$3,247	\$3,247	\$1,950	\$1,297
Industrial	-	\$1,462	\$1,462	\$1,400	\$62
Warehousing	-	\$515	\$515	-	-
Institutional	-	\$3,229	\$3,229	-	-
Lodging (per room)	\$351	\$2,396	\$2,747	-	-

[1] The current single family detached fee is listed.

PROPORTIONATE SHARE ANALYSIS

Development impact fees for the City of Driggs are based on reasonable and fair formulas or methods. The fees do not exceed a proportionate share of the costs incurred or to be incurred by the City in the provision of system improvements to serve new development. The City will fund non-growth-related improvements with non-development impact fee funds as it has in the past. Specified in the Idaho Development Impact Fee Act (Idaho Code 67-8207), several factors must be evaluated in the development impact fee study and are discussed below.

- 1) The development impact fees for the City of Driggs are based on new growth's share of the costs of previously built projects along with planned public facilities as provided by the City of Driggs. Projects are included in the City's capital improvements plan and will be included in annual capital budgets.
- 2) TischlerBise estimated development impact fee revenue based on the maximum supportable development impact fees for the one, citywide service area; results are shown in the cash flow analyses in this report. Development impact fee revenue will entirely fund growth-related improvements less funding from other sources (i.e., federal and state grants).
- 3) TischlerBise has evaluated the extent to which new development may contribute to the cost of public facilities.
- 4) The relative extent to which properties will make future contributions to the cost of existing public facilities has also been evaluated in regards to existing debt. Outstanding debt for growth's portion of already constructed facilities will be paid from development impact fee revenue, therefore a future revenue credit is not necessary.
- 5) The City will evaluate the extent to which newly developed properties are entitled to a credit for system improvements that have been provided by property owners or developers. These "site-specific" credits will be available for system improvements identified in the annual capital budget and long-term Capital Improvements Plans. Administrative procedures for site-specific credits should be addressed in the development impact fee ordinance.
- 6) Extraordinary costs, if any, in servicing newly developed properties should be addressed through administrative procedures that allow independent studies to be submitted to the City. These procedures should be addressed in the development impact fee ordinance. One service area represented by the City of Driggs is appropriate for the fees herein.
- 7) The time-price differential inherent in fair comparisons of amounts paid at different times has been addressed. All costs in the development impact fee calculations are given in current dollars with no assumed inflation rate over time. Necessary cost adjustments can be made as part of the annual evaluation and update of development impact fees.

IMPLEMENTATION AND ADMINISTRATION

The Idaho Development Impact Fee Act (hereafter referred to as the Idaho Act) requires jurisdictions to form a Development Impact Fee Advisory Committee. The committee must have at least five members with a minimum of two members active in the business of real estate, building, or development. The committee acts in an advisory capacity and is tasked to do the following:

- Assist the governmental entity in adopting land use assumptions;
- Review the capital improvements plan, and proposed amendments, and file written comments;
- Monitor and evaluate implementation of the capital improvements plan;
- File periodic reports, at least annually, with respect to the capital improvements plan and report to the governmental entity any perceived inequities in implementing the plan or imposing the development impact fees; and
- Advise the governmental entity of the need to update or revise land use assumptions, the capital improvements plan, and development impact fees.

Per the above, the City formed a Development Impact Fee Advisory Committee (DIFAC). TischlerBise and City Staff met with the DIFAC during the process and provided information on land use assumptions, level of service and cost assumptions, and draft development impact fee schedules. This report reflects comments and feedback received from the DIFAC.

The City must develop and adopt a capital improvements plan (CIP) that includes those improvements for which fees were developed. The Idaho Act defines a capital improvement as an “improvement with a useful life of ten years or more, by new construction or other action, which increases the service capacity of a public facility.” Requirements for the CIP are outlined in Idaho Code 67-8208. Certain procedural requirements must be followed for adoption of the CIP and the development impact fee ordinance. Requirements are described in detail in Idaho Code 67-8206. The City has a CIP that meets the above requirements.

TischlerBise recommends that development impact fees be updated annually to reflect recent data. One approach is to adjust for inflation in construction costs by means of an index like the RSMeans or Engineering News Record (ENR). This index can be applied against the calculated development impact fee. If cost estimates change significantly the City should evaluate an adjustment to the CIP and development impact fees.

Idaho’s enabling legislation requires an annual development impact fees report that accounts for fees collected and spent during the preceding year (Idaho Code 67-8210). Development impact fees must be deposited in interest-bearing accounts earmarked for the associated capital facilities as outlined in capital improvements plans. Also, fees must be spent within eight years of when they are collected (on a first in,

first out basis) unless the local governmental entity identifies in writing (a) a reasonable cause why the fees should be held longer than eight years; and (b) an anticipated date by which the fees will be expended but in no event greater than eleven years from the date they were collected.

Credits must be provided for in accordance with Idaho Code Section 67-8209 regarding site-specific credits or developer reimbursements for system improvements that have been included in the development impact fee calculations. Project improvements normally required as part of the development approval process are not eligible for credits against development impact fees. Specific policies and procedures related to site-specific credits or developer reimbursements for system improvements should be addressed in the ordinance that establishes the City's fees.

