Capital Improvement Plan and Development Impact Fee Study

Submitted to:

City of Sandpoint, Idaho

June 12, 2025

Prepared by:

TischlerBise
FISCAL | ECONOMIC | PLANNING

4701 Sangamore Road
Suite S240
Bethesda, Maryland 20816
800.424.4318
www.tischlerbise.com

[page left intentional blank]

Impact Fee Study
City of Sandpoint, Idaho

[page left intentional blank]

EXECUTIVE SUMMARY

The City of Sandpoint, Idaho, retained TischlerBise, Inc. to update its development impact fee program. It is the intent of the City of Sandpoint to evaluate and update impact fees for: (1) parks & recreation, (2) pathways, (3) roads, (4) police, and (5) fire. This report presents the methodologies and calculations used to generate current levels of service and maximum supportable impact fees. It is intended to serve as supporting documentation for the evaluation and update of impact fees in the City of Sandpoint.

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 (Idaho Code 67-8202(1-4)), it is the intent of the City of Sandpoint to:

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 Sandpoint. The Parks & Recreation, Roads, Pathways, Police, and Fire 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 Sandpoint, 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 Sandpoint 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

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.

The following table summarizes the method(s) used to derive the impact fee for each type of public facility in Sandpoint.

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 Improvements, Park Acres	n/a	Persons, Jobs
Pathways	Citywide	Impact Fee Study	Pathway Expansion	n/a	VMT
Roads	Citywide	Impact Fee Study	n/a	Intersection Improvements	VMT
Police	Citywide	Impact Fee Study	Police Facilities, Equipment	n/a	Persons, Vehicle Trips
Fire	Citywide	Impact Fee Study	Fire Stations, Equipment	n/a	Persons, Vehicle Trips

A summary of the capital improvement plan (CIP) for each infrastructure category included in the study is provided below. See the Capital Improvement Plans Chapter for further details.

Figure 2. Parks & Recreation 10-Year Growth-Related CIP

10-Year Parks CIP Projects	Estimated Year	Total Cost	Growth Percentage	Growth Cost
Sports Complex Parks (Travers/Centennial/Great Northern)				
Travers Park Picnic Shelter	2025	$30,000	25%	$7,500
Multisport Recreation Enhancements at JER	2033	$1,800,000	50%	$900,000
Travers Skatepark Shade Structure	2026	$30,000	50%	$15,000
Travers Skatepark Ammenities	2026	$10,000	50%	$5,000
Sports Complex Improvements	2026	$10,000	50%	$5,000
Outdoor Tennis Court Improvements	2026	$200,000	50%	$100,000
Pump Track/Bike Park at Travers Park	2029	$500,000	100%	$500,000
Centennial Park: Upgrades and Bridge Replacement	2030	$150,000	50%	$75,000
Sports Complex Master Plan Improvements	2035	$6,075,000	50%	$3,037,500
Expansion Phase 3 of Skatepark	2033	$1,100,000	100%	$1,100,000
City Beach Park & Downtown Waterfront				
City Beach Parking Improvements	2026	$1,200,000	25%	$300,000
City Beach Boat Launch Upgrades	2027	$120,000	50%	$60,000
City Beach Dock Expansion	2028	$600,000	50%	$300,000
City Beach RV Campground Renovations	2026	$1,000,000	50%	$500,000
Existing Playground Replacement & Upgrade	2033	$2,500,000	50%	$1,250,000
Ponderay Bay Trailhead Plaza at City Beach	2029	$100,000	50%	$50,000
Ponderay Bay Trail Parking Lot & ADA Access	2032	$400,000	50%	$200,000
Land purchase 1 acres at Farmin Landing	2035	$800,000	100%	$800,000
Waterfront Access Parks				
Sand Creek Non-Motorized Boat Launch	2029	$300,000	50%	$150,000
Memorial Field Waterfront Access Improvements	2035	$1,275,000	50%	$637,500
3rd Street Pier Park Improvements	2032	$175,000	50%	$87,500
Neighborhood Parks				
Cedars Park Improvements (Maggie Ln)	2032	$130,000	100%	$130,000
Lakeview Park Site plan and Park Improvements Project	2034	$800,000	50%	$400,000
Hickory Park Improvements	2030	$350,000	50%	$175,000
All Parks Improvements				
Develop Dog Park Facilities	2026	$150,000	50%	$75,000
Outdoor Basketball Court Improvements	2030	$185,000	0%	$0
City-Wide Park Signage & Wayfinding	2031	$185,000	50%	$92,500
Land purchase 36.2 acres for Community Park	2035	$2,000,000	100%	$2,000,000
Land purchase 2.5 acres for Linear Union Pacific Park	2035	$700,000	50%	$350,000
Facilities				
New Parks Maintenance & Operations Office	2035	$600,000	0%	$0
Recreation Admin. Office Relocation	2026	$10,000	0%	$0
		$23,485,000		**$13,302,500**

Figure 3 Parks & Recreation 10-Year Growth-Related CIP Continued

10-Year Parks CIP Projects	Estimated Year	Growth Acres	Total Cost per Acre	Growth Square Feet	Total Cost per Sq Ft
Sports Complex Parks (Travers/Centennial/Great Northern)					
Travers Park Picnic Shelter	2025	-	-	600	
Multisport Recreation Enhancements at JER	2033	-	-	20,000	$150
Travers Skatepark Shade Structure	2026	-	-	600	$625
Travers Skatepark Ammenities	2026	-	-	-	-
Sports Complex Improvements	2026	-	-	-	-
Outdoor Tennis Court Improvements	2026	-	-	-	-
Pump Track/Bike Park at Travers Park	2029	0.5	$1,000,000	-	-
Centennial Park: Upgrades and Bridge Replacement	2030	-	-	-	-
Sports Complex Master Plan Improvements	2035	-	-	-	-
Expansion Phase 3 of Skatepark	2033	-	-	10,000	$110
City Beach Park & Downtown Waterfront					
City Beach Parking Improvements	2026	3.0	$400,000	-	-
City Beach Boat Launch Upgrades	2027	-	-	-	-
City Beach Dock Expansion	2028	-	-	-	-
City Beach RV Campground Renovations	2026	1.3	$769,231	-	-
Existing Playground Replacement & Upgrade	2033	0.3	-	-	-
Ponderay Bay Trailhead Plaza at City Beach	2029	-	-	-	-
Ponderay Bay Trail Parking Lot & ADA Access	2032	-	-	-	-
Land purchase 1 acres at Farmin Landing	2035	1.9	$430,108	-	-
Waterfront Access Parks					
Sand Creek Non-Motorized Boat Launch	2029	-	-	-	-
Memorial Field Waterfront Access Improvements	2035	-	-	-	-
3rd Street Pier Park Improvements	2032	0.3	$583,333	-	-
Neighborhood Parks					
Cedars Park Improvements (Maggie Ln)	2032	2.6	$50,000	-	-
Lakeview Park Site plan and Park Improvements Project	2034	12.0	$66,667	-	-
Hickory Park Improvements	2030	2.3	$152,174	-	-
All Parks Improvements					
Develop Dog Park Facilities	2026	5.0	$30,000	-	-
Outdoor Basketball Court Improvements	2030	-	-	-	-
City-Wide Park Signage & Wayfinding	2031	-	-	-	-
Land purchase 36.2 acres for Community Park	2035	36.2	$55,249	-	-
Land purchase 2.5 acres for Linear Union Pacific Park	2035	2.5	-	-	-
Facilities					
New Parks Maintenance & Operations Office	2035	-	-	-	-
Recreation Admin. Office Relocation	2026	-	-	-	-
		67.8		**31,200**	

Figure 4. Pathways 10-Year Growth-Related CIP

10-Year Pathways CIP Projects	Estimated Year	Length (miles)	Total Cost	Growth Share	Growth Cost	Impact Fee Funding	Other Funding
Boyer Avenue Multi-use Pathway	2026	0.25	$300,000	100%	$300,000	$300,000	$0
Baldy Mountain, Western Connection Pathway	2027	0.28	$300,000	100%	$300,000	$300,000	$0
Great Northern Multi-use Pathway	2027	1.25	$500,000	100%	$500,000	$500,000	$0
WWTP Connectivity	2028	0.2	$132,000	100%	$132,000	$132,000	$0
Spruce and Chestnut Pathway Improvements	2029	0.5	$50,000	100%	$50,000	$50,000	$0
Woodland Multi-use Pathway	2030	0.4	$264,000	100%	$264,000	$163,400	$100,600
N Boyer Rd Multi-use Pathway	2030	0.2	$132,000	100%	$132,000	$0	$132,000
Superior Avenue Multi-use Pathway	2032	0.3	$750,000	100%	$750,000	$0	$750,000
Baldy Mountain Road Pathway	2034	0.25	$300,000	100%	$300,000	$0	$300,000
Sand Creek Connectivity	2035	2.0	$1,320,000	100%	$1,320,000	$0	$1,320,000
		5.63	**$4,048,000**		**$4,048,000**	**$1,445,400**	**$2,602,600**

Note: Impact fee funding is based on maximum supportable fee amounts and projected growth.

Figure 5. Roads 10-Year Growth-Related CIP

10-Year Roads CIP Projects	Recommended Improvement	Estimated Year	Total Cost [1]
Pine St & Division Ave	Signalization or roundabout	2026	$1,119,214
Ontario St & US-2	Realignment	2027	$596,914
1st Ave & Bridge St	Roundabout or signalization	2028	$1,119,214
Division Ave Corridor	Traffic Mitigation	2029	$14,922,851
Cedar St & N 5th Ave	Optimize signal timing or add turn lanes	2030	$74,614
US-2 & Boyer Ave	Add protected turn phases or adjust phasing	2030	$74,614
Division Ave & Baldy Mountain Rd	Signal or turn lanes	2031	$1,492,285
Baldy Mountain Rd & Boyer Ave	Signal or turn lanes	2031	$1,492,285
1st Ave & Superior St	Improvement tied to downtown access enhancements	2032	$1,492,285
Olive Ave & Michigan St	Reconfiguration	2032	$74,614
Division Ave & US-2	Traffic and multimodal upgrades	2033	$298,457
Ella Ave & US-2	Concept plan includes realignment or reconfiguration	2035	$2,984,570
		Total	**$25,741,918**

[1] Projects are from the Sandpoint Multimodal Transportation Master Plan; costs have been adjusted from 2018 dollars to 2025 dollars using the Construction Cost Index for Seattle

Total Roads CIP Cost	$25,741,918
10-Year Growth Increase in VMT	19.6%
10-Year Growth Share of CIP Cost	**$5,034,602**

Road CIP Revenue Sources	
10-Year Impact Fee Revenue Proj.	$5,034,602
10-Year Other Revenues	$20,707,316
10-Year Total Roads CIP Cost	$25,741,918

Other funding of projects ($20.7 million) includes existing impact fee balance, state & federal grants, URA, and general tax sources

Figure 6. Police 10-Year Growth-Related CIP

10-Year Police CIP Projects	Estimated Year	Total Cost	Impact Fee Funding	Other Funding	Total Square Feet	10-Year Growth Square Feet	Growth Units
Facilities							
Evidence Storage Facility	2026	$1,015,000	$391,500	$623,500	3,500	1,350	-
Equipment							
Equipment for Patrol Officers	2025-2035	$159,934	$159,934	$0	-	-	51
Total		**$1,174,934**	**$551,434**	**$623,500**	**3,500**	**1,350**	**51**

Note: Impact fee funding is based on maximum supportable fee amounts and projected growth.

Figure 7. Fire 10-Year Growth-Related CIP

10-Year Fire CIP Projects	Estimated Year	Total Cost	Impact Fee Funding	Other Funding	Total Square Feet	Growth Square Feet	Growth Units
Facilities							
Training Facility	2026	$800,000	$800,000	$0	2,000	2,000	-
New Station Contingent on Airport Expansion*	-	-	-	-	-	-	-
Apparatus & Vehicles							
ARRF Unit Contingent on Airport Expansion	-	$700,000	-	-	-	-	-
Replacement Engine	2026	$650,000	$0	$650,000	-	-	
Replacement Aerial Truck	2035	$1,000,000	$0	$1,000,000	-	-	-
Replacement Command Vehicle	2027	$45,000	$0	$45,000	-	-	-
Replacement Rescue Vehicle	2027	$65,000	$0	$65,000	-	-	-
Replacement Rescue Boat	2030	$250,000	$0	$250,000	-	-	-
Equipment							
Trail Rescue Trailer	2027	$40,000	$40,000	$0	-	-	1
New Fire Equipment	2025-2035	$100,272	$67,755	$32,517	-	-	13
	Total	**$3,650,272**	**$907,755**	**$2,042,517**	**2,000**	**2,000**	**14**

*Station is not currently planned but would be needed if Sandpoint Airport began accepting commerical flights, no estimated cost or square footage

Note: Impact fee funding is based on maximum supportable fee amounts and projected growth.

Maximum Supportable Development Impact Fees by Type of Land Use

Figure 8 provides a schedule of the maximum supportable development impact fees by type of land use for the City of Sandpoint. 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 household based on the square footage of the dwelling unit. 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 8. Summary of Maximum Supportable Development Impact Fees by Land Use

Development Type	Parks & Recreation	Pathways	Roads	Sandpoint Police	Sandpoint Fire	Maximum Supportable	Current Fee	Change
Residential (per housing unit by square feet)								
Under 600	$2,216	$606	$2,181	$109	$216	**$5,328**	$5,441	($113)
600 to 1,000 - Avg MF	$3,080	$782	$2,812	$151	$300	**$7,125**	$5,441	$1,684
1,000 to 1,400	$4,232	$1,016	$3,654	$207	$412	**$9,521**	$5,441	$4,080
1,400 to 1,800 - Avg SF	$5,074	$1,181	$4,248	$249	$494	**$11,246**	$5,292	$5,954
1,800 to 2,200	$5,717	$1,309	$4,709	$280	$556	**$12,571**	$5,292	$7,279
2,200 to 2,600	$6,227	$1,415	$5,090	$305	$606	**$13,643**	$7,673	$5,970
2,600 to 3,000	$6,471	$1,461	$5,257	$317	$630	**$14,136**	$7,673	$6,463
3,000 or more	$7,313	$1,632	$5,872	$358	$712	**$15,887**	$7,673	$8,214
Nonresidential (per 1,000 square feet)								
Retail	$219	$1,068	$3,841	$436	$882	**$6,446**	$4,879	$1,567
Office	$336	$848	$3,053	$228	$461	**$4,926**	$1,943	$2,983
Institutional	$295	$844	$3,036	$227	$458	**$4,860**	$1,820	$3,040
Industrial	$162	$382	$1,373	$103	$207	**$2,227**	$1,169	$1,058
Manufacturing	$195	$372	$1,339	$100	$203	**$2,209**	$653	$1,556
Warehousing	$35	$134	$481	$36	$73	**$759**	$585	$174
Mini-Warehouse	$30	$113	$407	$31	$62	**$643**	$449	$194
Lodging (per room)	$4,210	$626	$2,251	$206	$410	**$7,703**	-	$7,703

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 9 and Figure 10 lists the projected growth over the next ten years in Sandpoint. Further details can be found in Appendix B. Demographic Assumptions.

Figure 9. 10-Year Projected Residential Growth

City of Sandpoint	Base Year 2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	Total Increase
Permanent Hsg Pop [1]	9,397	9,777	10,156	10,350	10,543	10,736	10,929	11,122	11,316	11,509	11,702	**2,305**
Seasonal Hsg Pop [1]	1,651	1,766	1,881	1,930	1,979	2,027	2,076	2,125	2,173	2,222	2,271	**620**
Overnight-Visitors [2]	365	604	699	713	728	742	756	770	784	798	812	**447**
Total Peak Population	11,413	12,147	12,737	12,993	13,249	13,505	13,761	14,017	14,273	14,529	14,785	**3,372**
Percent Increase		*6.43%*	*4.86%*	*2.01%*	*1.97%*	*1.93%*	*1.90%*	*1.86%*	*1.83%*	*1.79%*	*1.76%*	**30%**
Housing Units [3]												
Single Family	3,136	3,173	3,211	3,248	3,285	3,323	3,360	3,398	3,435	3,472	3,510	**374**
Multifamily [4]	1,550	1,739	1,928	1,998	2,068	2,139	2,209	2,279	2,349	2,420	2,490	**940**
Total Housing Units	4,686	4,912	5,139	5,246	5,354	5,462	5,569	5,677	5,784	5,892	6,000	**1,314**

[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, current hotel projects included in first two years of projections
[3] Housing projections are based on building permit trends provided by the City of Sandpoint Planning Department
[4] Includes ADUs and tiny homes which are considered to be occupied during peak season

Figure 10. 10-Year Projected Nonresidential Growth

Industry	Base Year 2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	Total Increase
Jobs [1]												
Retail	1,513	1,529	1,544	1,560	1,576	1,592	1,609	1,625	1,642	1,659	1,676	**163**
Office	2,303	2,328	2,354	2,379	2,406	2,432	2,458	2,485	2,513	2,540	2,568	**265**
Industrial	1,461	1,519	1,577	1,596	1,616	1,635	1,655	1,675	1,696	1,716	1,737	**276**
Institutional	2,379	2,440	2,502	2,555	2,609	2,665	2,721	2,779	2,839	2,899	2,961	**582**
Total	7,656	7,815	7,977	8,091	8,207	8,324	8,444	8,565	8,689	8,814	8,942	**1,286**
Nonresidential Floor Area (1,000 sq. ft.) [2]												
Retail	713	720	727	735	742	750	758	766	773	781	789	**77**
Office	707	715	723	730	738	747	755	763	771	780	788	**81**
Industrial	931	967	1,005	1,017	1,029	1,042	1,054	1,067	1,080	1,093	1,106	**176**
Institutional	833	854	876	894	913	933	953	973	993	1,015	1,036	**204**
Total	3,183	3,256	3,330	3,376	3,423	3,471	3,519	3,569	3,618	3,669	3,721	**538**

[1] Source: ESRI Business Analyst; Idaho Department of Labor; TischlerBise analysis
[2] Source: Institute of Transportation Engineers, *Trip Generation* , 2021

Idaho Code 67-8208(1)(i)/(k) details items necessary in a capital improvement plan and the following project lists conform to the requirements.

- *Identification of all sources and levels of funding available to the governmental entity for the financing of the system improvements;*
- *A schedule setting forth estimated dates for commencing and completing construction of all improvements identified in the capital improvements plan.*

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 a 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.

A summary of the impact fee related capital improvement plan (CIP) for each infrastructure category included in the study is provided below.

PARKS & RECREATION CAPITAL IMPROVEMENT PLAN

The Parks & Recreation Development Impact Fee is based on the existing level of service provided for park acres, park improvements, and recreation centers. The development impact fee is calculated for residential and nonresidential development. To serve projected growth, the City has identified Parks & Recreation expansion projects to be completed over the next ten years.

The CIP includes improvements to recreation centers, park improvements, and additional park acres to develop new parks. The Travers Park Sports Complex and City Beach Park have significant amenities planned over the next ten years including improvements to indoor sports facilities and playground upgrades. Over the next ten years, the total cost of the plan is $23.5 million, $7.4 million is considered to be growth-related and anticipated to be fully funded by impact fees. The growth-related portion of a project is based on City staff analysis of added capacity to the park network. Portions of projects which are replacement or maintenance related are not impact fee eligible.

The projects from the plan are consistent with growth-related needs to continue providing the current level of service and in some cases exceed the growth-related need. For example, the City plans to add 67.8 park acres over the next ten years while the projected need for the next ten years is 21.5 acres. To fund projects that go above and beyond the growth-related need, the City will have to raise other revenues or delay the projects for when impact fee revenues are available. Listed in Figure 11 and Figure 12 are the growth-related Parks & Recreation CIP projects to be funded by impact fees.

