CITY of VICTOR
IDAHO

Capital Improvement Plan and Development Impact Fee Study

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City of Victor, Idaho

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Impact Fee Study
City of Victor, Idaho

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EXECUTIVE SUMMARY

The City of Victor, 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 Victor to evaluate and establish impact fees for: (1) parks, (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. It is intended to serve as supporting documentation for the evaluation and establishment of impact fees in the City of Victor.

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 Victor 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 Victor. The Parks and Recreation and pathway fees are based on residential 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 Victor, 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 x 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 ÷ B). By using existing infrastructure standards to determine the need for growth-related capital improvements, the City of Victor 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 Victor. 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 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 Victor.

Figure 1. Summary of Impact Fee Methodologies



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 improvements. The development impact fee is calculated for residential development only based on persons per housing unit factors. To serve projected growth at current levels of service, the following infrastructure is projected over the next ten years:

- 24.6 park improvements
- $1,255,000 growth-related cost to the City of Victor

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 development only based on persons per housing unit factors. To serve projected growth at current levels of service, the following infrastructure is projected over the next ten years:

- 5.5 miles of pathway expansion
- $2,730,000 growth-related costs to the City of Victor

TRANSPORTATION – ROADWAY CAPITAL PLAN

The roadway development impact fee is based on a 10-year capital plan. The capital plan is attributed to the 10-year increase in vehicle trips. 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 includes:

- 1.20 miles of roadway expansion
- $2,526,000 total cost to the City of Victor

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 Victor. 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. 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.

Figure 2. Summary of Maximum Supportable Development Impact Fees by Land Use



CAPITAL IMPROVEMENT PLANS

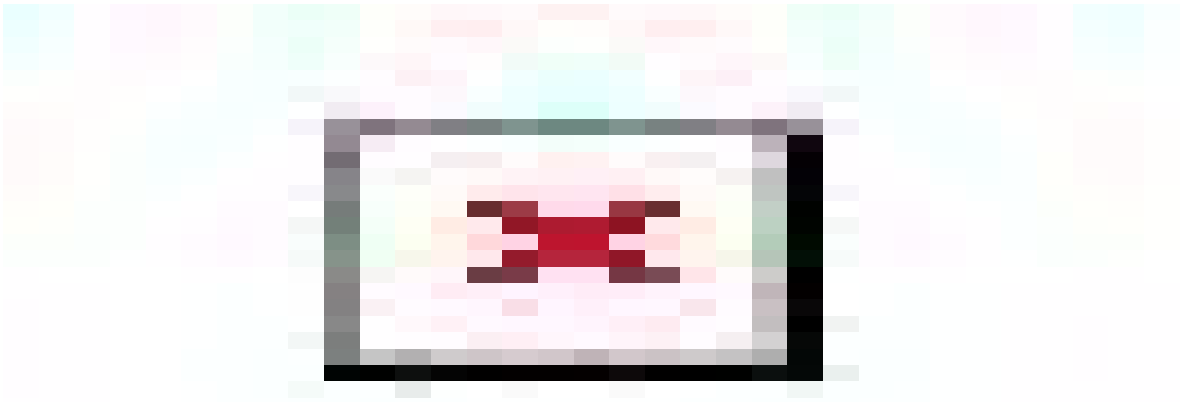
The following section provides a summary of the Capital Improvement Plans depicting growth-related capital demands and costs on which the fees are based. Each infrastructure category is discussed in turn.

First, Figure 3 and Figure 4 lists the projected growth over the next ten years in Victor. Overall, there is an estimated 65 percent increase is residential development (2,218 new peak population residents and 704 new housing units) and a 60 percent increase in nonresidential development (342 new jobs and 155,000 square feet of development).

Figure 3. Ten-Year Projected Residential Growth



Figure 4. Ten-Year Projected Nonresidential Growth



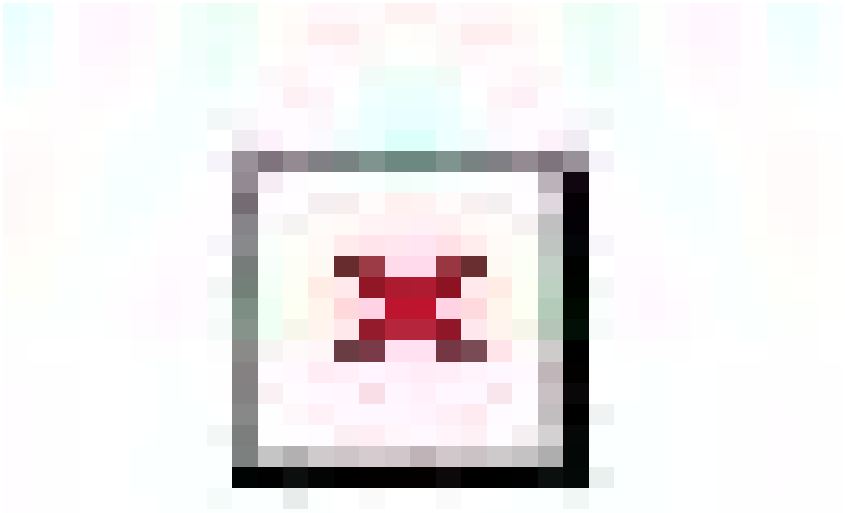
The Idaho Development Fee Act requires Capital Improvement Plans to be updated regularly, at least once every five years (Idaho Code 67-8208(2)). This report projects revenue and fees based on 10-year forecast in an effort to provide the public and elected officials with illustrative guidance of probable 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 City has maintained a level of service of 11.10 park improvements per 1,000 residents. The Parks and Recreation development impact fee is based on the existing level of service provided for park improvements. The use of existing standards means there are no existing infrastructure deficiencies. New development is only paying its proportionate share for growth-related infrastructure.

The growth-related need for park improvements based on the 10-year projected growth is listed in Figure 5. As shown, with a population projection of 2,218 population there is a need for 24.6 park improvements, totaling $1,255,000 capital cost.

Figure 5. Parks & Recreation 10-Year Capital Need

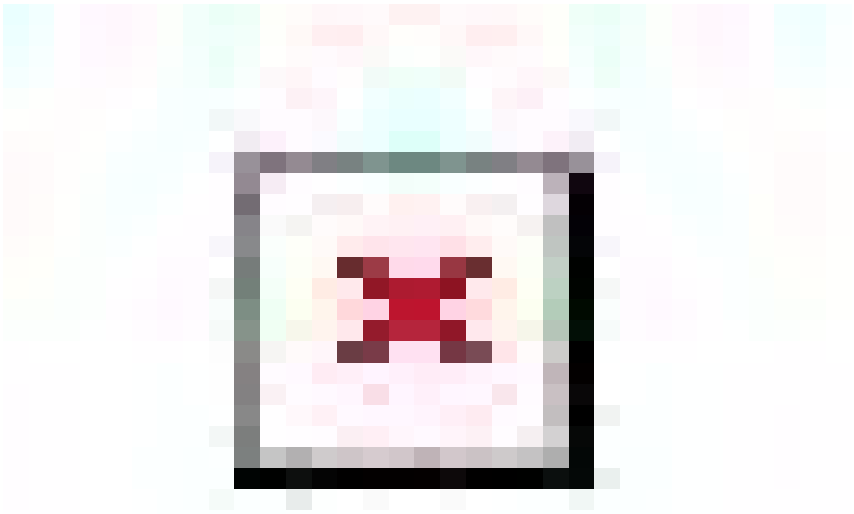


TRANSPORTATION - PATHWAY

The City has maintained a level of service of 2.46 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.