The general concept is that developers may be eligible for site-specific credits or reimbursements only if they provide system improvements that have been included in CIP and development impact fee calculations. If a developer constructs a system improvement that was included in the fee calculations, it is necessary to either reimburse the developer or provide a credit against the fees in the area that benefits from the system improvement. The latter option is more difficult to administer because it creates unique fees for specific geographic areas. Based on TischlerBise's experience, it is better for a reimbursement agreement to be established with the developer that constructs a system improvement. For example, if a developer elects to construct a system improvement, then a reimbursement agreement can be established to payback the developer from future development impact fee revenue. The reimbursement agreement should be based on the actual documented cost of the system improvement, if less than the amount shown in the CIP. However, the reimbursement should not exceed the CIP amount that has been used in the development impact fee calculations.

APPENDIX A. LAND USE DEFINITIONS

RESIDENTIAL DEVELOPMENT

As discussed below, residential development categories are based on data from the U.S. Census Bureau, American Community Survey. The City of Driggs will collect impact fees from all new residential units.

Single Family Units:

1. Single family detached is a one-unit structure detached from any other house, that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides.
2. Single family attached (townhouse) is a one-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.
3. Mobile home includes both occupied and vacant mobile homes, to which no permanent rooms have been added. Mobile homes used only for business purposes or for extra sleeping space and mobile homes for sale on a dealer's lot, at the factory, or in storage are not counted in the housing inventory.

Multifamily Units:

1. 2+ units (duplexes and apartments) are units in structures containing two or more housing units, further categorized as units in structures with "2, 3 or 4, 5 to 9, 10 to 19, 20 to 49, and 50 or more apartments."
2. Boat, RV, Van, etc. includes any living quarters occupied as a housing unit that does not fit the other categories (e.g., houseboats, railroad cars, campers, and vans). Recreational vehicles, boats, vans, railroad cars, and the like are included only if they are occupied as a current place of residence.

NONRESIDENTIAL DEVELOPMENT CATEGORIES

Nonresidential development categories used throughout this study are based on land use classifications from the book *Trip Generation* (ITE, 2021). A summary description of each development category is provided below.

Retail: Establishments primarily selling merchandise, eating/drinking places, and entertainment uses. By way of example, *Retail* includes shopping centers, supermarkets, pharmacies, restaurants, bars, nightclubs, automobile dealerships, and movie theaters.

Office: Establishments providing management, administrative, professional, or business services. By way of example, *Office* includes banks, business offices, and veterinarian clinics.

Industrial: Establishments primarily engaged in the production and transportation of goods. By way of example, *Industrial* includes manufacturing plants, trucking companies, warehousing facilities, utility substations, power generation facilities, and telecommunications buildings.

Institutional: Public and quasi-public buildings providing educational, social assistance, or religious services. By way of example, *Institutional* includes schools, universities, churches, daycare facilities, hospitals, health care facilities, and government buildings.

Hotel: Place of lodging that provides sleeping accommodations and supporting facilities such as a full-service restaurant, cocktail lounge, meeting rooms, banquet room, and recreational facilities.

Lodging: Place of lodging that provides sleeping accommodations and supporting facilities such as a full-service restaurant, cocktail lounge, meeting rooms, banquet room, and recreational facilities.

APPENDIX B. DEMOGRAPHIC ASSUMPTIONS

TischlerBise has prepared documentation on demographic data and development projections that will be used in the City of Driggs Impact Fee Study. The data estimates and projections are used in the study's calculations and to illustrate the possible future pace of service demands on the City's infrastructure. The demographic assumptions are used in the impact fee calculations to determine current and future levels of service.

This chapter includes discussion and findings on:

- Household/housing unit size
- Current population and housing unit estimates
- Residential projections
- Current employment and nonresidential floor area estimates
- Nonresidential projections
- Functional population
- Vehicle trip generation and projections
- Household size and vehicle trip generate by dwelling size

Note: calculations throughout this technical memo are based on an analysis conducted using Excel software. Results are discussed in the memo using one-and two-digit places (in most cases), which represent rounded figures. However, the analysis itself uses figures carried to their ultimate decimal places; therefore, the sums and products generated in the analysis may not equal the sum or product if the reader replicates the calculation with the factors shown in the report (due to the rounding of figures shown, not in the analysis).

POPULATION AND HOUSING CHARACTERISTICS

Impact fees often use per capita standards and persons per housing unit or persons per household to derive proportionate share fee amounts. Housing types have varying household sizes and, consequently, a varying demand on City infrastructure and services. Thus, it is important to differentiate between housing types and size.

When persons per housing unit (PPHU) is used in the development impact fee calculations, infrastructure standards are derived using year-round population. In contrast, when persons per household (PPHH) is used in the development impact fee calculations, the fee methodology assumes all housing units will be occupied, thus requiring seasonal or peak population to be used when deriving infrastructure standards. The City of Driggs and the surrounding area is home to a large number of second/vacation homes and hosts many visitors throughout the year. Thus, TischlerBiseGalena recommends that fees for residential development in Driggs be imposed according to persons per household.

Based on housing characteristics, TischlerBiseGalena recommends using two housing unit categories for the Impact Fee study: (1) Single Family and (2) Multifamily. Each housing type has different characteristics which results in a different demand on City facilities and services. Figure 41 shows the US Census American Community Survey 2020 5-Year Estimates data for the City of Driggs. Single family units have a household size of 3.29 persons and multifamily units have a household size of 2.48 persons. Additionally, there is a housing mix of 73 percent single family and 27 percent multifamily.

The estimates in Figure 41 are for household size calculations. Base year population and housing units are estimated with another, more recent data source.