Figure 11. Parks & Recreation 10-Year Growth-Related CIP

10-Year Parks CIP Projects	Estimated Year	Total Cost	Growth Percentage	Growth Cost
Sports Complex Parks (Travers/Centennial/Great Northern)				
Travers Park Picnic Shelter	2025	$30,000	25%	$7,500
Multisport Recreation Enhancements at JER	2033	$1,800,000	50%	$900,000
Travers Skatepark Shade Structure	2026	$30,000	50%	$15,000
Travers Skatepark Ammenities	2026	$10,000	50%	$5,000
Sports Complex Improvements	2026	$10,000	50%	$5,000
Outdoor Tennis Court Improvements	2026	$200,000	50%	$100,000
Pump Track/Bike Park at Travers Park	2029	$500,000	100%	$500,000
Centennial Park: Upgrades and Bridge Replacement	2030	$150,000	50%	$75,000
Sports Complex Master Plan Improvements	2035	$6,075,000	50%	$3,037,500
Expansion Phase 3 of Skatepark	2033	$1,100,000	100%	$1,100,000
City Beach Park & Downtown Waterfront				
City Beach Parking Improvements	2026	$1,200,000	25%	$300,000
City Beach Boat Launch Upgrades	2027	$120,000	50%	$60,000
City Beach Dock Expansion	2028	$600,000	50%	$300,000
City Beach RV Campground Renovations	2026	$1,000,000	50%	$500,000
Existing Playground Replacement & Upgrade	2033	$2,500,000	50%	$1,250,000
Ponderay Bay Trailhead Plaza at City Beach	2029	$100,000	50%	$50,000
Ponderay Bay Trail Parking Lot & ADA Access	2032	$400,000	50%	$200,000
Land purchase 1 acres at Farmin Landing	2035	$800,000	100%	$800,000
Waterfront Access Parks				
Sand Creek Non-Motorized Boat Launch	2029	$300,000	50%	$150,000
Memorial Field Waterfront Access Improvements	2035	$1,275,000	50%	$637,500
3rd Street Pier Park Improvements	2032	$175,000	50%	$87,500
Neighborhood Parks				
Cedars Park Improvements (Maggie Ln)	2032	$130,000	100%	$130,000
Lakeview Park Site plan and Park Improvements Project	2034	$800,000	50%	$400,000
Hickory Park Improvements	2030	$350,000	50%	$175,000
All Parks Improvements				
Develop Dog Park Facilities	2026	$150,000	50%	$75,000
Outdoor Basketball Court Improvements	2030	$185,000	0%	$0
City-Wide Park Signage & Wayfinding	2031	$185,000	50%	$92,500
Land purchase 36.2 acres for Community Park	2035	$2,000,000	100%	$2,000,000
Land purchase 2.5 acres for Linear Union Pacific Park	2035	$700,000	50%	$350,000
Facilities				
New Parks Maintenance & Operations Office	2035	$600,000	0%	$0
Recreation Admin. Office Relocation	2026	$10,000	0%	$0
		$23,485,000		**$13,302,500**

Figure 12. Parks & Recreation 10-Year Growth-Related CIP Continued

10-Year Parks CIP Projects	Estimated Year	Growth Acres	Total Cost per Acre	Growth Square Feet	Total Cost per Sq Ft
Sports Complex Parks (Travers/Centennial/Great Northern)					
Travers Park Picnic Shelter	2025	-	-	600	
Multisport Recreation Enhancements at JER	2033	-	-	20,000	$150
Travers Skatepark Shade Structure	2026	-	-	600	$625
Travers Skatepark Ammenities	2026	-	-	-	-
Sports Complex Improvements	2026	-	-	-	-
Outdoor Tennis Court Improvements	2026	-	-	-	-
Pump Track/Bike Park at Travers Park	2029	0.5	$1,000,000	-	-
Centennial Park: Upgrades and Bridge Replacement	2030	-	-	-	-
Sports Complex Master Plan Improvements	2035	-	-	-	-
Expansion Phase 3 of Skatepark	2033	-	-	10,000	$110
City Beach Park & Downtown Waterfront					
City Beach Parking Improvements	2026	3.0	$400,000	-	-
City Beach Boat Launch Upgrades	2027	-	-	-	-
City Beach Dock Expansion	2028	-	-	-	-
City Beach RV Campground Renovations	2026	1.3	$769,231	-	-
Existing Playground Replacement & Upgrade	2033	0.3	-	-	-
Ponderay Bay Trailhead Plaza at City Beach	2029	-	-	-	-
Ponderay Bay Trail Parking Lot & ADA Access	2032	-	-	-	-
Land purchase 1 acres at Farmin Landing	2035	1.9	$430,108	-	-
Waterfront Access Parks					
Sand Creek Non-Motorized Boat Launch	2029	-	-	-	-
Memorial Field Waterfront Access Improvements	2035	-	-	-	-
3rd Street Pier Park Improvements	2032	0.3	$583,333	-	-
Neighborhood Parks					
Cedars Park Improvements (Maggie Ln)	2032	2.6	$50,000	-	-
Lakeview Park Site plan and Park Improvements Project	2034	12.0	$66,667	-	-
Hickory Park Improvements	2030	2.3	$152,174	-	-
All Parks Improvements					
Develop Dog Park Facilities	2026	5.0	$30,000	-	-
Outdoor Basketball Court Improvements	2030	-	-	-	-
City-Wide Park Signage & Wayfinding	2031	-	-	-	-
Land purchase 36.2 acres for Community Park	2035	36.2	$55,249	-	-
Land purchase 2.5 acres for Linear Union Pacific Park	2035	2.5	-	-	-
Facilities					
New Parks Maintenance & Operations Office	2035	-	-	-	-
Recreation Admin. Office Relocation	2026	-	-	-	-
		67.8		**31,200**	

PATHWAYS CAPITAL IMPROVEMENT PLAN

The Pathways Development Impact Fee is based on the existing level of service provided for multimodal connectivity pathways. To serve projected growth, the City has identified pathway expansion projects to be completed over the next ten years. The projects in the CIP include additional pathway miles to increase connectivity within the pathway system and improvements to existing pathways for safety and accessibility. Over the next ten years, the total cost of the plan is $4 million, $1.4 million is considered to be growth-related and anticipated to be fully funded by impact fees. The projects from the plan are consistent with growth-related needs to continue providing the current level of service.

The projects identified by City staff are all growth-related, however the 10-year CIP exceeds the 10-year projected impact fee revenue. Specifically, the City plans to add 5.63 pathway miles over the next ten years while the projected need for the next ten years is 2.19 miles. To fund projects that go above and beyond the growth-related need, the City will have to raise other revenues or delay the projects for when impact fee revenues are available. Listed in Figure 13 are the growth-related pathways CIP projects to be funded by impact fees.

Figure 13. Pathways 10-Year Growth-Related CIP

10-Year Pathways CIP Projects	Estimated Year	Length (miles)	Total Cost	Growth Share	Growth Cost	Impact Fee Funding	Other Funding
Boyer Avenue Multi-use Pathway	2026	0.25	$300,000	100%	$300,000	$300,000	$0
Baldy Mountain, Western Connection Pathway	2027	0.28	$300,000	100%	$300,000	$300,000	$0
Great Northern Multi-use Pathway	2027	1.25	$500,000	100%	$500,000	$500,000	$0
WWTP Connectivity	2028	0.20	$132,000	100%	$132,000	$132,000	$0
Spruce and Chestnut Pathway Improvements	2029	0.50	$50,000	100%	$50,000	$50,000	$0
Woodland Multi-use Pathway	2030	0.40	$264,000	100%	$264,000	$163,400	$100,600
N Boyer Rd Multi-use Pathway	2030	0.20	$132,000	100%	$132,000	$0	$132,000
Superior Avenue Multi-use Pathway	2032	0.30	$750,000	100%	$750,000	$0	$750,000
Baldy Mountain Road Pathway	2034	0.25	$300,000	100%	$300,000	$0	$300,000
Sand Creek Connectivity	2035	2.00	$1,320,000	100%	$1,320,000	$0	$1,320,000
		5.63	**$4,048,000**		**$4,048,000**	**$1,445,400**	**$2,602,600**

Note: Impact fee funding is based on maximum supportable fee amounts and projected growth.

ROADS CAPITAL IMPROVEMENT PLAN

The Roads Development Impact Fee is based on the plan-based approach which examines the growth-related portion of the CIP compared to the 10-year growth in vehicle miles of travel (VMT) in Sandpoint. Figure 14 lists the 10-year CIP for Sandpoint Roads expansion. The CIP projects are from the Sandpoint Multimodal Transportation Master Plan which estimated the cost of projects in 2018 dollars. These projects have had their costs adjusted by the Construction Cost Index (CCI) for Seattle between 2018 and 2025 which is the index used by the existing City ordinance for annual adjustments of the impact fees. Of particular note are the planned improvements to the Division Ave Corridor which will provide safer access to the nearby schools and library by reducing congestion of truck and related traffic.

In total, the CIP includes 12 intersection improvement projects totaling $25.7 million. However, only the percent increase (19.6 percent) over the next ten years in VMT is considered future growth-related. As a result, the growth-related CIP is $5 million. The funding gap is the result of the non-growth-related share of intersection improvement projects that will be funded by other revenues such as federal and state grants, General Fund revenue, future local option sales tax, state highway user fee revenue, or special district revenue.

Figure 14. Roads 10-Year Growth-Related CIP

10-Year Roads CIP Projects	Recommended Improvement	Estimated Year	Total Cost [1]
Pine St & Division Ave	Signalization or roundabout	2026	$1,119,214
Ontario St & US-2	Realignment	2027	$596,914
1st Ave & Bridge St	Roundabout or signalization	2028	$1,119,214
Division Ave Corridor	Traffic Mitigation	2029	$14,922,851
Cedar St & N 5th Ave	Optimize signal timing or add turn lanes	2030	$74,614
US-2 & Boyer Ave	Add protected turn phases or adjust phasing	2030	$74,614
Division Ave & Baldy Mountain Rd	Signal or turn lanes	2031	$1,492,285
Baldy Mountain Rd & Boyer Ave	Signal or turn lanes	2031	$1,492,285
1st Ave & Superior St	Improvement tied to downtown access enhancements	2032	$1,492,285
Olive Ave & Michigan St	Reconfiguration	2032	$74,614
Division Ave & US-2	Traffic and multimodal upgrades	2033	$298,457
Ella Ave & US-2	Concept plan includes realignment or reconfiguration	2035	$2,984,570
		Total	**$25,741,918**

[1] Projects are from the Sandpoint Multimodal Transportation Master Plan; costs have been adjusted from 2018 dollars to 2025 dollars using the Construction Cost Index for Seattle

Total Roads CIP Cost	$25,741,918
10-Year Growth Increase in VMT	19.6%
10-Year Growth Share of CIP Cost	**$5,034,602**

Road CIP Revenue Sources	
10-Year Impact Fee Revenue Proj.	$5,034,602
10-Year Other Revenues	$20,707,316
10-Year Total Roads CIP Cost	$25,741,918

Other funding of projects ($20.7 million) includes existing impact fee balance, state & federal grants, URA, and general tax sources

Police Capital Improvement Plan

The Police Development Impact Fee is based on the existing level of service provided for police stations and police equipment. To serve projected growth, the City has identified Police expansion projects to be completed over the next ten years which includes a need for additional evidence storage and impact fee eligible equipment for new patrol officers. Over the next ten years, the total cost of the plan is $1.2 million, $551,434 is considered to be growth-related and anticipated to be fully funded by impact fees. The Sandpoint Police Department indicated that there is currently not a growth-related need for additional vehicles and thus those have been removed from the impact fee calculation.

The projects from the plan are consistent with growth-related needs to continue providing the current level of service. However, the 10-year CIP exceeds the 10-year projected impact fee revenue. Specifically, the City plans to build 3,500 square feet of additional police station space over the next ten years while the projected need for the next ten years is 1,350 square feet. To fund projects that go above and beyond the growth-related need, the City will have to raise other revenues or delay the projects for when impact fee revenues are available. Listed in Figure 15 are the capital improvement plans for Police infrastructure identified by the Sandpoint Police Department.

Figure 15. Police 10-Year Growth-Related CIP

10-Year Police CIP Projects	Estimated Year	Total Cost	Impact Fee Funding	Other Funding	Total Square Feet	10-Year Growth Square Feet	Growth Units
Facilities							
Evidence Storage Facility	2026	$1,015,000	$391,500	$623,500	3,500	1,350	-
Equipment							
Equipment for Patrol Officers	2025-2035	$159,934	$159,934	$0	-	-	51
Total		**$1,174,934**	**$551,434**	**$623,500**	**3,500**	**1,350**	**51**

Note: Impact fee funding is based on maximum supportable fee amounts and projected growth.

Fire Capital Improvement Plan

The Fire Development Impact Fee is based on the current level of service for facilities and equipment. To serve projected growth, the City has identified Fire expansion projects to be completed over the next ten years. At the moment, the facility priority is a training site, however, if the Sandpoint airport were to expand a second station may be necessary and become top priority. Additional equipment is needed as well for future firefighter hires. Over the next ten years, the total cost of the plan is $3.6 million, $907,555 is considered to be growth-related and anticipated to be fully funded by impact fees. The Sandpoint Fire Department indicated that there is currently not a growth-related need for additional apparatus and thus those have been removed from the impact fee calculation. There are still planned replacements in the CIP for existing apparatus, however, one to one replacements are not impact fee eligible.

The projects from the plan are consistent with growth-related needs to continue providing the current level of service. Listed in Figure 16 are the capital improvement plans for Fire infrastructure identified by the Sandpoint Fire Department.

Figure 16. Fire 10-Year Growth-Related CIP

10-Year Fire CIP Projects	Estimated Year	Total Cost	Impact Fee Funding	Other Funding	Total Square Feet	Growth Square Feet	Growth Units
Facilities							
Training Facility	2026	$800,000	$800,000	$0	2,000	2,000	-
New Station Contingent on Airport Expansion*	-	-	-	-	-	-	-
Apparatus & Vehicles							
ARRF Unit Contingent on Airport Expansion	-	$700,000	-	-	-	-	-
Replacement Engine	2026	$650,000	$0	$650,000	-	-	
Replacement Aerial Truck	2035	$1,000,000	$0	$1,000,000	-	-	-
Replacement Command Vehicle	2027	$45,000	$0	$45,000	-	-	-
Replacement Rescue Vehicle	2027	$65,000	$0	$65,000	-	-	-
Replacement Rescue Boat	2030	$250,000	$0	$250,000	-	-	-
Equipment							
Trail Rescue Trailer	2027	$40,000	$40,000	$0	-	-	1
New Fire Equipment	2025-2035	$100,272	$67,755	$32,517	-	-	13
	Total	**$3,650,272**	**$907,755**	**$2,042,517**	**2,000**	**2,000**	**14**

*Station is not currently planned but would be needed if Sandpoint Airport began accepting commerical flights, no estimated cost or square footage
Note: Impact fee funding is based on maximum supportable fee amounts and projected growth.

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 67-8207(2)). The following are other sources of revenue that were accounted for in the impact fee study:

- Sources of revenue for Sandpoint include General Fund dollars, federal and state grants, local option sales taxes, state highway user fee revenue, and special district revenue. These additional sources of funding are accounted for in the City's CIPs to show the portion of capital expenditures that is not growth-related which will need to be funded by means other than impact fees.
- Lastly, the City of Sandpoint has existing balances in its impact fee funds. These funds will be used in the future to fund the City's CIPs. To ensure that the impact fees are only capturing the unfunded cost burden to the City's budget, a credit is included to account for these revenue sources. Further details can be found in the body of the 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. Parks & Recreation capital improvements are allocated to residential and nonresidential development. The Parks & Recreation infrastructure components included in the impact fee analysis are:

- Park land
- Park improvements
- Recreation centers
- Share of the development impact fee

PARKS & RECREATION FUNDING SOURCES

The City has studied various ways of providing the funding for Parks & Recreation facilities. The sources of revenue for Parks & Recreation are General Fund revenues, grants, or impact fees. In comparing an equitable allocation to the costs borne in the past and to be borne in the future, in comparison to the benefits already received and yet to be received, the City has determined that impact fees are the most equitable way of financing the growth-related Parks & Recreation facilities.

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 Development Impact Fee Fund which will be used towards the capital improvement plan. 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. 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.

In accordance with Idaho Code 67-8207(iv)(2)(h), if any maintenance or repair is required, these costs will need to be funded by other sources, such as property taxes, because replacement and addressing existing deficiencies are not eligible to be funded with impact fees. The City Council retains discretion and authority to fund deficiencies through the City's annual CIP budget process, accumulate savings annually, or through the deferred maintenance budget annually appropriated to the Parks & Recreation Department for these sorts of expenses.

EXISTING PARKS & RECREATION FACILITY DEFICIENCY ANALYSIS

Idaho Code 67-8208 (1)(a) requires a capital improvement plan to include:

> *A general description of all existing public facilities and their existing deficiencies within the service area or areas of the governmental entity and a reasonable estimate of all costs and a plan to develop the funding resources related to curing the existing deficiencies including, but not limited*

> *to, the upgrading, updating, improving, expanding or replacing of such facilities to meet existing needs and usage;*

In the following chapter the current level of service for Parks & Recreation infrastructure is examined. The resulting impact fee is calculated based on the levels of service the City of Sandpoint is providing to the existing demand. As a result, there is no existing deficiency between the level of service being provided to current residents and the level of service that is being assessed in the impact fee. Thus, no other revenues are required to address facility deficiencies.

PARKS & RECREATION DEMAND FACTORS BY LAND USE

Idaho Code 67-8208 (1)(d) requires capital improvement plans to have:

> *A definitive table establishing the specific level or quantity of use, consumption, generation, or discharge of a service unit for each category of system improvements and an equivalency or conversion table establishing the ratio of a service unit to various types of land uses, including residential, commercial, agricultural and industrial.*

The service units for the Parks & Recreation Development Impact Fee are the persons per household (PPHH) for residential development by the square footage of the dwelling unit and jobs per 1,000 square feet for nonresidential development. Nonresidential development puts demand on the Parks & Recreation infrastructure when non-resident commuters employed in Sandpoint use Parks & Recreation facilities during and after work hours before commuting back from work. Figure 17 and Figure 18 lists the factors for the size groupings included in the impact fee study. Details on the PPHH factors can be found in Appendix B. Demographic Assumptions.

Figure 17. Parks & Recreation Demand Factors - Residential

Dwelling Size (square feet)	Person per Household
Residential (per housing unit by square feet)	
Under 600	1.00
600 to 1,000	1.39
1,000 to 1,400	1.91
1,400 to 1,800	2.29
1,800 to 2,200	2.58
2,200 to 2,600	2.81
2,600 to 3,000	2.92
3,000 or more	3.30

Figure 18. Parks & Recreation Demand Factors – Nonresidential

Development Type	Jobs per 1,000 Sq. Ft.
Nonresidential (per 1,000 square feet)	
Retail	2.12
Office	3.26
Institutional	2.86
Industrial	1.57
Manufacturing	1.89
Warehousing	0.34
Mini-Warehouse	0.29

Figure 19 shows the proportionate share of Parks & Recreation facilities between residential and nonresidential demand. The residential demand is found by taking the peak population of 11,413 and multiplying by the impact hours per year for residential demand (24 hours per day x 365 days per year = 8,760 impact hours per year x 11,413 peak population = 99,977,880 cumulative impact hours per year).

The nonresidential demand is found by taking the inflow commuters from the functional population and multiplying by the impact hours per year for nonresidential demand (8 hours per day x 5 days per week x 50 work weeks per year = 2,000 impact hours x 1,712 inflow commuters = 3,424,000 cumulative impact hours per year). Details on the functional population can be found in Appendix B. Demographic Assumptions.

As a result of the proportionate share analysis, 97 percent of park and recreation infrastructure is attributed to residential demand and 3 percent of the infrastructure attributed to nonresidential demand.

Figure 19. Parks & Recreation Proportionate Share Analysis

Development Type	Service Units	Impact Hours per Year	Cumulative Impact Hours per Year	Proportionate Share
Residential	11,413 peak residents	8,760	99,977,880	**97%**
Nonresidential	1,712 inflow commuters [1]	2,000	3,424,000	**3%**
		Total	103,401,880	100%

[1] Source: U.S. Census Bureau, OnTheMap 6.1.1 Application and LEHD Origin-Destination Employment Statistics.
Residential Impact: [24 hours per day] x [365 days per year]
Nonresidential Impact: [8 hours per day] x [5 days per week] x [50 weeks per year]

PARKS & RECREATION LEVEL OF SERVICE AND COST ANALYSIS

Idaho Code 67-8208(1)(c) requires a capital improvement plan to include:

> *An analysis of the total capacity, the level of current usage, and commitments for usage of capacity of existing capital improvements, which shall be prepared by a qualified professional planner or by a qualified engineer licensed to perform engineering services in this state.*

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

PARK LAND

Listed in Figure 20, there are a total of 88.68 acres within Sandpoint Parks. The proportionate share between residential and nonresidential demand of park acres is found by applying the cumulative impact hours percentages seen above. As a result, 86.01 acres are attributed to residential demand and 2.66 acres are attributed to nonresidential demand. With a peak population of 11,413 and 7,656 existing jobs the level of service is found to be 7.54 acres per 1,000 persons (86.01 acres / 11,413 residents = 7.54 acres per 1,000 persons) and 0.35 acres per 1,000 jobs.

The level of service is combined with anticipated cost to purchase park land to find the capital cost per person/job. As a result, the capital cost per person is $754 for park land (7.54 acres per 1,000 persons x $100,000 per acre = $754 per person, rounded) and $35 per job for park land.

Note: City Beach Park attracts both Sandpoint residents and day visitors from outside of the city. Conservatively, demand during the summer peak months (3) are excluded from the level of service to account for the visitor demand.

