

City of Middleton  
**Comprehensive Plan**



# TABLE OF CONTENTS

	<u>PAGE</u>
I. INTRODUCTION .....	1
II. COMMUNITY PROFILE .....	4
Regional Setting .....	4
Community Events .....	5
History .....	6
Demographic Information .....	6
Trends and Projections - Population, Housing and Employment .....	18
III. COMPREHENSIVE PLAN ELEMENTS.....	19
Private Property Rights .....	19
Transportation .....	20
Land Use .....	21
Public Services, Facility and Utilities .....	28
Economic Development .....	31
Parks and Recreation .....	33
Housing .....	37
Schools .....	37
Population .....	37
Special Sites or Areas .....	37
Agriculture .....	38
Implementation .....	38
Hazardous Areas .....	38
Natural Resources .....	39
Community Design .....	41
Public Safety Facilities and Related Services .....	43
IV. GOALS, OBJECTIVES AND STRATEGIES.....	44
V. GLOSSARY.....	58
VI. MAPS	
2016 Land Use	
Future Land Use	
Transportation, Schools and Recreation	
Transit Routes	
Traffic Analysis Zone (TAZ)	
VII. APPENDIX	
A – Attorney General’s Property Rights Checklist	
B - Capital Improvement Plan – City-owned Parks	
C - Capital Improvement Plan – Roads	
D – Resolution Adopting Comprehensive Plan	

## INTRODUCTION

This Comprehensive Plan for the City of Middleton intends to fulfill requirements in Local Land Use Planning Act (Idaho Code 67-6501; 67-6508; and 67-6509), and includes the Middleton area of city impact established by agreement with Canyon County on July 6, 2001. Canyon County's comprehensive plan, zoning and subdivision ordinances apply in the Middleton impact area pursuant to an agreement between the City and the County reflected in Title 9 Chapter 9 of the Canyon County Code.

A previous comprehensive plan for the City was adopted by resolution #179-04 on July 21, 2004. On February 6, 2008 the comprehensive plan was updated with maps by resolution 256-08, and then on December 2, 2009 several chapters and another map were updated by resolution 287-09. This Plan is comprised of text, tables and maps, and supersedes in its entirety the City's previously-adopted comprehensive plan.

State law requires a comprehensive plan to consider and analyze seventeen (17) planning elements, and elements may be added or deleted from the plan depending on their applicability. The City of Middleton has chosen to delete national interest electronic transmission corridors, and public airport facilities from the Plan, since neither of those two facility types are present in the Middleton area. The City has included an element for public safety.

The Plan is an official statement of the City, setting forth major goals, and designed to serve as a comprehensive, decision-making guide for future growth and development. It is based on community values, data and trends. Residents like Middleton's small-town feel, community events, low real property taxes, and limited government focused on providing essential services, such as public drinking water, sewer, street, library, parks and police.

Although individual opinions may differ, the Plan represents the direction a majority of City residents would like to go with the planning elements identified by the legislature in Idaho Code (see Idaho Code 67-6508 for additional information). In time, the City's population and residents' values, goals and objectives may be redefined to fit

the environment in which the residents then live and work. This Plan represents a majority view on planning subjects at the time it is adopted.

The City's water and sewer systems are sized to serve a population of approximately 17,000. This Plan analyzes each planning element in light of the three populations and, when a decision or direction makes sense for all three populations to ensure the City is heading the right direction, the City expends public funds and pursues that course. The City's historic population growth rate has been an average of about four percent (4%) per year.

The plan is intended to be a set of positive, rather than restrictive, broad statements of long-term goals reflecting residents' philosophies and guiding principles about city design and economy, use of natural resources, and development of land, transportation, schools, and recreation. These statements are the basis for objectives, and implementation strategies to achieve the objectives. The biggest factors influencing long-term provisions of this plan were an increase in federal and state regulation regarding the federal Clean Water Act, State of Idaho regulation regarding State Highway 44, limited real property tax, and the values of the baby boomer and millennial generations.

The Plan is intended to facilitate the land use decision-making process by analyzing the major categories of real property development in relation to what is best for city growth now and in the future based on community vision and values. It represents the City's preparation and principles of orderly growth and development that has each new development paying for itself, and preservation of land for future use so residents do not have to pay higher real property taxes to generate the revenue required to acquire the land once developed at a much higher cost in the future.

Each element is discussed in two sections. The "Comprehensive Plan Elements" section analyzes what the element means in the City of Middleton, and the "Goals, Objectives and Strategies" section details actions to implement future building in the City. The goals, objectives and strategies for each element of the plan are presented concisely in one section for use by residents, landowners, developers, applicants and decision-makers.

Although the year 2036 (in 20 years), 2066 (in 50 years), and 2116 (in 100 years) are thought about, the Comprehensive Plan is related more to growth principles and circumstances rather than to a specific horizon year. Because of the gradual and often unpredictable nature of community development, no fixed date can apply to all of the goals and implementation strategies expressed in the Plan.

The land use categories shown on the Future Land Use map are general and approximate areas, not rigid or exact boundaries. The Transportation, Schools and Recreation map contains known existing and future transportation, school and recreation components; it is not a zoning map of current land uses.

Comprehensive planning for the future is a complex process that reflects the known and foreseeable needs and desires of residents, business owners and landowners in and around City limits. A plan gives the individuals, businesses and local, regional, state and federal government agencies and associations a clear understanding of the City's intentions and desires regarding its future development. Transportation and land-use planning minimize potential conflicts, result in greater coordination and much more efficient expenditure of public funds.

# COMMUNITY PROFILE

## Regional Setting

The City of Middleton, Canyon County, Idaho is seven miles west of Star and 28 miles west of downtown Boise. Middleton is served by State Highway 44 that connects to Interstate 84 at Exit 25, three miles west of downtown Middleton. Middleton is the third largest City in Canyon County, behind Nampa and Caldwell (see Table 1), and is part of the Boise Metropolitan Area in the Treasure Valley. Middleton is located at an elevation of 2,398 feet above sea level, and is in a high desert climate.

**Table 1: 2014 Population Estimates  
for Canyon County Cities**

City	Population
Caldwell	50,224
Greenleaf	878
<b>Middleton</b>	<b>6,420</b>
Melba	529
Nampa	88,211
Notus	545
Parma	2,066
Wilder	1,597
<b>Total</b>	<b>150,470</b>

Source: U.S. Census Bureau

The Middleton impact area boundaries can roughly be described as Interstate 84 (north of Boise River) and KCID Road (south of Boise River) on the west, Purple Sage Road on the north, Can-Ada Road on the east, and Boise River and Lincoln Road on the south.

The Middleton impact area borders impact areas of the City of Caldwell to the south, of the City of Nampa to the southeast, and of the City of Star to the east. The

City of Star annexed property in Middleton's impact area between Kingsbury and Can-Ada roads. Middleton City limits and the impact areas are displayed in the 2016 Land Use Map.

**Community Events\***

March	Chili Cook-off Contest	Helping Hands
	Last Man Standing Dodgeball	Mayor's Youth Council
April	Easter Choir Concert	Middleton Interfaith Choir
	Easter Egg Hunt	Greater Middleton Parks & Rec
	Emergency Preparedness Fair	LDS Church
	Middleton Connects Activities	City of Middleton
	Health Fair & Fun Run	Middleton Coordinated Health Action Team (MCHAT)
	Clean-up Middleton	City of Middleton
July	4 <sup>th</sup> of July Parade and Activities	Chamber of Commerce and all
	Relay-for-Life	American Cancer Assoc.
August	Summer Alive	Nazarene Church
September	Harvest Festival	Greater Middleton Parks & Rec
	Color Rama	Mayor's Youth Council
	Health Fair	Seventh Day Adventist Church
October	Fall Craft Bazaar	Chamber of Commerce
	Paint-the-Middleton	Mayor's Youth Council
November	Rake Up Middleton	Mayor's Youth Council
	City Christmas Tree Lighting	City of Middleton
December	Santa's Workshop	Greater Middleton Parks & Rec
	Christmas Parade and Activities	Chamber of Commerce and all
Summer	Movies in the Park	Optimist Club
Year-round	Bingo	Optimist Club

\* Events subject to change

## **History**

Middleton is the oldest community in Canyon County and one of the oldest in the state. The town plat was drawn up in 1863 by William N. Montgomery, and the town was founded in the same year. A post office was established in 1866 and the first school was reportedly operating around 1869. Middleton was named because it was midway between Boise and the original Fort Boise near the mouth of the Boise River (near where Parma is now).

The city was famous for the Middleton Flour Mill. During the 1870s the Middleton Flour Mill attracted farmers from many miles away so they could grind loads of wheat at the mill or trade for wheat already ground. The flour mill existed from 1871 to 1899. The original site of the mill is marked with a sign on North Dewey Avenue. Transportation was improved in Middleton and the region by the interurban electric streetcar, which ran from Middleton to Boise and Caldwell between 1907 and 1928. A large substation, now called Trolley Station, was built in Middleton to enclose the equipment necessary to convert alternating current to direct current for the streetcars. (*Information from "Middleton in Picture and Story", 1989*).

Other notable events that shaped Middleton include: 1) the 1854 Ward Massacre on the north of Lincoln Road east of Middleton Road on the south side of Boise River, when a wagon train traveling from Missouri on the Oregon Trail was attacked, killing 18 of the 20 emigrants; 2) the 1914 fire that destroyed a two-story hotel; 3) the 1926 robbery of the former Middleton State Bank during which the robber made-off with \$1,800 that was never recovered; 4) and the Black Canyon irrigation project in 1948 that enabled land north of town to be converted from desert and sagebrush to farm land. (*Middleton marks 100<sup>th</sup> year as an Idaho city, Idaho Statesman, 2010*).

## **Demographic Information**

The City of Middleton has experienced a steady population increase since 1970. The population has grown from 730 in 1970 to 6,420 in 2014 (estimated by U.S. Census Bureau). A recent 2016 estimation from the Community Planning Association of Southwest Idaho (COMPASS), estimates the population at 7,580. In order to provide

suitable comparisons of demographic data, the cities of Emmett and Star (similar in population and in close proximity to Middleton), as well as Canyon County and the State of Idaho were used in the following tables. The most recent demographic information are estimates from 2014 by the U.S. Census Bureau. The following tables (Table 2 – 18) all used the 2014 estimate.

Table 2 below shows the increase in population since 1970 and Table 3 shows the percentage increase in population by decade. The greatest percentage increases in population by decade for the City of Middleton were from 1970 to 1980 (160.5%) and from 2000 to 2010 (85.4%).

**Table 2: Population History**

	1970	1980	1990	2000	2010	2014
<b>Middleton</b>	<b>730</b>	<b>1,902</b>	<b>1,851</b>	<b>2,978</b>	<b>5,524</b>	<b>6,420*</b>
Emmett	3,945	4,605	4,601	5,490	6,557	6,546
Star	-	-	-	1,795	5,793	6,379
Canyon County	61,288	83,756	90,076	131,441	188,923	203,143
State of Idaho	713,015	944,129	1,006,073	1,293,953	1,567,652	1,634,464

Source: U.S. Census Bureau and Idaho Department of Commerce  
 Note: 2014 is an estimate by the U.S. Census Bureau  
 The geographical boundaries of Star were not established until 1997

**Table 3: Population Change Percent by Decade**

	1970-1980	1980-1990	1990-2000	2000-2010	2010-2014
<b>Middleton</b>	<b>160.5%</b>	<b>-2.6%</b>	<b>60.8%</b>	<b>85.4%</b>	<b>16.2%</b>
Emmett	16.7%	-0.1%	19.3%	19.4%	-0.1%
Star	-	-	-	222.7%	10.1%
Canyon County	36.6%	7.5%	45.9%	43.7%	7.5%
State of Idaho	31.1%	6.5%	28.6%	21.1%	4.2%

Source: U.S. Census Bureau and Idaho Department of Commerce  
 Note: 2014 is an estimate by the U.S. Census Bureau

The average household size in Middleton is 2.99, while the average family size is 3.56, which are higher than the other government entities Middleton is compared to in Table 4 below, with the exception of the City of Star.