Figure 41. Persons per Housing Unit

Housing Type	Persons	Housing Units	Persons per Housing Unit	Households	Persons per Household	Housing Unit Mix
Single Family [1]	1,938	790	2.45	589	3.29	73%
Multifamily [2]	516	299	1.73	208	2.48	27%
Total	2,454	1,089	2.25	797	3.08	

[1] Includes attached and detached single family homes and mobile homes

[2] Includes all other types

Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates

BASE YEAR HOUSING UNITS AND POPULATION

To begin calculating the base year (2022) housing stock, the total number of housing units found from the 2020 U.S. Census is combined with the existing housing mix. There were 961 total units estimated in the Census, resulting in 697 single family units (73 percent) and 264 multifamily units (27 percent). Next the new residential building permits from 2021 and 2022 (through May 18, 2022) are added to the 2020 estimate.

Shown in Figure 42, there is an estimated 804 single family and 322 multifamily units in Driggs (totaling 1,126 housing units).

Figure 42. Base Year Housing Units

Housing Type	2020 Census[1]	New Housing Units [2]	Base Year 2022
Single Family	697	107	804
Multifamily	264	58	322
Total	961		1,126

[1] Source: TischlerBiseGalena analysis of 2020 Census, 2020 American Community Survey 5-Year Estimates

[2] Source: City of Driggs 2021/2022 building permit data

The housing estimate is further detailed in Figure 43 by applying the vacancy rates to the totals. Since the impact fee study is assuming full occupancy of housing during the peak season of part-time residents and seasonal visitors, the vacant home estimate is considered to be seasonal housing.

Figure 43. Permanent vs Seasonal Housing

Base Year 2022	Single Family Units	Multifamily Units	Total Units
Permanent Housing	530	181	711
Seasonal Housing	274	141	415
Total Units	804	322	1,126

Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates

Furthermore, the nature of the influx of seasonal population in Driggs necessitates three types of populations to be included in the impact fee study:

- 1) Permanent Residents
- 2) Seasonal Residents
- 3) Visitors

As mentioned, the city is a destination for vacationers and because of the presence of temporary residents and visitors, City facilities and services have been sized to accommodate the additional demand. The seasonal population includes residents who have second homes in the city and the seasonal labor influx during peak tourism months. Permanent housing population and seasonal housing population estimates are found by applying the PPHH factors for each housing type to base year housing estimates. As a result, there is a permanent population estimate of 2,192 residents and a seasonal population estimate of 1,252 residents.

The visitor population includes overnight visitors at lodging locations. From a survey done by TischlerBiseGalena, there are two lodging properties in Driggs that total 84 rooms. The City of Driggs has found that the average citywide lodging occupancy is 80 percent, so conservatively a peak season occupancy rate is assumed to be 95 percent. So based on general lodging assumptions of two occupants per lodge room, a total of 160 overnight-visitors are estimated in Driggs, see Figure 44.

Figure 44. Lodging Rooms and Peak Visitors

Property	Rooms
Super 8	46
Teton West Motel	38
Total	84
Total Lodging Rooms	
Total Lodging Rooms	84
Assumed Ave Occupancy	2
Assumed Occupancy Rate	95%
Total Overnight-Visitors	160

Source: TischlerBiseGalena survey of lodging property and general peak season lodging factors

The information above is summarized in Figure 45. Based on the three population types, there is an estimated peak population of 3,604 residents along with 1,126 housing units in Driggs.

Figure 45. Base Year Housing and Population

City of Driggs, ID	Base Year 2022
Permanent Hsg Population [1]	2,192
Seasonal Hsg Population [2]	1,252
Overnight-Visitors [3]	160
Total Peak Population	3,604
Housing Units [4]	
Single Family	804
Multifamily	322
Total Housing Units	1,126

[1] Source: TischlerBiseGalena analysis of occupied housing units and PPH factors

[2] Source: TischlerBiseGalena analysis of vacant/seasonal housing units and PPH factors

[3] TischlerBiseGalena survey of available lodging rooms

[4] Source: TischlerBiseGalena analysis of U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates, and Driggs 2021 & 2022 YTD building permit data

HOUSING UNIT AND POPULATION PROJECTIONS

Housing development in Driggs is based on the existing development pipeline. Currently, there are 14 residential development projects in Driggs ranging from duplex developments to 208-unit developments. These projects are in varying development stages, but are anticipated to be completed over the next several years. In total, there are 604 single family units and 291 multifamily units in the pipeline. Historically, not all planned projects ultimately reach completion so the pipeline is discounted by 25 percent and is assumed to be absorbed over the next ten years. As a result, 453 single family units and 218 multifamily units are projected over the next ten years, a 60 percent increase from the base year. This growth calculation compares favorably with the job growth estimates in the *Teton Region Housing Needs Assessment (2022)* of 4.8 percent, annually.

Permanent and seasonal population growth is based on the projected housing development and combined with the persons per household factors. Overnight-visitors are assumed to grow at the same rate as permanent and seasonal population. As a result, there is a projected increase of 1,290 permanent residents, 750 seasonal residents, and 90 overnight-visitors, totaling 2,130 peak residents, a 59 percent increase from the base year.