Figure 20. Parks Level of Service & Cost Analysis – Park Land

Parks	Acres
Cedars Park	2.60
City Beach (75%)*	16.58
Creekside Trail	3.60
Farmin Park	1.70
Hickory St Park	2.30
Humbird Mill Park	3.40
Jeff Jones Square	0.30
Lakeview Park	12.00
Mickinnick Trail Head	0.5
Old Ninth Center Field	1.50
Pine St Park	1.80
Sand Creek Park	1.20
Shooting Range	4.4
Third Ave Pier	0.30
War Memorial Field	4.60
Sports Complex	31.90
Total	**88.68**

Level-of-Service Standards	Residential	Nonresidential
Proportionate Share	97%	3%
Share of Acres	86.01	2.66
2024 Peak Population/Jobs	11,413	7,656
Acres per 1,000 Persons/Jobs	**7.54**	**0.35**

Cost Analysis	Acres	Acres
Acres per 1,000 Persons/Jobs	7.54	0.35
Average Cost per Acre	$100,000	$100,000
Capital Cost per Person/Job	**$754**	**$35**

Source: City of Sandpoint

[1] Park acre costs are based on average cost to purchase a park acre per city staff

*City Beach Park attracts both Sandpoint residents and day visitors from outside of the city. Conservatively, demand during the summer peak months (3) are excluded from the level of service to account for the visitor demand.

PARK IMPROVEMENTS

Listed in Figure 21, there are a total of 102 park amenities within Sandpoint Parks. The proportionate share between residential and nonresidential demand of park improvements is found by applying the cumulative impact hours percentages seen above. As a result, 98.94 improvements are attributed to residential demand and 3.06 improvements are attributed to nonresidential demand. With a peak population of 11,413 and 7,656 existing jobs the level of service is found to be 8.67 improvements per 1,000 persons (98.84 improvements / 11,413 residents = 8.67 improvements per 1,000 persons) and 0.40 improvements per 1,000 jobs.

The level of service is combined with average cost per park improvement to find the capital cost per person and job. As a result, the capital cost per person is $1,075 for park improvements (8.67 improvements per 1,000 persons x $124,000 per improvement = $1,075 per person, rounded) and $50 per job for park improvements.

Note: City Beach Park attracts both Sandpoint residents and day visitors from outside of the city. Conservatively, demand during the summer peak months (3) are excluded from the level of service to account for the visitor demand.

Figure 21. Parks Level of Service & Cost Analysis – Park Improvements

Parks	Park Improvements	Improvement Replacement Cost
Cedars Park	1	$50,000
City Beach (75%)*	18	$2,569,500
Creekside Trail	3	$620,000
Farmin Park	5	$950,000
Hickory St Park	6	$534,500
Humbird Mill Park	4	$240,000
Jeff Jones Square	3	$320,000
Lakeview Park	15	$1,449,000
Mickinnick Trail Head	1	$20,000
Old Ninth Center Field	2	$500,000
Pine St Park	5	$770,000
Sand Creek Park	2	$120,000
Shooting Range	1	$45,000
Third Ave Pier	2	$600,000
War Memorial Field	5	$698,000
Sports Complex	29	$3,172,000
Total	**102**	**$12,658,000**

Level-of-Service Standards	**Residential**	**Nonresidential**
Proportionate Share	97%	3%
Share of Improvements	98.94	3.06
2024 Peak Population/Jobs	11,413	7,656
Improvements per 1,000 Persons/Jobs	**8.67**	**0.40**

Cost Analysis	**Improvements**	**Improvements**
Improvements per 1,000 Persons/Jobs	8.67	0.40
Average Cost per Improvement	$124,000	$124,000
Capital Cost per Person/Job	**$1,075**	**$50**

Source: City of Sandpoint
[1] Park improvement costs are based on average park improvements from existing inventory
*City Beach Park attracts both Sandpoint residents and day visitors from outside of the city. Conservatively, demand during the summer peak months (3) are excluded from the level of service to account for the visitor demand.

Recreation Centers

Listed in Figure 22, there is a total of 58,400 square feet of recreation center space in Sandpoint. However, a portion of the Travers Park Sports Center and the Community Hall have a significant usage by out-of-town residents which has been estimated at 50 percent by City staff. Thus, the applicable square feet of recreation center space have been reduced to account for the non-Sandpoint resident demand. This leads to a total of 35,700 square feet.

The proportionate share between residential and nonresidential demand of recreation center space is found by applying the cumulative impact hours percentages seen above. As a result, 34,629 square feet are attributed to residential demand and 1,071 square feet are attributed to nonresidential demand. With a peak population of 11,413 and 7,656 existing jobs the level of service is found to be 3,034 square feet per 1,000 persons (34,629 square feet / 11,413 residents = 3,034 square feet per 1,000 persons) and 140 square feet per 1,000 jobs.

The level of service is combined with average cost per square foot to find the capital cost per person and job. As a result, the capital cost per person is $570 for recreation center space (3,034 square feet per 1,000 persons x $188 per square foot = $570 per person, rounded) and $26 per job for recreation center space.

Figure 22. Parks Level of Service & Cost Analysis – Recreation Centers

Recreation Centers	Square Feet	Sandpoint Resident Use	Sandpoint Square Feet
Travers Park Sports Center	40,000	50%	20,000
Skate Park	13,000	100%	13,000
Community Hall	5,400	50%	2,700
Total	**58,400**		**35,700**

Level-of-Service Standards	**Residential**	**Nonresidential**
Proportionate Share	97%	3%
Share of Square Feet	34,629	1,071
2024 Peak Population/Jobs	11,413	7,656
Square Feet per 1,000 Persons/Jobs	**3,034**	**140**

Cost Analysis	**Square Feet**	**Square Feet**
Square Feet per 1,000 Persons/Jobs	3,034	140
Average Cost per Square Foot [1]	$188	$188
Capital Cost per Person/Job	**$570**	**$26**

Source: City of Sandpoint
[1] Average cost per square foot comes from Travers Park Phase 1 estimates

SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, Sandpoint is able to recover the cost of the study through the collection of future fees. The Parks & Recreation portion of the study is $15,358. An impact fee study must be completed every five years, so the attributed cost is compared to the five-year projected increase in population and jobs. As a result, the cost per person is $7 and the cost per job is $1.

Figure 23. Parks Share of the Development Impact Fee Study

Share of Study Cost	Residential Share	Nonresidential Share
$15,358	97%	3%

Residential Cost	Five-Year Population Increase	Capital Cost per Person
$14,897	2,092	**$7**

Nonresidential Cost	Five-Year Jobs Increase	Capital Cost per Job
$461	668	**$1**

PARKS & RECREATION CAPITAL IMPROVEMENTS NEEDED TO SERVE GROWTH

Idaho Code 67-8208(1)(f-h) requires a capital improvement plan to include:

- *A description of all system improvements and their costs necessitated by and attributable to new development in the service area based on the approved land use assumptions, to provide a level of service not to exceed the level of service adopted in the development impact fee ordinance;*
- *The total number of service units necessitated by and attributable to new development within the service area based on the approved land use assumptions and calculated in accordance with generally accepted engineering or planning criteria;*
- *The projected demand for system improvements required by new service units projected over a reasonable period of time not to exceed twenty (20) years;*

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 levels of service per 1,000 persons and per 1,000 jobs for each park infrastructure category are combined with the population and job projections to illustrate the need for new park infrastructure. Shown in Figure 24 over the next ten years are the needs for 25.9 new park acres, 29.7 park amenities, and 10,410 square feet of recreation center space, totaling $8.2 million. Each category is the product of projected need and average cost per unit type discussed in the levels of service section above.

Figure 24. Projected Demand for Parks & Recreation Facilities

Infrastructure	Level of Service				Cost/Unit
Park Acres	7.54	Acres	per 1,000	persons	$100,000
Park Acres	0.35	Acres	per 1,000	jobs	$100,000
Park Improvements	8.67	Improvements	per 1,000	persons	$124,000
Park Improvements	0.40	Improvements	per 1,000	jobs	$124,000
Rec Center Space	3,034	Square Feet	per 1,000	persons	$188
Rec Center Space	140	Square Feet	per 1,000	jobs	$188

Growth-Related Need for Park Improvements									
Year		Peak Population	Jobs	Residential Park Acres	Nonres. Park Acres	Residential Park Improvements	Nonres. Park Improvements	Residential Square Feet	Nonres. Square Feet
Base	2024	11,413	7,656	86.0	2.6	98.9	3.0	34,627	1,072
Year 1	2025	12,147	7,815	91.5	2.7	105.3	3.1	36,855	1,094
Year 2	2026	12,737	7,977	96.0	2.7	110.4	3.1	38,644	1,117
Year 3	2027	12,993	8,091	97.9	2.8	112.6	3.2	39,421	1,133
Year 4	2028	13,249	8,207	99.8	2.8	114.8	3.2	40,197	1,149
Year 5	2029	13,505	8,324	101.8	2.9	117.0	3.3	40,974	1,165
Year 6	2030	13,761	8,444	103.7	2.9	119.3	3.3	41,751	1,182
Year 7	2031	14,017	8,565	105.6	2.9	121.5	3.4	42,527	1,199
Year 8	2032	14,273	8,689	107.6	3.0	123.7	3.4	43,304	1,216
Year 9	2033	14,529	8,814	109.5	3.0	125.9	3.5	44,080	1,234
Year 10	2034	14,785	8,942	111.4	3.1	128.1	3.5	44,857	1,252
Ten-Year Increase		**3,372**	**1,286**	**25.4**	**0.5**	**29.2**	**0.5**	**10,230**	**180**
Projected Expenditure				**$2,540,000**	**$50,000**	**$3,620,800**	**$62,000**	**$1,923,165**	**$33,840**

Growth-Related Expenditures for Parks & Rec Infrastructure	$8,229,805

PARKS & RECREATION CAPITAL IMPROVEMENT PLAN

Listed in Figure 25 and Figure 26 is the 10-year CIP for Parks & Recreation facility expansion. The CIP includes improvements to recreation centers, park improvements, and additional park acres to develop new parks. The Travers Park Sports Complex and City Beach Park have significant amenities planned over the next ten years including improvements to indoor sports facilities and playground upgrades. Over the next ten years, the total cost of the plan is $23.5 million, $8.2 million is considered to be growth-related and anticipated to be fully funded by impact fees. The growth-related portion of a project is based on City staff analysis of added capacity to the park network. Portions of projects which are replacement or maintenance related are not impact fee eligible.

The projects from the plan are consistent with growth-related needs to continue providing the current level of service and in some cases exceed the growth-related need. For example, the City plans to add 67.8 park acres over the next ten years while the projected need for the next ten years is 25.9 acres. To fund projects that go above and beyond the growth-related need, the City will have to raise other revenues or delay the projects for when impact fee revenues are available.

Figure 25. Parks & Recreation 10-Year Growth-Related CIP

10-Year Parks CIP Projects	Estimated Year	Total Cost	Growth Percentage	Growth Cost
Sports Complex Parks (Travers/Centennial/Great Northern)				
Travers Park Picnic Shelter	2025	$30,000	25%	$7,500
Multisport Recreation Enhancements at JER	2033	$1,800,000	50%	$900,000
Travers Skatepark Shade Structure	2026	$30,000	50%	$15,000
Travers Skatepark Ammenities	2026	$10,000	50%	$5,000
Sports Complex Improvements	2026	$10,000	50%	$5,000
Outdoor Tennis Court Improvements	2026	$200,000	50%	$100,000
Pump Track/Bike Park at Travers Park	2029	$500,000	100%	$500,000
Centennial Park: Upgrades and Bridge Replacement	2030	$150,000	50%	$75,000
Sports Complex Master Plan Improvements	2035	$6,075,000	50%	$3,037,500
Expansion Phase 3 of Skatepark	2033	$1,100,000	100%	$1,100,000
City Beach Park & Downtown Waterfront				
City Beach Parking Improvements	2026	$1,200,000	25%	$300,000
City Beach Boat Launch Upgrades	2027	$120,000	50%	$60,000
City Beach Dock Expansion	2028	$600,000	50%	$300,000
City Beach RV Campground Renovations	2026	$1,000,000	50%	$500,000
Existing Playground Replacement & Upgrade	2033	$2,500,000	50%	$1,250,000
Ponderay Bay Trailhead Plaza at City Beach	2029	$100,000	50%	$50,000
Ponderay Bay Trail Parking Lot & ADA Access	2032	$400,000	50%	$200,000
Land purchase 1 acres at Farmin Landing	2035	$800,000	100%	$800,000
Waterfront Access Parks				
Sand Creek Non-Motorized Boat Launch	2029	$300,000	50%	$150,000
Memorial Field Waterfront Access Improvements	2035	$1,275,000	50%	$637,500
3rd Street Pier Park Improvements	2032	$175,000	50%	$87,500
Neighborhood Parks				
Cedars Park Improvements (Maggie Ln)	2032	$130,000	100%	$130,000
Lakeview Park Site plan and Park Improvements Project	2034	$800,000	50%	$400,000
Hickory Park Improvements	2030	$350,000	50%	$175,000
All Parks Improvements				
Develop Dog Park Facilities	2026	$150,000	50%	$75,000
Outdoor Basketball Court Improvements	2030	$185,000	0%	$0
City-Wide Park Signage & Wayfinding	2031	$185,000	50%	$92,500
Land purchase 36.2 acres for Community Park	2035	$2,000,000	100%	$2,000,000
Land purchase 2.5 acres for Linear Union Pacific Park	2035	$700,000	50%	$350,000
Facilities				
New Parks Maintenance & Operations Office	2035	$600,000	0%	$0
Recreation Admin. Office Relocation	2026	$10,000	0%	$0
		$23,485,000		**$13,302,500**

Figure 26. Parks & Recreation 10-Year Growth-Related CIP Continued

10-Year Parks CIP Projects	Estimated Year	Growth Acres	Total Cost per Acre	Growth Square Feet	Total Cost per Sq Ft
Sports Complex Parks (Travers/Centennial/Great Northern)					
Travers Park Picnic Shelter	2025	-	-	600	
Multisport Recreation Enhancements at JER	2033	-	-	20,000	$150
Travers Skatepark Shade Structure	2026	-	-	600	$625
Travers Skatepark Ammenities	2026	-	-	-	-
Sports Complex Improvements	2026	-	-	-	-
Outdoor Tennis Court Improvements	2026	-	-	-	-
Pump Track/Bike Park at Travers Park	2029	0.5	$1,000,000	-	-
Centennial Park: Upgrades and Bridge Replacement	2030	-	-	-	-
Sports Complex Master Plan Improvements	2035	-	-	-	-
Expansion Phase 3 of Skatepark	2033	-	-	10,000	$110
City Beach Park & Downtown Waterfront					
City Beach Parking Improvements	2026	3.0	$400,000	-	-
City Beach Boat Launch Upgrades	2027	-	-	-	-
City Beach Dock Expansion	2028	-	-	-	-
City Beach RV Campground Renovations	2026	1.3	$769,231	-	-
Existing Playground Replacement & Upgrade	2033	0.3	-	-	-
Ponderay Bay Trailhead Plaza at City Beach	2029	-	-	-	-
Ponderay Bay Trail Parking Lot & ADA Access	2032	-	-	-	-
Land purchase 1 acres at Farmin Landing	2035	1.9	$430,108	-	-
Waterfront Access Parks					
Sand Creek Non-Motorized Boat Launch	2029	-	-	-	-
Memorial Field Waterfront Access Improvements	2035	-	-	-	-
3rd Street Pier Park Improvements	2032	0.3	$583,333	-	-
Neighborhood Parks					
Cedars Park Improvements (Maggie Ln)	2032	2.6	$50,000	-	-
Lakeview Park Site plan and Park Improvements Project	2034	12.0	$66,667	-	-
Hickory Park Improvements	2030	2.3	$152,174	-	-
All Parks Improvements					
Develop Dog Park Facilities	2026	5.0	$30,000	-	-
Outdoor Basketball Court Improvements	2030	-	-	-	-
City-Wide Park Signage & Wayfinding	2031	-	-	-	-
Land purchase 36.2 acres for Community Park	2035	36.2	$55,249	-	-
Land purchase 2.5 acres for Linear Union Pacific Park	2035	2.5	-	-	-
Facilities					
New Parks Maintenance & Operations Office	2035	-	-	-	-
Recreation Admin. Office Relocation	2026	-	-	-	-
		67.8		**31,200**	

PARKS & RECREATION IMPACT FEE CREDIT ANALYSIS

Idaho Statute 67-8207 and 67-8209 details requirements that impact fee calculations should examine and account for funding of CIPs with non-impact fee revenue including:

> *The availability of other sources of funding system improvements including, but not limited to, user charges, general tax levies, intergovernmental transfers, and special taxation. The governmental entity shall develop a plan for alternative sources of revenue.*

The growth-related Parks & Recreation CIP totals $13.3 million. Currently, there is $1.05 million in the City's Parks & Recreation Impact Fee Fund for future projects in the CIP. The fund balance accounts for 7.9 percent of the growth-related CIP. To ensure that future impact fees are only capturing the growth-related costs to the City's budget, the balance's percentage of the CIP is applied as a credit.

Figure 27. Parks & Recreation Existing Impact Fee Fund Balance Credit

Sandpoint	Parks
Existing Impact Fee Fund Balance	$1,049,481
Growth-Related CIP	$13,302,500
Balance Share of CIP	**7.9%**

Besides the existing impact fee fund balance there are no other dedicated revenues for the growth-related Parks & Recreation CIP including previously issued bonds to fund infrastructure expansion. In this case, no other revenue credit is needed.

PARKS & RECREATION INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 28 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per person and job for park land, park amenities, recreation center space, and the impact fee study. The Parks & Recreation impact fee is the product of persons per household multiplied by the total net cost per person and jobs per 1,000 square feet of nonresidential development multiplied by total net cost per job. Fees are based on the persons per household based on the square footage of the dwelling unit and per 1,000 square feet of nonresidential development.

The fees represent the highest supportable amount for each type of applicable land use and represent 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 28. Parks & Recreation Maximum Supportable Impact Fees

Fee Component	Cost per Person	Cost per Job
Park Acres	$754	$35
Park Improvements	$1,075	$50
Recreation Centers	$570	$26
Share of Fee Study	$7	$1
Gross Total	$2,406	$112
Credit for Fund Balance (7.9%)	($190)	($9)
Net Total	**$2,216**	**$103**

Residential

Dwelling Size (square feet)	Persons per Household	Maximum Supportable Fee	Current Fee	Increase/ Decrease
Residential (per housing unit by square feet)				
Under 600	1.00	**$2,216**	$2,662	($446)
600 to 1,000	1.39	**$3,080**	$2,662	$418
1,000 to 1,400	1.91	**$4,232**	$2,662	$1,570
1,400 to 1,800	2.29	**$5,074**	$2,465	$2,609
1,800 to 2,200	2.58	**$5,717**	$2,465	$3,252
2,200 to 2,600	2.81	**$6,227**	$3,692	$2,535
2,600 to 3,000	2.92	**$6,471**	$3,692	$2,779
3,000 or more	3.30	**$7,313**	$3,692	$3,621

Nonresidential

Development Type	Jobs per 1,000 Sq. Ft.	Maximum Supportable Fee	Current Fee	Increase/ Decrease
Nonresidential (per 1,000 square feet)				
Retail	2.12	**$219**	$0	$219
Office	3.26	**$336**	$0	$336
Institutional	2.86	**$295**	$0	$295
Industrial	1.57	**$162**	$0	$162
Manufacturing	1.89	**$195**	$0	$195
Warehousing	0.34	**$35**	$0	$35
Mini-Warehouse	0.29	**$30**	$0	$30

Lodging

Development Type	Peak Seasonal	Maximum Supportable Fee
Lodging (per room)	1.90	**$4,210**

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

CASH FLOW PROJECTIONS FOR PARKS & RECREATION MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the City of Sandpoint 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. Demographic Assumptions.

At the top of Figure 29 are the growth-related cost by infrastructure type over the next ten years to continue the existing level of service, totaling $8.3 million. Shown at the bottom of the figure, the maximum supportable Parks & Recreation impact fee is estimated to cover 92 percent of growth-related capital costs. The gap in funding is the result of the credit due to existing impact fee monies already collected. To be consistent with residential growth projections by housing type, the fee amounts shown for single family and multifamily are based on the average PPHH for the housing types discussed in Appendix B. Demographic Assumptions. Under the incremental expansion approach fee revenue will match the growth-related needs over the next ten years. In the case that growth is less than projected development, revenue collection will be lower but so will the growth-related need to expand infrastructure.