**Table 4: Average Household and Family Size**

	<b>Average Household Size</b>	<b>Average Family Size</b>
<b>Middleton</b>	<b>2.99</b>	<b>3.56</b>
Emmett	2.53	3.33
Star	3.16	3.67
Canyon County	2.98	3.49
State of Idaho	2.68	3.20

Source: U.S. Census Bureau

Note: 2010- 2014 is an estimate by the U.S. Census Bureau

Table 5 indicates that Middleton has a relatively high percentage of youth (nearly 30 percent under the age of 15) and low percentage of elderly residents (8.6) when compared to Emmett, Canyon County and the State of Idaho (only Star had a greater percentage under the age of 15 and a lower percentage of those 65 and over). This relatively high percentage of youth is also indicated in the median age of 32.3 (significantly younger than the State of Idaho, which is nearly 5 years older (37.2).

**Table 5: Age Distributions & Median Age in 2014**

<b>Age Group</b>	<b>Middleton</b>		<b>Emmett</b>	<b>Star</b>	<b>Canyon County</b>	<b>State of Idaho</b>
	<b>Total</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>
<15	<b>1,718</b>	<b>29.2</b>	23.5	34.1	25.8	22.4
15-24	<b>660</b>	<b>11.2</b>	13.0	7.3	14.3	14.0
25-44	<b>1,753</b>	<b>29.7</b>	21.0	33.0	26.2	25.5
45-64	<b>1,258</b>	<b>21.3</b>	22.8	18.3	22.0	24.7
65 & over	<b>509</b>	<b>8.6</b>	19.7	7.3	11.8	13.4
<b>Totals</b>	<b>5,898</b>	<b>100.0</b>	100.0	100.0	100.0	100.0
<b>Median Age</b>		<b>32.3</b>	38.4	32.1	32.5	37.2

Source: U.S. Census Bureau

Note: 2014 is an estimate by the U.S. Census Bureau

Median Age for Idaho is 2010 data

City of Middleton

COMPREHENSIVE PLAN

For August 17, 2016 City Council Hearing

Page 8 of 62

The percentage of Middleton residents that graduated from high school is relatively high (nearly 90 percent) when compared to other entities in the 2010 Census. However, the percentage of those that received a bachelor's degree or higher is relatively low when compared to the State of Idaho, Canyon County and other nearby local communities (see Table 6 below).

**Table 6: Education Level and Bachelor's Degree for Persons Age 25 and Over for 2009-2013**

	Middleton	Emmett	Star	Canyon County	State of Idaho
High School graduate or higher	88.7	80.3	93.3	82.9	89.1
Bachelor's Degree or higher	14.5	15.6	23.5	17.4	25.4

Source: U.S. Census Bureau  
 Note :2010- 2014 is an estimate by the U.S. Census Bureau

Middleton's relatively young population is also revealed in the reasonably high percentage of those in nursery and/or preschool (6.8) and elementary school (52.2). The percentage of Middleton residents in college or graduate school is lower than the rest of those compared to in Table 7 below. The school enrollment estimates displayed below in Table 7 only show those enrolled that live in Middleton city limits, and does not match the school district boundaries.

**Table 7: School Enrollment**

	<b>Middleton</b>				
<b>3 years and over enrolled in school</b>	<b>Percent</b>	<b>Emmett Percent</b>	<b>Star Percent</b>	<b>Canyon County Percent</b>	<b>State of Idaho Percent</b>
Nursery School, preschool	<b>6.8</b>	6.1	5.0	3.5	5.1
Kindergarten	<b>3.3</b>	3.8	6.7	6.6	5.3
Elementary School (grades 1-8)	<b>52.2</b>	45.5	57.3	47.0	43.0
High School (grades 9-12)	<b>23.7</b>	27.7	16.6	22.4	20.8
College or graduate school	<b>13.9</b>	17.0	14.4	20.5	25.8

Source: U.S. Census Bureau

Note :2010- 2014 is an estimate by the U.S. Census Bureau

Table 8 compares household income and benefits, while Table 9 compares median household income, per capita income and percent living below poverty. The majority of Middleton residents are in middle income categories. The largest household income category for Middleton is the \$50,000 to \$74,999 group (20.3 percent), followed closely by the \$35,000 to \$49,000 group (20.1 percent).

**Table 8: Household Income and Benefits  
(in 2014 Inflation Adjusted Dollars)**

	<b>Middleton Percent</b>	<b>Emmett Percent</b>	<b>Star Percent</b>	<b>Canyon County Percent</b>	<b>State of Idaho Percent</b>
Less than \$10,000	<b>7.8</b>	14.9	3.8	8.4	7.0
\$10,000 to \$14,999	<b>2.8</b>	7.3	2.5	5.2	5.5
\$15,000 to \$24,999	<b>12.2</b>	18.0	6.0	13.3	11.8
\$25,000 to \$34,999	<b>13.7</b>	15.8	7.3	12.9	12.3
\$35,000 to \$49,999	<b>20.1</b>	17.5	16.9	17.9	15.9
\$50,000 to \$74,999	<b>20.3</b>	13.0	31.3	21.6	20.1
\$75,000 to \$99,999	<b>13.9</b>	8.8	19.4	10.6	12.1
\$100,000 to \$149,999	<b>6.1</b>	4.0	9.4	7.5	10.0
\$150,000 to \$199,999	<b>1.4</b>	0.0	3.4	1.5	2.9
\$200,000 or more	<b>1.7</b>	0.7	0.0	1.0	2.4

Source: U.S. Census Bureau

Note: 2010-2014 is an estimate by the U.S. Census Bureau

Middleton compares favorably to surrounding communities, the county and the state in other economic categories. The median household income and per capita income are higher than Emmett and Canyon County, but less than Star and the State of Idaho. Among the entities compared below, Middleton has the second lowest percentage (14.6) of those living below the poverty level (only Star had a lower percentage). This demographic data shows that Middleton has a strong middle class that is similar to county and state averages (Table 9).

**Table 9: Median Household Income, Per Capita Income and Percent Living Below Poverty**

	<b>Median Household Income</b>	<b>Per Capita Income</b>	<b>Percent Living Below Poverty Level</b>
<b>Middleton</b>	<b>\$45,549</b>	<b>\$19,259</b>	<b>14.6</b>
Emmett	\$29,129	\$15,544	28.1
Star	\$58,906	\$20,749	12.5
Canyon County	\$43,108	\$17,954	20.4
State of Idaho	\$47,334	\$23,087	15.6

Source: U.S. Census Bureau

Note: 2010- 2014 is an estimate by the U.S. Census Bureau

Tables 10 through 13 compare selected housing characteristics. Approximately 70 percent of the housing tenure in Middleton is made up of owner occupied units, while renter occupied units make up nearly 30 percent. These rates are similar to those of Canyon County and the State of Idaho.

**Table 10: Housing Tenure**

	<b>Middleton</b>	Emmett	Star	Canyon County	State of Idaho
Owner Occupied Units	<b>1,404</b>	1,457	1,555	44,476	404,981
Owner Occupied Percent	<b>71.2</b>	57.2	77.1	68.9	69.2
Renter Occupied Units	<b>568</b>	1,088	461	20,038	180,278
Renter Occupied Percent	<b>28.8</b>	42.8	22.9	31.1	30.8

Source: U.S. Census Bureau

Note: 2010- 2014 is an estimate by the U.S. Census Bureau

Middleton has a much higher percentage of owner-occupied, compared to renter-occupied units; however this percentage is comparable to surrounding communities, the county and the state. Homeowner vacancy rates are the lowest (2.0) among all those government entities shown in Table 11. Conversely, rental vacancy rates are the highest (11.1) of those entities compared in Table 11.

**Table 11: Vacancy Rates**

	Middleton	Emmett	Star	Canyon County	State of Idaho
Total Housing Units	<b>2,092</b>	2,935	2,158	70,129	675,421
Occupied Housing Units	<b>1,972</b>	2,545	2,016	65,514	585,259
Vacant Housing Units	<b>120</b>	390	142	5,615	90,162
Homeowner Vacancy Rate	<b>2.0</b>	6.7	6.4	2.9	2.2
Rental Vacancy Rate	<b>11.1</b>	10.1	0.0	4.8	5.9

Source: U.S. Census Bureau

Note: 2010- 2014 is an estimate by the U.S. Census Bureau

The majority of structures (46.7 percent) in Middleton were built between the years of 2000 to 2009, which is similar to most other government entities shown below (Table 12). The second and third highest percentages of structures built in Middleton were in the 70s (19.2) and 90s (15.2).

**Table 12: Year Structure Built - Middleton**

Year Structure Built	Middleton		Emmett Percent	Star Percent	Canyon County Percent	State of Idaho Percent
	Number of Units	Percentage				
2010 or later	<b>65</b>	<b>3.1</b>	0.0	2.9	1.0	1.3
2000 to 2009	<b>977</b>	<b>46.7</b>	20.6	68.8	32.7	22.4
1990 to 1999	<b>319</b>	<b>15.2</b>	17.7	18.1	21.1	18.8
1980 to 1989	<b>109</b>	<b>5.2</b>	3.6	1.3	8.1	10.6
1970 to 1979	<b>402</b>	<b>19.2</b>	26.3	6.0	14.9	19.3
1960 to 1969	<b>61</b>	<b>2.9</b>	4.3	0.0	5.6	7.0
1950 to 1959	<b>17</b>	<b>0.8</b>	4.9	1.8	5.2	7.2
1940 to 1949	<b>59</b>	<b>2.8</b>	4.7	0.0	4.8	4.4
1939 or earlier	<b>83</b>	<b>4.0</b>	18.0	1.2	6.6	9.1

Source: U.S. Census Bureau

Note: 2010- 2014 is an estimate by the U.S. Census Bureau

City of Middleton

COMPREHENSIVE PLAN

For August 17, 2016 City Council Hearing

Page 13 of 62

The vast majority (89.1 percent) of housing units in Middleton are 1-unit detached structures (typically known as single-family structures). The percentage is the highest (89.1) among those entities shown in Table 13, except for the City of Star. Middleton has a low percentage of multi-unit structures, such as apartments, condominiums, duplexes, triplexes, etc.

**Table 13: Units in Structure**

	Middleton		Emmett Percent	Star Percent	Canyon County Percent	State of Idaho Percent
	Estimate	Percent				
Total Housing Units	<b>2,092</b>					
1-unit, detached	<b>1,864</b>	<b>89.1</b>	69.5	95.0	77.7	73.1
1-unit attached	<b>7</b>	<b>0.3</b>	0.3	0.7	2.3	2.9
2 units	<b>43</b>	<b>2.1</b>	1.0	0.0	2.2	2.4
3 or 4 units	<b>10</b>	<b>0.5</b>	3.2	0.0	4.8	4.5
5 to 9 units	<b>49</b>	<b>2.3</b>	8.7	0.9	1.7	2.9
10 to 19 units	<b>42</b>	<b>2.0</b>	5.2	0.0	0.7	2.0
20 or more units	<b>21</b>	<b>1.0</b>	2.1	0.0	1.8	3.3
Mobile Home	<b>56</b>	<b>2.7</b>	9.4	3.4	8.6	8.8
Boat, RV, van, etc.	<b>0</b>	<b>0.0</b>	0.5	0.0	0.1	0.2

Source: U.S. Census Bureau

Note: 2010- 2014 is an estimate by the U.S. Census Bureau

The percentage of Middleton residents in the labor force (66.3) is similar to that of surrounding communities, Canyon County and the State of Idaho. Unemployment in Middleton is slightly higher (7.0 percent) than most of those in Table 14 below, but is only slightly higher than Canyon County (6.5).

**Table 14: Labor Force and Employment**

	Middleton		Emmett Percent	Star Percent	Canyon County Percent	State of Idaho Percent
	Estimate	Percent				
Population 16 years and older	<b>4,056</b>					
In labor force	<b>2,690</b>	<b>66.3</b>	52.2	68.9	62.5	63.2
Civilian Labor Force	<b>2,690</b>	<b>66.3</b>	52.2	68.9	62.3	62.9
Employed	<b>2,405</b>	<b>59.3</b>	40.2	65.4	55.8	57.8
Unemployed	<b>285</b>	<b>7.0</b>	12.0	3.5	6.5	5.1
Armed Forces	<b>0</b>	<b>0.0</b>	0.0	0.0	0.1	0.2

Source: U.S. Census Bureau

Note: 2010- 2014 is an estimate by the U.S. Census Bureau

The vast majority of Middleton residents drove alone when commuting to work (84.4 percent). This was the highest percentage of those to which Middleton was compared to in Table 15. Carpooling was the second most popular way to commute to work for Middleton residents; however, only 7.2 percent used this mode of transportation (and it was the lowest percentage of those compared to Middleton in Table 15). Public transportation made up only 1.5 percent of those commuting to work; however, this was the highest percentage when compared to those in Table 15.