Figure 46. Residential Development Projections

City of Driggs, ID	Base Year	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
	2022											
Permanent Hsg Population [1]	2,192	2,321	2,450	2,579	2,708	2,837	2,966	3,095	3,224	3,353	3,482	1,290
Seasonal Hsg Population [1]	1,252	1,327	1,402	1,477	1,552	1,627	1,702	1,777	1,852	1,927	2,002	750
Overnight-Visitors [2]	160	169	178	187	196	205	214	223	232	241	250	90
Total Population	3,604	3,817	4,030	4,243	4,456	4,669	4,882	5,095	5,308	5,521	5,734	2,130
<i>Percent Increase</i>		5.9%	5.6%	5.3%	5.0%	4.8%	4.6%	4.4%	4.2%	4.0%	3.9%	59.1%
Housing Units [3]												
Single Family	804	849	895	940	985	1,031	1,076	1,121	1,167	1,212	1,257	453
Multifamily	322	344	366	387	409	431	453	475	496	518	540	218
Total Housing Units	1,126	1,193	1,260	1,327	1,395	1,462	1,529	1,596	1,663	1,730	1,797	671

[1] Population projected based on housing growth and persons per household factors.
 [2] Visitor growth is assumed to grow at the same rate as permanent and seasonal population.
 [3] Residential pipeline is assumed to be absorbed over ten years.

CURRENT EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA

The impact fee study will include nonresidential development as well. Available through the U.S. Census OnTheMap web application, in 2019 there are 1,587 jobs in Driggs. Based on the *Teton Region Housing Needs Assessment* (2022) there has been historical job growth of 5.3 percent annually in Teton County, or 10.6 percent between 2019 to 2022. To estimate the jobs in the base year, the 2019 totals are combined with the growth rate. As a result, there are 1,756 jobs in Driggs: 763 institutional jobs, 591 retail jobs, 259 office jobs, and 143 industrial jobs.

Figure 47. Base Year Employment by Industry

Employment Industries	2019 Jobs [1]	Job Growth [2] 10.6%	Base Year 2022	Percent of Total
Retail	534	57	591	34%
Office	234	25	259	15%
Industrial	129	14	143	8%
Institutional	690	73	763	43%
Total Jobs	1,587	169	1,756	100%

[1] Source: U.S. Census, OnTheMap (2019)

[2] Source: Teton Region Housing Needs Assessment (2022)

The base year nonresidential floor area for the industry sectors is calculated with the Institution of Transportation Engineers’ (ITE) square feet per employee averages, Figure 48. For the retail industry the Shopping Center land use factors are used; for office the General Office factors are used; for industrial the Light Industrial factors are used; for Institutional the Medical-Dentist factors are used.

Figure 48. Institute of Transportation Engineers (ITE) Employment Density Factors

Employment Industry	ITE Code	Land Use	Demand Unit	Emp Per Dmd Unit	Sq Ft Per Emp
Retail	820	Shopping Center	1,000 Sq Ft	2.12	471
Office	710	General Office	1,000 Sq Ft	3.26	307
Industrial	110	Light Industrial	1,000 Sq Ft	1.57	637
Institutional	720	Hospital	1,000 Sq Ft	2.86	350

Source: *Trip Generation*, Institute of Transportation Engineers, 11th Edition (2021)

By combining the base year job totals and the ITE square feet per employee factors the nonresidential floor area is calculated in Figure 49. There is an estimated total of 716,015 square feet of nonresidential floor area in Driggs. Retail industries accounts for the greatest share, with approximately 39 percent. Institutional accounts for 37 percent, industrial accounts for 13 percent, and office accounts for 11 percent of the total.

Figure 49. Base Year Nonresidential Floor Area

Employment Industries	Base Year Jobs [1]	Sq. Ft. per Job [2]	Floor Area (sq. ft.)	Percent of Total
Retail	591	471	278,361	39%
Office	259	307	79,513	11%
Industrial	143	637	91,091	13%
Institutional	763	350	267,050	37%
Total	1,756		716,015	100%

[1] Source: TischlerBiseGalena analysis of U.S. Census OnTheMap job estimate and Teton Region Housing Needs Assessment (2022) growth rate.

[2] Source: *Trip Generation*, Institute of Transportation Engineers, 11th Edition (2021)

EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA PROJECTIONS

Based on the *Teton Region Housing Needs Assessment*, there is a regional projected employment annual growth rate of 4.8 percent. This factor is assumed to be appropriate for Driggs and is applied to the base year estimates to project 10-year employment growth. As a result, there is a 1,050 increase in jobs, a 59.8 percent increase from the base year. Institutional development accounts for the greatest share of the increase.

The nonresidential floor area projections are calculated by applying the ITE square feet per employee factors to the job growth. Over the next ten years, the nonresidential floor area is projected to increase by 428,000 square feet.

Figure 50. Employment and Nonresidential Floor Area Projections

Industry	Base Year 2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
Jobs [1]												
Retail	591	619	649	680	713	747	783	821	860	901	944	353
Office	259	271	284	298	312	327	343	360	377	395	414	155
Industrial	143	150	157	165	172	181	189	199	208	218	229	86
Institutional	763	800	838	878	920	965	1,011	1,059	1,110	1,164	1,219	456
Total	1,756	1,840	1,929	2,021	2,118	2,220	2,326	2,438	2,555	2,678	2,806	1,050
<i>Percent Increase</i>		<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	<i>4.8%</i>	59.8%
Nonresidential Floor Area (1,000 sq. ft.) [2]												
Retail	278	292	306	320	336	352	369	386	405	424	445	166
Office	80	83	87	92	96	101	105	110	116	121	127	48
Industrial	91	95	100	105	110	115	121	126	133	139	146	54
Institutional	267	280	293	307	322	338	354	371	389	407	427	160
Total	716	750	786	824	864	905	949	994	1,042	1,092	1,144	428

[1] Source: *Teton Region Housing Needs Assessment* (2022) growth rate

[2] Source: Institute of Transportation Engineers, *Trip Generation*, 2021

FUNCTIONAL POPULATION

Both residential and nonresidential developments increase the demand on City services and facilities. To calculate the proportional share between residential and nonresidential demand on service and facilities, a functional population approach is used. The functional population approach allocates the cost of the facilities to residential and nonresidential development based on the activity of residents and workers in the city through the 24 hours in a day.