The growth-related need for pathways based on the 10-year projected growth is listed in Figure 6. As shown, with a population projection of 2,218 population there is a need for 5.46 miles, totaling $2,730,000 capital cost.

Figure 6. Pathway 10-Year Capital Need



TRANSPORTATION - ROADWAYS

Below is the City staff identified roadways projects to accommodate the next ten years of growth. The projects total 1.2 miles and is estimated to cost $2.5 million. These projects are benefitting growth, but existing demand as well. As such, only a portion of the capital plan is funded through the impact fees.

Figure 7. Transportation Capital Improvement Plan



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 Victor does anticipate being awarded federal and/or state funding for pathway and roadway capital projects. Historically, the City has received approximately 50 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 50 percent expectation. Shown in the analysis, only a portion of the roadway capital improvement plan is attributed to growth, thus impact fees are calibrated as such. However, the City anticipates using existing monies or other revenues (i.e., federal and state grants) to fund the other portion of the projects. In this case, a credit is not needed since the impact fees are mitigating the full growth-related capital cost. 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 improvements
- 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 are no dedicated revenues being collected by the City to fund growth-related projects for Parks & Recreation facilities. Furthermore, the maximum supportable impact fees are constructed to offset all growth-related capital costs for Parks & Recreation facilities. Evidence is given in this chapter that the projected capital costs from new development will be entirely offset by the development impact fees. Thus, no general tax dollars are assumed to be used to fund growth-related capital costs, requiring no further revenue credits.

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.

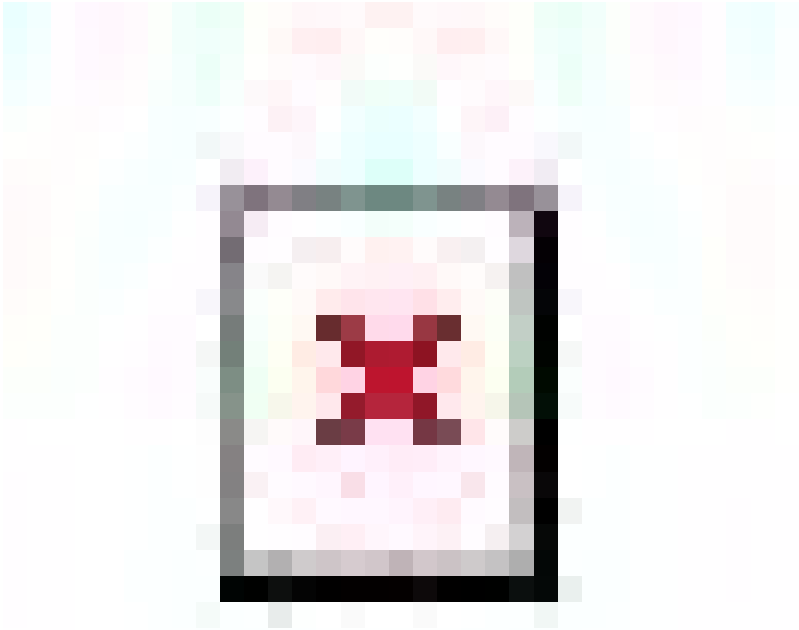
PARK IMPROVEMENTS

Listed in Figure 8, there is a total of 38 improvements within the parks. With a peak population of 3,424, the level of service is found to be 11.10 park improvements per 1,000 persons. The level of service is combined with the average cost per improvement to find the capital cost per person. The average improvement cost is based on the replacement costs of the current improvements at each park.

As a result, the park component of the impact fee is $566 per person for improvements (11.10 improvements per 1,000 persons x $51,000 per improvement = $566 per person, rounded).

Note: the analysis has excluded the City's ice arena at Sherman Park. Although an ice arena could be considered a park improvement. It is a unique facility in Victor and the City does not anticipate expanding the facility within the timeframe of the study. Unlike general park improvements (i.e., restrooms, picnic areas), including the arena would have a significant impact to the fee calculation and result in the fee being inconsistent to the City's capital planning.

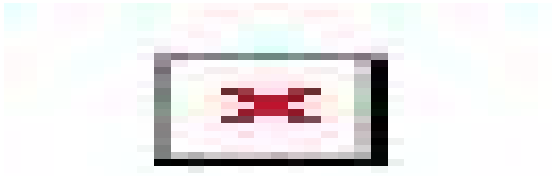
Figure 8. Park Level of Service & Cost Analysis



SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, the City of Victor 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 $10,907. 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 $10.

Figure 9. Parks & Recreation Share of the Development Impact Fee Study



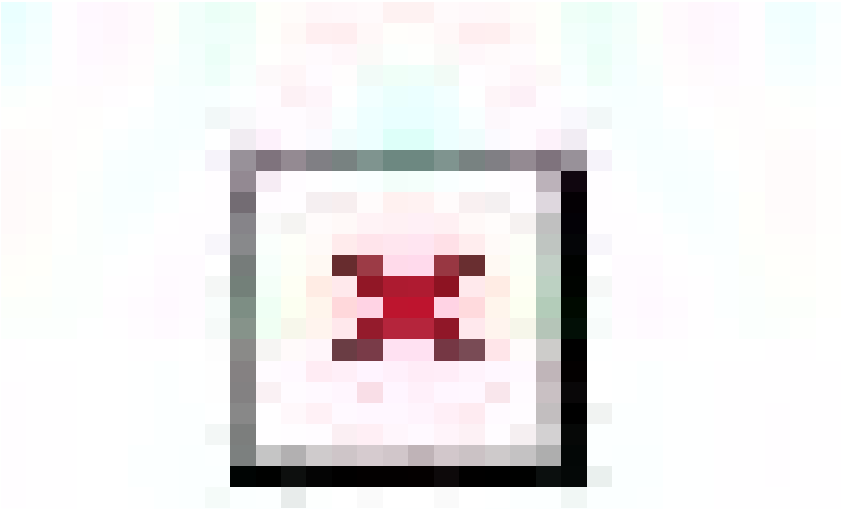
PARKS & RECREATION CAPITAL IMPROVEMENTS NEEDED TO SERVE GROWTH

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 IMPROVEMENTS

The current level of service of 11.10 improvements per 1,000 persons is combined with the population projections to illustrate the need for new park facilities. Shown in Figure 10, over the next ten years, there is a need for 24.6 park improvements. The average cost per improvement ($51,000) is multiplied by the need to find the projected capital need from growth ($1,254,600).