**Table 15: Commuting to Work for residents of Middleton**

Transportation Mode	Middleton		Emmett Percent	Star Percent	Canyon County Percent	Idaho Percent
	Estimate	Percent				
Workers 16 years and over	<b>2,365</b>					
Drove alone (car, truck or van)	<b>1,995</b>	<b>84.4</b>	72.0	81.3	79.6	78.2
Carpooled (car, truck or van)	<b>171</b>	<b>7.2</b>	20.5	11.7	9.4	9.8
Public Transportation (excluding taxicab)	<b>36</b>	<b>1.5</b>	0.0	0.0	0.4	0.8
Walked	<b>9</b>	<b>0.4</b>	4.5	1.4	1.4	3.0
Other means	<b>62</b>	<b>2.6</b>	0.7	2.2	2.8	2.4
Worked at home	<b>92</b>	<b>3.9</b>	2.4	3.4	6.5	5.9

Source: U.S. Census Bureau

Note: 2010- 2014 is an estimate by the U.S. Census Bureau

City of Middleton

COMPREHENSIVE PLAN

For August 17, 2016 City Council Hearing

Page 15 of 62

Those living in Middleton have the highest travel time to work when compared to Emmett, Star, Canyon County and the State of Idaho in Table 16 below.

**Table 16: Mean Travel Time to Work (minutes)**

	Middleton	Emmett	Star	Canyon County	State of Idaho
<b>Commute Time</b>	<b>32.6</b>	28.6	26.3	23.8	20.2

Source: U.S. Census Bureau

Note :2010- 2014 is an estimate by the U.S. Census Bureau

The largest percentage of civilian occupations in the City are in the management, business, science and arts related occupations (30.9), and this is fairly consistent with the others in Table 17 below, as this category also ranked highest among the other entities analyzed with the exception of Emmett. Service, sales and office, and natural resources, construction and maintenance related occupations are all closely grouped together for the second highest percentage of civilian occupations in Middleton.

**Table 17: Civilian Occupations for employed population**

	Middleton		Emmett Percent	Star Percent	Canyon County Percent	State of Idaho Percent
	Estimate	Percent				
Civilian employed population 16 years and over	<b>2,405</b>					
Management, business, science and arts	<b>742</b>	<b>30.9</b>	23.1	41.8	26.1	33.3
Service	<b>468</b>	<b>19.5</b>	22.6	20.0	19.1	17.9
Sales and office	<b>461</b>	<b>19.2</b>	34.0	16.6	24.5	24.4
Natural resources, construction, and maintenance	<b>461</b>	<b>19.2</b>	11.5	14.5	14.1	12.0
Production, transportation and material moving	<b>273</b>	<b>11.4</b>	8.8	7.1	16.2	12.4

Source: U.S. Census Bureau

Note: 2010- 2014 is an estimate by the U.S. Census Bureau

Table 18 shows the estimate and percentages of jobs according to industry categories. Industry categories are different than occupational categories and are also

City of Middleton

COMPREHENSIVE PLAN

For August 17, 2016 City Council Hearing

Page 16 of 62

indicators of the local economy and labor force. The industry category with the highest percentage in Middleton is educational services, health care and social services (20.0) followed by professional, scientific, management, administrative & waste management services (11.2), construction (11.0), and retail trade (10.5). All the other industry categories in Middleton are below 10 percent (see Table 18).

**Table 18: Industries for employed population**

	Middleton		Emmett Percent	Star Percent	Canyon County Percent	State of Idaho Percent
	Estimate	Percent				
Civilian employed population 16 years and over	<b>2,405</b>					
Agriculture, forestry, fishing and hunting and mining	<b>111</b>	<b>4.6</b>	1.1	0.7	5.2	5.7
Construction	<b>265</b>	<b>11.0</b>	8.3	15.6	8.8	7.1
Manufacturing	<b>80</b>	<b>3.3</b>	7.0	8.0	12.1	9.9
Wholesale Trade	<b>62</b>	<b>2.6</b>	3.0	2.9	3.4	2.6
Retail Trade	<b>253</b>	<b>10.5</b>	10.7	8.0	11.6	12.2
Transportation & warehousing, and utilities	<b>198</b>	<b>8.2</b>	4.5	1.0	5.2	4.8
Information	<b>64</b>	<b>2.7</b>	6.4	2.1	1.9	1.9
Finance & insurance, and real estate, rental & leasing	<b>212</b>	<b>8.8</b>	2.0	6.7	4.8	5.3
Professional, scientific, management, administrative & waste management services	<b>269</b>	<b>11.2</b>	7.4	11.1	8.3	9.8
Educational services, health care & social services	<b>481</b>	<b>20.0</b>	25.9	25.8	21.9	22.4
Arts, entertainment, recreation, accommodation & food services	<b>146</b>	<b>6.1</b>	5.1	3.5	7.6	8.7
Other services, except public administration	<b>150</b>	<b>6.2</b>	6.4	7.1	4.8	4.3
Public administration	<b>114</b>	<b>4.7</b>	12.3	7.5	4.5	5.3

Source: U.S. Census Bureau

Note: 2010- 2014 is an estimate by the U.S. Census Bureau

## Trends and Projections

Middleton's current and future population, housing and jobs are reported by Community Planning Association for Southwest Idaho (COMPASS) by Traffic Analysis Zone (TAZ). See the TAZ Map for zones in the Middleton area. Note that most TAZ's have some areas in city limits (blue) and some areas not in city limits (white). The color yellow is City of Caldwell.

A TAZ is the unit of geography most commonly used in conventional transportation planning models. TAZ's are constructed using census block information, and typically these blocks are used in transportation models by providing socio-economic data, such as population, housing and jobs.

Table 19 below shows population, housing and job information for all TAZ's that include a portion of city limits. The 2015 City TAZ population of 8,547 is expected to grow to 12,684 by 2040 (48%). Likewise, a housing figure of 2,828 is forecast to be 4,544 by 2040 (61%). Jobs, which are shown as 1,565 in 2015, are forecast to grow to 1,852 by 2040 (18%).

**Table 19: Population, Housing, and Jobs Forecast for Middleton by TAZ to 2040**

Pop 2015	Housing 2015	Jobs 2015	Pop 2025	Housing 2025	Jobs 2025	Pop 2035	Housing 2035	Jobs 2035	Pop 2040	Housing 2040	Jobs 2040
8,547	2,828	1,565	9,544	3,265	1,611	11,693	4,087	1,740	12,684	4,544	1,852

Table 20 below shows the population, housing and job information for all TAZ's in Middleton's area of city impact. The 2015 TAZ population of 12,318 is expected to grow to 18,049 by 2040 (46%). Likewise, a housing figure of 4,164 is forecast to be 6,491 by 2040 (56%). Jobs, which are shown as 2,150 in 2015, are forecast to grow to 2,930 by 2040 (36%).

**Table 20: Population, Housing and Jobs Forecast for Greater Middleton by TAZ to 2040**

Pop 2015	Housing 2015	Jobs 2015	Pop 2025	Housing 2025	Jobs 2025	Pop 2035	Housing 2035	Jobs 2035	Pop 2040	Housing 2040	Jobs 2040
12,318	4,164	2,150	14,186	4,910	2,375	16,725	5,900	2,705	18,049	6,491	2,930

# COMPREHENSIVE PLAN ELEMENTS

Each comprehensive plan element is described in its own section below, and each section begins with an underlined statement from the Idaho Code about the analysis required for that element.

## **Private Property Rights**

An analysis of provisions to ensure that land use policies, restrictions, conditions and fees do not violate private property rights, adversely impact property values, or create unnecessary technical limitations on the use of property.

Land use regulations or actions must not be unduly restrictive so as to cause a “taking” of landowner’s property without just compensation. The Fifth Amendment to the United States Constitution states “nor shall private property be taken for public use, without just compensation.” In the land-use control context, the argument is that if the land-use ordinance, regulation or decision is so restrictive as to deprive the owner of economically viable use of the property, then the property has for all practical purposes been taken by “inverse condemnation.”

## **Federal Standards**

Whether or not a land-use decision amounts to “a taking” prohibited by the Fifth Amendment to the United States Constitution, it has been a difficult task for the courts, including the U.S. Supreme Court, to resolve. Determining when a government action amounts to a taking, requiring either compensation or invalidation of the action for violation of due process, is not a simple undertaking.

The U.S. Supreme Court itself has candidly admitted that it has never been able to develop a “set formula” to determine when “justice and fairness” require that economic injuries caused by public action be compensated by the government, rather than remain disproportionately concentrated on a few persons.” (Penn Central Transportation Co. v. New York City, 436 U. S. 104 124 [1978]).

Instead, the high court has observed that “whether a particular restriction will be rendered invalid by the government’s failure to pay for any losses proximately caused

by it depends largely upon the particular circumstances [in that] case” (id. at 488). The question of whether a regulation has gone too far and becomes a taking has occurred has been an ad hoc, factual inquiry (id.).

### **State Requirements**

In the 1994 Legislative Session, Idaho Code Sections 67-8001, 8002, and 8003 were adopted to establish a process to better provide that land-use policies, restrictions, conditions, and fees do not violate private property rights, adversely impact property values or create unnecessary technical limitations on the use of private property. Although a comprehensive plan that contains such language does not provide an absolute defense to a taking claim, some courts give weight to comprehensive plans when they consider “taking” problems. They are impressed by a municipality’s efforts to plan and the usual planning process that strives to comprehensively balance land-use opportunities throughout a given community.

### **Office of the Attorney General Checklist**

In an effort to provide guidance with regards to “takings,” the Office of the Attorney General of the State of Idaho has prepared a checklist in reviewing the potential impact of regulatory or administrative actions upon specific property. See Appendix A for the Attorney General’s Property Rights Checklist.

### **Transportation**

An analysis showing the community’s transportation infrastructure that addresses efficient mobility of people, goods and services. An analysis showing the general locations and widths of a system of major traffic thoroughfares and other traffic ways, and roads and the recommended treatment thereof.

This component may include building line setbacks, control of access, street naming and numbering, and a proposed system of transit lines and related facilities, including rights-of-way, terminals, future corridors, etc.

In the City of Middleton and the surrounding Middleton impact area there are three jurisdictions responsible for roadways: the City Public Works Department for roads within City limits, Canyon Highway District Number 4 (CHD4) for roads outside city limits surrounding Middleton, and the Idaho Transportation Department (ITD) for State Highway 44.

There are approximately 45 miles of paved roads in town. Surrounding the City in a one-half to one-mile interval grid framework are the approximately 330 miles of roads under the jurisdiction of the Canyon Highway District No. 4. This grid will continue to provide an essential high volume network of access as the City expands.

The City of Middleton is served regionally by State Highway 44 (SH-44). This highway is classified as a principal arterial and extends through downtown Middleton and the area of city impact in a west-east direction for approximately 9.56 miles. Other major roadways within the area are typically aligned between one-half and one mile intervals on section or quarter-section lines established starting in the 1880s by the United States Geological Survey.

It is estimated that over 94% of Middleton residents that are employed, leave Middleton to work in other cities. State Highway 44 is the major commuter route used by these employees. Emmett Road connects Middleton and the City of Emmett, about fifteen miles north of Middleton, and is a major route for agricultural products between the Emmett Valley and Canyon County.

## **Land Use**

An analysis of natural land types, existing land covers and uses, and the intrinsic suitability of lands for uses such as mineral extraction, recreation, housing, industry, commerce, and public facilities. A map shall be prepared indicating suitable projected land uses.