Residents that do not work are assigned 20 hours per day to residential development and 4 hours per day to nonresidential development (annualized averages). Residents that work in City of Driggs are assigned 14 hours to residential development and 10 hours to nonresidential development. Residents that work outside the city are assigned 14 hours to residential development, the remaining hours in the day are assumed to be spent outside of the city working. Inflow commuters are assigned 10 hours to nonresidential development. Based on the most recent functional population data (2019), residential development accounts for 66 percent of the functional population, while nonresidential development accounts for 34 percent.

Figure 51. City of Driggs Functional Population

City of Driggs (2019)			
		Demand Hours/Day	Person Hours
Residential			
Population*	2,454		
Residents Not Working	1,538	20	30,760
Employed Residents	916		
Employed in Driggs	151	14	2,114
Employed outside Driggs	765	14	10,710
		Residential Subtotal	43,584
		Residential Share =>	66%
Nonresidential			
Non-working Residents	1,538	4	6,152
Jobs Located in Driggs	1,587		
Residents Employed in Driggs	1,436	10	14,360
Non-Resident Workers (inflow commuters)	151	10	1,510
		Nonresidential Subtotal	22,022
		Nonresidential Share =>	34%
		TOTAL	65,606

Source: U.S. Census Bureau, OnTheMap 6.1.1 Application and LEHD Origin-Destination Employment Statistics.

* Source: U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates

VEHICLE TRIP GENERATION

RESIDENTIAL VEHICLE TRIPS BY HOUSING TYPE

A customized trip rate is calculated for the single family and multifamily units in Driggs. In Figure 52, the most recent data from the US Census American Community Survey is inputted into equations provided by the ITE to calculate the trip ends per housing unit factor. A single family unit is estimated to generate 11.09 trip ends and a multifamily unit is estimated to generate 4.84 trip ends on an average weekday.

Figure 52. Customized Residential Trip End Rates by Housing Type

Households by Structure Type ²					
Tenure by Units in Structure	Vehicles Available ¹	Single Family	Multifamily	Total	Vehicles per HH by Tenure
Owner-Occupied	1,071	431	25	456	2.35
Renter-Occupied	612	158	183	341	1.79
Total	1,683	589	208	797	2.11
Housing Units ³		790	299	1,089	

Housing Type	Persons in Households ⁴	Trip Ends ⁵	Vehicles by Type of Unit	Trip Ends ⁶	Average Trip Ends	Local Trip Ends per Unit	National Trip Ends per Unit ⁷
Single Family	1,938	5,399	1,296	12,123	8,761	11.09	9.43
Multifamily	516	1,101	386	1,796	1,448	4.84	4.54
Total	2,454	6,499	1,682	13,919	10,209	9.37	

1. Vehicles available by tenure from Table B25046, 2020 American Community Survey 5-Year Estimates.
2. Households by tenure and units in structure from Table B25032, 2020 American Community Survey 5-Year Estimates.
3. Housing units from Table B25024, 2020 American Community Survey 5-Year Estimates.
4. Total population in households from Table B25033, 2020 American Community Survey 5-Year Estimates.
5. Vehicle trips ends based on persons using formulas from Trip Generation (ITE 2021). For single-family housing (ITE 210), the fitted curve equation is $EXP(0.89 * LN(persons) + 1.72)$. To approximate the average population of the ITE studies, persons were divided by 3 and the equation result multiplied by 3. For multi-family housing (ITE 221), the fitted curve equation is $(2.29 * persons) - 64.48$ (ITE 2017).
6. Vehicle trip ends based on vehicles available using formulas from Trip Generation (ITE 2021). For single-family housing (ITE 210), the fitted curve equation is $EXP(0.92 * LN(vehicles) + 2.68)$. To approximate the average number of vehicles in the ITE studies, vehicles available were divided by 5 and the equation result multiplied by 5. For multi-family housing (ITE 221), the fitted curve equation is $(4.77 * vehicles) - 46.46$ (ITE 2021).
7. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

RESIDENTIAL VEHICLE TRIPS ADJUSTMENT FACTORS

A vehicle trip end is the out-bound or in-bound leg of a vehicle trip. As a result, so to not double count trips, a standard 50 percent adjustment is applied to trip ends to calculate a vehicle trip. For example, the out-bound trip from a person’s home to work is attributed to the housing unit and the trip from work back home is attributed to the employer.

However, an additional adjustment is necessary to capture City residents’ work bound trips that are outside of the city. The trip adjustment factor includes two components. According to the National Household Travel Survey, home-based work trips are typically 31 percent of out-bound trips (which are 50 percent of all trip ends). Also, utilizing the most recent data from the Census Bureau's web application "OnTheMap", 84 percent of Driggs workers travel outside the city for work. In combination, these factors account for 13 percent of additional production trips (0.31 x 0.50 x 0.84 = 0.13). Shown in Figure 53, the total adjustment factor for residential housing units includes attraction trips (50 percent of trip ends) plus the journey-to-work commuting adjustment (13 percent of production trips) for a total of 63 percent.