Figure 29. Projected Revenue for Parks & Recreation Maximum Supportable Impact Fee

Infrastructure Costs for Park Facilities

	Total Cost	Growth Cost
Park Improvements	$2,590,000	$2,590,000
Park Acres	$3,682,800	$3,682,800
Park Facilities	$1,957,005	$1,957,005
Share of Fee Study	$30,716	$30,716
Total Expenditures	**$8,260,521**	**$8,260,521**

Projected Development Impact Fee Revenue

		Single Family $5,473 per unit	Multifamily $4,720 per unit	Retail $219 per KSF	Office $336 per KSF	Industrial $162 per KSF	Institutional $295 per KSF	Lodging $4,210 per room
Year		**Housing Units**	**Housing Units**	**KSF**	**KSF**	**KSF**	**KSF**	**Rooms**
Base	2024	3,136	1,550	713	707	931	833	192
1	2025	3,173	1,739	720	715	967	854	318
2	2026	3,211	1,928	727	723	1,005	876	368
3	2027	3,248	1,998	735	730	1,017	894	375
4	2028	3,285	2,068	742	738	1,029	913	383
5	2029	3,323	2,139	750	747	1,042	933	390
6	2030	3,360	2,209	758	755	1,054	953	397
7	2031	3,398	2,279	766	763	1,067	973	405
8	2032	3,435	2,349	773	771	1,080	993	412
9	2033	3,472	2,420	781	780	1,093	1,015	420
10	2034	3,510	2,490	789	788	1,106	1,036	427
Ten-Year Increase		374	940	77	81	176	204	235
Projected Revenue		$2,044,900	$4,436,307	$16,828	$27,324	$28,485	$60,057	$989,544

Projected Revenue =>	**$7,603,000**
Total Expenditures =>	**$8,261,000**
Non-Impact Fee Funding =>	**$658,000**

PATHWAYS DEVELOPMENT IMPACT FEE ANALYSIS

The Pathways 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. The Sandpoint pathway network has been determined to be a transportation facility (rather than a recreation facility) and the resulting impact fee is assessed to residential and nonresidential development based on vehicle miles of travel rates. The Pathways infrastructure components included in the impact fee analysis are:

- Citywide benefiting multimodal pathways
- Share of the development impact fee

PATHWAYS FUNDING SOURCES

The City has studied various ways of providing the funding for pathways. The sources of revenue for pathway expansion are General Fund revenues, grants, or impact fees. In comparing an equitable allocation to the costs borne in the past and to be borne in the future, in comparison to the benefits already received and yet to be received, the City has determined that impact fees are the most equitable way of financing the growth-related Pathways facilities.

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 Pathways Development Impact Fee Fund which will be used towards the capital improvement plan. 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. 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.

In accordance with Idaho Code 67-8207(iv)(2)(h), if any maintenance or repair is required, these costs will need to be funded by other sources, such as property taxes, because replacement and addressing existing deficiencies are not eligible to be funded with impact fees. The City Council retains discretion and authority to fund deficiencies through the City's annual CIP budget process, accumulate savings annually, or through the deferred maintenance budget annually appropriated to the Public Works Department for these sorts of expenses.

EXISTING PATHWAYS DEFICIENCY ANALYSIS

Idaho Code 67-8208 (1)(a) requires a capital improvement plan to include:

> *A general description of all existing public facilities and their existing deficiencies within the service area or areas of the governmental entity and a reasonable estimate of all costs and a plan to develop the funding resources related to curing the existing deficiencies including, but not limited*

> *to, the upgrading, updating, improving, expanding or replacing of such facilities to meet existing needs and usage;*

In the following chapter the current level of service for pathway infrastructure is examined. The resulting impact fee is calculated based on the levels of service the City of Sandpoint is providing to the existing demand. As a result, there is no existing deficiency between the level of service being provided to current residents and the level of service that is being assessed in the impact fee. Thus, no other revenues are required to address facility deficiencies.

PATHWAYS DEMAND FACTORS BY LAND USE

Idaho Code 67-8208 (1)(d) requires capital improvement plans to have:

> *A definitive table establishing the specific level or quantity of use, consumption, generation or discharge of a service unit for each category of system improvements and an equivalency or conversion table establishing the ratio of a service unit to various types of land uses, including residential, commercial, agricultural and industrial.*

Similar to current impact fee program and previous study, the service unit for pathways is based on transportation demand, specifically, daily vehicle miles of travel (VMT). Although the Sandpoint pathway network may be used for recreation purposes, its main function is to facilitate the movement of people through the city. Capital planning for pathways is done to alleviate traffic demand as well. Thus, the impact fee analysis takes a transportation approach to the impact fee calculation.

VMT is similar to vehicle trip generation, but VMT includes the distance of the trip. This is done to more accurately calculate proportionality between residential and nonresidential demand on transportation networks. Thus, quantifying demand on the multimodal pathway transportation network in distance per day. To begin calculating VMT by land use, Figure 30 lists the vehicle trip rates the Institute for Transportation Engineers' land use code, daily vehicle trip end rate, and trip adjustment factor for each land use. Appendix B. Demographic Assumptions provides details regarding the vehicle trip factors.

Figure 30. 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	8.52	60%	5.11
Multifamily	220	4.11	60%	2.47
Nonresidential (per 1,000 square feet)				
Retail	820	37.01	28%	10.36
Office	710	10.84	50%	5.42
Industrial	110	4.87	50%	2.44
Institutional	610	10.77	50%	5.39

Source: *Trip Generation* , Institute of Transportation Engineers, 11th Edition (2021); National Household Travel Survey, 2022

Average Capacity per Lane Mile

Currently, there are 38 lane miles of minor arterial and collector roads maintained by the City of Sandpoint. Shown in Figure 31, the lane capacity trips per day for medium usage by roadway type from the Bureau of Planning and Economic Development are compared to the lane miles by type in Sandpoint to reach the total daily vehicle trip capacity of 84,000. This is then divided by the total lane miles to find the average capacity per lane mile (84,000 daily vehicle trip capacity / 38 lane miles = 2,211 average capacity per lane mile, rounded).

Figure 31. Average Capacity per Lane Mile

Road Classification	Length (miles)	Lane Capacity (trips/day)	Total Capacity
Minor Arterial	18	3,000	54,000
Collector	20	1,500	30,000
Total	**38**		**84,000**

Total Capacity	84,000
Total Lane Miles	38
Ave. Capacity per Lane Mile	**2,211**

Average Vehicle Trip Length

Shown in Figure 32, the total daily vehicle trip capacity of 84,000 vehicle trips for the minor arterial and collector lane miles are compared to the base year vehicle trips to calculate the average vehicle trip length in Sandpoint. As a result, the average vehicle trip length is 2.22 miles (84,000 daily vehicle trip capacity / 37,820 base year daily vehicle trips = 2.22 average vehicle trip length).

Figure 32. Average Vehicle Trip Length

Road Classification	Length (miles)	Ave Capacity (trips/day)	Total Capacity
Minor Arterial & Collector	38	2,211	84,000
Total	**38**		**84,000**

Total Capacity	84,000
Base Year Vehicle Trips	37,820
Average Trip Length	**2.22**

Trip Length Weighting Factor by Type of Land Use

The Pathways development impact fee methodology includes a percentage adjustment, or weighting factor, to account for trip length variation by type of land use. As documented in the 2022 National Household Travel Survey, vehicle trips from residential development are approximately 117 percent of the average trip length. The residential trip length adjustment factor includes data on home-base work trips, social, and recreational purposes. Conversely, shopping trips associated with commercial development are roughly 50 percent of the average trip length while other nonresidential development typically accounts for trips that are 76 percent of the average for all trips.

Figure 33. Vehicle Trip Length by Trip Purpose

Trip Purpose	Trip Length Adj.
Residential Trip	117%
Commercial Trip	50%
Other Nonres Trip	76%

Source: National Household Travel Survey, 2022

Figure 34 summarizes all the factors above and calculates the VMT by land use by multiplying them together. For example, a dwelling unit between 1,400 and 1,800 square feet generates 12.72 VMT per day (8.16 vehicle trip ends x 0.60 trip end adjustment x 2.22 miles per trip x 1.17 trip length adjustment = 12.72 VMT per unit). These factors are used later in this chapter to project the growth-related demand for multimodal pathway expansion.

Figure 34. Summary of Pathway Service Units

Dwelling Size (square feet)	Ave. Daily Veh. Trip Ends [1]	Trip Rate Adj. [2]	Ave. Trip Length (miles) [3]	Trip Length Adj. [2]	Vehicle Miles of Travel (VMT)
Residential (per housing unit by square feet)					
Under 600	4.19	60%	2.22	117%	**6.53**
600 to 1,000	5.40	60%	2.22	117%	**8.42**
1,000 to 1,400	7.02	60%	2.22	117%	**10.94**
1,400 to 1,800	8.16	60%	2.22	117%	**12.72**
1,800 to 2,200	9.05	60%	2.22	117%	**14.10**
2,200 to 2,600	9.78	60%	2.22	117%	**15.24**
2,600 to 3,000	10.10	60%	2.22	117%	**15.74**
3,000 or more	11.28	60%	2.22	117%	**17.58**

Development Type	Ave. Daily Veh. Trip Ends [1]	Trip Rate Adj. [2]	Ave. Trip Length (miles) [3]	Trip Length Adj. [2]	Vehicle Miles of Travel (VMT)
Nonresidential (per 1,000 square feet)					
Retail	37.01	28%	2.22	50%	**11.50**
Office	10.84	50%	2.22	76%	**9.14**
Institutional	10.77	50%	2.22	76%	**9.09**
Industrial	4.87	50%	2.22	76%	**4.11**
Manufacturing	4.75	50%	2.22	76%	**4.01**
Warehousing	1.71	50%	2.22	76%	**1.44**
Mini-Warehouse	1.45	50%	2.22	76%	**1.22**
Lodging (per room)	7.99	50%	2.22	76%	**6.74**

[1] Residential vehicle trips ends are calculated with U.S. Census PUMS data and construction data.
Nonresidential vehicle trips ends are from *Trip Generation* , Institute of Transportation Engineers (2021)
[2] Source: National Household Travel Survey, 2022
[3] TischlerBise analysis

PATHWAYS LEVEL OF SERVICE AND COST ANALYSIS

Idaho Code 67-8208(1)(c) requires a capital improvement plan to include:

> *An analysis of the total capacity, the level of current usage, and commitments for usage of capacity of existing capital improvements, which shall be prepared by a qualified professional planner or by a qualified engineer licensed to perform engineering services in this state.*

The following section details the level of service calculations and capital cost per VMT for pathway infrastructure expansion.

PATHWAYS

Listed in Figure 35, there are a total of 11.19 miles of citywide benefiting pathways within Sandpoint. Importantly, the analysis only includes the network that is benefitting all development, excluding pathways that only have a localized benefit. With a base year estimate of 77,619 VMT the level of service is found to be 0.144 miles per 1,000 VMT (11.19 miles / 77,619 VMT = 0.144 miles per 1,000 VMT).

The level of service is combined with the anticipated cost to develop a pathway mile to find the capital cost per VMT. As a result, the capital cost per VMT is $95 (0.144 miles per 1,000 VMT x $660,000 per pathway mile = $95 per VMT, rounded).

Note: City Beach Park attracts both Sandpoint residents and day visitors from outside of the city. Conservatively, demand during the summer peak months (3) are excluded from the level of service to account for the visitor demand.

Figure 35. Pathways Level of Service & Cost Analysis

Citywide Benefiting Pathways	Length (miles)
Sandpoint to Dover Trail	1.82
Travers/Great Northern Path	4.11
Lakeview Park Trail	0.40
City Beach Trail (75%)*	0.38
Long Bridge Trail	0.25
Lincoln Ave	0.49
Pine Street	0.53
Division Street	0.30
Boyer Ave	0.62
N. Boyer to Popsicle Bridge	0.32
Larch & Boyer	1.97
Total	**11.19**

Level-of-Service Standards	Miles
Total Miles	11.19
2024 VMT	77,619
Miles per 1,000 VMT	**0.144**

Cost Analysis	Miles
Miles per 1,000 VMT	0.144
Average Cost per Mile	$660,000
Capital Cost per VMT	**$95**

Source: City of Sandpoint
*City Beach Park attracts both Sandpoint residents and day visitors from outside of the city. Conservatively, demand during the summer peak months (3) are excluded from the level of service to account for the visitor demand.

Share of the Development Impact Fee Study

Under the Idaho enabling legislation, Sandpoint is able to recover the cost of the study through the collection of future fees. The Pathways portion of the study is $15,358. An impact fee study must be completed every five years, so the attributed cost is compared to the five-year projected increase in VMT. As a result, the cost per VMT is $2.

Figure 36. Pathways Share of the Development Impact Fee Study

Share of Study Cost	Five-Year VMT Increase	Capital Cost per VMT
$15,358	8,408	**$2**

PATHWAYS CAPITAL IMPROVEMENTS NEEDED TO SERVE GROWTH

Idaho Code 67-8208(1)(f-h) requires a capital improvement plan to include:

- *A description of all system improvements and their costs necessitated by and attributable to new development in the service area based on the approved land use assumptions, to provide a level of service not to exceed the level of service adopted in the development impact fee ordinance;*
- *The total number of service units necessitated by and attributable to new development within the service area based on the approved land use assumptions and calculated in accordance with generally accepted engineering or planning criteria;*
- *The projected demand for system improvements required by new service units projected over a reasonable period of time not to exceed twenty (20) years;*

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 per 1,000 VMT for pathways infrastructure is combined with the VMT projections to illustrate the need for new pathways infrastructure. Shown in Figure 37 over the next ten years are the needs for 2.19 new pathway miles totaling $1.4 million.

Figure 37. Projected Demand for Pathways Infrastructure

Infrastructure	Level of Service		Demand Unit	Cost/Mile
Pathways	0.144	Miles	per 1,000 VMT	$660,000

Growth-Related Need for Pathways			
Year		Vehicle Miles of Travel	Total Miles
Base	2024	77,619	11.17
Year 1	2025	79,825	11.49
Year 2	2026	82,038	11.81
Year 3	2027	83,362	12.00
Year 4	2028	84,691	12.19
Year 5	2029	86,027	12.38
Year 6	2030	87,369	12.58
Year 7	2031	88,717	12.77
Year 8	2032	90,071	12.97
Year 9	2033	91,432	13.16
Year 10	2034	92,799	13.36
Ten-Year Increase		15,181	**2.19**
		Projected Expenditure	**$1,445,400**

Growth-Related Expenditures for Pathways	$1,445,400

PATHWAYS CAPITAL IMPROVEMENT PLAN

Listed in Figure 38 is the 10-year CIP for pathway expansion. The projects in the CIP include additional pathway miles to increase connectivity within the pathway system and improvements to existing pathways for safety and accessibility. Over the next ten years, the total cost of the plan is $4 million, $1.4 million is considered to be growth-related and anticipated to be fully funded by impact fees. The planned expansion meets the growth-related needs to continue providing the current level of service as noted in the previous section.

The projects identified by City staff are all growth-related, however the 10-year CIP exceeds the 10-year projected impact fee revenue. Specifically, the City plans to add 5.63 pathway miles over the next ten years while the projected need for the next ten years is 2.19 miles. To fund projects that go above and beyond the growth-related need, the City will have to raise other revenues or delay the projects for when impact fee revenues are available.

Figure 38. Pathways 10-Year Growth-Related CIP

10-Year Pathways CIP Projects	Estimated Year	Length (miles)	Total Cost	Growth Share	Growth Cost	Impact Fee Funding	Other Funding
Boyer Avenue Multi-use Pathway	2026	0.25	$300,000	100%	$300,000	$300,000	$0
Baldy Mountain, Western Connection Pathway	2027	0.28	$300,000	100%	$300,000	$300,000	$0
Great Northern Multi-use Pathway	2027	1.25	$500,000	100%	$500,000	$500,000	$0
WWTP Connectivity	2028	0.20	$132,000	100%	$132,000	$132,000	$0
Spruce and Chestnut Pathway Improvements	2029	0.50	$50,000	100%	$50,000	$50,000	$0
Woodland Multi-use Pathway	2030	0.40	$264,000	100%	$264,000	$163,400	$100,600
N Boyer Rd Multi-use Pathway	2030	0.20	$132,000	100%	$132,000	$0	$132,000
Superior Avenue Multi-use Pathway	2032	0.30	$750,000	100%	$750,000	$0	$750,000
Baldy Mountain Road Pathway	2034	0.25	$300,000	100%	$300,000	$0	$300,000
Sand Creek Connectivity	2035	2.00	$1,320,000	100%	$1,320,000	$0	$1,320,000
		5.63	**$4,048,000**		**$4,048,000**	**$1,445,400**	**$2,602,600**

Note: Impact fee funding is based on maximum supportable fee amounts and projected growth.

PATHWAYS IMPACT FEE CREDIT ANALYSIS

Idaho Statute 67-8207 and 67-8209 details requirements that impact fee calculations should examine and account for funding of CIPs with non-impact fee revenue including:

> *The availability of other sources of funding system improvements including, but not limited to, user charges, general tax levies, intergovernmental transfers, and special taxation. The governmental entity shall develop a plan for alternative sources of revenue.*

The growth-related Pathways CIP totals $4 million. Currently, there is $173,364 in the City's Pathways Impact Fee Fund for future projects in the CIP. The fund balance accounts for 4.3 percent of the growth-related CIP. To ensure that future impact fees are only capturing the growth-related costs to the City's budget, the balance's percentage of the CIP is applied as a credit.

Figure 39. Pathways Existing Impact Fee Fund Balance Credit

Sandpoint	Pathways
Existing Impact Fee Fund Balance	$173,364
Growth-Related CIP	$4,048,000
Balance Share of CIP	**4.3%**

Besides the existing impact fee fund balance there are no other dedicated revenues for the growth-related Pathways CIP including previously issued bonds to fund infrastructure expansion. In this case, no other revenue credit is needed.

PATHWAYS INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 40 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per VMT for pathways. The Pathways impact fee is the product of VMT per household by square footage of the dwelling unit and VMT per 1,000 square feet of nonresidential development.

The fees represent the highest supportable amount for each type of applicable land use and represent 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 40. Pathways Maximum Supportable Impact Fees

Fee Component	Cost per VMT
Citywide Benefiting Pathways	$95
Share of Fee Study	$2
Gross Total	$97
Credit for Fund Balance (4.3%)	($4)
Net Total	**$93**

Dwelling Size (square feet)	VMT per Household	Maximum Supportable Fee	Current Fee	Increase/ Decrease
Residential (per housing unit by square feet)				
Under 600	6.53	**$606**	$486	$120
600 to 1,000	8.42	**$782**	$486	$296
1,000 to 1,400	10.94	**$1,016**	$486	$530
1,400 to 1,800	12.72	**$1,181**	$451	$730
1,800 to 2,200	14.10	**$1,309**	$451	$858
2,200 to 2,600	15.24	**$1,415**	$675	$740
2,600 to 3,000	15.74	**$1,461**	$675	$786
3,000 or more	17.58	**$1,632**	$675	$957

Development Type	VMT per 1,000 Sq. Ft.	Maximum Supportable Fee	Current Fee	Increase/ Decrease
Nonresidential (per 1,000 square feet)				
Retail	11.50	**$1,068**	$285	$783
Office	9.14	**$848**	$95	$753
Institutional	9.09	**$844**	$95	$749
Industrial	4.11	**$382**	$68	$314
Manufacturing	4.01	**$372**	$41	$331
Warehousing	1.44	**$134**	$27	$107
Mini-Warehouse	1.22	**$113**	$27	$86
Lodging (per room)	6.74	**$626**	-	$626

CASH FLOW PROJECTIONS FOR PATHWAYS MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the City of Sandpoint if the Pathways 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. Demographic Assumptions.

At the top of Figure 41 are the growth-related cost by infrastructure type over the next ten years to continue the existing level of service, totaling $1.4 million. The maximum supportable pathways impact fee is estimated to cover 95.7 percent of growth-related capital costs. The gap in funding is the result of the credit due to existing impact fee monies already collected. To be consistent with residential growth projections by housing type, the fee amounts shown for single family and multifamily are based on the average VMT for the housing types discussed in Appendix B. Demographic Assumptions. Under the incremental expansion approach fee revenue will match the growth-related need over the next ten years. In the case that growth is less than projected development, revenue collection will be lower but so will the growth-related need to expand infrastructure.

Figure 41. Projected Revenue for Pathways Maximum Supportable Impact Fee

Infrastructure Costs for Pathways Facilities

	Total Cost	Growth Cost
Pathway Surface	$1,445,400	$1,445,400
Share of Fee Study	$30,716	$30,716
Total Expenditures	**$1,476,116**	**$1,476,116**

Projected Development Impact Fee Revenue

Year		Single Family $1,233 per unit	Multifamily $595 per unit	Retail $1,068 per KSF	Office $848 per KSF	Industrial $382 per KSF	Institutional $844 per KSF
		Housing Units	Housing Units	KSF	KSF	KSF	KSF
Base	2024	3,136	1,550	713	707	931	833
1	2025	3,173	1,739	720	715	967	854
2	2026	3,211	1,928	727	723	1,005	876
3	2027	3,248	1,998	735	730	1,017	894
4	2028	3,285	2,068	742	738	1,029	913
5	2029	3,323	2,139	750	747	1,042	933
6	2030	3,360	2,209	758	755	1,054	953
7	2031	3,398	2,279	766	763	1,067	973
8	2032	3,435	2,349	773	771	1,080	993
9	2033	3,472	2,420	781	780	1,093	1,015
10	2034	3,510	2,490	789	788	1,106	1,036
Ten-Year Increase		374	940	77	81	176	204
Projected Revenue		$460,504	$558,859	$82,030	$68,998	$67,086	$171,786
						Projected Revenue =>	**$1,409,000**
						Total Expenditures =>	**$1,476,000**
						Non-Impact Fee Funding =>	**$67,000**

ROADS DEVELOPMENT IMPACT FEE ANALYSIS

The Roads Development Impact Fee is calculated using a plan-based approach. City staff have identified a list of road and intersection improvement projects that are planned to be constructed over the next ten years to accommodate growth. City staff has determined that all the projects included in the CIP have a future growth-related portion. However, some of the projects are also addressing a portion of demand from existing development. In lieu of a detailed traffic demand model that indicates the growth-share of each project, the 10-year increase in VMT is applied as the growth-share for the whole plan. This is considered a conservative approach since many of the intersection projects are adding more than the assumed growth-share of capacity to the network. However, without an updated traffic model, specific capacities are not available. The City plans to conduct a traffic modeling effort in the coming fiscal year. That effort will result in refined growth-shares for each project which the City will use to update its road impact fee. Furthermore, a case by case approach will be taken when funding the projects in the future. Specifically, during the planning and engineering stage of each project, City staff will determine its specific growth-share, ensuring impact fees are only funding growth-related capital costs.

