



City of Middleton Comprehensive Plan



Adopted by City Council on November 14 & 15, 2023

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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 exclude analysis of 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 analysis of elements for annexation

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). The city has hosted annual community planning meetings with about a one percent participation

rate, and delivered annual community planning surveys to residents in the city's newsletter and consistently received responses from about two percent of residents. Community planning meeting and survey subjects are based on city services for the planning elements identified in Idaho Code. 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 197,000. 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 and enabling, rather than restrictive, policies 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, which individually and collectively are deemed policies. 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 planning elements in I.C. 67-6508, which are major categories of real property development in relation to what is in the best interest of residents 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 “Analysis of Comprehensive Plan Elements” section analyzes what each element means in the City of Middleton, and the “Goals, Objectives and Strategies” section that states policies to achieve community goals for future building in the City. The goals, objectives and strategies for each element of the plan are all deemed policies 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 policies, 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. Policies and related implementation projects are prioritized in capital improvement plans attached in the Appendix.

The land use categories shown on the Future Land Use map are general and approximate areas, not rigid or exact boundaries, and intended to include both sides of roads. The Transportation, Schools and Recreation map contains 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. The plan gives individuals, businesses and local, regional, state and federal government agencies and associations a clear understanding of the City’s policies and priorities regarding 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: 2018 Population Estimates
for Canyon County Cities**

City	Population
Caldwell	56,860
Greenleaf	860
Middleton	9,190
Melba	570
Nampa	98,370
Notus	570
Parma	2,140
Wilder	1,710
Total	170,270

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*

April	Easter Choir Concert	Middleton Interfaith Choir
	Easter Egg Hunt	Greater Middleton Parks & Rec
	Clean-up Middleton	City of Middleton
July	4 th of July Parade and Activities	Chamber of Commerce and all
August	Summer Alive	Nazarene Church
September	Harvest Festival	Greater Middleton Parks & Rec
	Health Fair	Seventh Day Adventist Church
October	Fall Craft Bazaar	Chamber of Commerce
November	Rake Up Middleton	City of Middleton
	Christmas Tree Lighting	City of Middleton
December	Santa's Workshop	Greater Middleton Parks & Rec
	Christmas Parade and Activities	Chamber of Commerce and all
Year-round	Movies in Park/Community Ctr	Optimist Club
Year-round	Bingo	Optimist Club

Note* 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. ("Middleton in Picture and Story, Page 44, 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 100th 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 2018 estimation from the Community Planning Association of Southwest Idaho (COMPASS), estimates the population at 9,190. Demographic data from the cities of Emmett and Star (similar in population and proximity to Middleton), Canyon County and the State of Idaho were used as suitable comparisons in the following tables. The U.S. Census Bureau demographic information used in Tables 4 – 18 is from 2014.

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	2018
Middleton	730	1,902	1,851	2,978	5,524	6,420*	9,190
Emmett	3,945	4,605	4,601	5,490	6,557	6,546	-

Star	-	-	-	1,795	5,793	6,379	10,310
Canyon County	61,288	83,756	90,076	131,441	188,923	203,143	217,180
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 Dept. of Commerce, Note: 2014 estimated 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	2010-2018
Middleton	160.5%	-2.6%	60.8%	85.4%	16.2%	66.4
Emmett	16.7%	-0.1%	19.3%	19.4%	-0.1%	-
Star	-	-	-	222.7%	10.1%	78.0
Canyon County	36.6%	7.5%	45.9%	43.7%	7.5%	15.0
State of Idaho	31.1%	6.5%	28.6%	21.1%	4.2%	-

Source: U.S. Census Bureau and Idaho Dept. 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

	Average Household Size	Average Family Size
Middleton	2.99	3.56
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 estimated 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

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

Source: U.S. Census Bureau, Note: 2014 estimated by the U.S. Census Bureau, Median Age for Idaho is 2010

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 nearby cities.