The land use element describes the existing and projected land-use patterns in the city. Future land use changes will occur as existing infrastructure is expanded or modified, usually at the time property is annexed or developed.

The purpose of land-use planning is to reduce land-use conflicts and reduce the cost of extending water, sewer, roads and other costly infrastructure. Unplanned growth results in undesirable land use patterns.

Land use is an integral part of every other element in the comprehensive plan. Effective land use planning is essential for numerous reasons:

- It provides efficient movement of goods and people among interdependent land uses (e.g., employees to work, resources to industry and children to school.)
- It identifies areas well-suited for types of commercial/office buildings, industrial/manufacturing, transportation utilities, public facilities/institutions;
- It seeks to situate nuisance uses away from residential uses.

The arrangement of land uses influences the character and livability of a community. It is these patterns of development that bind the community together and provide a sense of place to residents. The method by which the City of Middleton manages the land will determine the intensity and location of the future utilization of land. Included in this plan are both a current and a future land use map (see 2016 Land Use and Future Land Use maps). The 2016 Land Use map is based on an extensive and detailed inventory of each parcel of land in the City and in the impact area.

The current land use distribution is divided into the following categories: residential (low density), multi-family, commercial, industrial, church, agriculture, mixed-use, public, Boise River and vacant. The vacant category was broken down further into the following categories to specify the type of vacant land use: vacant residential, vacant multi-family, vacant commercial, vacant industrial, vacant mixed use, vacant public, and vacant transit. A table showing the acreage and percentage of each land use in the City and impact area is shown below (Tables 21 and 22). Residential, vacant residential and agriculture are the predominant land uses in the City and impact area in terms of the acreage and percentage of total.

**Table 21: Land Use Summary by Location (City limits)**

<b>Location</b>		<b>Acres</b>	<b>% of Total</b>
	<b>Land Use</b>		
<b>City limits</b>			
	Agriculture	218	6%
	Boise River	127	4%
	Church	19	1%
	Commercial	68	2%
	Industrial	48	1%
	Mixed-Use	16	0.5%
	Multi-Family	9	0.3%
	Public	252	7%
	Residential (low density)	1193	35%
	Vacant Commercial	47	1%
	Vacant Industrial	51	1%
	Vacant Mixed-Use	111	3%
	Vacant Multi-Family	9	0.3%
	Vacant Public	36	1%
	Vacant Residential	1196	35%
	Vacant Transit	25	1%
<b>Total Acres within City Limits</b>		<b>3425</b>	<b>100%</b>

**Table 22: Land Use by Location (impact area)**

Location	Acres	% of Total
Land Use		
<b>Impact area</b>		
Agriculture	6628	39%
Boise River	688	4%
Church	17	0.1%
Commercial	58	0.3%
Industrial	54	0.3%
Public	7	0.04%
Residential (low density)	5754	34%
Star City Limits	715	4%
Vacant Commercial	434	3%
Vacant Industrial	620	4%
Vacant Mixed-Use	30	0.2%
Vacant Residential	1809	11%
Vacant Transit	47	0.3%

**Current Land Use Patterns**

**Residential (Low Density)**

This land use is predominantly for single-family residential structures, including mobile homes or manufactured homes that meet the criteria established in the zoning ordinance. Residential (low density) land uses occupy a large percentage, approximately one-third (35%) of the land area within the City and the impact area (34%). The percentage of vacant residential is significantly higher in the City (35%) than the Impact Area (11%). This can partly be explained by the high percentage of agriculture land use in the impact area (39%). Large portions of land outside of the City and in the impact area are used for agriculture, whereas in the City many of these areas are vacant residential.

Residential land uses are scattered throughout the City, making up most of the far reaches of City land to the north, east and south, as well as many other portions of the City. It is the most predominant land use category (35%) in the City of Middleton. Large portions of vacant residential (35%) exist throughout the City and will allow ample room for low density residential infill growth in the near future. Much of the vacant residential land is located near the far reaches of town, including large portions around what is currently West Highlands Ranch, Middleton Lakes, the Lakes at Telaga, as well as extensive areas in between Duff Lane and Lansing Lane and Foothill Road and Cornell Street.

### **Multi-Family Residential**

This designation anticipates zoning that will allow for duplexes, triplexes and four-plexes, as well as single-family homes, where adequate square footage is available to meet off-street parking and lot coverage requirements. Medium density areas are properly located near shopping, recreational, cultural and other community facilities. The percentage of multi-family residential is very small (0.3) in the City. The low percentage of multi-family residential indicates an area that could grow significantly in the future, especially with millennials and baby boomers looking for options to single family residential.

### **Agriculture**

Agriculture currently occupies six percent (6%) of the land in the City and 39 percent of the land in the Impact Area. The area outside of the City and in the impact area is mostly agriculture land. The percentage of agriculture land in the City is much lower since much of this land has already been converted to low density residential or is currently vacant residential and will soon become residential. It is conceivable that much of the agricultural land (especially in the impact area) will be subjected to pressure for conversion to residential or other use over the next thirty years. Agricultural land is scattered throughout the Impact Area. Inside City limits, agricultural land is mostly found west of Hawthorne Drive around E. 9<sup>th</sup> Street and just south of Purple Sage Road and east of Middleton Road. Middleton recognizes agricultural land as a

major natural resource important to the economy of the county and will continue to acknowledge agriculture operators' rights under Idaho's Right to Farm Act.

### **Commercial**

This land use primarily serves to provide local commercial services and daily needs. As development becomes more automobile dependent, this type of development should be located on major arterials. While extremely important to the local economy, commercial land use only makes up a very small percentage (2%) of the total land use in the City. Another 1% of land in the City is considered to be vacant commercial, while in the impact area it makes up 3% of the total land use. The vast majority of commercial land use is located along Main Street (also known as State Highway 44 or Star Boulevard) between Middleton Road and Hartley Road. Small stores, restaurants, and business offices comprise the majority of commercial land uses in the City.

### **Mixed-Use**

This land use designation is a combination of residential and commercial. The appropriateness of specific projects and developments will be evaluated on location, orientation, and design. This designation is intended to deliberately and creatively mix uses for the betterment of the project as a whole. Developments might include business parks, mixed density residential and mixtures of commercial and residential. Mixed use makes up only 0.5% of total land uses in the City, while vacant mixed use is 3% in the City and 0.2% in the impact area.

### **Industrial**

Location of industrial development is important to assure that the uses will not be detrimental to any adjacent commercial or residential uses. Industrial uses make up a very small percentage of total land uses (1% in the City and 0.3% in the impact area, as well as 1% for vacant industrial in the City and 4% for vacant industrial in the impact area). The majority of industrial land use is located around the Middleton Road and

Bass Lane area, along with more industrial land south of Highway 44 and east of Hartley Road.

### **Public**

Public land use is land that is owned by a public entity (city, county, state, etc.). Public land use is much higher in the City (7%) than the impact area (0.04%). In the City, public land is made up of parks, schools, and other public lands. Public land is found scattered throughout various locations in the City.

### **Church**

Church land use is private land owned by a private owner. There are several churches located in the City. Church land use in the City is 1%, while in the impact area it is only 0.1%.

### **Vacant Transit**

The City anticipates that a transit line will run through Middleton at some time in the future. This vacant transit is shown just north of Middleton Lakes Subdivision. Vacant transit use is 1% in the City and 0.3% in the impact area. Transit-oriented development is primarily characterized by multi-level structures with commercial uses on the ground level and business or residential uses on upper levels.

### **Boise River**

The Boise River is located south of the Middleton Lakes Subdivision and north of Bass Lane. The Boise River land use is 4% in the City and in the impact area, and is comprised of land determined by the Federal Emergency Management Agency (FEMA) to be in a floodway.

## **Public Services, Facility and Utilities**

An analysis of general plans for sewage, drainage, power plant sites, utility transmission corridors, water supply, fire stations and fire-fighting equipment, health and welfare facilities, libraries, solid waste disposal sites, schools, public safety facilities, and related services.

### **City Government**

The City of Middleton is one of eight cities in Canyon County and is governed with a Mayor-Council form of government focused on providing potable water, sanitary sewer, roads, parks and library services to residents. There are five elected positions: the Mayor and four City Councilors, each serving staggered four-year terms.

There are nine City officers appointed by the Mayor and confirmed by City Council: City Attorney, Building Official, Clerk, Treasurer, City Engineer, Parks Director/Grant Administrator/Information Technology and Communications Coordinator, Librarian, Planning and Zoning Official, and the Chief of Police.

Other commissions and boards appointed by the City Council include the Planning and Zoning Commission, Library Board of Directors, and the Urban Renewal District Commission.

Committees in the City include the Impact Fee Advisory Committee appointed by the City Council, and the Mayor's Youth Advisory Council appointed by the Mayor.

### **Local Government Districts**

The following districts formed under state law, in addition to Canyon County and the City of Middleton, comprise local government in the Middleton area: Middleton School District #134, Middleton Rural Fire District, Greater Middleton Parks and Recreation District, Canyon Highway District No. 4, Cemetery District, Flood Control District #10, Mosquito Abatement District, Drainage District No. 2, and several irrigation districts, companies, or lateral operators.

Each district and irrigation company or lateral have different leadership, rules, regulations, taxing abilities and budgets. Each district has an elected board of three

commissioners who hold regular open meetings that can be attended to understand issues and provide input.

### **City Departments and Services**

The City of Middleton has the following departments: Administration, Building, Library, Parks, Planning and Zoning, Police, and Public Works. The City provides the following public services: building plan review, inspection and certificates of occupancy; floodplain development permits; library; park open-space, playgrounds and restrooms; police patrol and investigation; water, sewer, trash and recycling utilities; and utility billing.

Public facilities and services are designed to meet the needs of current and future residents of the city and area of city impact. The provision, location, and efficiency of these services are strong determining factors for the quality of life in the Middleton community.

### **Water System**

Water quality and quantity in the Middleton area are deemed excellent, without any chlorine or fluorine additives. Middleton's domestic water is supplied by wells pumping based on water rights from the Snake River Aquifer. Water from wells enters a network of waterlines buried underneath city roads, and a storage tank allows electronic controls to monitor use and adjust water pressure in the water lines depending water demand.

Estimates indicate water supply is adequate to serve additional population growth in the Middleton area, on the north and south sides of the Boise River, through 2040. The City's water system complies with state and federal requirements and samples are constantly tested to assure a safe drinking water supply.

### **Sewer System**

Middleton's wastewater system serves on the north and south sides of the Boise River and includes a treatment plan, mainlines, and several lift stations. The plant has the capacity to serve a population of approximately 17,000.

Sewer and other wastewater enters a network of sewer-lines buried underneath city roads leading to a wastewater treatment plant where it is treated to remove pollutants and then discharged to the Boise River according to a permit issued through the Environmental Protection Agency under the United States Clean Water Act.

The wastewater treatment plant allows electronic controls to monitor volumes and adjust pumps and treatment according to demand. Middleton's population is approximately 6,500 and the plant processes about one million gallons per day. In the summer, approximately 750,000 gallons per day may be treated and, in the winter, around 500,000 gallons per day are treated.

### **Fire and Ambulance Emergency Services**

The City of Middleton is served by the Middleton Rural Fire District and by the Canyon County Ambulance Middleton Quick Response Unit. The District encompasses approximately 200 square miles and includes the communities of Sand Hollow and Notus. The services provided include fire suppression, fire prevention, hazardous materials operations, rescue, extrication, and emergency medical services. The District responds to over 100 calls annually, and the Ambulance services responds to over 800 calls (2015).

Staffing for the District is provided by approximately 50 paid on call personnel augmented by two salaried personnel for administrative and fire prevention duties. Future plans call for the addition of full-time salaried personnel as funds become available.

The District operates 13 pieces of apparatus including six class "A" structural engines, two tenders, three wild land engines, and two ambulances equipped for Basic Life Support (BLS) out of three fire stations. The District also maintains mutual-aid agreements with all surrounding jurisdictions for response to major incidents.

Station No. 1 in downtown Middleton has been completely rebuilt and apparatus upgrades are in the works. Station No. 2 is approximately two miles northwest of downtown and in the path of residential growth. It is not staffed and does not have any vehicles stationed there. Other long range goals include the purchase of equipment to increase capabilities on buildings taller than two stories in height.