Figure 10. Project Demand for Park Improvements



PARKS & RECREATION IMPACT FEE CREDIT ANALYSIS

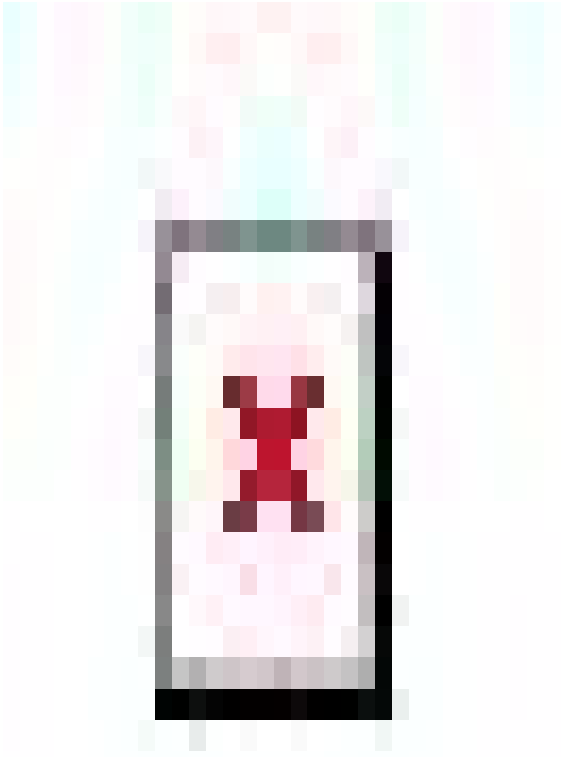
Currently, there are no dedicated revenues being collected by the City to fund growth-related projects for Parks & Recreation facilities. Furthermore, the maximum supportable impact fees are constructed to offset all growth-related capital costs for Parks & Recreation facilities. Evidence is given in this chapter that the projected capital costs from new development will be entirely offset by the development impact fees. Thus, no general tax dollars are assumed to be used to fund growth-related capital costs, requiring no further revenue credits.

PARKS & RECREATION INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 11 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per person of park improvements and the impact fee study. 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 11. Parks & Recreation Maximum Supportable Impact Fees



CASH FLOW PROJECTIONS FOR PARKS & RECREATION MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the City of Victor 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 12, 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 Parks & Recreation impact fee is estimated to cover nearly all growth-related capital costs. The gap in funding is the result of rounding in the calculations.

Figure 12. Projected Revenue for Parks & Recreation Maximum Supportable Impact Fee



PATHWAY TRANSPORTATION DEVELOPMENT IMPACT FEE ANALYSIS

The City of Victor Pathway Transportation 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 Victor 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 50 percent funded by such grants. 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 50 percent funding from grants.

PATHWAY TRANSPORTATION LEVEL OF SERVICE AND COST ANALYSIS

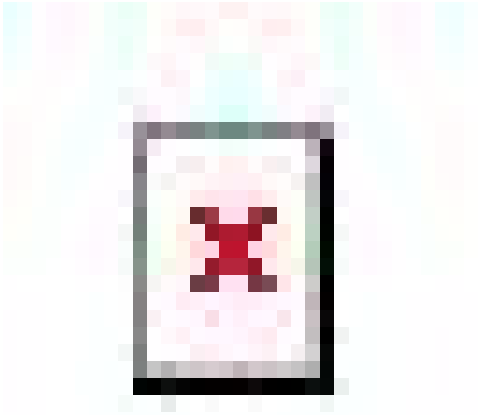
The following section details the level of service calculations and capital cost per person for each infrastructure category.

PATHWAY TRANSPORTATION INFRASTRUCTURE

Listed in Figure 13, there is a total of 8.42 pathway miles that are providing citywide benefit to the residents. With a peak population of 3,424, the level of service is found to be 2.46 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 Victor, the average cost to construct a mile is $500,000.

As a result, the pathway component of the impact fee is $1,230 per person for pathways (2.46 miles per 1,000 persons x $500,000 per mile = $1,230 per person, rounded).

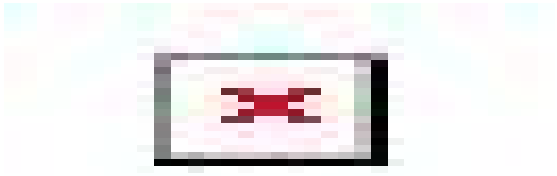
Figure 13. Pathway Level of Service & Cost Analysis



SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, the City of Victor 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 Pathway Transportation category share being $10,907. 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 $10.

Figure 14. Pathway Share of the Development Impact Fee Study



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.

PATHWAYS

The current level of service of 2.46 miles per 1,000 persons is combined with the population projections to illustrate the need for new pathway miles. Shown in Figure 15, over the next ten years, there is a need for 5.46 new miles. The average cost per mile ($500,000) is multiplied by the need to find the projected capital need from growth ($2,730,000).

Figure 15. Project Demand for Pathways



PATHWAY TRANSPORTATION IMPACT FEE CREDIT ANALYSIS

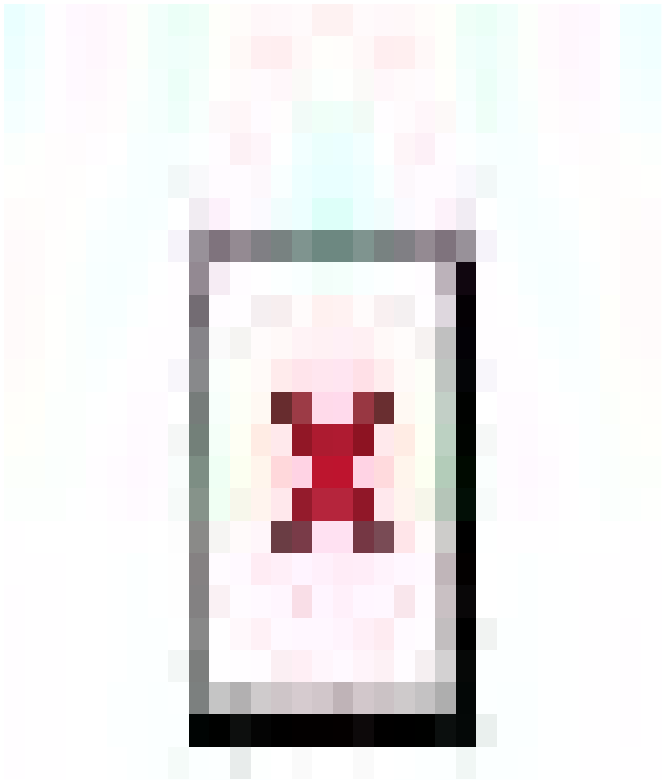
Historically, the City of Victor has been able to fund pathway expansion with a portion of the cost being paid through federal and state grants. Typically, a pathway project has been 50 percent funded by such grants. To ensure the impact fee is only capturing the City's cost from new growth, a credit is included in the fee calculation to reflect the 50 percent funding from grants.

PATHWAY TRANSPORTATION INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 16 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 16. Pathway Transportation Input Variables and Maximum Supportable Impact Fees



CASH FLOW PROJECTIONS FOR PATHWAY MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the City of Victor 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 17, 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 $1.35 million in revenue while there is a growth-related cost of $2.7 million, offsetting half of the growth-related costs. The funding gap is the result of the credit included in the analysis for grant funding for half of the capital costs.

Figure 17. Cash Flow Summary for Pathway Transportation



ROADWAY TRANSPORTATION DEVELOPMENT IMPACT FEE ANALYSIS

The City of Victor Roadway Transportation impact fees are calculated using a plan-based approach. City staff has identified a list of roadway projects that are planned to be constructed over the next ten years to accommodate growth. The projects 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, there are no dedicated revenues being collected by the City to fund growth-related projects for expanding the roadway network. Furthermore, the maximum supportable impact fees are constructed to offset all growth-related capital costs for roadway facilities. Evidence is given in this chapter that the projected capital costs from new development will be entirely offset by the development impact fees. Thus, no general tax dollars are assumed to be used to fund growth-related capital costs, requiring no further revenue credits.

DEMAND FOR TRANSPORTATION INFRASTRUCTURE

The City of Victor has planned three roadway improvement project 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 Victor. 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 Victor. In Figure 18, 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 12.68 trip ends and a multifamily unit is estimated to generate 5.69 trip ends on an average weekday.