Table 6: Education Level and Bachelor's Degree

	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: Persons 25 and older for 2009- 2013 estimated by 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

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

Source: U.S. Census Bureau, Note: 2010- 2014 estimated 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)	Middleton Percent	Emmett Percent	Star Percent	Canyon County Percent	State of Idaho Percent
Less than \$10,000	7.8	14.9	3.8	8.4	7.0

\$10,000 to \$14,999	2.8	7.3	2.5	5.2	5.5
\$15,000 to \$24,999	12.2	18.0	6.0	13.3	11.8
\$25,000 to \$34,999	13.7	15.8	7.3	12.9	12.3
(in 2014 Inflation Adjusted Dollars)	Middleton Percent	Emmett Percent	Star Percent	Canyon County Percent	State of Idaho Percent
\$35,000 to \$49,999	20.1	17.5	16.9	17.9	15.9
\$50,000 to \$74,999	20.3	13.0	31.3	21.6	20.1
\$75,000 to \$99,999	13.9	8.8	19.4	10.6	12.1
\$100,000 to \$149,999	6.1	4.0	9.4	7.5	10.0
\$150,000 to \$199,999	1.4	0.0	3.4	1.5	2.9
\$200,000 or more	1.7	0.7	0.0	1.0	2.4

Source: U.S. Census Bureau, Note: 2010-2014 estimated 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

	Median Household Income	Per Capita Income	Percent Living Below Poverty Level
Middleton	\$45,549	\$19,259	14.6
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 estimated 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

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

Source: U.S. Census Bureau, Note: 2010- 2014 estimated 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	2,092	2,935	2,158	70,129	675,421
Occupied Housing Units	1,972	2,545	2,016	65,514	585,259
Vacant Housing Units	120	390	142	5,615	90,162
Homeowner Vacancy Rate	2.0	6.7	6.4	2.9	2.2
Rental Vacancy Rate	11.1	10.1	0.0	4.8	5.9

Source: U.S. Census Bureau, Note: 2010- 2014 estimated 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

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

Source: U.S. Census Bureau, Note: 2010- 2014 estimated by the U.S. Census Bureau

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	2,092					
1-unit, detached	1,864	89.1	69.5	95.0	77.7	73.1
1-unit attached	7	0.3	0.3	0.7	2.3	2.9
2 units	43	2.1	1.0	0.0	2.2	2.4
3 or 4 units	10	0.5	3.2	0.0	4.8	4.5
5 to 9 units	49	2.3	8.7	0.9	1.7	2.9
10 to 19 units	42	2.0	5.2	0.0	0.7	2.0
20 or more units	21	1.0	2.1	0.0	1.8	3.3
Mobile Home	56	2.7	9.4	3.4	8.6	8.8
Boat, RV, van, etc.	0	0.0	0.5	0.0	0.1	0.2

Source: U.S. Census Bureau, Note: 2010- 2014 estimated 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	4,056					
In labor force	2,690	66.3	52.2	68.9	62.5	63.2
Civilian Labor Force	2,690	66.3	52.2	68.9	62.3	62.9
Employed	2,405	59.3	40.2	65.4	55.8	57.8
Unemployed	285	7.0	12.0	3.5	6.5	5.1
Armed Forces	0	0.0	0.0	0.0	0.1	0.2

Source: U.S. Census Bureau, Note: 2010- 2014 estimated 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					
	Estimate	Percent	Emmett Percent	Star Percent	Canyon County Percent	Idaho Percent
Workers 16 years and over	2,365					
Drove alone (car, truck or van)	1,995	84.4	72.0	81.3	79.6	78.2
Carpooled (car, truck or van)	171	7.2	20.5	11.7	9.4	9.8
Public Transportation (excluding taxicab)	36	1.5	0.0	0.0	0.4	0.8
Walked	9	0.4	4.5	1.4	1.4	3.0
Other means	62	2.6	0.7	2.2	2.8	2.4
Worked at home	92	3.9	2.4	3.4	6.5	5.9

Source: U.S. Census Bureau, Note: 2010- 2014 estimated by the U.S. Census Bureau

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
Commute Time	32.6	28.6	26.3	23.8	20.2

Source: U.S. Census Bureau, Note: 2010- 2014 estimated 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	2,405					
Management, business, science and arts	742	30.9	23.1	41.8	26.1	33.3
Service	468	19.5	22.6	20.0	19.1	17.9
Sales and office	461	19.2	34.0	16.6	24.5	24.4
Natural resources, construction, and maintenance	461	19.2	11.5	14.5	14.1	12.0
Production, transportation and material moving	273	11.4	8.8	7.1	16.2	12.4