ROADS FUNDING SOURCES

The City has studied various ways of providing the funding for roadway expansion and improvement. The sources of revenue for expansion and improvement projects are General Fund revenues, grants, future local option sales taxes, state highway user fee revenue, special district revenue, or impact fees. In comparing an equitable allocation to the costs borne in the past and to be borne in the future, in comparison to the benefits already received and yet to be received, the City has determined that impact fees are the most equitable way of financing the growth-related roads network.

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 Roads Development Impact Fee Fund which has been earmarked towards the previous growth-related portion of intersection improvement projects in the capital improvement plan (CIP) for growth that occurred prior to this impact fee study update. As these funds are earmarked for a portion of the CIP which future impact fees cannot fund, a credit is not necessary to account for these revenue sources. Further details can be found below in this chapter. Evidence is given in this chapter that the remaining 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.

In accordance with Idaho Code 67-8207(iv)(2)(h), if any maintenance or repair is required, these costs will need to be funded by other sources, such as property taxes, because replacement and addressing existing deficiencies are not eligible to be funded with impact fees. The City Council retains discretion and authority to fund deficiencies through the City's annual CIP budget process, accumulate savings annually, or through the deferred maintenance budget annually appropriated to departments for these sorts of expenses.

EXISTING ROADS DEFICIENCY ANALYSIS

Idaho Code 67-8208 (1)(a) requires a capital improvement plan to include:

> *A general description of all existing public facilities and their existing deficiencies within the service area or areas of the governmental entity and a reasonable estimate of all costs and a plan to develop the funding resources related to curing the existing deficiencies including, but not limited to, the upgrading, updating, improving, expanding or replacing of such facilities to meet existing needs and usage;*

In the following chapter the growth-related CIP for road infrastructure is examined and the resulting impact fee is calculated to fund that portion of the CIP. While the non-growth-related share of the CIP is addressing the current deficiency in the network, thus, being funded through other revenue sources. As a result, after the ten-year CIP is completed existing and future residents and business will be funding the same level of service.

Furthermore, existing maintenance needs (such as potholes and overlay needs) are not impact fee eligible costs. The CIP included in this report only addresses capacity expanding infrastructure projects which have an impact fee funding component. The on-going roadway maintenance schedule is determined during the annual budget process.

ROADS DEMAND FACTORS BY LAND USE

Idaho Code 67-8208 (1)(d) requires capital improvement plans to have:

> *A definitive table establishing the specific level or quantity of use, consumption, generation or discharge of a service unit for each category of system improvements and an equivalency or conversion table establishing the ratio of a service unit to various types of land uses, including residential, commercial, agricultural and industrial.*

The service unit for the Roads Development Impact Fee is daily vehicle miles of travel (VMT). VMT is similar to vehicle trip generation, but VMT includes the distance of the trip as well. Thus, quantifying demand on the transportation network in distance per day. To begin calculating VMT by land use, Figure 42 lists the vehicle trip rates the Institute for Transportation Engineers' land use code, daily vehicle trip end rate, and trip adjustment factor for each land use. Appendix B. Demographic Assumptions provides details regarding the vehicle trip factors.

Figure 42. 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	8.52	60%	5.11
Multifamily	220	4.11	60%	2.47
Nonresidential (per 1,000 square feet)				
Retail	820	37.01	28%	10.36
Office	710	10.84	50%	5.42
Industrial	110	4.87	50%	2.44
Institutional	610	10.77	50%	5.39

Source: *Trip Generation* , Institute of Transportation Engineers, 11th Edition (2021); National Household Travel Survey, 2022

Average Capacity per Lane Mile

Currently, there are 38 lane miles of minor arterial and collector roads maintained by the City of Sandpoint. Shown in Figure 43, the lane capacity trips per day for medium usage by roadway type from the Bureau of Planning and Economic Development are compared to the lane miles by type in Sandpoint to reach the total daily vehicle trip capacity of 84,000. This is then divided by the total lane miles to find the average capacity per lane mile (84,000 daily vehicle trip capacity / 38 lane miles = 2,211 average capacity per lane mile).

Figure 43. Average Capacity per Lane Mile

Road Classification	Length (miles)	Lane Capacity (trips/day)	Total Capacity
Minor Arterial	18	3,000	54,000
Collector	20	1,500	30,000
Total	**38**		**84,000**

Total Capacity	84,000
Total Lane Miles	38
Ave. Capacity per Lane Mile	**2,211**

Average Vehicle Trip Length

Shown in Figure 44, the total daily vehicle trip capacity of 84,000 vehicle trips for the minor arterial and collector lane miles are compared to the base year vehicle trips to calculate the average vehicle trip length in Sandpoint. As a result, the average vehicle trip length is 2.22 miles (84,000 daily vehicle trip capacity / 37,820 base year daily vehicle trips = 2.22 average vehicle trip length).

Figure 44. Average Vehicle Trip Length

Road Classification	Length (miles)	Ave Capacity (trips/day)	Total Capacity
Minor Arterial & Collector	38	2,211	84,000
Total	**38**		**84,000**

Total Capacity	84,000
Base Year Vehicle Trips	37,820
Average Trip Length	**2.22**

Trip Length Weighting Factor by Type of Land Use

The Roads development impact fee methodology includes a percentage adjustment, or weighting factor, to account for trip length variation by type of land use. As documented in the 2022 National Household Travel Survey, vehicle trips from residential development are approximately 117 percent of the average trip length. The residential trip length adjustment factor includes data on home-base work trips, social, and recreational purposes. Conversely, shopping trips associated with commercial development are roughly 50 percent of the average trip length while other nonresidential development typically accounts for trips that are 76 percent of the average for all trips.

Figure 45. Vehicle Trip Length by Trip Purpose

Trip Purpose	Trip Length Adj.
Residential Trip	117%
Commercial Trip	50%
Other Nonres Trip	76%

Source: National Household Travel Survey, 2022

Figure 46 summarizes all the factors above and calculates the VMT by land use by multiplying them together. For example, a dwelling unit between 1,400 and 1,800 square feet generates 12.72 VMT per day (8.16 vehicle trip ends x 0.60 trip end adjustment x 2.22 miles per trip x 1.17 trip length adjustment = 12.72 VMT per unit). These factors are used later in this chapter to project the growth-related demand for roadway expansion.

Figure 46. Summary of Roads Service Units

Dwelling Size (square feet)	Ave. Daily Veh. Trip Ends [1]	Trip Rate Adj. [2]	Ave. Trip Length (miles) [3]	Trip Length Adj. [2]	Vehicle Miles of Travel (VMT)
Residential (per housing unit by square feet)					
Under 600	4.19	60%	2.22	117%	**6.53**
600 to 1,000	5.40	60%	2.22	117%	**8.42**
1,000 to 1,400	7.02	60%	2.22	117%	**10.94**
1,400 to 1,800	8.16	60%	2.22	117%	**12.72**
1,800 to 2,200	9.05	60%	2.22	117%	**14.10**
2,200 to 2,600	9.78	60%	2.22	117%	**15.24**
2,600 to 3,000	10.10	60%	2.22	117%	**15.74**
3,000 or more	11.28	60%	2.22	117%	**17.58**

Development Type	Ave. Daily Veh. Trip Ends [1]	Trip Rate Adj. [2]	Ave. Trip Length (miles) [3]	Trip Length Adj. [2]	Vehicle Miles of Travel (VMT)
Nonresidential (per 1,000 square feet)					
Retail	37.01	28%	2.22	50%	**11.50**
Office	10.84	50%	2.22	76%	**9.14**
Institutional	10.77	50%	2.22	76%	**9.09**
Industrial	4.87	50%	2.22	76%	**4.11**
Manufacturing	4.75	50%	2.22	76%	**4.01**
Warehousing	1.71	50%	2.22	76%	**1.44**
Mini-Warehouse	1.45	50%	2.22	76%	**1.22**
Lodging (per room)	7.99	50%	2.22	76%	**6.74**

[1] Residential vehicle trips ends are calculated with U.S. Census PUMS data and construction data.
Nonresidential vehicle trips ends are from *Trip Generation* , Institute of Transportation Engineers (2021)
[2] Source: National Household Travel Survey, 2022
[3] TischlerBise analysis

PROJECTED TRAVEL DEMAND

Idaho Code 67-8208(1)(f-h) requires a capital improvement plan to include:

- *A description of all system improvements and their costs necessitated by and attributable to new development in the service area based on the approved land use assumptions, to provide a level of service not to exceed the level of service adopted in the development impact fee ordinance;*
- *The total number of service units necessitated by and attributable to new development within the service area based on the approved land use assumptions and calculated in accordance with generally accepted engineering or planning criteria;*
- *The projected demand for system improvements required by new service units projected over a reasonable period of time not to exceed twenty (20) years;*

The projected increase in VMT is a function of the 10-year development projection (see Appendix B. Demographic Assumptions) and the existing infrastructure standards discussed above. As shown in Figure 47, new development increases vehicle miles of travel on minor arterial and collector roads from 77,619 in 2024 to 92,799 in 2034, a 19.6 percent increase. The growth-related intersection improvement projects identified by the City will alleviate the additional demand put onto the Sandpoint roadway network by this increase in VMT as well as benefit both existing and future residents and businesses of Sandpoint.

Figure 47. Roadway Expansion Demand Model

City of Sandpoint	Base Year 2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	Total Increase
Single Family Units	3,136	3,173	3,211	3,248	3,285	3,323	3,360	3,398	3,435	3,472	3,510	374
Multifamily Units	1,550	1,739	1,928	1,998	2,068	2,139	2,209	2,279	2,349	2,420	2,490	940
Retail KSF	713	720	727	735	742	750	758	766	773	781	789	77
Office KSF	707	715	723	730	738	747	755	763	771	780	788	81
Industrial KSF	931	967	1,005	1,017	1,029	1,042	1,054	1,067	1,080	1,093	1,106	176
Institutional KSF	833	854	876	894	913	933	953	973	993	1,015	1,036	204
Single Family Units Trips	16,031	16,222	16,413	16,604	16,795	16,986	17,177	17,368	17,559	17,750	17,941	1,910
Multfamily Units Trips	3,822	4,288	4,754	4,928	5,101	5,274	5,447	5,620	5,794	5,967	6,140	2,318
Residential Subtotal	*19,854*	*20,511*	*21,168*	*21,532*	*21,896*	*22,260*	*22,625*	*22,989*	*23,353*	*23,717*	*24,081*	*4,228*
Retail Trips	7,385	7,461	7,538	7,615	7,694	7,773	7,853	7,934	8,015	8,098	8,181	796
Office Trips	3,832	3,874	3,916	3,959	4,003	4,046	4,091	4,136	4,181	4,227	4,273	441
Industrial Trips	2,266	2,356	2,446	2,476	2,506	2,537	2,567	2,599	2,630	2,662	2,694	428
Institutional Trips	4,484	4,598	4,715	4,815	4,918	5,022	5,129	5,238	5,350	5,464	5,580	1,096
Nonresidential Subtotal	*17,967*	*18,289*	*18,615*	*18,866*	*19,120*	*19,378*	*19,640*	*19,906*	*20,176*	*20,450*	*20,728*	*2,762*
Total Vehicle Trips	37,820	38,799	39,783	40,398	41,016	41,638	42,265	42,895	43,529	44,167	44,810	6,989
Sandpoint Roads VMT	**77,619**	**79,825**	**82,038**	**83,362**	**84,691**	**86,027**	**87,369**	**88,717**	**90,071**	**91,432**	**92,799**	**15,181**

ROADS CAPITAL IMPROVEMENT PLAN

Listed in Figure 48 is the 10-year CIP for Sandpoint road and intersection expansion. The CIP projects are from the Sandpoint Multimodal Transportation Master Plan which estimated the cost of projects in 2018 dollars. These projects have had their costs adjusted by the Construction Cost Index (CCI) for Seattle between 2018 and 2025 which is the index used by the existing City ordinance for annual adjustments of the impact fees.

City staff has determined that all the projects included in the CIP have a future growth-related portion. However, some of the projects are also addressing a portion of demand from existing development. In lieu of a detailed traffic demand model that indicates the growth-share of each project, the 10-year increase in VMT (19.6 percent) is applied as the growth-share for the whole plan. This is considered a conservative approach since many of the intersection projects are adding more than 20 percent of capacity to the network, however, without an updated traffic model, specific capacities are not available. The City plans to conduct a traffic modeling effort in the coming fiscal year. That effort will result in refined growth-shares for each project which the City will use to update its road impact fee. Furthermore, a case by case approach will be taken when funding the projects in the future. Specifically, during the planning and engineering stage of each project, City staff will determine its specific growth-share, ensuring impact fees are only funding growth-related capital costs.

In total, the CIP has an estimated cost of $25.7 million. Based on the growth-share analysis, $5 million (19.6 percent) is projected to be funded by impact fees. The funding gap is the result of the non-growth-related share of the plan that will be funded by other revenues such as federal and state grants, General Fund revenue, future local option sales tax, state highway user fee revenue, or special district revenue.

Figure 48. Roads 10-Year Capital Improvement Plan

10-Year Roads CIP Projects	Recommended Improvement	Estimated Year	Total Cost [1]
Pine St & Division Ave	Signalization or roundabout	2026	$1,119,214
Ontario St & US-2	Realignment	2027	$596,914
1st Ave & Bridge St	Roundabout or signalization	2028	$1,119,214
Division Ave Corridor	Traffic Mitigation	2029	$14,922,851
Cedar St & N 5th Ave	Optimize signal timing or add turn lanes	2030	$74,614
US-2 & Boyer Ave	Add protected turn phases or adjust phasing	2030	$74,614
Division Ave & Baldy Mountain Rd	Signal or turn lanes	2031	$1,492,285
Baldy Mountain Rd & Boyer Ave	Signal or turn lanes	2031	$1,492,285
1st Ave & Superior St	Improvement tied to downtown access enhancements	2032	$1,492,285
Olive Ave & Michigan St	Reconfiguration	2032	$74,614
Division Ave & US-2	Traffic and multimodal upgrades	2033	$298,457
Ella Ave & US-2	Concept plan includes realignment or reconfiguration	2035	$2,984,570
		Total	**$25,741,918**

[1] Projects are from the Sandpoint Multimodal Transportation Master Plan; costs have been adjusted from 2018 dollars to 2025 dollars using the Construction Cost Index for Seattle

Total Roads CIP Cost	$25,741,918
10-Year Growth Increase in VMT	19.6%
10-Year Growth Share of CIP Cost	**$5,034,602**

Road CIP Revenue Sources	
10-Year Impact Fee Revenue Proj.	$5,034,602
10-Year Other Revenues	$20,707,316
10-Year Total Roads CIP Cost	$25,741,918

Other funding of projects ($20.7 million) includes existing impact fee balance, state & federal grants, URA, and general tax sources

ROADS NETWORK COST ANALYSIS

Shown in Figure 49 there is a growth-related capital cost of $5 million in the 10-year CIP. This is divided by the 10-year growth in VMT to calculate the capital cost per VMT of $332 ($5,034,602 growth-related capital cost / 15,181 10-year increase in VMT = $332 capital cost per VMT, rounded).

Figure 49. Summary of Capital Cost to Improve Intersections

Total Roads CIP Cost	$25,741,918
10-Year Growth Increase in VMT	19.6%
10-Year Growth Share of CIP Cost	**$5,034,602**

10-Year Growth Share of CIP Cost	$5,034,602
10-Year VMT Increase	15,181
Capital Cost per VMT	**$332**

SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, Sandpoint is able to recover the cost of the study through the collection of future fees. The Roads portion of the study is $15,358. An impact fee study must be

completed every five years, so the attributed cost is compared to the five-year projected increase in VMT. As a result, the cost per VMT is $2.

Figure 50. Roads Share of Development Impact Fee Study

Share of Study Cost	Five-Year VMT Increase	Capital Cost per VMT
$15,358	8,408	$2

ROADS IMPACT FEE CREDIT ANALYSIS

Idaho Statute 67-8207 and 67-8209 details requirements that impact fee calculations should examine and account for funding of CIPs with non-impact fee revenue including:

> *The availability of other sources of funding system improvements including, but not limited to, user charges, general tax levies, intergovernmental transfers, and special taxation. The governmental entity shall develop a plan for alternative sources of revenue.*

There is an existing fund balance in the Roads Development Impact Fee Fund ($1,297,576). These funds already collected will be used for growth-related needs from previous growth prior to the impact fee study update while the impact fee dollars collected in the future will be used for growth-related needs from future growth. As these funds are earmarked for projects already, a credit is not necessary to account for this funding.

Besides the previously mentioned revenues there are no other dedicated revenues for the growth-related Roads CIP including previously issued bonds to fund infrastructure expansion. In this case, no other revenue credit is needed.

ROADS INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 51 provides a summary of the input variables used to calculate the net cost per VMT for transportation capital infrastructure. The Roads impact fee is the product VMT per dwelling unit by square footage and nonresidential development per 1,000 square feet. For example, the fee for a 2,100 square foot dwelling unit is $4,709 (14.10 VMT per unit x $334 per VMT = $4,709 per unit, rounded).

The fees represent the highest supportable amount for each type of applicable land use and represent 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 51. Roads Input Variables and Maximum Supportable Impact Fees

Fee Component	Cost per VMT
Roadway Improvements	$332
Share of Fee Study	$2
Gross Total	**$334**
Net Total	**$334**

Residential

Dwelling Size (square feet)	VMT per Household	Maximum Supportable Fee	Current Fee	Change
Residential (per housing unit by square feet)				
Under 600	6.53	**$2,181**	$1,505	$676
600 to 1,000	8.42	**$2,812**	$1,505	$1,307
1,000 to 1,400	10.94	**$3,654**	$1,505	$2,149
1,400 to 1,800	12.72	**$4,248**	$1,645	$2,603
1,800 to 2,200	14.10	**$4,709**	$1,645	$3,064
2,200 to 2,600	15.24	**$5,090**	$2,212	$2,878
2,600 to 3,000	15.74	**$5,257**	$2,212	$3,045
3,000 or more	17.58	**$5,872**	$2,212	$3,660

Nonresidential

Development Type	VMT per 1,000 Sq. Ft.	Maximum Supportable Fee	Current Fee	Change
Nonresidential (per 1,000 square feet)				
Retail	11.50	**$3,841**	$3,738	$103
Office	9.14	**$3,053**	$1,386	$1,667
Institutional	9.09	**$3,036**	$1,386	$1,650
Industrial	4.11	**$1,373**	$870	$503
Manufacturing	4.01	**$1,339**	$476	$863
Warehousing	1.44	**$481**	$449	$32
Mini-Warehouse	1.22	**$407**	$313	$94
Lodging (per room)	6.74	**$2,251**	-	$2,251

CASH FLOW PROJECTIONS FOR ROADS MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the City of Sandpoint if the Roads 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. Demographic Assumptions.

At the top of Figure 52 are the growth-related cost over the next ten years, totaling $5 million. Shown at the bottom of the figure, the maximum supportable impact fee is estimated to cover 100 percent of growth-related capital costs. The gap in funding is the result of the impact fees only collecting the growth-related portion of the CIP. The City will need other revenues to fund the non-growth-related portion of the CIP. To be consistent with residential growth projections by housing type, the fee amounts shown for single family and multifamily are based on the average VMT by housing type discussed in Appendix B. Demographic Assumptions.

Figure 52. Cash Flow Summary for Roads Development Impact Fees

Infrastructure Costs for Road Facilities

	Total Cost	Growth Cost
Roadway Improvements	$25,741,918	$5,034,602
Share of Fee Study	$30,716	$30,716
Total Expenditures	**$25,772,634**	**$5,065,318**

Projected Development Impact Fee Revenue

Year		Single Family $4,435 per unit	Multifamily $2,139 per unit	Retail $3,841 per KSF	Office $3,053 per KSF	Industrial $1,373 per KSF	Institutional $3,036 per KSF
		Housing Units	Housing Units	KSF	KSF	KSF	KSF
Base	2024	3,136	1,550	713	707	931	833
1	2025	3,173	1,739	720	715	967	854
2	2026	3,211	1,928	727	723	1,005	876
3	2027	3,248	1,998	735	730	1,017	894
4	2028	3,285	2,068	742	738	1,029	913
5	2029	3,323	2,139	750	747	1,042	933
6	2030	3,360	2,209	758	755	1,054	953
7	2031	3,398	2,279	766	763	1,067	973
8	2032	3,435	2,349	773	771	1,080	993
9	2033	3,472	2,420	781	780	1,093	1,015
10	2034	3,510	2,490	789	788	1,106	1,036
Ten-Year Increase		374	940	77	81	176	204
Projected Revenue		$1,656,899	$2,010,783	$295,144	$248,276	$241,423	$618,076

Projected Revenue	**$5,071,000**
Projected Expenditures	**$25,773,000**
Non-Impact Fee Funding	**$20,702,000**

POLICE DEVELOPMENT IMPACT FEES

The Police 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. The Police infrastructure components included in the impact fee analysis are:

- Police facilities
- Police equipment
- Share of the development impact fee

POLICE FUNDING SOURCES

The City has studied various ways of providing the funding for police facilities. The sources of revenue for Police are General Fund revenues, grants, or impact fees. In comparing an equitable allocation to the costs borne in the past and to be borne in the future, in comparison to the benefits already received and yet to be received, the City has determined that impact fees are the most equitable way of financing the growth-related police facilities.