Figure 18. Customized Residential Trip End Rates by Housing Type



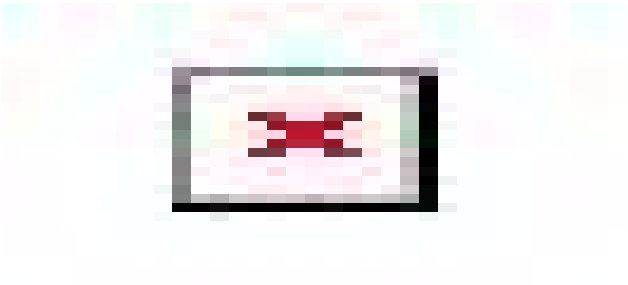
RESIDENTIAL VEHICLE TRIPS ADJUSTMENT FACTORS

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", 95 percent of Victor workers travel outside the city for work. In combination, these factors account for 15 percent of additional production trips (0.31 x 0.50 x 0.95 = 0.15). Shown in Figure 19, the

total adjustment factor for residential housing units includes attraction trips (50 percent of trip ends) plus the journey-to-work commuting adjustment (15 percent of production trips) for a total of 65 percent.

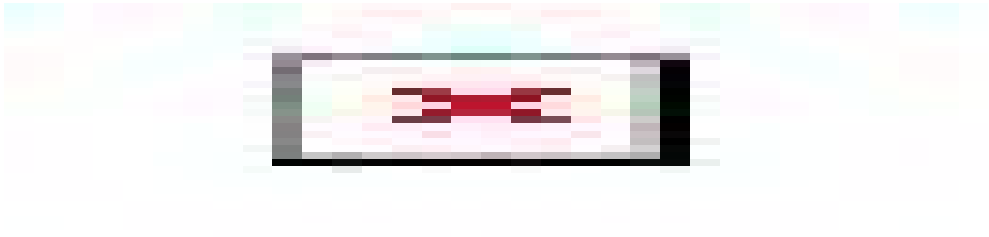
Figure 19. Residential Trip Adjustment Factor for Commuters



NONRESIDENTIAL VEHICLE TRIPS

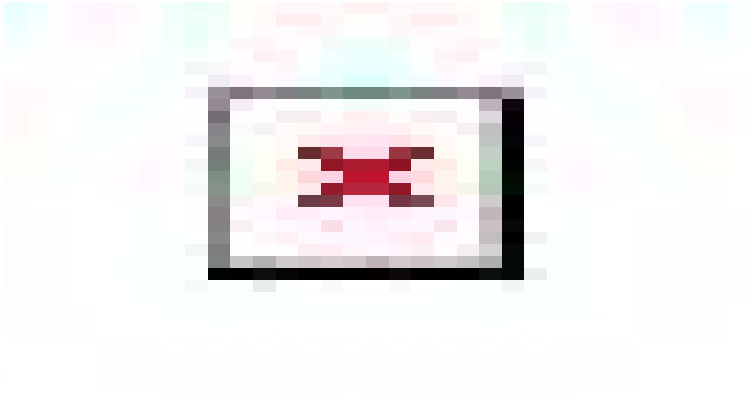
Vehicle trip generation for nonresidential land uses are calculated by using ITE's average daily trip end rates and adjustment factors found in their recently published 11th edition of Trip Generation. To estimate the trip generation in Victor, the weekday trip end per 1,000 square feet factors listed in Figure 20 are used.

Figure 20. Institute of Transportation Engineers Nonresidential Factors



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

Figure 21. Daily Vehicle Trip Factors



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 7,299 vehicle trips and nonresidential land uses account for 2,007 vehicle trips in the base year (Figure 22).

Through 2032, it is projected that daily vehicle trips will increase by 5,239 trips with the majority of the growth being generated by single family (50 percent) and multifamily (27 percent) development.

Figure 22. Vehicle Trip Projections



ROADWAY TRANSPORTATION LEVEL OF SERVICE AND COST ANALYSIS

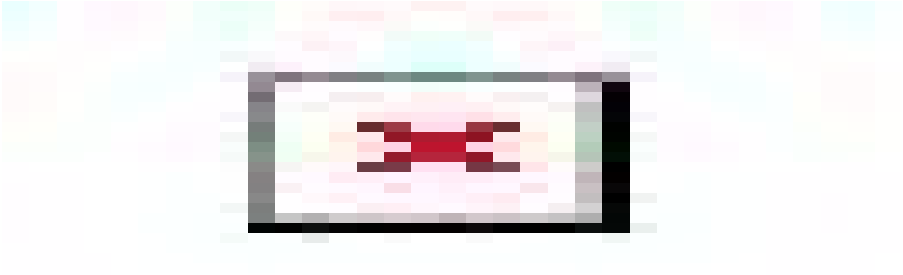
The following section details the level of service calculations and capital cost per vehicle trip for each infrastructure category.

ROADWAY INFRASTRUCTURE

Shown in Figure 23, the City has three planned roadway project to accommodate future growth in Victor. 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 1.20 miles of roads planned with a cost of $2.5 million.

The projects are benefitting existing and future residents and businesses of Victor, the cost is attributed to the citywide vehicle trips in 2032. As a result, there is a capital cost of $174 per vehicle trip.

Figure 23. Roadway Transportation 10-Year Capital Plan and Cost Analysis

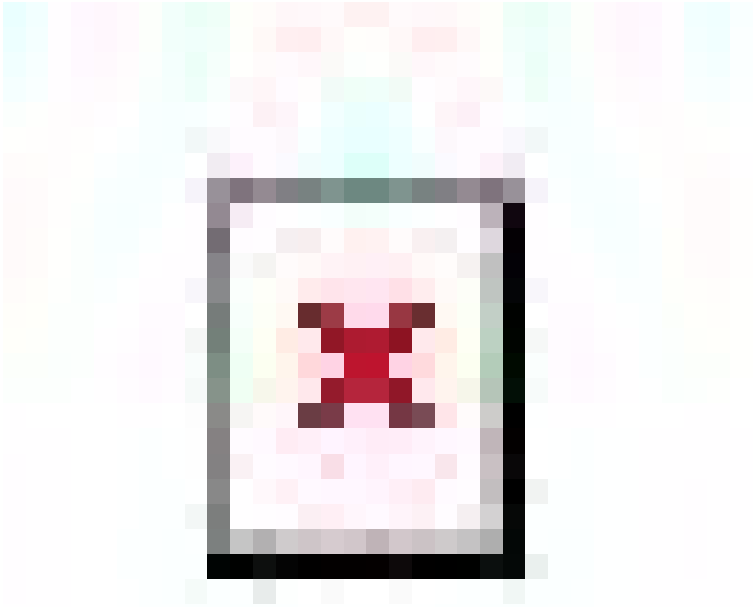


PUBLIC WORKS VEHICLE & EQUIPMENT INFRASTRUCTURE

Listed in Figure 24, there is a total of 14 vehicles and heavy equipment in the Public Works fleet that are servicing the transportation network. The current daily vehicle trips total is 9,306, resulting in the level of service of 1.50 fleet 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 $126 per vehicle trip (1.50 units per 1,000 vehicle trips x $84,000 per unit = $126 per trip, rounded).

Figure 24. PW Vehicle and Equipment Level of Service & Cost Analysis



SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, the City of Victor 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 Roadway Transportation category share being $10,907. 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 $4.