Figure 53. Residential Trip Adjustment Factor for Commuters

<i>Trip Adjustment Factor for Commuters</i>	
Employed Driggs Residents (2019)	916
Residents Working in Driggs (2019)	151
Residents Commuting Outside of Driggs for Work	765
Percent Commuting Out of Driggs	84%
Additional Production Trips	13%
Standard Trip Adjustment Factor	50%
Residential Trip Adjustment Factor	63%

Source: U.S. Census, OnTheMap Application, 2019

NONRESIDENTIAL VEHICLE TRIPS

Vehicle trip generation for nonresidential land uses are calculated by using ITE’s average daily trip end rates and adjustment factors found in their recently published 11th edition of Trip Generation. To estimate the trip generation in Driggs, the weekday trip end per 1,000 square feet factors listed in Figure 54 are used.

Figure 54. Institute of Transportation Engineers Nonresidential Factors

Employment Industry	ITE Code	Land Use	Demand Unit	Wkdy Trip Ends Per Dmd Unit	Wkdy Trip Ends Per Employee
Retail	820	Shopping Center	1,000 Sq Ft	37.01	17.42
Office	710	General Office	1,000 Sq Ft	10.84	3.33
Industrial	110	Light Industrial	1,000 Sq Ft	4.87	3.10
Institutional	720	Hospital	1,000 Sq Ft	10.77	3.77

Source: *Trip Generation* , Institute of Transportation Engineers, 11th Edition (2021)

For nonresidential land uses, the standard 50 percent adjustment is applied to Office, Industrial, and Institutional. A lower vehicle trip adjustment factor is used for Retail because this type of development attracts vehicles as they pass-by on arterial and collector roads. For example, when someone stops at a convenience store on their way home from work, the convenience store is not their primary destination.

In Figure 55, the Institute for Transportation Engineers' land use code, daily vehicle trip end rate, and trip adjustment factor is listed for each land use.

Figure 55. Daily Vehicle Trip Factors

Land Use	ITE Codes	Daily Vehicle Trip Ends	Trip Adj. Factor	Daily Vehicle Trips
Residential (per housing unit)				
Single Family	210	11.09	63%	6.99
Multifamily	220	4.84	63%	3.05
Nonresidential (per 1,000 square feet)				
Retail	820	37.01	38%	14.06
Office	710	10.84	50%	5.42
Industrial	110	4.87	50%	2.44
Institutional	720	10.77	50%	5.39

Source: *Trip Generation*, Institute of Transportation Engineers, 11th Edition (2021); ¹National Household Travel Survey, 2009

VEHICLE TRIP PROJECTIONS

The base year vehicle trip totals and vehicle trip projections are calculated by combining the vehicle trip end factors, the trip adjustment factors, and the residential and nonresidential assumptions for housing stock and floor area. Citywide, residential land uses account for 6,600 vehicle trips and nonresidential land uses account for 6,006 vehicle trips in the base year (Figure 56).

Through 2032, it is projected that daily vehicle trips will increase by 7,422 trips with the majority of the growth being generated by single family (43 percent) and retail (32 percent) development.

Figure 56. Vehicle Trip Projections

Development Type	Base Year 2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
Residential Trips												
Single Family	5,618	5,935	6,251	6,568	6,884	7,201	7,517	7,834	8,150	8,467	8,783	3,165
Multifamily	981	1,048	1,115	1,181	1,248	1,314	1,381	1,447	1,514	1,580	1,647	665
Subtotal	6,600	6,983	7,366	7,749	8,132	8,515	8,898	9,281	9,664	10,047	10,430	3,830
Nonresidential Trips												
Retail	3,915	4,103	4,300	4,506	4,722	4,949	5,187	5,436	5,696	5,970	6,256	2,342
Office	431	452	473	496	520	545	571	598	627	657	689	258
Industrial	222	232	244	255	268	280	294	308	323	338	354	133
Institutional	1,438	1,507	1,579	1,655	1,735	1,818	1,905	1,997	2,093	2,193	2,298	860
Subtotal	6,006	6,294	6,596	6,913	7,244	7,592	7,957	8,339	8,739	9,158	9,598	3,592
Vehicle Trips												
Grand Total	12,605	13,277	13,962	14,661	15,376	16,107	16,855	17,620	18,403	19,205	20,028	7,422

Source: Institute of Transportation Engineers, *Trip Generation*, 11th Edition (2021)

DEMAND INDICATORS BY DWELLING SIZE

As an alternative to simply using national average trip generation rates for residential development, published by the Institute of Transportation Engineers (ITE), TischlerBiseGalena derived custom trip rates using local demographic data. Key inputs needed for the analysis (i.e., average number of persons and vehicles available per household) are available from American Community Survey (ACS) data.

DRIGGS CONTROL TOTALS

The U.S. Census Bureau provides a continuous monthly mailing of surveys, known as the American Community Survey (ACS), which has limitations due to sample-size constraints. For example, data on detached housing units are combined with attached single units (commonly known as townhouses). Part of the rationale for deriving fees by house size, as discussed further below, is to address this ACS data limitation. Because townhouses generally have fewer bedrooms and less living space than detached units, fees by house size ensure proportionality and facilitate construction of affordable units.

According to the U.S. Census Bureau, a household is a housing unit occupied by year-round residents. Development fees often use per capita standards and persons per housing unit (PPHU) or persons per household (PPHH) to derive proportionate share fee amounts. When persons per household (PPHH) is used in the development impact fee calculations, the fee methodology assumes all housing units will be occupied, thus requiring seasonal or peak population to be used when deriving infrastructure standards. The City of Driggs and the surrounding area is home to a large number of second/vacation homes and hosts many visitors throughout the year. Thus, TischlerBiseGalena recommends that fees for residential development in Driggs be imposed according to persons per household.