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 Police Development Impact Fee Fund which will be used towards the capital improvement plan. 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.

In accordance with Idaho Code 67-8207(iv)(2)(h), if any maintenance or repair is required, these costs will need to be funded by other sources, such as property taxes, because replacement and addressing existing deficiencies are not eligible to be funded with impact fees. The City Council retains discretion and authority to fund deficiencies through the City's annual CIP budget process, accumulate savings annually, or through the deferred maintenance budget annually appropriated to the Sandpoint Police Department for these sorts of expenses.

EXISTING POLICE FACILITY DEFICIENCY ANALYSIS

Idaho Code 67-8208 (1)(a) requires a capital improvement plan to include:

> *A general description of all existing public facilities and their existing deficiencies within the service area or areas of the governmental entity and a reasonable estimate of all costs and a plan to develop the funding resources related to curing the existing deficiencies including, but not limited to, the upgrading, updating, improving, expanding or replacing of such facilities to meet existing needs and usage;*

In the following chapter the current level of service for police infrastructure is examined. The resulting impact fee is calculated based on the levels of service the City of Sandpoint is providing to the existing

demand. As a result, there is no existing deficiency between the level of service being provided to current residents and the level of service standard that is being assessed in the impact fee. Thus, no other revenues are required to address facility deficiencies.

POLICE SERVICE UNITS BY LAND USE

Idaho Code 67-8208 (1)(d) requires capital improvement plans to have:

> *A definitive table establishing the specific level or quantity of use, consumption, generation or discharge of a service unit for each category of system improvements and an equivalency or conversion table establishing the ratio of a service unit to various types of land uses, including residential, commercial, agricultural and industrial;*

The residential service units for the Police Development Impact Fee is the persons per household (PPHH) by the square footage of the dwelling unit. Figure 53 lists the PPHH factors for the size groupings included in the impact fee study. See Appendix B. Demographic Assumptions for details on PPHH estimates.

Figure 53. Police Residential Service Units

Dwelling Size (square feet)	Person per Household
Residential (per housing unit by square feet)	
Under 600	1.00
600 to 1,000	1.39
1,000 to 1,400	1.91
1,400 to 1,800	2.29
1,800 to 2,200	2.58
2,200 to 2,600	2.81
2,600 to 3,000	2.92
3,000 or more	3.30

To calculate nonresidential police impact fees, nonresidential vehicle trips are used as the service units. Trip generation rates are highest for commercial developments, such as shopping centers, and lowest for industrial/warehouse development. Office/institutional trip rates fall between the other two categories. This ranking of trip rates is consistent with the relative demand for police services from nonresidential development and thus are the best demand indicators.

Other possible nonresidential demand indicators, such as employment or floor area, do not accurately reflect the demand for service. If employees per thousand square feet were used as the demand indicator, police development impact fees would be too high for office/institutional development. If floor area were used as the demand indicator, the development impact fees would be too high for industrial development.

Figure 54 lists the service units for nonresidential development types. See Appendix B. Demographic Assumptions for further discussion on trip rates and calculations.

Figure 54. Police Nonresidential Service Units

Development Type	Vehicle Trips per 1,000 Sq. Ft.
Nonresidential (per 1,000 square feet)	
Retail	10.36
Office	5.42
Institutional	5.39
Industrial	2.44
Manufacturing	2.38
Warehousing	0.86
Mini-Warehouse	0.73

COST ALLOCATION FOR POLICE INFRASTRUCTURE

Both residential and nonresidential developments increase the demand on police services and facilities. To calculate the proportional share between residential and nonresidential demand, a functional population approach is used. Shown in Figure 55 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 Sandpoint 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 (2021), residential development accounts for 62 percent of the functional population, while nonresidential development accounts for 38 percent.

Figure 55. Sandpoint Functional Population

City of Sandpoint (2021)				
Residential			*Demand Hours/Day*	*Person Hours*
Population*	8,139			
Residents Not Working		4,270	20	85,400
Employed Residents		3,869		
Employed in Sandpoint		1,712	14	23,968
Employed outside Sandpoint		2,157	14	30,198
			Residential Subtotal	139,566
			Residential Share =>	**62%**
Nonresidential				
Non-working Residents		4,270	4	17,080
Jobs Located in Sandpoint		6,740		
Residents Employed in Sandpoint		5,028	10	50,280
Non-Resident Workers (inflow commuters)		1,712	10	17,120
			Nonresidential Subtotal	84,480
			Nonresidential Share =>	**38%**
			TOTAL	224,046

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

* Source: U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates

POLICE LEVEL OF SERVICE AND COST ANALYSIS

Idaho Code 67-8208(1)(c) requires a capital improvement plan to include:

> *An analysis of the total capacity, the level of current usage, and commitments for usage of capacity of existing capital improvements, which shall be prepared by a qualified professional planner or by a qualified engineer licensed to perform engineering services in this state.*

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

POLICE STATION

As shown in Figure 56, the police station has 5,600 square feet of space. The station space is allocated to residential and nonresidential demand based on the functional population analysis. As a result, 3,472 square feet are allocated to residential demand and 2,128 square feet are allocated to nonresidential demand.

The current level of service is found by dividing the allocated station space by the 2024 residential and nonresidential service units (population and nonresidential vehicle trips). Specifically, 304 square feet per 1,000 persons and 118 square feet per 1,000 nonresidential vehicle trips.

Additionally, to construct new police facility space the City expects a cost of $290 per square foot based on the International Code Council (ICC) estimate for a standard metal building. To find the capital cost per service unit, the level of service standards are applied to the cost per square foot. For example, the residential cost per person is $88 (304 square feet per 1,000 persons x $290 per square foot = $88 per person, rounded).

Figure 56. Police Station Level of Service & Cost Analysis

Police Facilities	Square Feet	Replacement Cost
Police Station	5,600	$1,624,000
Total	**5,600**	**$1,624,000**

Level-of-Service Standards	**Residential**	**Nonres**
Proportionate Share	62%	38%
Share of Square Feet	3,472	2,128
2024 Peak Population/Nonres. Vehicle Trips	11,413	17,967
Square Feet per 1,000 Persons/Vehicle Trips	**304**	**118**

Cost Analysis	**Residential**	**Nonres**
Square Feet per 1,000 Persons/Vehicle Trips	304	118
Average Cost per Square Foot [1]	$290	$290
Capital Cost per Person/Vehicle Trip	**$88**	**$34**

Source: Sandpoint Police Department
[1] Estimated cost per square foot for a metal building per ICC

POLICE EQUIPMENT

As shown in Figure 57, there are 209 units of equipment with a 10-year useful life at the Sandpoint Police Department. The equipment units are allocated to residential and nonresidential demand based on the functional population analysis. As a result, 129.6 units are allocated to residential demand and 79.4 units are allocated to nonresidential demand.

The current level of service is found by dividing the allocated units by the 2024 residential and nonresidential service units (population and nonresidential vehicle trips). Specifically, 11.4 units per 1,000 persons and 4.4 units per 1,000 nonresidential vehicle trips.

Additionally, there is an average cost of $3,167 per unit. To find the capital cost per person and per nonresidential vehicle trip, the level of service standards are applied to the cost per unit. For example, the residential cost per person is $36 (14.4 units per 1,000 persons x $3,167 per unit = $36 per person, rounded).

Figure 57. Police Equipment Level of Service & Cost Allocation

Equipment Type	Units	Current Cost per Unit	Total Replacement Cost
Camera System	27	$5,000	$135,000
Firearms & Non-lethal	54	$1,500	$81,000
Radar Units	27	$2,500	$67,500
Radios	27	$2,685	$72,495
Patrol Vehicle Computers	27	$3,000	$81,000
Patrol Vehicle Cages	20	$4,500	$90,000
Watchguard System	27	$5,000	$135,000
Total	**209**		**$661,995**

Level-of-Service Standards	**Residential**	**Nonres**
Proportionate Share	62%	38%
Share of Equipment	129.6	79.4
2024 Peak Population/Nonres. Vehicle Trips	11,413	17,967
Units per 1,000 Persons/Vehicle Trips	**11.4**	**4.4**

Cost Analysis	**Residential**	**Nonres**
Units per 1,000 Persons/Vehicle Trips	11.4	4.4
Average Cost per Unit	$3,167	$3,167
Capital Cost per Person/Vehicle Trip	**$36**	**$14**

Source: Sandpoint Police Department

SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, Sandpoint 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 five infrastructure categories, resulting in the police share being $15,358. An impact fee study must be completed every five years, so the attributed cost is compared to the five-year projected increase in population and nonresidential vehicle trips. As a result, the cost per person is $5 and the cost per vehicle trip is $2.

Figure 58. Police Share of the Development Impact Fee Study

Share of Study Cost	Residential Share	Nonresidential Share
$15,358	62%	38%

Residential Cost	Five-Year Population Increase	Capital Cost per Person
$9,522	2,092	**$5**

Nonresidential Cost	Five-Year Veh. Trip Increase	Capital Cost per Trip
$5,836	3,818	**$2**

POLICE CAPITAL IMPROVEMENT NEEDS TO SERVE GROWTH

Idaho Code 67-8208(1)(f-h) requires a capital improvement plan to include:

- *A description of all system improvements and their costs necessitated by and attributable to new development in the service area based on the approved land use assumptions, to provide a level of service not to exceed the level of service adopted in the development impact fee ordinance;*
- *The total number of service units necessitated by and attributable to new development within the service area based on the approved land use assumptions and calculated in accordance with generally accepted engineering or planning criteria;*
- *The projected demand for system improvements required by new service units projected over a reasonable period of time not to exceed twenty (20) years;*

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 infrastructure and estimated costs.

POLICE STATION

The current levels of service are combined with the population and vehicle trip projections to illustrate the need for new police station space. Shown in Figure 59, based on a projected development over the next 10 years, police station space will have to expand by 1,350 square feet to continue the current level of service. As a result, the growth-related costs for police stations are $391,500 (1,350 square feet x $290 per square foot = $391,500).

Figure 59. Projected Demand for Police Station Space

Infrastructure	Level of Service				Cost/Unit
Police Stations	Residential	304	Square Feet	per 1,000 persons	$290
	Nonresidential	118		per 1,000 veh. trips	

Growth-Related Need for Police Stations						
Year		Population	Nonres. Vehicle	Residential Square Feet	Nonresidential Square Feet	Total Square Feet
Base	2024	11,413	17,967	3,469	2,120	5,589
Year 1	2025	12,147	18,289	3,692	2,158	5,850
Year 2	2026	12,737	18,615	3,872	2,196	6,068
Year 3	2027	12,993	18,866	3,949	2,226	6,175
Year 4	2028	13,249	19,120	4,027	2,256	6,283
Year 5	2029	13,505	19,378	4,105	2,286	6,391
Year 6	2030	13,761	19,640	4,183	2,317	6,500
Year 7	2031	14,017	19,906	4,261	2,348	6,609
Year 8	2032	14,273	20,176	4,338	2,380	6,718
Year 9	2033	14,529	20,450	4,416	2,413	6,829
Year 10	2034	14,785	20,728	4,494	2,445	6,939
Ten-Year Increase		3,372	2,762	1,025	325	1,350
		Projected Expenditure		**$297,250**	**$94,250**	**$391,500**

Growth-Related Expenditures for Police Stations	$391,500

POLICE EQUIPMENT

Shown in Figure 60, based on a projected development over the next 10 years, the police equipment inventory will have to expand by 50.5 units to continue the current level of service. As a result, the growth-related costs for equipment purchases are $159,934 (50.5 units x $3,167 per unit = $159,934).

Figure 60. Projected Demand for Police Equipment

Infrastructure	Level of Service				Cost/Unit
Equipment	Residential	11.35	Units	per 1,000 persons	$3,167
	Nonresidential	4.42		per 1,000 veh. trips	

Growth-Related Need for Equipment						
Year		Population	Nonres. Vehicle	Residential Units	Nonresidential Units	Total Units
Base	2024	11,413	17,967	129.5	79.4	208.9
Year 1	2025	12,147	18,289	137.8	80.8	218.6
Year 2	2026	12,737	18,615	144.5	82.2	226.7
Year 3	2027	12,993	18,866	147.4	83.3	230.7
Year 4	2028	13,249	19,120	150.3	84.5	234.8
Year 5	2029	13,505	19,378	153.2	85.6	238.8
Year 6	2030	13,761	19,640	156.1	86.8	242.9
Year 7	2031	14,017	19,906	159.0	87.9	246.9
Year 8	2032	14,273	20,176	161.9	89.1	251.0
Year 9	2033	14,529	20,450	164.9	90.3	255.2
Year 10	2034	14,785	20,728	167.8	91.6	259.4
Ten-Year Increase		3,372	2,762	38.3	12.2	50.5
		Projected Expenditure		**$121,296**	**$38,637**	**$159,934**

Growth-Related Expenditures for Equipment	$159,934

POLICE CAPITAL IMPROVEMENT PLAN

Listed in Figure 61 is the 10-year CIP for the Sandpoint Police Department which includes a need for additional evidence storage and impact fee eligible equipment for new patrol officers. Over the next ten years, the total cost of the plan is $1.2 million, $551,434 is considered to be growth-related and anticipated to be fully funded by impact fees. The growth-related portion of a project is determined based on the projected 10-year need from growth.

The planned expansion meets the growth-related needs to continue providing the current level of service as noted in the previous section. However, the 10-year CIP exceeds the 10-year projected impact fee revenue. Specifically, the City plans to build 3,500 square feet of additional police station space over the next ten years while the projected need for the next ten years is 1,350 square feet. To fund projects that go above and beyond the growth-related need, the City will have to raise other revenues or delay the projects for when impact fee revenues are available.

Figure 61. Police 10-Year Growth-Related CIP

10-Year Police CIP Projects	Estimated Year	Total Cost	Impact Fee Funding	Other Funding	Total Square Feet	10-Year Growth Square Feet	Growth Units
Facilities							
Evidence Storage Facility	2026	$1,015,000	$391,500	$623,500	3,500	1,350	-
Equipment							
Equipment for Patrol Officers	2025-2035	$159,934	$159,934	$0	-	-	51
Total		**$1,174,934**	**$551,434**	**$623,500**	**3,500**	**1,350**	**51**

Note: Impact fee funding is based on maximum supportable fee amounts and projected growth.

POLICE IMPACT FEE CREDIT ANALYSIS

Idaho Statute 67-8207 and 67-8209 details requirements that impact fee calculations should examine and account for funding of CIPs with non-impact fee revenue including:

> *The availability of other sources of funding system improvements including, but not limited to, user charges, general tax levies, intergovernmental transfers, and special taxation. The governmental entity shall develop a plan for alternative sources of revenue.*

The growth-related Police CIP totals $551,434. Currently, there is $87,370 in the City's Police Impact Fee Fund for future projects in the CIP. The fund balance accounts for 15.8 percent of the growth-related CIP. To ensure that future impact fees are only capturing the growth-related costs to the City's budget, the balance's percentage of the CIP is applied as a credit.

Figure 62. Police Existing Impact Fee Fund Balance Credit

Sandpoint	Police
Existing Impact Fee Fund Balance	$87,370
Growth-Related CIP	$551,434
Balance Share of CIP	**15.8%**

Besides the existing impact fee fund balance there are no other dedicated revenues for the growth-related Police CIP including previously issued bonds to fund infrastructure expansion. In this case, no other revenue credit is needed.

POLICE INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 63 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per person and vehicle trip. The residential Police Development Impact Fees are the product of persons per household by square footage of the dwelling unit multiplied by the total net capital cost per person. The nonresidential fees are the product of trips per 1,000 square feet multiplied by the net capital cost per nonresidential vehicle 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 63. Police Input Variables and Maximum Supportable Impact Fees

Fee Component	Cost per Person	Cost per Vehicle
Police Stations	$88	$34
Police Equipment	$36	$14
Share of Fee Study	$5	$2
Gross Total	$129	$50
Credit for Fund Balance (15.8%)	**($20)**	**($8)**
Net Total	**$109**	**$42**

Residential

Dwelling Size (square feet)	Persons per Household	Maximum Supportable Fee	Current Fee	Change
Residential (per housing unit by square feet)				
Under 600	1.00	**$109**	$290	($181)
600 to 1,000	1.39	**$151**	$290	($139)
1,000 to 1,400	1.91	**$207**	$290	($83)
1,400 to 1,800	2.29	**$249**	$269	($20)
1,800 to 2,200	2.58	**$280**	$269	$11
2,200 to 2,600	2.81	**$305**	$403	($98)
2,600 to 3,000	2.92	**$317**	$403	($86)
3,000 or more	3.30	**$358**	$403	($45)

Nonresidential

Development Type	Vehicle Trips per 1,000 Sq. Ft.	Maximum Supportable Fee	Current Fee	Change
Nonresidential (per 1,000 square feet)				
Retail	10.36	**$436**	$177	$259
Office	5.42	**$228**	$54	$174
Institutional	5.39	**$227**	$54	$173
Industrial	2.44	**$103**	$41	$62
Manufacturing	2.38	**$100**	$14	$86
Warehousing	0.86	**$36**	$14	$22
Mini-Warehouse	0.73	**$31**	$14	$17

Lodging

Development Type	Peak Seasonal Visitors	Maximum Supportable Fee
Lodging (per room)	1.90	**$206**

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

CASH FLOW PROJECTIONS FOR POLICE MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to Sandpoint if the Police 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. Demographic Assumptions.

At the top of Figure 64 are the growth-related costs by infrastructure type over the next ten years, totaling $582,150. Shown at the bottom of the figure, the maximum supportable impact fee is estimated to generate $482,000, 83 percent of growth-related capital costs. The gap in funding is the result of the credits due to existing impact fee monies already collected and rounding. To be consistent with residential growth projections by housing type, the fee amounts shown for single family and multifamily are based on the average PPHH for the housing types discussed in Appendix B. Demographic Assumptions. Under the incremental expansion approach fee revenue will match the growth-related needs over the next ten years. In the case that growth is less than projected development, revenue collection will be lower but so will the growth-related need to expand infrastructure.

Figure 64. Cash Flow Summary for Police Impact Fees

Infrastructure Costs for Police Facilities

	Total Cost	Growth Cost
Police Stations	$391,500	$391,500
Police Equipment	$159,934	$159,934
Share of Fee Study	$30,716	$30,716
Total Expenditures	**$582,150**	**$582,150**

Projected Development Impact Fee Revenue

		Single Family $268 per unit	Multifamily $231 per unit	Retail $436 per KSF	Office $228 per KSF	Industrial $103 per KSF	Institutional $227 per KSF	Lodging $206 per room
Year		Housing Units	Housing Units	KSF	KSF	KSF	KSF	Rooms
Base	2024	3,136	1,550	713	707	931	833	192
1	2025	3,173	1,739	720	715	967	854	318
2	2026	3,211	1,928	727	723	1,005	876	368
3	2027	3,248	1,998	735	730	1,017	1,017	375
4	2028	3,285	2,068	742	738	1,029	1,029	383
5	2029	3,323	2,139	750	747	1,042	1,042	390
6	2030	3,360	2,209	758	755	1,054	1,054	397
7	2031	3,398	2,279	766	763	1,067	1,067	405
8	2032	3,435	2,349	773	771	1,080	1,080	412
9	2033	3,472	2,420	781	780	1,093	1,015	420
10	2034	3,510	2,490	789	788	1,106	1,036	427
Ten-Year Increase		374	940	77	81	176	204	235
Projected Revenue		$100,235	$217,454	$33,502	$18,541	$18,111	$46,213	$48,419

Projected Revenue	**$482,000**
Projected Expenditures	**$582,000**
Non-Impact Fee Funding	**$100,000**

FIRE DEVELOPMENT IMPACT FEES

The Fire 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. The Fire infrastructure components included in the impact fee analysis are:

- Fire stations
- Fire equipment
- Share of the development impact fee

FIRE FUNDING SOURCES

The City has studied various ways of providing the funding for fire facilities. The sources of revenue for Fire are General Fund revenues, grants, or impact fees. In comparing an equitable allocation to the costs borne in the past and to be borne in the future, in comparison to the benefits already received and yet to be received, the City has determined that impact fees are the most equitable way of financing the growth-related Fire facilities.

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 Fire Development Impact Fee Fund which will be used towards the capital improvement plan. 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. 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.