Figure 25. Roadway Transportation Share of the Development Impact Fee Study



ROADWAY TRANSPORTATION IMPACT FEE CREDIT ANALYSIS

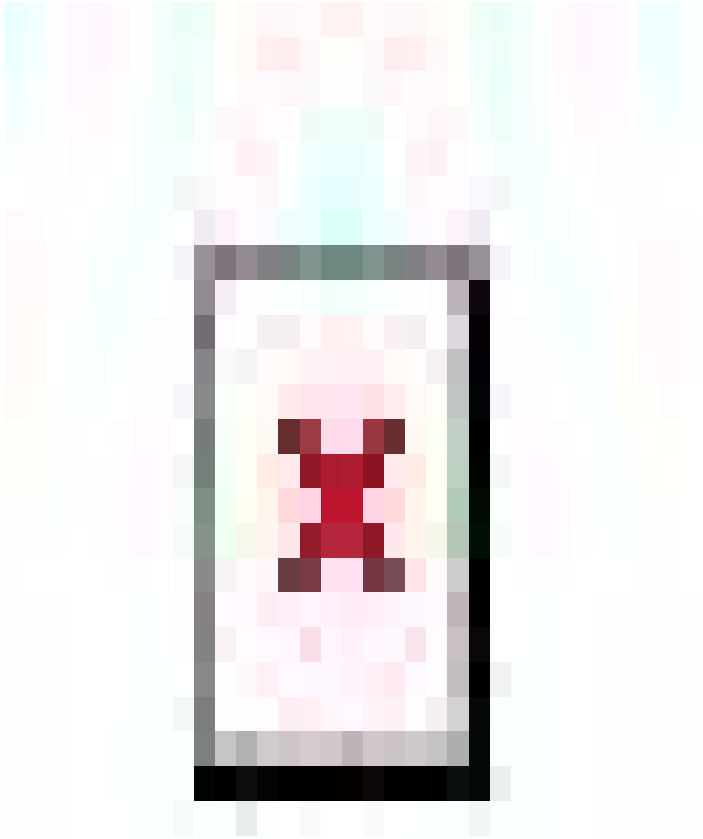
Currently, there are no dedicated revenues being collected by the City to fund growth-related projects for roadway expansion. Furthermore, the maximum supportable impact fees are constructed to offset all growth-related capital costs for roadway and Public Works capital needs. Evidence is given in this chapter that the projected capital costs from new development will be entirely offset by the development impact fees. The existing residents' share of the roadway capital plan is assumed to be funded through existing monies or other sources such as federal and state grants. Thus, no general tax dollars are assumed to be used to fund growth-related capital costs, requiring no further revenue credits.

ROADWAY TRANSPORTATION INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 26 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per vehicle trip. The residential Roadway Transportation 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 26. Roadway Transportation Input Variables and Maximum Supportable Impact Fees

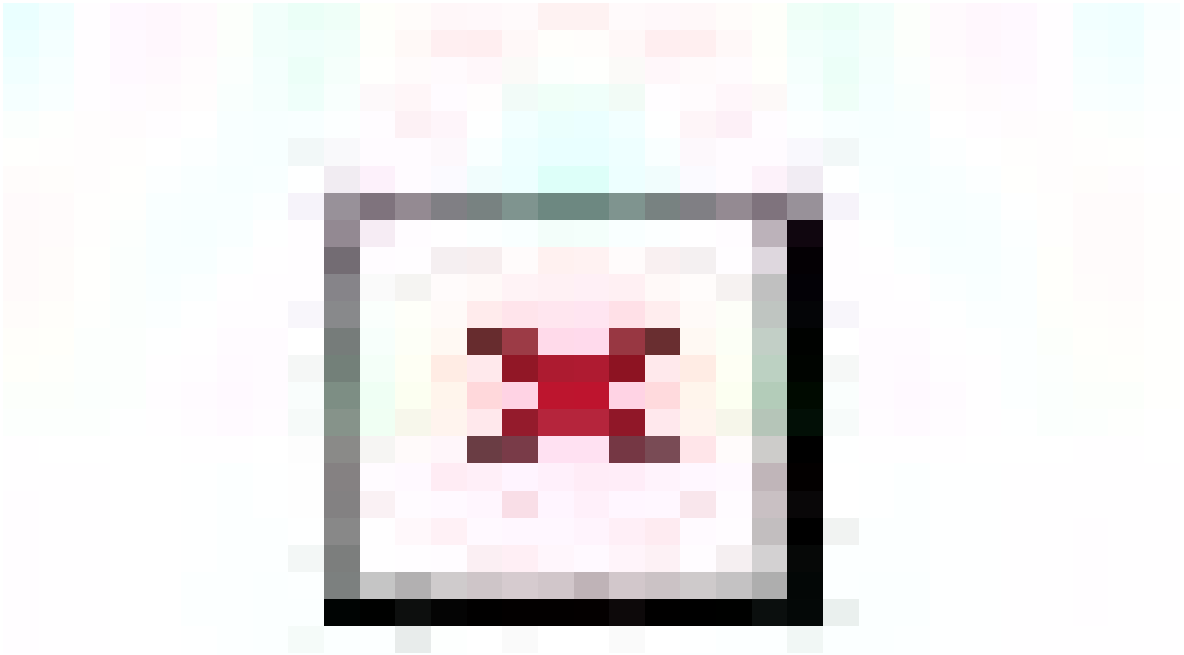


CASH FLOW PROJECTIONS FOR ROADWAY MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the City of Victor, if the Roadway Transportation 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 27, 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 $1.7 million while the roadway plan and Public Work needs for vehicles and equipment total $3.2 million. The non-impact fee funding gap of $1.5 million is the result of the existing demand on the roadway capital plan and will be funded through other funding sources (i.e., federal and state grants).

Figure 27. Cash Flow Summary for Roadway Transportation



PROPORTIONATE SHARE ANALYSIS

Development impact fees for the City of Victor 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 Victor 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 Victor. 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 Victor 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 Victor will collect impact fees from all new residential units. One-time impact fees are determined by site capacity (i.e., number of 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.

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

As part of our Work Scope, TischlerBise has prepared documentation on demographic data and development projections that will be used in the City of Victor 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. Furthermore, the memo demonstrates the history of development and base year development levels in Victor. 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 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

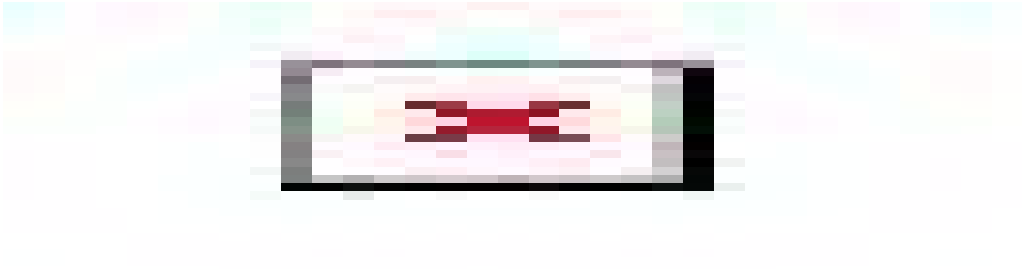
Impact fees often use per capita standards and persons per housing unit or persons per household to derive proportionate share fee amounts. Housing types have varying household sizes and, consequently, a varying demand on City infrastructure and services. Thus, it is important to differentiate between 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 Victor and the surrounding area is home to a large number of second/vacation homes and hosts many visitors throughout the year. Thus, TischlerBise recommends that fees for residential development in Victor be imposed according to persons per household.