## **Law Enforcement**

The Middleton Police Department provides law-enforcement services in city limits, with back up assistance from Canyon County Sheriff's office, the Idaho State Police, and other agencies pursuant to an existing mutual aid agreement. Canyon County performs all facets of law enforcement outside city limits, and the Idaho State Police is responsible for law-enforcement on State Highway 44. The Canyon County jail and courts are located in Caldwell, Idaho, approximately 10 miles south of Middleton.

## **Irrigation**

Separate districts, companies and lateral operators within the Middleton area are responsible for delivering irrigation water through more than 100 miles of waterways in the Middleton area.

## **Other City Facilities**

**City Hall** is located at 6 North Dewey and contains the administrative offices for the city, and located near the police station. **Middleton Library** is located at 311 E. Cornell Street. **Trolley House** is located at 310 E. Cornell Street and is available to rent for meetings and events such as weddings, receptions and other similar celebrations. **Lee Moberly Museum** is located at 310 E. Cornell Street, the opposite end of the building from Trolley Station, and is operated by the Middleton Historical Society.

## **Economic Development**

Examines trends and presents policies for maintaining a positive growth rate, including employment, industries, jobs and income levels. An analysis of the economic base of the area, including employment, industries, jobs, and income levels.

Historically, the economy of the Middleton area has been based on agriculture. This is reflected by six percent (6%) of land in Middleton being used for agricultural purposes. Four percent (4%) of land in Middleton is below the high-water mark for the City of Middleton

Boise River and considered floodway. Seven percent (7%) of land in Middleton is being used for public buildings, schools, and parks.

Currently, thirty-five percent (35%) of the land in Middleton is used as residential, two percent (2%) as commercial, one percent (1%) as industrial, and one-half percent (.5%) is used as mixed-use. See Table 21 (Land Use Summary by Location).

Available vacant land already annexed into city limits and zoned consists of: thirty-five percent (35%) zoned residential, one percent (1%) zoned commercial, one percent (1%) zoned industrial, and three percent (3%) zoned mixed-use.

The Middleton Economic Development Association (MEDA) is comprised of representatives of the city, local banking, real estate and development businesses. The Association is aware of residents' desire to maintain the small-town feel as population continues to increase, and encourages new businesses to locate in Middleton areas identified in the future land use map to expand the economic base.

Census information from 2010 shows about 94% of Middleton residents who are employed leave the City of Middleton each day for work. This staggering statistic warrants City efforts to attract new business and industry to town that matches Middleton employees' education and skill levels.

The City approved an annexation request of approximately 81 acres of industrial land south of the Boise River, and expanded water and sewer systems to serve the over 1,000 acres of vacant industrial, commercial and residential land in Middleton's area of city impact located south of the Boise River.

Buffers and transitional land uses are essential south of the Boise River between the future residential uses and the existing and future industrial and commercial land uses to minimize adverse impacts and nuisances.

## **Parks and Recreation**

Ensures the provision of permanent open and recreational spaces and identifies future facilities. An analysis showing a system of recreation areas including parks, parkways, pathways, riverbank greenbelts, and other recreation areas and programs.

### **Parks**

The City of Middleton recognizes the necessity of improving land for exercise, recreation and open space useable by people of all ages. Middleton has strategically identified areas for city parks within one-half mile walking distance of each resident. Proximity results in use, and interesting, educational and entertaining park features results in prolonged use once a resident is in a park. Seeing residents walk and bike in town is indicative of a “safe place to live” and a desirable place to move to and raise a family.

The Idaho Parks and Recreation Department recommends the acreage standard for parklands is 10-acres for each 1,000 population. In 2016, Middleton has 22.38 acres of improved parks and 14.7 acres of unimproved parks for a population of about 7,580. The City is not near the state standard, but is taking steps to acquire and improve parkland.

There are three entities in Middleton that own and maintain parks in various stages of improvement that are open to residents and the public: the City of Middleton, Greater Middleton Parks and Recreation District, and West Highlands Homeowners Association.

The City owns and operates leisure parks with something interesting for everyone in each park. Each park has different major amenities, and all city parks have a pathway, playground, drinking fountain, and restrooms. The City owns about 10 acres of vacant land for future parks (Meadow Park and over seven acres in Falcon Valley Subdivision), and owns and maintains the following improved parks totaling about 17.5 acres: Davis Park, Centennial Grove, Roadside Park, and Middleton Place Park.

Greater Middleton Parks and Recreation District (GMPRD) owns and operates recreation soccer and little-league baseball fields. GMPRD owns about seven acres of

vacant land to expand existing Foote Park, and owns and maintains the following improved parks totaling about 25 acres: Hawthorne Park, Foote Park, and Payne Park.

West Highlands Homeowners Association Inc. is an association of individuals and entities owning lots in the West Highlands Ranch Subdivision that was approved in 2009 for a total of 962 residential lots. The developer proposed making 15.1 acres of improved parkland in the subdivision open to the public at no cost and on the same terms as subdivision residents. Among other things, the developer formed the Association to operate and maintain the parks and amenities in the subdivision.

The Association proposed a Parks Dedication Agreement, which the city signed on December 8, 2011. In the Agreement, the Association is obligated to provide approximately 12.8 acres of acres of improved parkland in the subdivision open to the public at no cost and on the same terms as subdivision residents. As of 2016, none of these parks have been improved and open to the public.

**Middleton Place Park** is a City-owned neighborhood park consisting of approximately 15 acres located on the north side of State Highway 44 approximately one mile east of downtown. The land and irrigation system were donated by a developer in the late 1970s, and the City in 2014-2015 upgraded playground equipment, restrooms and construction of a play hill.

The master plan for this park includes existing facilities, additional shelters with picnic tables, a contemplation garden, and "The Loop," which is a loop-shaped pathway of paver-stones representing the inter-urban rail that provided passenger service for about a decade in the early 1900s from Boise along the north side of the Boise River through Middleton, and then crossing the river into Caldwell near Lake Lowell and back by Nampa and Meridian to Boise.

**Roadside Park** is a small City-owned park divided by picturesque Mill Slough crossed by twin pedestrian bridges. The park is located on Highway 44 and is a welcome stop for travelers on their way through town. Facilities include restrooms, picnic facilities, the Sherman Tank donated to the City in 1968 by the United States Department of Army, play equipment, horseshoe pits, a shelter, and attractive landscaping. The Trolley Station was renovated in 2015-2016, and is a City-owned event center available for rent. The Civic Center is being remodeled and converted into

the Lee Moberly Museum by the Middleton Historical Society. Both buildings are adjacent to Roadside Park.

**Davis Park** was donated to the City by Idaho Power and is primarily for pedestrian use since it has a shelter with picnic tables, but no off-street parking. It is located on the southwest corner of State Highway 44 and South Middleton Road.

**Centennial Grove** is a small City-owned park with a grove of trees celebrating Middleton's 100-year anniversary, having been chartered as a municipality on April 20, 1910.

**Piccadilly Park** consists of a 5.5 acre parcel at the northwest corner of State Highway 44 and W. 4<sup>th</sup> Avenue North, across the highway from Middleton Middle School. The skate park and skateable pathway officially opened following a ribbon cutting on May 14, 2016. When completed the park will include the following: a park-and-ride parking lot and bus shelters, interactive creek and splash pad, zip line for youth ages 5-12, 30-foot tall climbing pyramid, plaza/farmers market area, play equipment, outdoor fitness stations, restrooms, amphitheater with a trellis-covered walkway, and an eight foot wide asphalt pathway that will connect different sections of the park to each other, and connect to pathways or sidewalks to neighborhoods, schools, downtown, and other parks.

The City's plan for future parks follows the existing practice of establishing a park within one-half mile walking distance of each residence, having something to do in each park for all age groups, and to install different primary features in each park for interest, education and entertainment. See Transportation, Schools and Recreation Map.

### **Greater Middleton Parks and Recreation District**

The Greater Middleton Parks and Recreation District was formed in 1997 by a vote of the people. It is a taxing entity separate from the City and has a governing board of five Commissioners. The District provides fields for organized youth baseball and soccer sports. District boundaries are the same as the Middleton School District boundaries, which covers approximately 80 square miles in the northeast corner of Canyon County.

The District's mission statement is: *The Greater Middleton Parks and Recreation District was created to serve the current and future needs of our community by acquiring, developing and preserving open space and park facilities, and to provide quality, safe and accessible recreational programs, clean facilities and parks that meet the diverse needs of individuals of all ages.*

**Hawthorne Park** is the most centrally located District park containing 7.3 acres on North Hawthorne Drive. The park has softball fields, playground equipment, restrooms.

**Foote Park** is about 10 acres located on the northeast corner of Middleton Road and Main Street. The west half is improved and used for soccer practices and games. The east half is unimproved and planned for ball fields and possibly a future Community Center.

**Payne Park** was improved with irrigated grass fields as part of Nottingham Greens Subdivision on the west side of town south of Heights Elementary School. Playground equipment and a walking path is north at the school with a footbridge across the canal. Current school district policy is that these facilities are available for public use during non-school hours.

### **Boise River**

The Boise River is natural resource and recreation area located approximately one mile south of downtown. The river area is habitat to deer, coyotes, raccoons, upland game birds, wild turkeys, and waterfowl. The river corridor is used by avid sportsman and recreationalist. Firearms may be discharged in city limits as long as not discharged in a reckless manner. Implementation strategies to establish a waterfront park and greenbelt along the river are included in this comprehensive plan.

Middleton is a member of the Boise Trails Coalition. The Coalition's vision is to have a connected pathway on land near the Boise River from Lucky Peak Dam east of Boise to the Snake River, approximately 20 miles west of Middleton, that accommodates the recreational, educational and economic opportunities of the Boise River.

## **Housing**

Identifies housing needs and plans for improvement of housing standards and safe, sanitary and adequate housing. An analysis of housing conditions and needs, plans for improvement of housing standards, and plans for safe, sanitary and adequate housing, including the siting of manufactured housing and mobile homes in subdivisions and parks, and on individual lots which are sufficient to maintain a competitive market for each of those housing types.

See the Census housing demographics and forecasts from Community Planning Association of Southwest Idaho demographic information in the Community Profile section (see pages 12 to 14, and page 18).

## **Schools**

This element requires cities and counties to consider school capacities, facilities and transportation needs. An analysis of public school capacity and transportation considerations associated with future development.

The Middleton School District includes approximately 80 square miles in northeast Canyon County. Middleton School District #134 is comprised of three existing elementary schools, one middle school, one high school and transitional school grades 10 and 11. Two of the elementary schools (Mill Creek Elementary and Heights Elementary) are located within the Middleton City Limits. The third and newest elementary school is located in the County on El Paso Road (Purple Sage Elementary).

## **Population**

See demographic information in the Community Profile section (see pages 6 to 8).

## **Special Areas or Sites**

An analysis of areas, sites or structures of historical, archaeological, architectural, ecological, wildlife, or scenic significance.

See the Boise River information in the Parks and Recreation of this Plan (see page 36).

### **Agriculture**

An analysis of the agricultural base of the area including agricultural lands, farming activities, farming-related businesses, and the role of agriculture and agricultural uses in the community.

See the Agricultural information in the Land Use section of this Plan (see pages 25 and 26).

### **Implementation**

An analysis to determine the actions, programs, budgets, ordinances or other methods, including scheduling public expenditures to provide for the timely execution of the various components of the plan.

The Goals, Objectives and Strategies portion of this plan was derived after thorough review and analysis of the comprehensive plan elements. Middleton's ordinances have been reviewed and updated in harmony with the goals, objectives and strategies in this plan. City budgets and capital-improvement expenses are based on multi-year projects, in an effort to keep real property taxes lower. The City is updating or establishing capital improvement plans for city-park, road, sewer, and water system improvements.

### **Hazardous Areas**

An analysis of known hazards as may result from seismic activity, landslides or mudslides, floodplain hazards and man-made hazards. An analysis of the uses of rivers and other waters, soils, wildlife, and thermal waters. An analysis of known hazards as may result from susceptibility to surface ruptures from faulting, ground shaking, ground failure, and floodplain hazards.