In accordance with Idaho Code 67-8207(iv)(2)(h), if any maintenance or repair is required, these costs will need to be funded by other sources, such as property taxes, because replacement and addressing existing deficiencies are not eligible to be funded with impact fees. The City Council retains discretion and authority to fund deficiencies through the City's annual CIP budget process, accumulate savings annually, or through the deferred maintenance budget annually appropriated to the Fire Department for these sorts of expenses.

EXISTING FIRE FACILITY DEFICIENCY ANALYSIS

Idaho Code 67-8208 (1)(a) requires a capital improvement plan to include:

> *A general description of all existing public facilities and their existing deficiencies within the service area or areas of the governmental entity and a reasonable estimate of all costs and a plan to develop the funding resources related to curing the existing deficiencies including, but not limited to, the upgrading, updating, improving, expanding or replacing of such facilities to meet existing needs and usage;*

In the following chapter the current level of service for fire infrastructure is examined. The resulting impact fee is calculated based on the levels of service the City of Sandpoint is providing to the existing demand. As a result, there is no existing deficiency between the level of service being provided to current residents and the level of service standard that is being assessed in the impact fee. Thus, no other revenues are required to address facility deficiencies.

FIRE SERVICE UNITS BY LAND USE

Idaho Code 67-8208 (1)(d) requires capital improvement plans to have:

> *A definitive table establishing the specific level or quantity of use, consumption, generation or discharge of a service unit for each category of system improvements and an equivalency or conversion table establishing the ratio of a service unit to various types of land uses, including residential, commercial, agricultural and industrial;*

The residential service units for the Fire Development Impact Fee is the persons per household (PPHH) by the square footage of the dwelling unit. Figure 65 lists the PPHH factors for the size groupings included in the impact fee study. See Appendix B. Demographic Assumptions for details on PPHH estimates.

Figure 65. Fire Residential Service Units

Dwelling Size (square feet)	Person per Household
Residential (per housing unit by square feet)	
Under 600	1.00
600 to 1,000	1.39
1,000 to 1,400	1.91
1,400 to 1,800	2.29
1,800 to 2,200	2.58
2,200 to 2,600	2.81
2,600 to 3,000	2.92
3,000 or more	3.30

To calculate nonresidential fire impact fees, nonresidential vehicle trips are used as the service units. Trip generation rates are highest for commercial developments, such as shopping centers, and lowest for industrial/warehouse development. Office/institutional trip rates fall between the other two categories. This ranking of trip rates is consistent with the relative demand for fire services from nonresidential development and thus are the best demand indicators.

Other possible nonresidential demand indicators, such as employment or floor area, do not accurately reflect the demand for service. If employees per thousand square feet were used as the demand indicator, fire development impact fees would be too high for office/institutional development. If floor area were used as the demand indicator, the development impact fees would be too high for industrial development.

Figure 66 lists the service units for nonresidential development types. See Appendix B. Demographic Assumptions for further discussion on trip rates and calculations.

Figure 66. Fire Nonresidential Service Units

Development Type	Vehicle Trips per 1,000 Sq. Ft.
Nonresidential (per 1,000 square feet)	
Retail	10.36
Office	5.42
Institutional	5.39
Industrial	2.44
Manufacturing	2.38
Warehousing	0.86
Mini-Warehouse	0.73

COST ALLOCATION FOR FIRE INFRASTRUCTURE

Both residential and nonresidential developments increase the demand on fire services and facilities. To calculate the proportional share between residential and nonresidential demand on fire service and facilities, a functional population approach is used. Shown in Figure 67 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 Sandpoint 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 (2021), residential development accounts for 62 percent of the functional population, while nonresidential development accounts for 38 percent.

Figure 67. Sandpoint Functional Population

City of Sandpoint (2021)				
Residential			*Demand*	*Person*
Population*	8,139		*Hours/Day*	*Hours*
Residents Not Working		4,270	20	85,400
Employed Residents		3,869		
Employed in Sandpoint		1,712	14	23,968
Employed outside Sandpoint		2,157	14	30,198
			Residential Subtotal	139,566
			Residential Share =>	**62%**
Nonresidential				
Non-working Residents		4,270	4	17,080
Jobs Located in Sandpoint		6,740		
Residents Employed in Sandpoint		5,028	10	50,280
Non-Resident Workers (inflow commuters)		1,712	10	17,120
			Nonresidential Subtotal	84,480
			Nonresidential Share =>	**38%**
			TOTAL	224,046

Source: U.S. Census Bureau, OnTheMap 6.1.1 Application and LEHD Origin-Destination Employment Statistics.
* Source: U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates

FIRE LEVEL OF SERVICE AND COST ANALYSIS

Idaho Code 67-8208(1)(c) requires a capital improvement plan to include:

> *An analysis of the total capacity, the level of current usage, and commitments for usage of capacity of existing capital improvements, which shall be prepared by a qualified professional planner or by a qualified engineer licensed to perform engineering services in this state.*

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

FIRE STATIONS

Listed in Figure 68, the Sandpoint Fire Department occupies 8,946 square feet of station space. The station space is allocated to residential and nonresidential demand based on the functional population analysis. As a result, 5,547 square feet are allocated to residential demand and 3,399 square feet are allocated to nonresidential demand.

The current level of service is found by dividing the allocated station space by the 2024 residential and nonresidential service units (population and nonresidential vehicle trips). Specifically, 486 square feet per 1,000 persons and 189 square feet per 1,000 nonresidential vehicle trips.

Additionally, to construct new fire station space the City expects a cost of $400 per square foot. To find the capital cost per person and per nonresidential vehicle trip, the level of service standards are applied to the cost per square foot. For example, the residential cost per person is $194 (486 square feet per 1,000 persons x $400 per square foot = $194 per person, rounded).

Figure 68. Fire Station Level of Service & Cost Analysis

Fire Facilities	Square Feet
Admin Space & Living Quarters	4,032
Apparatus Bay	4,914
Total	**8,946**

Level-of-Service Standards	Residential	Nonres
Proportionate Share	62%	38%
Share of Square Feet	5,547	3,399
2024 Peak Population/Nonres. Vehicle Trips	11,413	17,967
Square Feet per 1,000 Persons/Vehicle Trips	**486**	**189**

Cost Analysis	Residential	Nonres
Square Feet per 1,000 Persons/Vehicle Trips	486	189
Average Cost per Square Foot [1]	$400	$400
Capital Cost per Person/Vehicle Trip	**$194**	**$76**

Source: Sandpoint Fire Department
[1] Anticipated fire station construction cost

FIRE EQUIPMENT

As shown in Figure 69, there are 60 units of equipment with a 10-year useful life at the Sandpoint Fire Department. The equipment units are allocated to residential and nonresidential demand based on the functional population analysis. As a result, 37.2 units are allocated to residential demand and 22.8 units are allocated to nonresidential demand.

The current level of service is found by dividing the allocated units by the 2024 residential and nonresidential service units (population and nonresidential vehicle trips). Specifically, 3.3 units per 1,000 persons and 1.3 units per 1,000 nonresidential vehicle trips.

Additionally, there is an average cost of $7,483 per unit. To find the capital cost per person and per nonresidential vehicle trip, the level of service standards are applied to the cost per unit. For example, the residential cost per person is $24 (3.3 units per 1,000 persons x $7,483 per unit = $24 per person, rounded).

Figure 69. Fire Equipment Level of Service & Cost Analysis

Equipment Type	Units	Current Cost per Unit	Total Replacement Cost
SCBAs	20	$10,000	$200,000
Rescue Tool Set	1	$40,000	$40,000
Turnout Gear	20	$5,000	$100,000
Base Radios	7	$7,000	$49,000
Mobile Radios	12	$5,000	$60,000
Total	**60**		**$449,000**

Level-of-Service Standards	Residential	Nonres
Proportionate Share	62%	38%
Share of Equipment	37.2	22.8
2024 Peak Population/Nonres. Vehicle Trips	11,413	17,967
Units per 1,000 Persons/Vehicle Trips	**3.3**	**1.3**

Cost Analysis	Residential	Nonres
Units per 1,000 Persons/Vehicle Trips	3.3	1.3
Average Cost per Unit	$7,483	$7,483
Capital Cost per Person/Vehicle Trip	**$24**	**$10**

Source: Sandpoint Fire Department

Share of the Development Impact Fee Study

Under the Idaho enabling legislation, Sandpoint 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 five infrastructure categories, resulting in the fire share being $15,358. An impact fee study must be completed every five years, so the attributed cost is compared to the five-year projected increase in population and nonresidential vehicle trips. As a result, the cost per person is $5 and the cost per vehicle trip is $2.

Figure 70. Fire Share of the Development Impact Fee Study

Share of Study Cost	Residential Share	Nonresidential Share
$15,358	62%	38%

Residential Cost	Five-Year Population Increase	Capital Cost per Person
$9,522	2,092	**$5**

Nonresidential Cost	Five-Year Veh. Trip Increase	Capital Cost per Trip
$5,836	3,818	**$2**

FIRE CAPITAL IMPROVEMENTS NEEDED TO SERVE GROWTH

Idaho Code 67-8208(1)(f-h) requires a capital improvement plan to include:

- *A description of all system improvements and their costs necessitated by and attributable to new development in the service area based on the approved land use assumptions, to provide a level of service not to exceed the level of service adopted in the development impact fee ordinance;*
- *The total number of service units necessitated by and attributable to new development within the service area based on the approved land use assumptions and calculated in accordance with generally accepted engineering or planning criteria;*
- *The projected demand for system improvements required by new service units projected over a reasonable period of time not to exceed twenty (20) years;*

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 infrastructure and estimated costs over the next ten years needed to maintain levels of service.

FIRE FACILITIES

The current levels of service are combined with the population and vehicle trip projections to illustrate the need for new fire facility space. Shown in Figure 71, over the next ten years there is a need for 2,161 square feet of facility space. The current cost per square foot is multiplied by the need to find the projected capital need from growth ($864,400).

Figure 71. Projected Demand for Fire Infrastructure

Infrastructure	Level of Service				Cost/Unit
Fire Facilities	Residential	486	Square Feet	per 1,000 persons	$400
	Nonresidential	189		per 1,000 veh. trips	

Growth-Related Need for Fire Facilities						
Year		Population	Nonres. Vehicle Trips	Residential Square Feet	Nonresidential Square Feet	Total Square Feet
Base	2024	11,413	17,967	5,546	3,395	8,941
Year 1	2025	12,147	18,289	5,903	3,456	9,359
Year 2	2026	12,737	18,615	6,190	3,518	9,708
Year 3	2027	12,993	18,866	6,314	3,565	9,879
Year 4	2028	13,249	19,120	6,439	3,613	10,052
Year 5	2029	13,505	19,378	6,563	3,662	10,225
Year 6	2030	13,761	19,640	6,687	3,711	10,398
Year 7	2031	14,017	19,906	6,812	3,762	10,574
Year 8	2032	14,273	20,176	6,936	3,813	10,749
Year 9	2033	14,529	20,450	7,060	3,865	10,925
Year 10	2034	14,785	20,728	7,185	3,917	11,102
Ten-Year Increase		3,372	2,762	1,639	522	2,161
		Projected Expenditure		**$655,600**	**$208,800**	**$864,400**

Growth-Related Expenditures for Fire Facilities	$864,400

FIRE EQUIPMENT

The current levels of service are combined with the population and vehicle trip projections to illustrate the need for new fire equipment. Shown in Figure 72, based on projected development over the next 10 years, the fire equipment inventory will have to expand by 14.4 units to continue the current level of service. As a result, the growth-related costs for equipment purchases are $107,755 (14.4 units x $7,483 per unit = $107,755).

Figure 72. Projected Demand for Fire Equipment

Infrastructure	Level of Service				Cost/Unit
Equipment	Residential	3.3	Units	per 1,000 persons	$7,483
	Nonresidential	1.3		per 1,000 veh. trips	

Growth-Related Need for Equipment						
Year		Population	Nonres. Vehicle Trips	Residential Units	Nonresidential Units	Total Units
Base	2024	11,413	17,967	37.2	22.8	60.0
Year 1	2025	12,147	18,289	39.6	23.2	62.8
Year 2	2026	12,737	18,615	41.5	23.6	65.1
Year 3	2027	12,993	18,866	42.3	23.9	66.2
Year 4	2028	13,249	19,120	43.1	24.2	67.3
Year 5	2029	13,505	19,378	44.0	24.6	68.6
Year 6	2030	13,761	19,640	44.8	24.9	69.7
Year 7	2031	14,017	19,906	45.6	25.2	70.8
Year 8	2032	14,273	20,176	46.5	25.6	72.1
Year 9	2033	14,529	20,450	47.3	25.9	73.2
0	2034	14,785	20,728	48.1	26.3	74.4
Ten-Year Increase		3,372	2,762	10.9	3.5	14.4
			Projected Expenditure	**$81,565**	**$26,191**	**$107,755**

Growth-Related Expenditures for Equipment		**$107,755**

FIRE CAPITAL IMPROVEMENT PLAN

Listed in Figure 73 is the 10-year CIP for the Sandpoint Fire Department. At the moment, the facility priority is a training site, however, if the Sandpoint airport were to expand a second station may be necessary and become top priority. Additional equipment is needed as well for future firefighter hires. Over the next ten years, the total cost of the plan is $3.6 million, $907,555 is considered to be growth-related and anticipated to be fully funded by impact fees.

The Sandpoint Fire Department indicated that there is currently not a growth-related need for additional apparatus and thus those have been removed from the impact fee calculation. There are still planned replacements in the CIP for existing apparatus, however, one to one replacements are not impact fee eligible. The projects from the plan are consistent with growth-related needs to continue providing the current level of service. Furthermore, an ARRF unit would be directly tied to serve an expanded airport, not citywide growth. Thus, an ARRF unit would not be impact fee eligible.

Figure 73. Fire 10-Year Growth-Related CIP

10-Year Fire CIP Projects	Estimated Year	Total Cost	Impact Fee Funding	Other Funding	Total Square Feet	Growth Square Feet	Growth Units
Facilities							
Training Facility	2026	$800,000	$800,000	$0	2,000	2,000	-
New Station Contingent on Airport Expansion*	-	-	-	-	-	-	-
Apparatus & Vehicles							
ARRF Unit Contingent on Airport Expansion	-	$700,000	-	-	-	-	-
Replacement Engine	2026	$650,000	$0	$650,000	-	-	
Replacement Aerial Truck	2035	$1,000,000	$0	$1,000,000	-	-	-
Replacement Command Vehicle	2027	$45,000	$0	$45,000	-	-	-
Replacement Rescue Vehicle	2027	$65,000	$0	$65,000	-	-	-
Replacement Rescue Boat	2030	$250,000	$0	$250,000	-	-	-
Equipment							
Trail Rescue Trailer	2027	$40,000	$40,000	$0	-	-	1
New Fire Equipment	2025-2035	$100,272	$67,755	$32,517	-	-	13
	Total	**$3,650,272**	**$907,755**	**$2,042,517**	**2,000**	**2,000**	**14**

*Station is not currently planned but would be needed if Sandpoint Airport began accepting commerical flights, no estimated cost or square footage
Note: Impact fee funding is based on maximum supportable fee amounts and projected growth.

FIRE IMPACT FEE CREDIT ANALYSIS

Idaho Statute 67-8207 and 67-8209 details requirements that impact fee calculations should examine and account for funding of CIPs with non-impact fee revenue including:

> *The availability of other sources of funding system improvements including, but not limited to, user charges, general tax levies, intergovernmental transfers, and special taxation. The governmental entity shall develop a plan for alternative sources of revenue.*

The Fire growth-related CIP totals $907,755. Currently, there is $29,776 in the City's Fire Impact Fee Fund for future projects in the CIP. The fund balance accounts for 3.3 percent of the growth-related CIP. To ensure that future impact fees are only capturing the growth-related costs to the City's budget, the balance's percentage of the CIP is applied as a credit.

Figure 74. Fire Existing Impact Fee Fund Balance Credit

Sandpoint Fire	Fire
Existing Impact Fee Fund Balance	$29,776
Growth-Related CIP	$907,755
Balance Share of CIP	**3.3%**

Besides the existing impact fee fund balance there are no other dedicated revenues for the growth-related Fire CIP including previously issued bonds to fund infrastructure expansion. In this case, no other revenue credit is needed.

FIRE INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 75 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per person and vehicle trip. The residential Fire Development Impact Fees are the product of persons per household by square footage of the dwelling unit multiplied by the total net capital cost per person. The nonresidential fees are the product of nonresidential vehicle trips per 1,000 square feet multiplied by the net capital cost per nonresidential vehicle trip. A decrease in the fee level at some square footages for residential demand is expected with the removal of fire apparatus from the level of service analysis and fee schedule.

The fees represent the highest supportable amount for each type of applicable land use and 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 75. Fire Input Variables and Maximum Supportable Impact Fees

Fee Component	Cost per Person	Cost per Vehicle Trip
Fire Stations	$194	$76
Fire Equipment	$24	$10
Share of Fee Study	$5	$2
Gross Total	$223	$88
Credit for Fund Balance (3.3%)	**($7)**	**($3)**
Net Total	**$216**	**$85**

Residential

Dwelling Size (square feet)	Persons per Household	Maximum Supportable Fee	Current Fee	Change
Residential (per housing unit by square feet)				
Under 600	1.00	**$216**	$498	($282)
600 to 1,000	1.39	**$300**	$498	($198)
1,000 to 1,400	1.91	**$412**	$498	($86)
1,400 to 1,800	2.29	**$494**	$462	$32
1,800 to 2,200	2.58	**$556**	$462	$94
2,200 to 2,600	2.81	**$606**	$691	($85)
2,600 to 3,000	2.92	**$630**	$691	($61)
3,000 or more	3.30	**$712**	$691	$21

Nonresidential

Development Type	Vehicle Trips per 1,000 Sq. Ft.	Maximum Supportable Fee	Current Fee	Change
Nonresidential (per 1,000 square feet)				
Retail	10.36	**$882**	$856	$26
Office	5.42	**$461**	$285	$176
Institutional	5.39	**$458**	$285	$173
Industrial	2.44	**$207**	$177	$30
Manufacturing	2.38	**$203**	$95	$108
Warehousing	0.86	**$73**	$95	($22)
Mini-Warehouse	0.73	**$62**	$95	($33)

Lodging

Development Type	Peak Seasonal Visitors	Maximum Supportable Fee
Lodging (per room)	1.90	**$410**

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

CASH FLOW PROJECTIONS FOR FIRE MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the City of Sandpoint if the Fire 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. Demographic Assumptions.

At the top of Figure 76 are the growth-related cost by infrastructure type over the next ten years, totaling $1 million. Shown at the bottom of the figure, the maximum supportable impact fee is estimated to cover 96 percent of growth-related capital costs. The gap in funding is the result of the credit due to existing impact fee monies already collected and rounding. To be consistent with residential growth projections by housing type, the fee amounts shown for single family and multifamily are based on the average PPHH for the housing types discussed in Appendix B. Demographic Assumptions. Under the incremental expansion approach fee revenue will match the growth-related needs over the next ten years. In the case that growth is less than projected development, revenue collection will be lower but so will the growth-related need to expand infrastructure.

Figure 76. Cash Flow Summary for Fire Maximum Supportable Impact Fees

Infrastructure Costs for Fire Facilities

	Total Cost	Growth Cost
Fire Stations	$864,400	$864,400
Fire Equipment	$107,755	$107,755
Share of Fee Study	$30,716	$30,716
Total Expenditures	**$1,002,871**	**$1,002,871**

Projected Development Impact Fee Revenue

		Single Family $533 per unit	Multifamily $459 per unit	Retail $882 per KSF	Office $461 per KSF	Industrial $207 per KSF	Institutional $458 per KSF	Lodging $410 per room
Year		Housing Units	Housing Units	KSF	KSF	KSF	KSF	Rooms
Base	2024	3,136	1,550	713	707	931	833	192
1	2025	3,173	1,739	720	715	967	854	318
2	2026	3,211	1,928	727	723	1,005	876	368
3	2027	3,248	1,998	735	730	1,017	1,017	375
4	2028	3,285	2,068	742	738	1,029	1,029	383
5	2029	3,323	2,139	750	747	1,042	1,042	390
6	2030	3,360	2,209	758	755	1,054	1,054	397
7	2031	3,398	2,279	766	763	1,067	1,067	405
8	2032	3,435	2,349	773	771	1,080	1,080	412
9	2033	3,472	2,420	781	780	1,093	1,015	420
10	2034	3,510	2,490	789	788	1,106	1,036	427
Ten-Year Increase		374	940	77	81	176	204	235
Projected Revenue		$198,998	$431,716	$67,773	$37,489	$36,398	$93,241	$96,369

Projected Revenue	**$962,000**
Projected Expenditures	**$1,003,000**
Non-Impact Fee Funding	**$41,000**

PROPORTIONATE SHARE ANALYSIS

Development impact fees for the City of Sandpoint 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 Sandpoint 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 Sandpoint. 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.
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 Improvement Plan. 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 Sandpoint 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 improvement 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.

Single Family Units:

- 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.
- 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.
- 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:

- 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."
- 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).

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, movie theaters, and lodging (hotel/motel).

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

Industrial: Establishments primarily engaged in the production and transportation of goods. By way of example, *Industrial* includes mining companies, trucking companies, and construction companies and excludes manufacturing and warehousing.