Based on housing characteristics, TischlerBise 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 28 shows the US Census American Community Survey 2020 5-Year Estimates data for the City of Victor. Single family units have a household size of 2.91 persons and multifamily units have a household size of 2.98 persons. Additionally, there is a housing mix of 67 percent single family and 33 percent multifamily.

The estimates in Figure 28 are for household size calculations. Base year population and housing units are estimated with another, more recent data source.

Figure 28. Persons per Housing Unit



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 1,012 total units estimated in the Census, resulting in 674 single family units (67 percent) and 338 multifamily units (33 percent). Next the new residential building permits from 2021 and 2022 (through May 10, 2022) are added to the 2020 estimate.

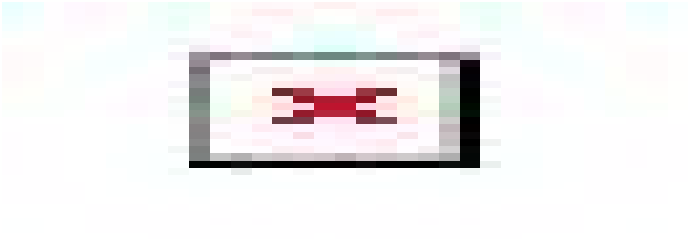
Shown in Figure 29, there is an estimated 718 single family and 374 multifamily units in Victor (totaling 1,092 housing units).

Figure 29. Base Year Housing Units



The housing estimate is further detailed in Figure 30 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 30. Permanent vs Seasonal Housing



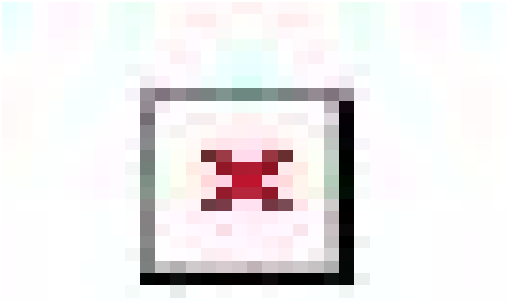
Furthermore, the nature of the influx of seasonal population in Victor necessitates three types of populations to be included in the impact fee study:

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 PPHU factors for each housing type to base year housing estimates. As a result, there is a permanent population estimate of 2,535 residents and a seasonal population estimate of 669 residents.

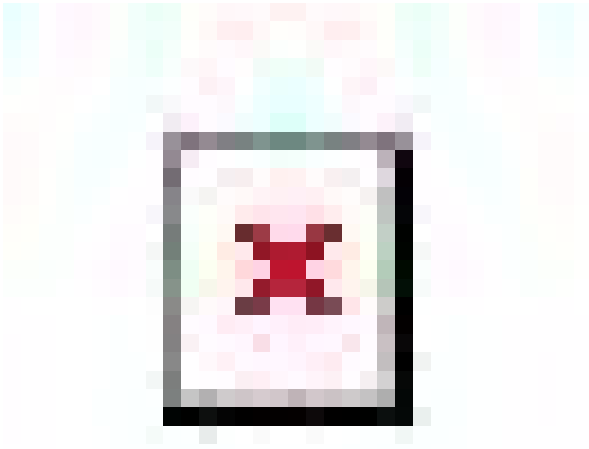
The visitor population includes overnight visitors at lodging locations. From a survey done by TischlerBise, there are three lodging properties in Victor that total 116 rooms. The neighboring City of Driggs has found that the average citywide lodging occupancy is 80 percent, so conservatively a peak season occupancy rate is assumed to be 95 percent. So based on general lodging assumptions of two occupants per lodge room, a total of 220 overnight-visitors are estimated in Victor, see Figure 31.

Figure 31. Lodging Rooms and Peak Visitors



The information above is summarized in Figure 32. Based on the three population types, there is an estimated peak population of 3,424 residents along with 1,092 housing units in Victor.

Figure 32. Base Year Housing and Population



HOUSING UNIT AND POPULATION PROJECTIONS

Currently, there are 14 residential development projects in Victor ranging from small 4-plex developments to 70-unit developments. These projects are in varying development stages, but are anticipated to be completed in the near future. In total, there are 158 single family units and 194 multifamily units in the pipeline. The pipeline is assumed to be absorbed over the next five years and the annual average will continue in the following out-years. A five-year absorption of the pipeline developments results in nearly 32 single family and 39 multifamily units annually, consistent with recent housing growth in Victor. As a result, 316 single family units and 388 multifamily units are projected over the next ten years, a 65 percent increase from the base year.

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 1,496 permanent residents, 580 seasonal residents, and 143 overnight-visitors, totaling new 2,218 peak population.

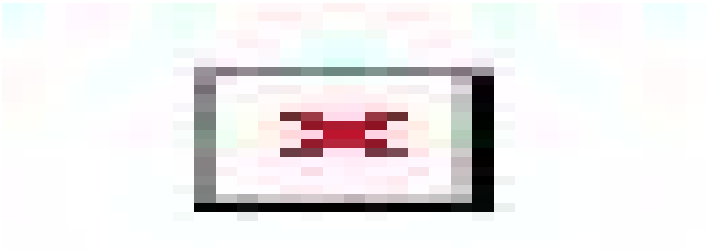
Figure 33. Residential Development Projections



CURRENT EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA

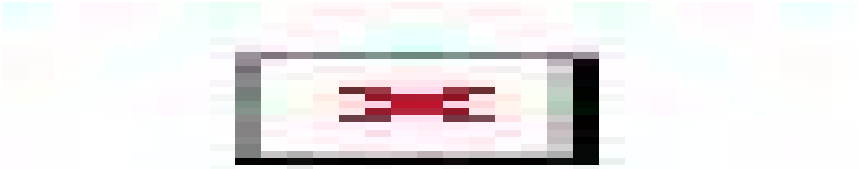
The impact fee study will include nonresidential development as well. Available through the U.S. Census OnTheMap web application, in 2019 there are 517 jobs in Victor. Based on the *Teton Region Housing Needs Assessment* (2022) there has been job growth of 5.3 percent annually in Victor, or 10.6 percent 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 571 jobs in Victor: 212 retail jobs, 137 industrial jobs, 129 office jobs, and 93 institutional jobs.

Figure 34. Base Year Employment by Industry



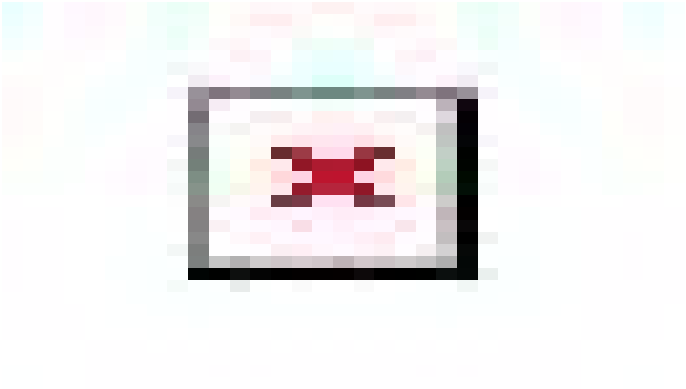
The base year nonresidential floor area for the industry sectors is calculated with the Institution of Transportation Engineers' (ITE) square feet per employee averages, Figure 35. For the retail industry the Shopping Center land use factors are used; for office the General Office factors are used; for industrial the Light Industrial factors are used; for institutional the Hospital factors are used.