### **Floodplain**

The identified hazardous areas in Middleton and the impact area are those lands located in the floodplains of the Boise River, Mill Slough and Willow Creek.

The normal channel of the Boise River is south of the southernmost corporate limits of the City and runs east to west. A portion lies in the City's impact area. Willow Creek enters Middleton from the north, runs through the northern and western parts of Middleton and joins the Boise River near the Middleton sewer plant. Mill Slough enters the City Limits on the east side of Middleton and runs through residential neighborhoods and land proposed for residential development until it joins the Boise River, also near the sewer plant. There are additional waterways in Middleton and the Area of Impact including 15 Mile Creek.

Flooding from the Boise River results primarily from spring snow melt in the upper watershed. Flooding of Willow Creek and Mill Slough is caused by a combination of a heavy winter rainstorm associated with a warm air mass, melting snow and frozen ground.

The Corps of Engineers and the U. S. Geological Survey have studied these three waterways in depth, with priority given to all known flood hazard areas and areas of projected development or proposed construction. Results of these studies and subsequent revisions have been made available to City and county officials and the general public. The City has also adopted a Flood Hazard Protection Ordinance that establishes guidelines and restrictions for the flood way and flood way fringe.

## **Natural Resources**

### **Waterways**

The Boise River and streams of significant size are important elements of the City of Middleton's natural resource base. The river and its floodplain provide a habitat for many species of wildlife, ranging from red fox, deer, beaver, raccoon, badger, skunk, muskrat, cottontail, jackrabbit, and various rodents to a wide variety of songbirds, upland game birds and shore birds.

### **Soil**

There are three major soil types that account for the prime agricultural land in the area. The surface and subsurface layers are a fine, sandy loam, silty loam or

moderately calcareous silty loam. Substrata are stratified sand and gravel, fine and sandy loam strata and coarse sand or loam. There are strongly alkaline areas but usable farm land predominates.

Based upon the Idaho Geology Society's Geologic Map of the Boise Valley and Adjoining Area, Western Snake River Plain, Idaho, the City of Middleton and Areas of Impact have the following geology. Based upon the United States Department of Agriculture Soil Conservation Service, July 1972, the City of Middleton and area of impact have the following soils and slopes.

**Qas: SANDY ALLUVIUM OF SIDE-STREAM VALLEYS AND GULCHES**—Medium to coarse sand interbedded with silty fine sand and silt. Sediment mostly derived from weathered granite and reworked tertiary sediments. Thickness variable. Minor pedogenic clay and calcium carbonate.

**Qwg: GRAVEL OF WHITNEY TERRACE**—Sandy pebble and cobble gravel. Second terrace above floodplain. Thickness 16-80 feet; thickest to the east. Mantled with 3 to 6 feet of loess.

**Qbg: GRAVEL OF THE BOISE TERRACE** – Sandy pebbles and cobble gravel. First terrace above the floodplain. Thickness 3-14 meters (10-45 feet) Mostly mantled with thin loess.

**Qa: ALLUVIUM OF BOISE AND SNAKE RIVER** – Sandy cobble gravel upstream grading to sandy pebble gravel downstream. Mostly channel alluvium of the Boise and Snake Rivers. Thickness 20 to 46 feet. No pedogenic clay.

**MuA: MOULTON FINE SANDY LOAM**, saline, 0 to 1 percent slopes – This soil is near the edges of drainage ways and undulating areas. It is slightly saline and has few alkali spots.

## **Minerals**

As the soils and geologic maps indicate, Middleton has sizeable gravel deposits. The responsible development of these resources is important to all the citizens of Middleton and the Area of Impact. Gravel deposits are a significant resource.

## **Vegetation**

Common trees such as willow and cottonwood are scattered through the countryside. Shrubs include sagebrush, rabbit brush and wild raspberries. Natural grasses and forbs representative of desert habitation, including cheat grass, fescue and shepherd's purse are found. Areas adjacent to Willow Creek are mostly pasture and agricultural land.

## **Groundwater**

Groundwater sources for potable water are found in plentiful supply and excellent condition for domestic use. Groundwater levels are high in the Middleton area and need to be protected from contamination.

## **Climate, Precipitation, and Temperatures**

The City of Middleton is located approximately 2398 feet above sea level, and enjoys a mild climate. Middleton has an annual average precipitation of less than 10.25 inches. Most of the precipitation occurs during the non-growing season of October to April. Killing frosts come at the end of September in the fall, and the first part of May in the spring. This provides for a relatively long growing season.

## **Community Design**

An analysis of landscaping, building design, tree planning, signs, and suggested patterns and standards for community design development and beautification. An analysis of landscaping, site design, beautification, signage and uniformity in residential development.

Community design applies to building sites, buildings, parking, roads and pathways, and events. Common elements of exterior design and construction for commercial and public-assembly buildings help maintain the small-town feel as the city grows in a coordinated manner.

Infectious diseases were the gravest health threats of an earlier era, the largest killers of our time are chronic diseases such as heart disease and strokes, cancers, and diabetes, for which the leading risk factors are obesity, physical inactivity, poor diets, and smoking.

“Middleton Connects” is a community vision to enhance walkability, health, and livability in Middleton by creating interesting places and experiences that will educate, entertain and connect the community of Middleton with art and history while utilizing parks, playgrounds, schools, pathways and technology.

Middleton’s sense of community is enriched with a pathway system that connects neighborhoods to schools, parks and downtown, and invites walking and biking to promote a healthy lifestyle.

Based on the natural and developed environment of the City, the Community Design element describes the visual impact of development in the community. Reviewing the visual and natural environment will allow the community to assess both the positive and negative features of the area and determine what, if any, changes need to be made.

Community design deals with existing and future development patterns of the City. These would include, but not be limited to, business districts, industrial areas, and residential neighborhoods. Protecting gateways into the City, landscaping, setbacks, on-street and off-street lighting, traffic access, sign standards, beautification of streets, parking lots and impacts of state highways and by-passes are some of the issues that may have design impacts. In addition, the type, intensity and arrangement of buildings are a reflection of the social and cultural values of its citizens and its economic base.

As a community begins to transition from a rural to an urban-rural community, the City will assess and identify design elements for new residential and commercial development, while preserving existing neighborhoods.

Elements of the Middleton community design include: (1) an urban-rural transitional community; (2) development of a by-pass of State Highway 44, (3) the Boise River with wildlife and recreation opportunities; and (4) existing community with limited commercial and industrial development.

## **Public Safety Facilities and Related Services**

Middleton's city motto is "Life is better here." Public safety is comprised of emergency response, code enforcement of city ordinances, and emergency preparedness.

**Emergency Response.** Residents value and enjoy police officers, health professionals and fire fighters that are involved in the community, aware of residents' concerns, and promptly respond to calls. A hallmark of a safe city is to see individuals walking or cycling for exercise or recreation. Residents in Middleton enjoy a low crime rate, and feel safe to walk on sidewalks and pathways that connect subdivisions to parks, schools and downtown.

**Code Enforcement.** Concerned citizens often call or stop at city hall to report properties that are accumulating rubbish, have tall weeds, or have a basketball hoop blocking the sidewalk. Prompt city response to these and other undesired conditions helps keep the peace between neighbors, and helps maintain the clean, small-town feel of Middleton.

**Emergency Preparedness.** Middleton trains to use the nationally-recognized incident command model when responding to severe weather, emergencies or disasters. It is essential that city employees, residents and public-safety professionals are familiar with incident command principles and work together to respond when the need arises.

# GOALS, OBJECTIVES AND STRATEGIES

Goals, objectives and strategies are the foundation of the comprehensive plan and establish a basis for current and future programs, projects, and local regulations. By definition, **goals** are broad visionary statements describing the direction a community would like to go; **objectives** are related statements that describe how goals can be achieved, and **strategies** are specific statements that guide actions, imply clear commitment and express the manner in which future actions will be taken.

Collectively, the goals, objectives and strategies provide a path of future development for Middleton and provide a platform for enacting ordinances, standards, and making decisions to ensure a sustainable future for the City.

The order of goals, objectives and strategies are exclusively for organizational purposes, and do not indicate priority

## **Private Property Rights**

**Goal 1: Preserve and protect private property rights as required by Idaho law.**

**Objective A:** Ensure that all land use regulations and decisions are rationally related to a legitimate government purpose pertaining to public health, safety and welfare, and do not constitute a taking or a violation of due process of law.

**Strategy 1:** Review zoning and subdivision ordinances, and development and/or land use decisions to ensure they are in accordance with the Attorney General's checklist regarding takings (See Appendix A).

## **Transportation**

**Goal 2: Provide a variety of safe transportation services and facilities throughout the City for vehicles, pedestrians, bicycles, and transit.**

**Objective A:** Plan and develop a safe system of roads, bike lanes, sidewalks and pathways.

**Strategy 1:** Create or maintain roads on section and quarter-section lines.

**Strategy 2:** Develop pathways detached from section and quarter-section line roads as a buffer to separate pedestrians from moving vehicles.

**Strategy 3:** Minimize vehicle delays and the number and severity of accidents by utilizing round-a-bouts for intersection control at intersecting section and quarter-section line roads.

**Strategy 4:** Interconnect roads, bike lanes, sidewalks, and pathways.

**Strategy 5:** Trails should utilize and connect to existing sidewalks, shoulders of streets, as well as the occasional ditch/canal bank.

**Strategy 6:** Use on-street markings or signage to visually reinforce the separation of areas for bicyclists and motorists.

**Strategy 7:** Orient local east-west roads to avoid causing vehicle drivers to look into the sun at sunrise and sunset.

**Strategy 8:** Discourage cul-de-sacs in circumstances where the road can be extended to intersect with a nearby local street.

**Objective B:** Reduce vehicle congestion and encourage walking and bicycling.

**Strategy 1:** Provide redundant traffic routes for vehicles, pedestrians and bicycles.

**Strategy 2:** Design collector roads with no driveway access.

**Strategy 3:** Establish sidewalks in subdivisions and provide pedestrian crossings at intersections.

**Strategy 4:** Make pathway and sidewalk widths so people can use them safely and pass others going either direction relatively easily.

**Strategy 5:** Create on-site sidewalks and pathways as extensions or connections to public pathways or sidewalks.

**Strategy 6:** Provide adequate facilities for bicyclists to park at bus stops, transit stations and at final destinations.

**Objective C:** Prepare transit station facilities with a park-and-ride lot, public transportation bus stops, carpooling and vanpooling parking, connections between local and regional transportation systems, bicycle racks, and travel information.

**Strategy 1:** Identify possible transit routes, and plan using the most likely route.

**Strategy 2:** Identify specific locations for transit stations, park-and-ride lots, and bus stops.

**Strategy 3:** Locate commercial and mixed-use buildings, and building entrances, near transit stations.

**Objective D:** Participate in regional multi-modal transportation planning.

**Strategy 1:** Represent the City's transportation values, goals and priorities in the public transportation workgroup, Regional Transportation Advisory Committee (RTAC), and the boards for the Community Planning Association of Southwest Idaho (COMPASS) and Valley Regional Transit (VRT).

**Strategy 2:** Support and participate in the study of high-capacity public transportation connecting Middleton to Caldwell, Nampa, Meridian, Boise and other municipalities in the region.

## **Land Use**

**Goal 3: Promote a quality of life based on the health, safety and general welfare of residents with minimal nuisances.**

**Objective A:** Use zoning and other ordinances to manage the location and intensity of development.

**Strategy 1:** Provide a buffer between residential and abutting commercial and/or industrial land uses.

**Strategy 2:** Adopt ordinances that protect property rights and stabilize property values.

**Strategy 3:** Research and adopt land management practices used in other communities that promote a good quality of life and maintain small town character.

**Strategy 4:** Concentrate and encourage commercial development near Duff Lane and Emmett Road at State Highway 44 (as noted on the Future Land Use Map).

**Strategy 5:** Allow mixed use in appropriate locations within the City.

**Strategy 6:** Periodically review zoning districts in city code and change them as needed to reflect changing land use trends.

**Goal 4: Establish development that pays, through impact fees and/or property taxes, for the public services it receives when infrastructure is installed and thereafter.**

**Objective A:** Encourage orderly development of areas that can be easily provided with city utility services.

**Strategy 1:** Discourage extension of City's public water and sewer systems outside of the municipal boundaries unless the property to be served is annexed, or in the path of annexation within the foreseeable future and the City determines by written agreement with the landowner that the extension would be in the City's best interest.