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

Manufacturing: A manufacturing facility is an area where the primary activity is the conversion of raw materials or parts into finished products. Size and type of activity may vary substantially from one facility to another. In addition to the actual production of goods, a manufacturing facility typically has an office and may provide space for warehouse, research, and associated functions.

Warehousing: A warehouse is primarily devoted to the storage of materials, but it may also include office and maintenance areas. By way of example, *Warehousing* includes high-cube transload and short-term storage warehouse, high-cube fulfillment center warehouse, high-cube parcel hub warehouse, and high-cube cold storage warehouse.

Self-storage: A mini-warehouse is a building in which a number of storage units or vaults are rented for the storage of goods. They are typically referred to as “self-storage” facilities. Each unit is physically separated from other units, and access is usually provided through an overhead door or other common access point.

APPENDIX B. DEMOGRAPHIC ASSUMPTIONS

Idaho Code 67-8208(1)(d) states that a capital improvement plan needs *a description of the land use assumptions by the government entity*. The following chapter details the land use assumptions for the City of Sandpoint. This chapter includes discussion and findings on:

- Household/housing unit size
- Residential Building Permits
- Current population and housing unit estimates
- Residential projections
- Current employment and nonresidential floor area estimates
- Nonresidential projections
- Functional population
- Vehicle trip generation and projections
- Residential demand factors by square footage of dwelling

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. Sandpoint 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 Sandpoint 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 77 shows the US Census American Community Survey 2022 5-Year Estimates data for Sandpoint. As a result, single family units have a

household size of 2.47 persons and multifamily units have a household size of 2.13 persons. Additionally, there is a housing mix of 70 percent single family and 30 percent multifamily.

The estimates in Figure 77 are for PPHH calculations. Base year population and housing units are estimated with another, more recent data source.

Figure 77. Persons per Household

Housing Type	Persons	Housing Units	Persons per Housing Unit	Households	Persons per Household	Housing Unit Mix	Vacancy Rate
Single Family [1]	6,363	2,834	2.25	2,574	**2.47**	70%	10.1%
Multifamily [2]	2,058	1,223	1.68	968	**2.13**	30%	26.3%
Total	8,421	4,057	2.08	3,542	**2.38**		14.5%

[1] Includes attached and detached single family homes and mobile homes
[2] Includes all other types
Source: U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates

RESIDENTIAL CONSTRUCTION TREND

To illustrate residential development trends in the city, Figure 78 lists the past five years of new construction. Over that time, there has been a total of 538 housing units constructed in the city. Additionally, there has been some growth of ADUs (accessory dwelling units) in the city. These are smaller sized dwellings which are more similar to an apartment and other multifamily housing types. Also, based on the seasonal and tourism nature of the area, development of ADUs and tiny homes are included in the residential projections.

Overall, over the past five years of residential development there has been an average of 108 housing units constructed annually.

Figure 78. Annual New Construction Estimates by Housing Type

Development	2019	2020	2021	2022	2023	Total	5-Year Average
Total Units	80	67	191	95	105	538	**108**

Source: Sandpoint Planning Department

BASE YEAR HOUSING UNITS AND POPULATION

To calculate the base year (2024) housing stock, the total number of housing units found from the 2020 U.S. Census is combined with the new residential building permits trends from 2021 to 2023 based on conversations with City staff. Shown in Figure 79, there is an estimated 3,136 single family units and 1,550 multifamily units in Sandpoint (totaling 4,686 housing units).

Figure 79. Base Year Housing Units

Housing Type	2020 Census[1]	New Housing Units [2]	Base Year 2024
Single Family	3,000	136	3,136
Multifamily	1,295	255	1,550
Total	**4,295**		**4,686**

[1] Source: TischlerBise analysis of U.S Census Bureau 2020 Decennial Census
[2] Source: City of Sandpoint building permit data

Furthermore, the nature of the influx of seasonal population in Sandpoint 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 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.

The seasonal population includes residents of second and vacation homes who don't reside in Sandpoint year-round. The estimated seasonal housing units are found by taking the permanent housing units and multiplying by the vacancy rate (3,136 x 10.1 percent = 317 single family seasonal housing units). The seasonal population is found by applying the PPHH factors to the seasonal housing. Shown in Figure 80 there is an estimated 724 seasonal housing units and an estimated seasonal population of 1,651 residents in the base year.

Figure 80. Seasonal Housing and Population

Housing Type	Base Year Total Units	Vacancy Rate	Seasonal Housing	PPHH	Seasonal Population
Single Family	3,136	10.1%	317	2.47	782
Multifamily	1,550	26.3%	408	2.13	868
Total	**4,686**		**724**		**1,651**

Source: TischlerBise analysis of U.S Census Bureau 2020 Decennial Census; U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates vacancy rate factors; City of Sandpoint building permit data

The visitor population includes overnight visitors at lodging locations. From a survey done by TischlerBise, there are four lodging properties within city limits that total 192 rooms. Based on general lodging assumptions (two occupants and 95 percent occupied during peak season), a total of 365 overnight-visitors are estimated in the city shown in Figure 81.

Figure 81. Lodging Rooms and Peak Visitors

Property	Rooms
Cedar Street Hotel and Suites	68
Best Western Edgewater Resort	54
Dynamic by Hotel Inn	62
K2 Inn	8
Total	**192**

Total Lodging Rooms	192
Assumed Ave Occupancy	2
Assumed Occupancy Rate	95%
Total Overnight-Visitors	**365**

Source: TischlerBise survey of lodging property and general peak season lodging

The information above is summarized in Figure 82. 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 9,397 residents and a seasonal population estimate of 1,651 residents. Combined with the overnight visitor population of 365, there is an estimated peak population of 11,413 in the city.

Figure 82. Base Year Housing and Population

City of Sandpoint	Base Year 2024
Permanent Hsg Population [1]	9,397
Seasonal Hsg Population [2]	1,651
Overnight-Visitors [3]	365
Total Peak Population	11,413
Housing Units [4]	
Single Family	3,136
Multifamily	1,550
Total Housing Units	4,686

[1] TischlerBise analysis of occupied housing units and PPHH factors
[2] TischlerBise analysis of vacant/seasonal housing units and PPHH factors
[3] TischlerBise survey of available lodging rooms
[4] Source: TischlerBise analysis of U.S. Census Bureau 2020 Decennial Census, and City of Sandpoint Planning Department

HOUSING UNIT AND POPULATION PROJECTIONS

To project residential growth, the past housing construction trends are assumed to continue through the next ten years. Thus, the five-year annual average totals are included in the projections to estimate housing growth in the city. Permanent and seasonal population growth is estimated based on housing development and PPHH by housing type. Overnight visitors are expected to grow at the same rate as the permanent and seasonal population. Planned developments based on conversations with City staff are included in the first two years of projections.

As a result, there are 1,314 new housing units projected in the city over the next ten years, 374 units single family and 940 units multifamily. Based on housing development, peak population is estimated to grow by 3,372 residents or 30 percent.

Figure 83. Residential Development Projections

City of Sandpoint	Base Year 2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	Total Increase
Permanent Hsg Pop [1]	9,397	9,777	10,156	10,350	10,543	10,736	10,929	11,122	11,316	11,509	11,702	**2,305**
Seasonal Hsg Pop [1]	1,651	1,766	1,881	1,930	1,979	2,027	2,076	2,125	2,173	2,222	2,271	**620**
Overnight-Visitors [2]	365	604	699	713	728	742	756	770	784	798	812	**447**
Total Peak Population	11,413	12,147	12,737	12,993	13,249	13,505	13,761	14,017	14,273	14,529	14,785	**3,372**
Percent Increase		*6.43%*	*4.86%*	*2.01%*	*1.97%*	*1.93%*	*1.90%*	*1.86%*	*1.83%*	*1.79%*	*1.76%*	**30%**
Housing Units [3]												
Single Family	3,136	3,173	3,211	3,248	3,285	3,323	3,360	3,398	3,435	3,472	3,510	**374**
Multifamily [4]	1,550	1,739	1,928	1,998	2,068	2,139	2,209	2,279	2,349	2,420	2,490	**940**
Total Housing Units	4,686	4,912	5,139	5,246	5,354	5,462	5,569	5,677	5,784	5,892	6,000	**1,314**

[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] Housing projections are based on building permit trends provided by the City of Sandpoint Planning Department
[4] Includes ADUs and tiny homes which are considered to be occupied during peak season

CURRENT EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA

The impact fee study will include nonresidential development as well. Utilizing ESRI Business Analyst data, 2024 total employment in the city is estimated at 7,656 jobs. ESRI Business Analyst profile data is then used to breakdown the employment total into industry sectors. Listed in Figure 84, there are an estimated 1,513 retail jobs, 2,303 office jobs, 1,461 industrial jobs, and 2,379 institutional jobs located in the city.

To estimate the nonresidential floor area, employee density factors from the Institute of Transportation Engineers (ITE) *Trip Generation* Manual (2021) are applied to job estimated. Figure 85 lists the land use type and density factors that are included in the analysis. Overall, there is 3,182,951 square feet estimated in the city. Industrial development has the largest share while institutional has a significant share as well.

Figure 84. Base Year Employment and Nonresidential Floor Area

City of Sandpoint	Base Year Jobs [1]	Sq. Ft. per Job [2]	Floor Area (sq. ft.)	Percent of Total
Retail	1,513	471	712,623	22%
Office	2,303	307	707,021	22%
Industrial	1,461	637	930,657	29%
Institutional	2,379	350	832,650	26%
Total	**7,656**		**3,182,951**	**100%**

[1] ESRI Business Analyst; TischlerBise Analysis
[2] Source: *Trip Generation* , Institute of Transportation Engineers, 11th Edition (2021)

Figure 85. 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	610	Hospital	1,000 Sq Ft	2.86	350

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

EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA PROJECTIONS

Job and nonresidential floor area projections for the next ten years are provided in Figure 86. Job growth is projected using Idaho Department of Labor average annual growth rate by job type for the Idaho Northern Region. Over the next ten years there is a projected increase of 1,286 jobs, a 17 percent increase from the base year. Institutional and industrial developments account for the greatest share of the increase.

Job growth is converted into nonresidential floor area using the ITE square feet per employee averages shown in Figure 85. Over the next ten years, the nonresidential floor area is projected to increase by approximately 538,000 square feet.

Figure 86. Employment and Nonresidential Floor Area Projections

Industry	Base Year 2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	Total Increase
Jobs [1]												
Retail	1,513	1,529	1,544	1,560	1,576	1,592	1,609	1,625	1,642	1,659	1,676	**163**
Office	2,303	2,328	2,354	2,379	2,406	2,432	2,458	2,485	2,513	2,540	2,568	**265**
Industrial	1,461	1,519	1,577	1,596	1,616	1,635	1,655	1,675	1,696	1,716	1,737	**276**
Institutional	2,379	2,440	2,502	2,555	2,609	2,665	2,721	2,779	2,839	2,899	2,961	**582**
Total	7,656	7,815	7,977	8,091	8,207	8,324	8,444	8,565	8,689	8,814	8,942	**1,286**
Nonresidential Floor Area (1,000 sq. ft.) [2]												
Retail	713	720	727	735	742	750	758	766	773	781	789	**77**
Office	707	715	723	730	738	747	755	763	771	780	788	**81**
Industrial	931	967	1,005	1,017	1,029	1,042	1,054	1,067	1,080	1,093	1,106	**176**
Institutional	833	854	876	894	913	933	953	973	993	1,015	1,036	**204**
Total	3,183	3,256	3,330	3,376	3,423	3,471	3,519	3,569	3,618	3,669	3,721	**538**

[1] Source: ESRI Business Analyst; Idaho Department of Labor; TischlerBise analysis
[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 Sandpoint 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 (2021), residential development accounts for 62 percent of the functional population, while nonresidential development accounts for 38 percent.

Figure 87. Sandpoint Functional Population

City of Sandpoint (2021)				
Residential			*Demand*	*Person*
Population*	8,139		*Hours/Day*	*Hours*
Residents Not Working		4,270	20	85,400
Employed Residents		3,869		
Employed in Sandpoint		1,712	14	23,968
Employed outside Sandpoint		2,157	14	30,198
			Residential Subtotal	139,566
			Residential Share =>	**62%**
Nonresidential				
Non-working Residents		4,270	4	17,080
Jobs Located in Sandpoint		6,740		
Residents Employed in Sandpoint		5,028	10	50,280
Non-Resident Workers (inflow commuters)		1,712	10	17,120
			Nonresidential Subtotal	84,480
			Nonresidential Share =>	**38%**
			TOTAL	224,046

Source: U.S. Census Bureau, OnTheMap 6.1.1 Application and LEHD Origin-Destination Employment Statistics.
* Source: U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates

VEHICLE TRIP GENERATION

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 36 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," 56 percent of Sandpoint workers travel outside the city for work. In combination, these factors account for 10 percent of additional production trips (0.36 x 0.50 x 0.56 = 0.010). Shown in Figure 88, the total adjustment factor for residential housing units includes attraction trips (50 percent of trip ends) plus the journey-to-work commuting adjustment (10 percent of production trips) for a total of 60 percent.

Figure 88. Residential Trip Adjustment Factor for Commuters

Trip Adjustment Factor for Commuters	
Employed Sandpoint Residents (2022)	3,869
Residents Working in Sandpoint (2022)	1,712
Residents Commuting Outside of Sandpoint for Work	2,157
Percent Commuting Out of Sandpoint	56%
Additional Production Trips	**10%**

Standard Trip Adjustment Factor	**50%**
Residential Trip Adjustment Factor	**60%**

Source: U.S. Census, OnTheMap Application, 2022

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 the Sandpoint, the weekday trip end per 1,000 square feet factors listed in Figure 89 are used.

Figure 89. 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. 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 90, the Institute for Transportation Engineers' land use code, daily vehicle trip end rate, and trip adjustment factor is listed for each land use.

Figure 90. 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	8.52	60%	5.11
Multifamily	220	4.11	60%	2.47
Nonresidential (per 1,000 square feet)				
Retail	820	37.01	28%	10.36
Office	710	10.84	50%	5.42
Industrial	110	4.87	50%	2.44
Institutional	610	10.77	50%	5.39

Source: *Trip Generation* , Institute of Transportation Engineers, 11th Edition (2021); National Household Travel Survey, 2022

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 19,854 vehicle trips and nonresidential land uses account for 17,967 vehicle trips in the base year (Figure 91).

Through 2034, it is projected that daily vehicle trips will increase by 6,990 trips with the majority of the growth being generated by multifamily (33 percent) and single family (27 percent) development.

Figure 91. Vehicle Trip Projections

City of Sandpoint	Base Year 2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	Total Increase
Residential Trips												
Single Family	16,031	16,222	16,413	16,604	16,795	16,986	17,177	17,368	17,559	17,750	17,941	**1,910**
Multifamily	3,822	4,288	4,754	4,928	5,101	5,274	5,447	5,620	5,794	5,967	6,140	**2,318**
Subtotal	19,854	20,511	21,168	21,532	21,896	22,260	22,625	22,989	23,353	23,717	24,081	**4,228**
Nonresidential Trips												
Retail	7,385	7,461	7,538	7,615	7,694	7,773	7,853	7,934	8,015	8,098	8,181	**796**
Office	3,832	3,874	3,916	3,959	4,003	4,046	4,091	4,136	4,181	4,227	4,273	**441**
Industrial	2,266	2,356	2,446	2,476	2,506	2,537	2,567	2,599	2,630	2,662	2,694	**428**
Institutional	4,484	4,598	4,715	4,815	4,918	5,022	5,129	5,238	5,350	5,464	5,580	**1,096**
Subtotal	17,967	18,289	18,615	18,866	19,120	19,378	19,640	19,906	20,176	20,450	20,728	**2,762**
Vehicle Trips												
Grand Total	37,820	38,799	39,783	40,398	41,016	41,638	42,265	42,895	43,529	44,167	44,810	**6,990**

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

DEMAND FACTORS BY HOUSING UNIT SIZE

The following section details residential demand factors based on the square footage of the dwelling unit. This analysis will assist if the impact fee schedule assesses residential fees based on the size rather than type of housing type.

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.

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.

PERSONS PER HOUSEHOLD BY BEDROOM RANGE

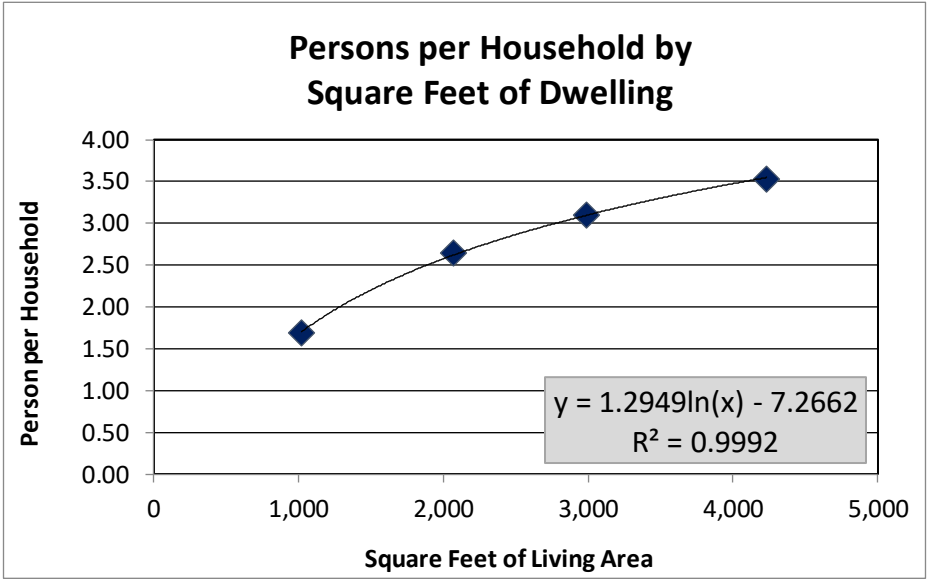
Demographic data by bedroom range can be found using U.S Census Bureau survey responses found in Public Use Microdata Samples (PUMS). PUMS information is available for areas of 100,000 or more persons in which the City of Sandpoint is included in Public Use Microdata Area (PUMA) 100. Shown in household. Figure 92 on the right are the PPHH factors for households within several categories of square foot ranges. On the left is the average square footage and PPHH of a dwelling unit with the listed number of bedrooms within the Census Mountain division.

As shown in the upper right corner of the table below, the smallest floor area range (1,000 square feet or less) has an estimated average of 1.31 persons per household. The largest floor area range (4,000 or more square feet) has an estimated average of 3.63 persons per household.

Figure 92. Persons per Household by Bedroom Range

Actual Averages per Dwelling Unit			Fitted-Curve Values	
Bedrooms	Square Feet	Persons	Sq Ft Range	Persons
0-2	1,021	1.69	Under 600	1.00
3	2,070	2.65	600 to 1,000	1.39
4	2,986	3.10	1,000 to 1,400	1.91
5+	4,235	3.53	1,400 to 1,800	2.29
			1,800 to 2,200	2.58
			2,200 to 2,600	2.81
			2,600 to 3,000	2.92
			3,000 or more	3.30

Average persons per household derived from 2022 ACS PUMS data (PUMA 100) that includes Sandpoint. Unit size for 0-2 bedroom is from the 2023 U.S. Census Bureau average for all multifamily units constructed in the Census West region. Unit size for all other bedrooms is from the 2023 U.S. Census Bureau average for single family units constructed in the Census Mountain division.



VEHICLE TRIPS BY BEDROOM RANGE

Vehicle data by bedroom range can be found using U.S Census Bureau survey responses found in Public Use Microdata Samples (PUMS). PUMS information is available for areas of 100,000 or more persons in which the City of Sandpoint is included in Public Use Microdata Area (PUMA) 100. Shown in Figure 93 on the right are the trip end factors for households within several categories of square foot ranges. On the left is the average square footage and trip ends of a housing unit with the listed number of bedrooms within the Census Mountain division.

As shown in the upper right corner of the table below, the smallest floor area range (1,000 square feet or less) has an estimated average of 5.14 vehicle trip ends per household. The largest floor area range (4,000 or more square feet) has an estimated average of 12.28 vehicle trip ends per household.

Figure 93. Vehicle Trips by Bedroom Range

Actual Averages per Dwelling Unit			Fitted-Curve Values	
Bedrooms	Square Feet	Trip Ends	Sq Ft Range	Trip Ends
0-2	1,021	6.18	Under 600	4.19
3	2,070	9.46	600 to 1,000	5.40
4	2,986	10.88	1,000 to 1,400	7.02
5+	4,235	11.73	1,400 to 1,800	8.16
			1,800 to 2,200	9.05
			2,200 to 2,600	9.78
			2,600 to 3,000	10.10
			3,000 or more	11.28

Vehicle trips by dwelling size are derived from 2022 ACS PUMS data (PUMA 100) that includes Sandpoint. Unit size for 0-2 bedroom is from the 2023 U.S. Census Bureau average for all multifamily units constructed in the Census West region. Unit size for all other bedrooms is from the 2023 U.S. Census Bureau average for single family units constructed in the Census Mountain division.