Figure 35. Institute of Transportation Engineers (ITE) Employment Density Factors



By combining the base year job totals and the ITE square feet per employee factors the nonresidential floor area is calculated in Figure 36. There is an estimated total of 259,74 square feet of nonresidential floor area in Victor. Retail industries accounts for the great share, with approximately 39 percent. Industrial accounts for 34 percent, office accounts for 15 percent, and institutional accounts for 13 percent of the total.

Figure 36. Base Year Nonresidential Floor Area

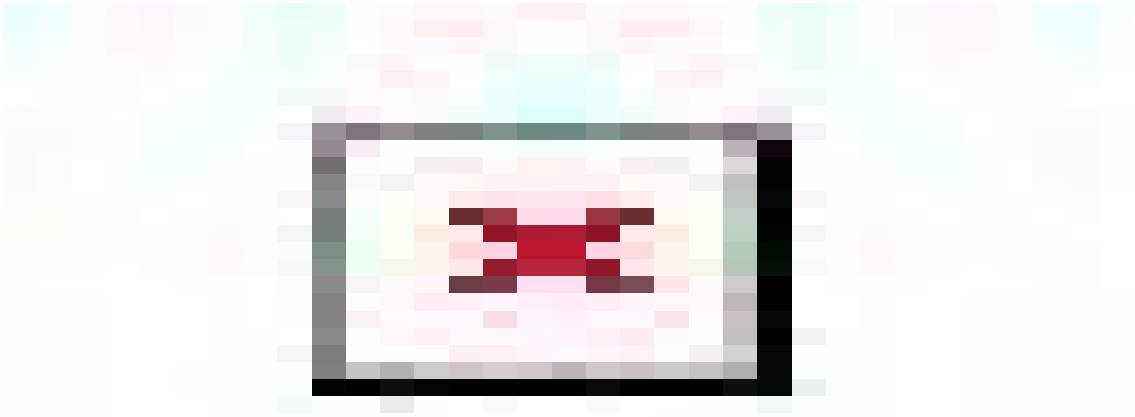


EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA PROJECTIONS

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 Victor and is applied to the base year estimates to project 10-year employment growth. As a result, there is a 342 increase in jobs, a 60 percent increase from the base year. Retail 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 155,000 square feet.

Figure 37. Employment and Nonresidential Floor Area Projections



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 Victor 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 80 percent of the functional population, while nonresidential development accounts for 20 percent.

Figure 38. City of Victor Functional Population



VEHICLE TRIP GENERATION

RESIDENTIAL VEHICLE TRIPS BY HOUSING TYPE

A customized trip rate is calculated for the single family and multifamily units in Victor. In Figure 39, 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 12.68 trip ends and a multifamily unit is estimated to generate 5.69 trip ends on an average weekday.

Figure 39. Customized Residential Trip End Rates by Housing Type

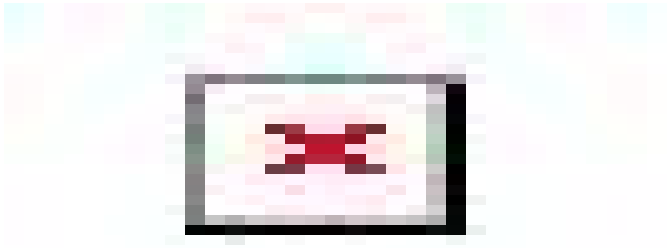


RESIDENTIAL VEHICLE TRIPS ADJUSTMENT FACTORS

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", 95 percent of Victor workers travel outside the City for work. In combination, these factors account for 8 percent of additional production trips (0.31 x 0.50 x 0.95 = 0.15). Shown in Figure 40, the total adjustment factor for residential housing units includes attraction trips (50 percent of trip ends) plus the journey-to-work commuting adjustment (15 percent of production trips) for a total of 65 percent.

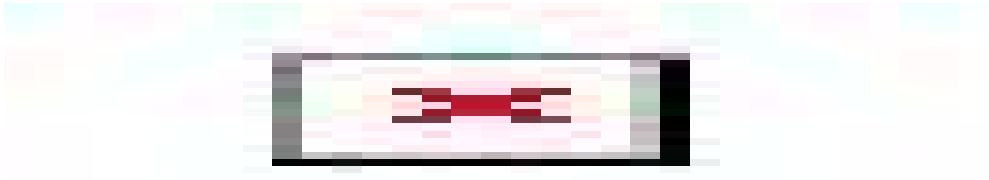
Figure 40. Residential Trip Adjustment Factor for Commuters



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 Victor, the weekday trip end per 1,000 square feet factors listed in Figure 41 are used.

Figure 41. Institute of Transportation Engineers Nonresidential Factors



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

Figure 42. Daily Vehicle Trip Factors



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 7,299 vehicle trips and nonresidential land uses account for 2,007 vehicle trips in the base year (Figure 43).

Through 2032, it is projected that daily vehicle trips will increase by 5,239 trips with the majority of the growth being generated by single family (50 percent) and multifamily (27 percent) development.

Figure 43. Vehicle Trip Projections



DEMAND INDICATORS BY DWELLING SIZE

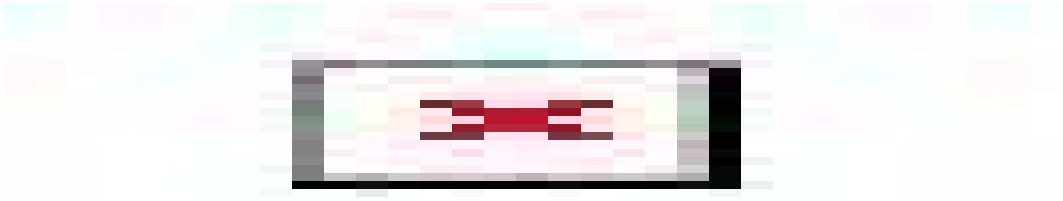
As an alternative to simply using national average trip generation rates for residential development, published by the Institute of Transportation Engineers (ITE), TischlerBise derived custom trip rates using local demographic data. Key inputs needed for the analysis (i.e., average number of persons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

VICTOR 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.

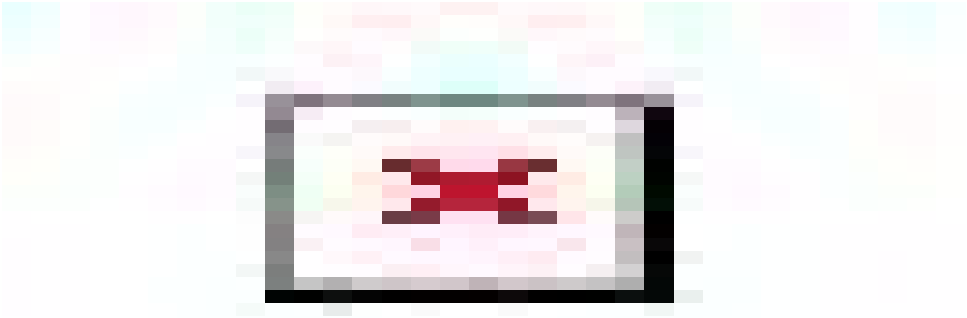
According to the U.S. Census Bureau, a household is a housing unit occupied by year-round residents. Development fees often use per capita standards and persons per housing unit (PPHU) or persons per household (PPHH) to derive proportionate share fee amounts. When persons per household (PPHH) is used 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 Victor and the surrounding area is home to a large number of second/vacation homes and hosts many visitors throughout the year. Thus, TischlerBise recommends that fees for residential development in Victor be imposed according to persons per household.