**Strategy 2:** Encourage annexation of property whose property tax revenue and other benefits match or exceed the cost to provide public services.

**Strategy 3:** Review growth patterns and negotiate with the county for new area-of-city-impact boundaries when growth patterns show the need for such changes.

## **Public Facilities and Services**

**Goal 5: Build and maintain public facilities, and provide services that work for the community's needs in the area of city impact.**

**Objective A:** Expand water, sewer, and road systems in an orderly manner consistent with population growth in the City.

**Strategy 1:** Establish and maintain perfected water rights with multiple points of diversion.

**Strategy 2:** Anticipate the facilities, equipment and processes needed to comply with state and federal regulations regarding pollutant control, and identify budget and construction schedules.

**Strategy 3:** Periodically update system technology for water and sewer systems.

**Strategy 4:** Regularly update the City's pavement management plan, transportation plan, and water and sewer master plans.

**Strategy 5:** Pursue grant opportunities as a city, or with a landowner or developer, that are in the best interest of Middleton residents to avoid raising real property taxes or going into debt.

**Objective B:** Maintain the quality of life for residents.

**Strategy 1:** Maintain a high quality of potable water by preventing contamination of Middleton's water supplies.

**Strategy 2:** Maintain water, sewer, and road systems to avoid costly reconstruction projects.

**Strategy 3:** Consistently administer international building codes, manufacturers' specifications and association guidelines to ensure quality construction of buildings.

**Strategy 4:** Regularly review city codes regarding signs, nuisances, health and sanitation, and by providing consistent enforcement.

## **Economic Development**

**Goal 6: Promote a strong and diverse local economy in the City.**

**Objective A:** Invite commercial and industrial development that provides employment opportunities, higher-paying jobs, and allows residents to remain in the City for employment.

**Strategy 1:** Encourage business and industries that match residents' education and skills, and that provide profitable employment for residents.

**Strategy 2:** Design water and sewer systems expansion to locations along State Highway 44, and South Middleton Road, best suited for business and industry development.

**Strategy 3:** Recognize electronic commerce (e-commerce) as related to home-based businesses and strive to provide high capacity communications to residents.

**Goal 7: Promote a vibrant downtown that attracts businesses and people.**

**Objective A:** Create a desirable area for new commercial development without detracting from existing businesses.

**Strategy 1:** Establish new commercial areas at the intersections of State Highway 44 at Duff Lane and Emmett Road to concentrate commercial uses and minimize businesses that can be a nuisance in residential areas.

**Strategy 2:** Establish city water, sewer, roads and fiber optics to commercial areas.

**Objective B:** Improve the tourism economy in the City

**Strategy 1:** Provide destination type amenities for residents and visitors, such as a skatepark, amphitheater, summer music series, summer recreation programs, swimming pool or recreation center, and a farmers market.

**Strategy 2:** Establish a bike lane network for road cyclists riding or touring through the City.

**Strategy 3:** Establish facilities that utilize Middleton's river frontage for outdoor recreation and entertainment.

**Strategy 4:** Encourage transit related development near transit stations.

**Objective C:** Establish a fiber optic network in the City that provides data and communications, speed and capacity.

**Strategy 1:** Install a conduit for fiber optics and other data transmission technology along main roads when being built or reconstructed.

**Strategy 2:** Create a strategy for establishing fiber optic infrastructure in Middleton.

**Objective D:** Explore form-based codes in other cities and consider implementing applicable provisions for downtown Middleton.

## **Parks and Recreation**

**Goal 8: Expand the number of parks throughout the City.**

**Objective A:** Have a park within one-half mile walking distance of each residence.

**Strategy 1:** Emphasize dedication and development of land and pathways for parks and recreation within walking distance of the development.

**Goal 9: Locate and design parks, open spaces, recreational facilities and public facilities that encourage physical activity.**

**Objective A:** Improve and expand the recreational opportunities of all citizens.

**Strategy 1:** Examine the need for additional recreational facilities such as parks, ball fields, theaters, bowling alleys, swimming pools, and a greenbelt pathway.

**Strategy 2:** Develop a long range master plan for parks and recreational facilities and services in the City.

**Strategy 3:** Connect all existing and future parks to a pedestrian system.

**Strategy 4:** When designing parks and open spaces, provide facilities like pathways, playgrounds, athletic courts, drinking fountains, and restrooms.

**Objective B:** Design buildings to enhance and to provide easy access to nearby parks, open space, and commercial and retail sites.

**Strategy 1:** Design open spaces as part of large-scale developments, and locate buildings near open, public spaces to promote activity.

**Strategy 2:** Make bicycle and pedestrian routes to parks and public spaces safe and visible.

**Strategy 3:** When planning a new development, aggregate open space in one large area rather than dispersing into smaller pieces. Where possible, provide residents with access to open space within a ten-minute walk.

**Strategy 4:** When designing offices and commercial spaces, provide clearly marked exercise facilities or walking paths nearby.

**Strategy 5:** Design parks, open spaces, and recreational facilities to complement the cultural preference of the local population, and to accommodate a range of age groups, including children, teens, adults, seniors and those with physical impairments.

**Objective C:** Provide children with access to outdoor recreational opportunities.

**Strategy 1:** Preserve or create natural terrain in children's outdoor play areas to help with balance, coordination, and motor skills.

**Strategy 2:** When designing parks and playgrounds, include ground markings indicating dedicated areas for sports and multiple use.

**Strategy 3:** When designing parks and playgrounds, create a variety of climate environments to facilitate activity in different seasons and weather conditions. For example, include sunny, wind-protected areas for use in the winter and shaded areas for use in the summer.

**Strategy 4:** Design outdoor school physical facilities and allow public use during non -school hours.

## **Housing**

**Goal 10: Allow dwelling types that match residents' lifestyles.**

**Objective A:** Provide a variety of housing types and lot sizes for residents.

**Strategy 1:** Provide opportunities for multi-family housing units to be located in areas where higher density is acceptable and designed in a manner that would not be disruptive to surrounding neighborhoods.

**Strategy 2:** Encourage multifamily and higher density housing near schools, transit stations and commercial areas.

**Strategy 3:** Enforce housing standards that improve the durability of housing in Middleton.

**Objective B:** Promote in-fill housing improvements.

**Goal 11: Prevent homelessness in Middleton.**

**Objective A:** Promote affordable housing for residents with a range of income levels.

**Strategy 1:** Allow subsidized housing in multi-family zone.

**Schools**

**Goal 12: To locate school facilities in environments conducive to the education process.**

**Objective A:** Minimize vehicle traffic congestion and obstruction on roads abutting school sites.

**Strategy 1:** Locate schools off of section- and quarter-section line roads.

**Strategy 2:** Establish schools access onto local collector roads, not classified collector or arterial roads.

**Strategy 3:** Provide adequate on-site cueing of vehicles during student drop-off and pick-up times.

**Strategy 4:** Provide adequate off-street parking for administrators, faculty, students, and visitors.

**Strategy 5:** Minimize school bus stops on classified collector and arterial roads.

**Objective B:** Improve safety and provide more pedestrian and bicycle friendly transportation options to schools.

**Strategy 1:** Establish pedestrian/bicycle paths that connect planned school facilities to residential subdivisions.

**Strategy 2:** Provide traffic control devices for pedestrian crosswalks near schools.

## **Population**

### **Goal 13: Preserve a high quality of life and livability in Middleton.**

**Objective A:** Plan for the projected population by providing sufficient services and amenities.

**Strategy 1:** Inform residents about costs of City-provided infrastructure and services, such as roads, parks, and law enforcement.

**Strategy 2:** Provide high quality patrols to maintain a low violent crime rate.

**Objective B:** Maximize funding and grants with accurate and up-to-date population figures.

**Strategy 1:** Work with Community Planning Association of Southwest Idaho (COMPASS) and the Census Bureau to ensure demographic data, population forecasts and growth trends are updated on a regular basis.

## **Special Sites or Areas**

### **Goal 14: Preserve history, memorabilia, and folklore from notable events, locations, and people in the Middleton area.**

**Objective A:** Establish interactive ways to share folklore and memorabilia.

**Strategy 1:** Share stories about events, locations, and people through website, interactive devices in a museum, and Quick Response (QR) codes on trailhead signs.

### **Goal 15: Create a scenic and usable waterfront along the north side of the Boise River near downtown.**

**Objective A:** Establish a destination leisure park where residents can relax or recreate along the Boise River.

**Strategy 1:** Acquire Boise River front park property.

**Strategy 2:** Prepare a master plan for a river-front park.

**Strategy 3:** Construct a greenbelt along the river and throughout the river-front park.

**Objective B:** Sustain natural habitat along the north side of the Boise River.

**Strategy 1:** Improve the park in a nature-park fashion.

**Strategy 2:** Maintain and improve vegetation conducive to wildlife.

## **Hazardous Areas**

**Goal 16: Encourage development in areas that are not considered hazardous.**

**Objective A:** Minimize the risk of damage to people and property.

**Strategy 1:** Inform residents and developers of hazards and hazardous areas.

**Strategy 2:** Curtail floodway and floodplain areas along the Boise River and its tributaries.

**Objective B:** Discourage uses which are dangerous to health, safety and property.

**Strategy 1:** Utilize best management practices to minimize water or erosion hazards.

**Strategy 2:** Maintain integrity of historic floodways.

**Strategy 3:** Establish base flood and construction elevations in floodplains.

**Strategy 4:** Identify and mitigate abandoned artesian wells.

**Strategy 5:** Actively participate in Federal Emergency Management Agency (FEMA) floodplain map updates.

## **Natural Resources**

**Goal 17: Preserve and seek to improve the quality of surface water resources**

**Objective A:** Encourage treatment of water after use to maintain its character for re-use.

**Strategy 1:** Encourage natural systems for waste water treatment.

**Strategy 2:** Emphasize minimizing degradation of water quality in the Boise River and its tributaries.

**Goal 18: Utilize valued mineral resources without degrading quality of life.**

**Objective A:** Balance quality of life with property rights when considering mineral extraction location and operations.

**Strategy 1:** Allow gravel extraction in industrial areas in a way that does not damage other properties.

**Strategy 2:** Discourage resource exploration in areas other than those that are industrial.

**Community Design**

**Goal 19: Preserve and enhance the unique small-town character of Middleton.**

**Objective A:** Host and support community events and activities that focus on livability in Middleton and that are interesting, educational and entertaining to residents.

**Objective B:** Encourage aesthetically-pleasing elements throughout the city that contribute to livability.

**Strategy 1:** Incorporate temporary and permanent public art installations in commercial centers and streetscapes to provide a more attractive and engaging environment.

**Strategy 2:** Design commercial, industrial, and multi-family front elevations to be interesting and engaging, and using the architectural genres in Middleton: A-frame; brick, block or stone; stucco; vertical and/or horizontal steel; metal roofing; timber, and a unique feature or art piece.

**Strategy 3:** Utilize flower boxes, banners, and public art throughout town.

**Strategy 4:** Use historical markers in parks and along trails that will mark and provide insight into Middleton's historic past.

**Strategy 5:** Encourage pathway signs around town to show the entire pathway system, with "You are here" identification along with the distance to each route.

**Strategy 6:** Explore using innovative technology options such as solar lighting, Wi-Fi connectivity, safety-cameras in parks, and trailhead signs

that include coding technology allowing additional information to be obtained via mobile devices.

**Strategy 7:** Keep streets swept, storm-drains clean, and fire-hydrants painted.

**Goal 20: Maintain the appearance of a clean and scenic community.**

**Objective A:** Consistently enforce City Code regulations.

**Strategy 1:** Conduct regular code enforcement, looking for weeds, refuse, signs and other conditions that are a violation of city code.

**Objective B:** Encourage scheduled clean-up days and a City beautification effort that removes weeds and litter from local properties.

**Strategy 1:** Schedule clean-up campaigns in coordination with the City's solid waste contractor, and volunteer groups such as the Boy Scouts, Girl Scouts, Chamber of Commerce, and other local groups.