Source: U.S. Census Bureau, Note: 2010- 2014 estimated 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 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	2,405					
Agriculture, forestry, fishing and hunting and mining	111	4.6	1.1	0.7	5.2	5.7
Construction	265	11.0	8.3	15.6	8.8	7.1
Manufacturing	80	3.3	7.0	8.0	12.1	9.9
Wholesale Trade	62	2.6	3.0	2.9	3.4	2.6
Retail Trade	253	10.5	10.7	8.0	11.6	12.2

Transportation & warehousing, and utilities	198	8.2	4.5	1.0	5.2	4.8
Information	64	2.7	6.4	2.1	1.9	1.9
Finance & insurance, and real estate, rental & leasing	212	8.8	2.0	6.7	4.8	5.3
Professional, scientific, management, administrative & waste management services	269	11.2	7.4	11.1	8.3	9.8
Educational services, health care & social services	481	20.0	25.9	25.8	21.9	22.4
Arts, entertainment, recreation, accommodation & food services	146	6.1	5.1	3.5	7.6	8.7
Other services, except public administration	150	6.2	6.4	7.1	4.8	4.3
Public administration	114	4.7	12.3	7.5	4.5	5.3

Source: U.S. Census Bureau, Note: 2010- 2014 estimated by the U.S. Census Bureau

Trends and Projections

Middleton's population, housing and jobs are reported by Community Planning Association for Southwest Idaho (COMPASS) by Traffic Analysis Zone (TAZ). TAZ Map for zones in the Middleton area will be included upon receipt with the plan.

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.

Data for Middleton will available in 2019 from COMPASS, the regional transportation planning authority for the Nampa Urbanized Area. Information in the table below will be blank until then.

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

			Pop 2025	Housing 2025	Jobs 2025	Pop 2035	Housing 2035	Jobs 2035	Pop 2040	Housing 2040	Jobs 2040
									19,044		

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.

Annexation

Idaho Code 50-222(5)(b)(iii) requires preparation and publication of a written annexation plan, appropriate to the scale of the annexation contemplated, which includes, at a minimum, the following elements.

- (A) The manner of providing tax-supported municipal services to the lands proposed to be annexed;
- (B) The changes in taxation and other costs, using examples, which would result if the subject lands were to be annexed;
- (C) The means of providing fee-supported municipal services, if any, to the lands proposed to be annexed;
- (D) A brief analysis of the potential effects of annexation upon other units of local government which currently provide tax-supported or fee-supported services to the lands proposed to be annexed; and
- (E) The proposed future land use plan and zoning designation or designations, subject to public hearing, for the lands proposed to be annexed.

The city intends to comply with this legal requirement by including this element, analysis and policies in the comprehensive plan because there are as of October 2018 approximately 1,510 rural residential properties surrounded by city limits or less than five acres in size and contiguous or adjacent to city limits.

The City of Middleton is being boxed in by the boundaries of the City of Star on the east, City of Caldwell on the south, and by the 1,510 rural residential properties that

are on all sides, about 1,181 of which are in County-County approved subdivisions contiguous and adjacent to the City of Middleton (See attached Annexation Orientation Map). Note the county continues to approve rural residential subdivisions contiguous to city limits. These barriers to Middleton city limits expanding prevents inclusion in the city of properties beyond he barriers.

There are approximately 2,786 residential buildings in the City of Middleton, and 1,510 properties with a residence on less than five acres and contiguous and adjacent to Middleton, for a total of 4,296. City residents comprise approximately 65% of the total and non-city residents comprise approximately 35% of the total. This is important for transportation planning and budgeting purposes.

Occupants of these residences travel on local roads to downtown businesses, parks, schools and after-school activities, to cross the Boise River on S. Middleton Road, and to receive mail from the post office. Significantly more properties are receiving and b to receive mail from the post office, enefitting from city –transportation services than are paying for them; city residents' properties, or 65% of the total, properties are taxed

The City of Middleton prepared this Annexation Plan, including Exhibit B – Annexation Map, to avoid being boxed in and to ensure properties receiving city services pay for those services equally.