Figure 44. Persons per Household



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 2.08 vehicles per household in Victor.

Figure 45. Vehicles per Household

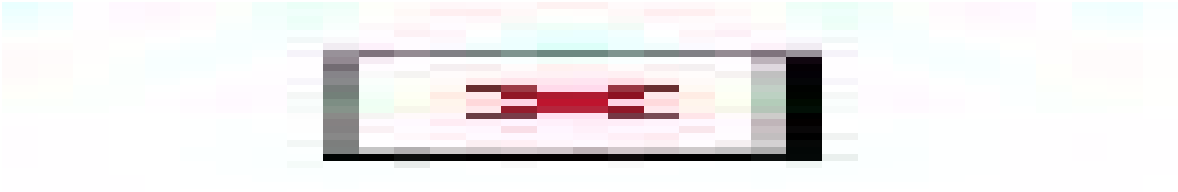


DEMAND INDICATORS BY DWELLING SIZE

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, TischlerBise 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 Victor 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 Victor (2.93), as shown above in Figure 46. Adjusted persons per household totals are shaded in gray.

Figure 46. Persons by Bedroom Range



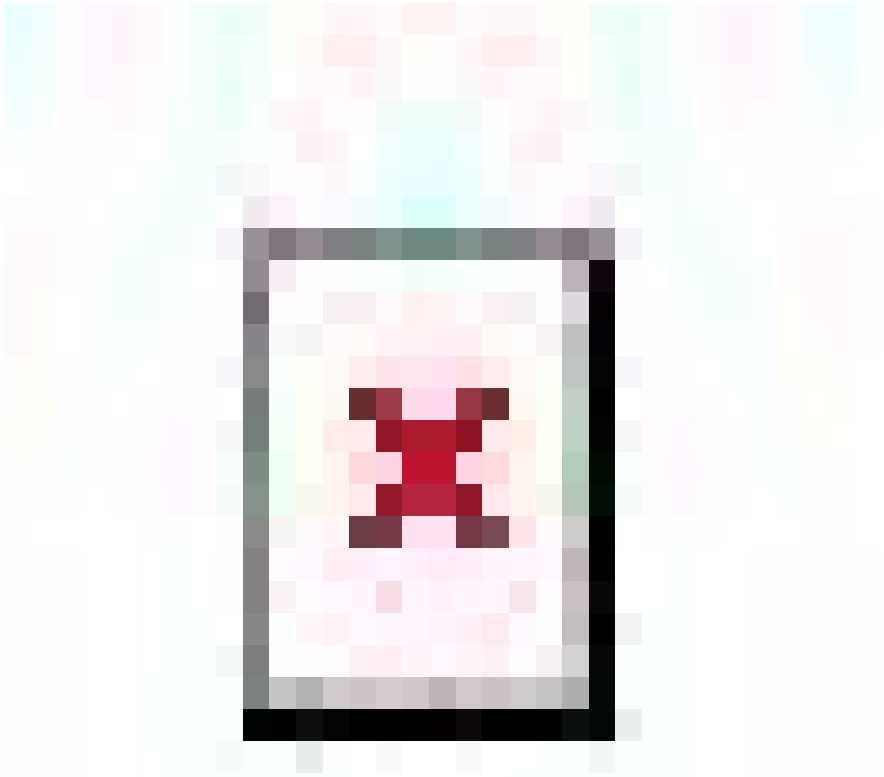
PERSONS BY DWELLING SIZE

Average floor area and number of persons by bedroom range are plotted in Figure 47 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, TischlerBise 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.

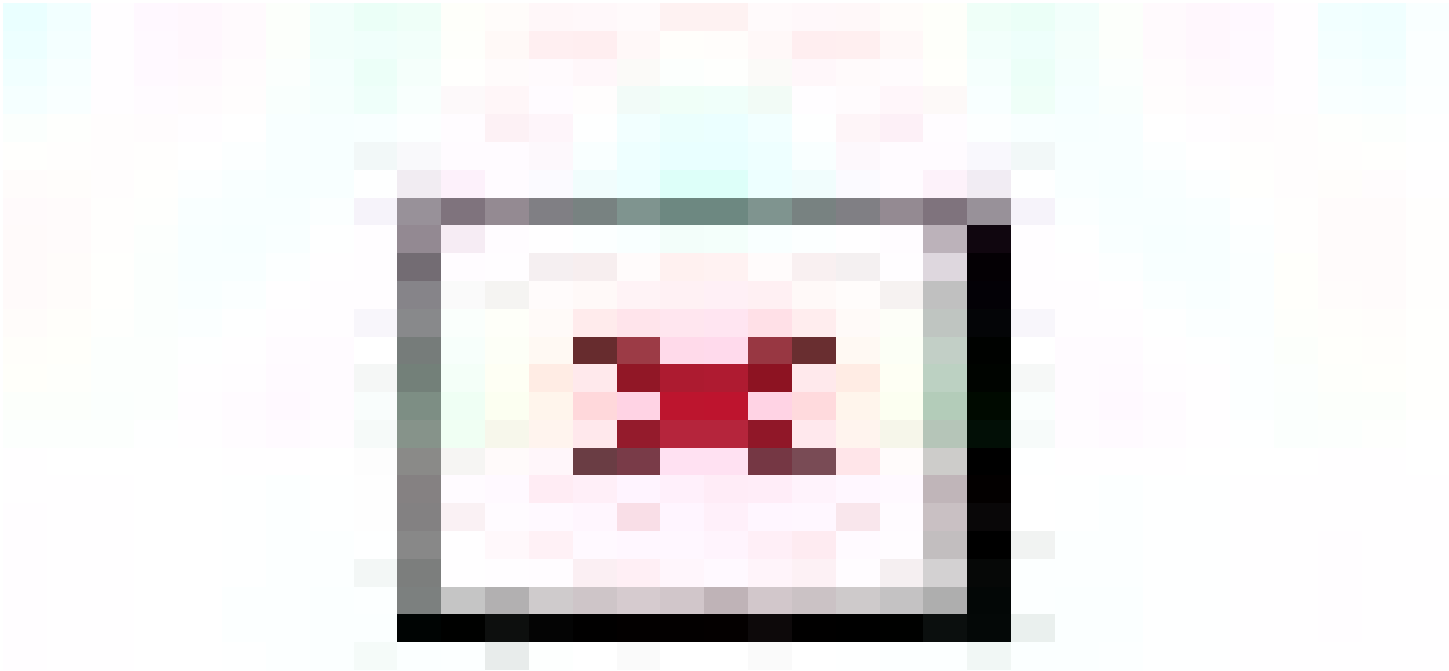
Figure 47. Persons by Dwelling Size



TRIP GENERATION BY DWELLING SIZE

Rather than rely on one methodology, the recommended trip generation rates shown at the bottom of Figure 48, shaded gray, are an average of trip rates based on persons and vehicles available for all types of housing units. In Victor, the average household is expected to yield 10.39 average weekday vehicle trip ends (AWVTE), compared to the national average of 7.79 trip ends per household.

Figure 48. Average Weekday Vehicle Trip Ends by Bedroom Range



VEHICLE TRIP ENDS BY DWELLING SIZE

To derive AWVTE by dwelling size, TischlerBise matched trip generation rates and average floor area, by bedroom range, as shown in Figure 49, 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, TischlerBise 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 49. Vehicle Trip Ends by Dwelling Size