**Goal 21: Establish interesting gathering places that encourage walkability and promote good health and positive social interaction.**

**Objective A:** Create public spaces such as plazas that are easily accessible to pedestrians and bicyclists.

**Strategy 1:** Locate plazas near transit stations, and along the riverfront and popular pedestrian streets.

**Strategy 2:** Create plazas that are level with the sidewalk so they are clearly visible to pedestrians and bicyclists.

**Strategy 3:** Make plazas safely connected to the street.

**Strategy 4:** Provide shade, seating, drinking fountains, restrooms, and other infrastructure that support increased frequency and duration of walking and bicycling.

**Strategy 5:** Locate places of residence and work near destinations such as parks, walking paths, trails and waterfront recreation areas to foster physical activity.

**Strategy 6:** Design retail site layouts and parking to accommodate pedestrians, cyclists, vehicles, and loading trucks in a safe manner.

**Goal 22: Promote a walkable downtown between commercial areas.**

**Objective A:** Plan and design road and sidewalk improvements that are inviting to pedestrian use and enjoyment.

**Strategy 1:** Encourage wider sidewalks downtown for outdoor seating areas in front of restaurants, cafes, etc.

**Strategy 2:** Encourage wider pathways from residential subdivisions to downtown.

**Strategy 3:** Encourage siderides along roads downtown for bicycles.

**Public Safety**

**Goal 23: Provide for a community safe enough where residents feel comfortable outdoors in public places.**

**Objective A:** Maintain a low crime rate.

**Strategy 1 :** Hire friendly, valiant and skilled police officers with integrity.

**Strategy 2:** Police officers available to promptly respond to emergency calls and suspicious circumstances.

**Strategy 3:** Maintain a ratio of one patrol officer per 1,000 residents.

**Goal 24: Minimize personal injury and human death in situations of extreme weather, emergency or disaster.**

**Objective A:** Prepare residents and the City to respond in severe situations.

**Strategy 1:** Establish a written disaster response plan.

**Strategy 2:** Coordinate planning and training with other local disaster-response agencies so familiarity and procedures are in place prior to a disaster.

**Strategy 3:** Train City employees and residents to implement a disaster response plan.

**Strategy 4:** Establish locations in City parks for distribution of communication, first aid, and propane for cooking and a heating device to assist residents during disasters.

## GLOSSARY

**Agriculture Land** - land primarily devoted to the commercial production of horticultural, viticulture, floricultural, dairy, apiary, vegetable, or animal products, or of berries, grain, hay, straw, turf, seed, or livestock and land that has long-term commercial significance for agricultural production.

**Area of City Impact** - State law (§67-6526) requires cities to specify an area outside the City limits which it expects to annex or is part of its trade area. Governing Plans and Ordinances for this area are negotiated between the City and County.

**Capital Improvement Program** - A proposed timetable or schedule of all future capital improvements to be carried out during a specific period and listed in order of priority, together with cost establishments and the anticipated means of financing each project.

**Comprehensive Plan** - A general policy statement of the City, including a general land use map, which integrates all functions, natural systems and activities relating to the use of land, and which is required by state law (§67-6508).

**Density** - a measure of the intensity of development, generally expressed in terms of dwelling units per acre. It can also be expressed in terms of population density (i.e., people per acre). Density is useful for establishing a balance between potential service needs and service capacity. Within his plan the designation for density will be low, medium and high.

**Economic Base** - The production, distribution and consumption of goods and services within a planning area.

**Comment:** Economic base, as used in planning is commonly thought of as the sum of all activities that result in incomes for the area's inhabitants. The definition, however, is significantly broad to include all geographic and functional elements, which may have an impact on the planning area, although not physically part of the area.

**Floodplain** - Lands, which are within the floodway and the floodway fringe.

**Floodway** - The channel of a river or other water course and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot.

**Flood, 100 Year** - A flood with a 1% chance of occurring in any given year. This is the flood most commonly used for regulatory purposes.

**Goal** - A statement of intention expressing community values and attitudes intended to provide a guide for action by the community.

**Greenbelt** - An open area which may be cultivated or maintained in a natural state surrounding development or used as a buffer between land uses or to mark the edge of an urban or developed area.

**Infill Development** - See Odd-Lot Development.

**Infrastructure** - Facilities and services needed to sustain industry, commercial and residential activities (e.g. water and sewer lines, streets, roads, fire stations, parks, etc.).

**Land Trust** - They are nonprofit organizations whose primary purpose is the preservation of undeveloped open land for conservation value to the community. Land trusts are concerned with all kinds of open space land, or they focus on specific resources, such as farmland, prairie, mountain ridges, watersheds, river corridors, lakes, parks, or community gardens. Land trusts can be rural, suburban, or urban, depending upon the geography they serve.

**Land Use** – A description of how land is occupied or utilized.

**Land Use Map** – A map showing the existing and proposed location extent and intensity of development of land to be used in the future for varying types of residential, commercial, industrial, agricultural, recreational, educational and other public and private purposes or combination of purposes.

**Natural Hazard** - A natural characteristic of the land or combination of characteristics

which, when developed without proper safeguards, could endanger the public health, safety, or general welfare.

**Objective** - The objective statement defines the meaning of the goal; describes how to accomplish the goal, and suggests a method of accomplishing it. It advances a specific purpose, aim, ambition or element of a goal. It can describe the end state of the goal, its purpose, or a course of action necessary to achieve the goal.

**Policy** - A decision-making guideline for actions to be taken in achieving goals. The policy is the official position of the City of Middleton related to a given land use issue. Policies guide actions in recurring situations.

**Public Facility and Utilities** - Refers to key facilities, types and levels of the following: fire protection, police protection, schools, libraries, sanitary facilities, storm drainage facilities, government administrative services, energy and other services deemed necessary by the community for the enjoyment of urban life.

**Residential Area** - A given area of the community in which the predominant character is residential. Uses that support residential activity such as parks, churches, schools, fire stations, and utility substations may also be permitted. In certain instances, existing lots of record and development patterns may exceed comprehensive plan densities.

**Siderides** – A lane exclusively for bicycles that abuts a road.

**Sidewalks** – A lane for pedestrian use attached or detached from a road.

**Street, Arterial** - A street that functions primarily to move large volumes of traffic and secondarily to provide access to abutting property. It is usually a continuous thoroughfare which connects major traffic generators. Curb cut, driveway and other regulations control access to adjacent properties.

**Street, Collector** - A street that functions primarily to move traffic from local streets to the arterial street system. It secondarily supplies abutting properties with the same degree of service as a local street.

**Street, Local** - A street that is intended solely for access to adjacent properties within local areas.

**Wetlands** - areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands, if permitted by the county or the City.

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# COMPREHENSIVE PLAN MAPS

2016 Land Use

Future Land Use

Transportation, Schools and Recreation

Transit

Traffic Analysis Zone (TAZ)

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**APPENDIX A**  
**ATTORNEY GENERAL'S PROPERTY RIGHTS CHECKLIST**

## Appendix A: ATTORNEY GENERAL'S CHECKLIST

In an effort to provide guidance regarding "takings," the Office of the Attorney General of the State of Idaho has prepared the following checklist for use when reviewing the potential impact of a regulatory or administrative action upon specific property. Agency staff must use the following questions in reviewing the potential impact of a regulatory or administrative action on specific property. While these questions also provide a framework for evaluating the impact proposed regulations may have generally, takings questions normally arise in the context of a specifically affected property. The public review process used for evaluating proposed regulations is another tool the agency should use aggressively to safeguard rights of private property owners. If property is subject to regulatory jurisdiction of multiple government agencies, each agency should be sensitive to the cumulative impacts of the various regulatory restrictions.

Although a question may be answered affirmatively, it does not mean there has been a "taking." Rather, it means there could be a constitutional issue and that agency staff should carefully review the proposed action with legal counsel.

1. ***Does the regulation or action result in a permanent or temporary physical occupation of private property?*** Regulation or action resulting in a permanent or temporary physical occupation of all or a portion of private property will generally constitute a "taking." For example, a regulation that required landlords to allow the installation of cable television boxes in their apartments was found to constitute a "taking." (See *Loretto v. Teleprompter Manhattan CATV Corp.*, 458 U.S. 419 [1982].)
  
2. ***Does the regulation or action require a property owner to dedicate a portion of property or to grant an easement?*** Carefully review all regulations requiring the dedication of property or grant of an easement. The dedication of property must be reasonably and specifically designed to prevent or compensate for adverse impacts of the proposed development. Likewise, the magnitude of the burden placed on the proposed development should be reasonably related to the adverse impacts created by the development. A court also will consider whether the action in question substantially advances a legitimate state interest.  
  
 For example, the United States Supreme Court determined in *Nolan v. California Coastal Comm'n*, 483 U.S. 825 (1987), that compelling an owner of waterfront property to grant a public easement across his property that does not substantially advance the public's interest in beach access, constitutes a "taking." Likewise, the United State Supreme Court held that compelling a property owner to leave a public greenway, as opposed to a private one, did not substantially advance protection of a floodplain, and was a "taking." (*Dolan v. City of Tigard*, 114 U.S. 2309 [June 24, 1994].)
  
3. ***Does the regulation deprive the owner of all economically viable uses of this property?*** If a regulation prohibits all economically viable or beneficial uses of the land, it will likely constitute a "taking." In this situation, the agency can avoid liability for just compensation only if it can demonstrate that the proposed uses are prohibited by the laws of nuisance or other preexisting limitations on the use of the property. (See *Lucas v. South Carolina Coastal Coun.*, 112 S. Ct. 2886 [1992].)

Unlike 1 and 2 above, it is important to analyze the regulation's impact on the property as a whole, and not just the impact on a portion of the property. It also is important to assess whether there is any profitable use of the remaining property available. (See *Florida Rock Industries, Inc. v. United States*, 18 F.3d 1560 [Fed. Cir. 1994].) The remaining use does not necessarily have to be the owner's planned

use, a prior use, or the highest and best use of the property. One factor in this assessment is the degree to which the regulatory action interferes with a property owner's reasonable investment-backed development expectations.

Carefully review regulations requiring that all of a particular parcel of land be left substantially in its natural state. A prohibition of all economically viable uses of the property is vulnerable to a takings challenge. In some situations, however, there may be preexisting limitations on the use of property that could insulate the government from takings liability.

4. ***Does the regulation have a significant impact on the landowner's economic interest?*** Carefully review regulations that have a significant impact on the owner's economic interest. Courts often will compare the value of property before and after the impact of the challenged regulation. Although a reduction in property value alone may not be a "taking," a severe reduction in property value often indicates a reduction or elimination of reasonably profitable uses. Another economic factor courts will consider is the degree to which the challenged regulation impacts any development rights of the owner. As with 3 above, these economic factors are normally applied to the property as a whole.
5. ***Does the regulation deny a fundamental attribute of ownership?*** Regulations that deny the landowner a fundamental attribute of ownership — including the right to possess, exclude others, and dispose of all or a portion of the property — are potential takings.

The United States Supreme Court recently held that requiring a public easement for recreational purposes where the harm to be prevented was to the floodplain was a "taking." In finding this to be a "taking," the Court stated:

The city never demonstrated why a public green way, as opposed to a private one, was required in the interest of flood control. The difference to the petitioner, of course, is the loss of her ability to exclude others . . . [T]his right to exclude others is "one of the most essential sticks in the bundle of rights that are commonly characterized as property." (*Dolan v. City of Tigard*, 114 U.S. 2309 [June 24, 1994].)

6. ***Does the regulation serve the same purpose that would be served by directly prohibiting the use or action; and does the condition imposed substantially advance that purpose?*** A regulation may go too far and may result in a takings claim where it does not substantially advance a legitimate governmental purpose. (*Newline v. California Coastal Commission*, 107 S. Ct. 3141 [1987]; *Dolan v. City of Tigard*, 114 U.S. 23009 [June 24, 1994].)

**APPENDIX B**  
**CAPITAL IMPROVEMENT PLAN – CITY-OWNED PARKS**

**APPENDIX C**  
**CAPITAL IMPROVEMENT PLAN – ROADS**

**APPENDIX D**  
**RESOLUTION ADOPTING COMPREHENSIVE PLAN**