Figure 57. Persons per Household

Housing Type	Persons	Housing Units	Persons per Housing Unit	Households	Persons per Household	Housing Unit Mix
Single Family [1]	1,938	790	2.45	589	3.29	73%
Multifamily [2]	516	299	1.73	208	2.48	27%
Total	2,454	1,089	2.25	797	3.08	

[1] Includes attached and detached single family homes and mobile homes

[2] Includes all other types

Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates

Trip generation rates are also dependent upon the average number of vehicles available per dwelling. Key independent variables needed for the analysis (i.e., vehicles available, households, and persons) are available from the U.S. Census Bureau American Community Survey (ACS), indicating an average of 1.54 vehicles per household in Driggs.

Figure 58. Vehicles per Household

Tenure	Vehicles Available	Households			Vehicles per HH by Tenure
		Single Family	Multifamily	Total	
Owner-occupied	1,071	431	25	456	2.35
Renter-occupied	612	158	183	341	1.79
Total	1,683	589	208	797	2.11

Housing Type	Vehicles Available	Housing Units	Vehicles per Housing Unit
Single Family	1,296	790	1.64
Multi-Family	386	299	1.29
Total	1,682	1,089	1.54

Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates

DEMAND INDICATORS BY DWELLING SIZE

Impact fees must be proportionate to the demand for infrastructure. Because averages per household, for both persons and vehicle trip ends, have a strong, positive correlation to the number of bedrooms, TischlerBiseGalena recommends residential fee schedules that increase by unit size. Custom tabulations of demographic data by bedroom range can be created from individual survey responses provided by the U.S. Census Bureau in files known as Public Use Microdata Samples (PUMS). PUMS files are only available for areas of at least 100,000 persons with Driggs included in Public Use Microdata Areas (PUMA) 1100.

Cells shaded yellow below are survey results for PUMA 1100. Unadjusted persons per household (2.94), derived from PUMS data for the PUMA listed above, are adjusted upward to match the control totals for Driggs (3.08), as shown above in Figure 59. Adjusted persons per household totals are shaded in gray.

Figure 59. Persons by Bedroom Range

Bedroom Range	Persons ¹	Vehicles Available ¹	Households ¹	Housing Mix	Unadjusted PPHH	Adjusted PPHH ²
0-2	1,267	1,088	614	26%	2.06	2.16
3	2,251	1,892	803	34%	2.80	2.94
4	1,779	1,424	539	23%	3.30	3.46
5+	1,637	1,191	402	17%	4.07	4.27
Total	6,934	5,595	2,358	100%	2.94	3.08

PERSONS BY DWELLING SIZE

Average floor area and number of persons by bedroom range are plotted in Figure 60 with a logarithmic trend line derived from 2020 square footage estimates provided by the U.S. Census Bureau (West Region). Dwellings with two bedrooms or less average 1,059 square feet of floor area—based on multifamily dwellings constructed in West Census Region. Three-bedroom dwellings average 2,078 square feet, four-bedroom dwellings average 2,947 square feet, and dwellings with five or more bedrooms average 4,164 square feet—based on single family dwellings constructed in West Census Region. Using the trend line

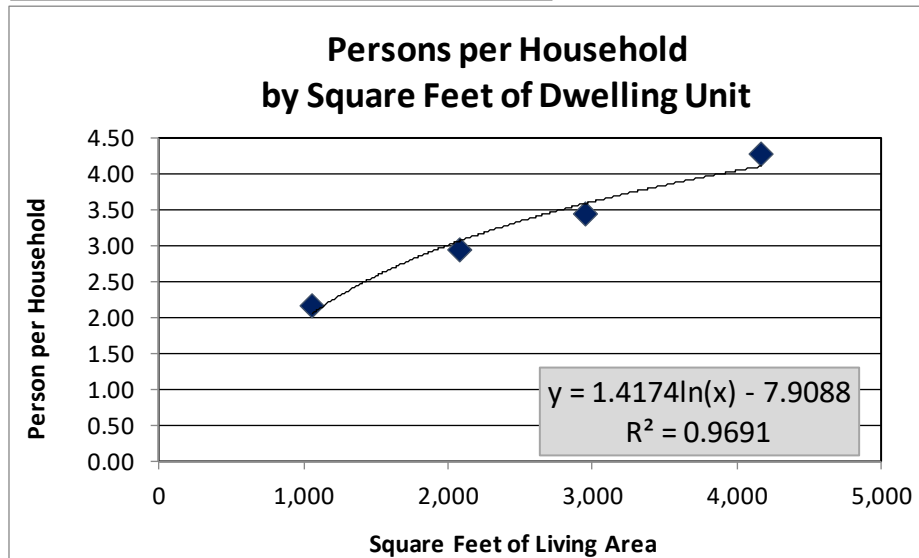
formula shown in the chart, TischlerBiseGalena derived the estimated average number of persons, by dwelling size, using 13 size thresholds.

As shown in the upper-right corner of the table below, the smallest floor area range (500 square feet or less) has an estimated average of 0.90 persons per dwelling. The largest floor area range (6,000 square feet or more) has an estimated average of 4.54 persons per dwelling.

Figure 60. Persons by Dwelling Size

Actual Averages per Hsg Unit			Fitted-Curve Values	
Bedrooms	Square Feet	Persons	Sq Ft Range	Persons
0-2	1,059	2.16	Under 500	0.90
3	2,078	2.94	500 to 999	1.88
4	2,947	3.46	1,000 to 1,499	2.46
5+	4,164	4.27	1,500 to 1,999	2.86
			2,000 to 2,499	3.18
			2,500 to 2,999	3.44
			3,000 to 3,499	3.66
			3,500 to 3,999	3.85
			4,000 to 4,499	4.01
			4,500 to 4,999	4.16
			5,000 to 5,499	4.30
			5,500 to 5,999	4.42
			6,000 or More	4.54

Average persons per housing unit derived from 2020 ACS PUMS data for the area that includes Driggs. Unit size for 0-2 bedroom is from the 2020 U.S. Census Bureau average for all multifamily units constructed in the Census West region. Unit size for all other bedrooms is from the 2019 U.S. Census Bureau average for single-family units constructed in the Census Mountain division.



TRIP GENERATION BY DWELLING SIZE

Rather than rely on one methodology, the recommended trip generation rates shown at the bottom of Figure 61, shaded gray, are an average of trip rates based on persons and vehicles available for all types of housing units. In Driggs, the average household is expected to yield 8.99 average weekday vehicle trip ends (AWVTE), compared to the national average of 8.09 trip ends per household.

Figure 61. Average Weekday Vehicle Trip Ends by Bedroom Range

Bedroom Range	Persons ¹	Vehicles Available ¹	Households ¹	Housing Mix	Unadjusted PPHH	Adjusted PPHH ²	Unadjusted VPHH	Adjusted VPHH ²
0-2	1,267	1,088	614	26%	2.06	2.16	1.77	1.15
3	2,251	1,892	803	34%	2.80	2.94	2.36	1.53
4	1,779	1,424	539	23%	3.30	3.46	2.64	1.71
5+	1,637	1,191	402	17%	4.07	4.27	2.96	1.92
Total	6,934	5,595	2,358	100%	2.94	3.08	2.37	1.54

National Averages According to ITE

ITE Code	AWVTE per Person	AWVTE per Vehicle	AWVTE per HH	Housing Mix	Persons per Household	Vehicles per Household
210 SFD	2.65	6.36	9.43	73%	3.56	1.48
221 Apt	3.31	5.10	4.54	27%	1.37	0.89
Weighted Avg	2.83	6.01	8.09	100%	2.96	1.32

Recommended AWVTE per Housing Unit

Bedroom Range	AWVTE per HH Based on Persons ³	AWVTE per HH Based on Vehicles ⁴	AWVTE per Household ⁵
0-2	6.11	6.91	6.51
3	8.32	9.20	8.76
4	9.79	10.28	10.04
5+	12.08	11.54	11.81
Average	8.72	9.26	8.99

1. American Community Survey, Public Use Microdata Sample for Idaho PUMA 1100 (2015-2019 5-Year unweighted data).
2. Adjusted multipliers are scaled to make the average PUMS values match control totals for Idaho based on 2019 American Community Survey 5-Year Estimates.
3. Adjusted persons per household multiplied by national weighted average trip rate per person.
4. Adjusted vehicles available per household multiplied by national weighted average trip rate per vehicle.
5. Average trip rates based on persons and vehicles per household.

ITE Code	AWVTE per Person	AWVTE per Vehicle	AWVTE per HH
210 SFD	6.93	9.86	8.40
220 Apt	4.90	7.75	6.33
All Types	6.37	9.26	7.82

Unadjusted PPHH
2.45
1.73
2.25

Unadjusted VPHH
1.64
1.29
1.54

VEHICLE TRIP ENDS BY DWELLING SIZE

To derive AWWTE by dwelling size, TischlerBiseGalena matched trip generation rates and average floor area, by bedroom range, as shown in Figure 62, with a logarithmic trend line derived from 2020 square footage estimates provided by the U.S. Census Bureau (West Region). Dwellings with two bedrooms or less average 1,059 square feet of floor area—based on multifamily dwellings constructed in West Census Region. Three-bedroom dwellings average 2,078 square feet, four-bedroom dwellings average 2,947 square feet, and dwellings with five or more bedrooms average 4,164 square feet—based on single family dwellings constructed in West Census Region. Using the trend line formula shown in the chart, TischlerBiseGalena derived the estimated average weekday vehicle trip ends, by dwelling size, using 13 size thresholds.

As shown in the upper-right corner of the table below, the smallest floor area range (500 square feet or less) generates an estimated average of 4.19 trip ends per dwelling. The largest floor area range (6,000 square feet or more) generates an estimated average of 15.22 trip ends per dwelling.

Figure 62. Vehicle Trip Ends by Dwelling Size

Actual Averages per Hsg Unit			Fitted-Curve Values	
Bedrooms	Square Feet	Trip Ends	Sq Ft Range	Trip Ends
0-2	1,059	6.51	Under 500	4.19
3	2,078	8.76	500 to 999	7.17
4	2,947	10.04	1,000 to 1,499	8.92
5+	4,164	11.81	1,500 to 1,999	10.16
Vehicle trips by dwelling size are derived from 2020 ACS PUMS data for the area that includes Driggs. Unit size for 0-2 bedroom is from the 2020 U.S. Census Bureau average for all multifamily units constructed in the Census West region. Unit size for all other bedrooms is from the 2020 U.S. Census Bureau average for single family units constructed in the Census Mountain division.			2,000 to 2,499	11.11
			2,500 to 2,999	11.90
			3,000 to 3,499	12.56
			3,500 to 3,999	13.14
			4,000 to 4,499	13.64
			4,500 to 4,999	14.10
			5,000 to 5,499	14.51
			5,500 to 5,999	14.88
			6,000 or More	15.22