A. Middleton provides the following real-property tax-supported municipal services to the lands proposed to be annexed:

- 1) Public safety by the Middleton Police Department, pursuant to a Mutual Assistance Compact, has about a four-minute response time to 911 calls to lands proposed to be annexed;
- 2) Leisure parks: Middleton Place Park, Piccadilly Park and Roadside Park;
- 3) Future parks: River Street Park, East 9th Street Park, Meadow Park, and others to follow;
- 4) Local roads, bridges, culverts, signs, pavement markings, curbs, gutters, sidewalks, pathways, and pedestrian crossings; and
- 5) Long-range planning in the Middleton Area of City Impact established on July 6, 2001 by negotiated agreement between Canyon County and the City of Middleton.

B. Properties annexed into the City of Middleton can reasonably anticipate an estimated annual real property tax increase in the amount of about \$475.00 per \$100,000 of property value to help pay for the tax-supported city services provided to lands proposed to be annexed. "Property values" for real-property tax purposes are assessed values established by the Canyon County Assessor's office.

C. The City of Middleton does not provide any fee-supported municipal services to the properties proposed to be annexed. The city contracts with Republic Services to provide weekly solid waste pick-up, and recycling pick-up every-other-week, services to city residents. Properties proposed for annexation, if annexed, would be required to receive these services costing about \$12.00 per month.

The city provides potable water, wastewater and stormwater services for a fee to properties in the City of Middleton. Connection to the city's systems is optional at the property-owner's request and cost. Utility connection fees are periodically adjusted by city council and, for new construction residential buildings, as of October 2018, are \$3,405.00 to connect to the water system and \$5,640 to connect to the wastewater system (\$9,045 total).

D. One or more of the following units of local government, other than the City of Middleton, provide services to properties proposed for annexation. Each local government unit has its own leadership, rules, regulations, boundaries and taxing authority.

Black Canyon Irrigation District	Middleton Cemetery District
Canyon County Ambulance District	Middleton Mill Irrigation District
Canyon Highway District No. 4	Middleton Rural Fire District
Canyon County Mosquito Abatement District	Middleton School District #134
Drainage District No. 2	Caldwell Fire Protection District

Each of these districts has open meetings that can be attended to understand issues and provide input. If properties proposed for annexation are annexed, there are no known potential affects upon other units of local government that currently provide tax-supported or fee-supported services to the lands proposed to be annexed.

E. The proposed future land use designation for properties proposed for annexation is "Residential;" all are contiguous or adjacent to city limits and less than five acres in size, and all are rural residential, not commercial or industrial. The proposed zoning designation, after notice and public hearing, of the properties is:

"Agricultural" if five acres or more, or actively farming as defined in Idaho Code 22-4502;

“Agricultural-Residential” if two acres or more;
“R-1” (single-family dwelling one unit per gross acre) if between one and two acres in size; and
“R-2” (single-family dwelling two units per gross acre) if less than one acre in size.

Private Property Rights

Real property rights are a bundle of rights that can be owned, used and transferred by one or more individuals and/or entities. Said another way, a real property right is one of several legally-recognized rights appurtenant to a real property, such land ownership right and use right, mineral right, water right, etc.

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 right-of-ways, terminals, future corridors, etc. This comprehensive plan includes a future system of transportation transit routes, right-of-ways on section and quarter-section lines, greenbelt and other future bicycle and pathway corridors. Setbacks, access control, road naming and numbering policies are generally referred to in this plan, and specific standards are detailed in the Middleton City Code and the Middleton Supplement to the Idaho Standards for Public Works Construction.

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. Some traffic volume data in Middleton was collected in the spring of 2018 by Idaho Transportation Department for an environmental assessment and may be viewed in Appendix G. The data contains average weekday traffic counts in 15 minute intervals by direction along State Highway 44. Additional traffic count data in Middleton was collected from Canyon Highway District 4 and are also included in Appendix G.

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.

Several new businesses opened in Middleton during 2018 and residents hired now work in town rather than leaving town for employment. More commerce and employment opportunities, especially national or regional retail and fast-food franchises, will establish in town as the population in the city and its area of impact continues approaching 20,000,

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 2018 Land Use and Future Land Use maps). The 2018 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 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 20 and 21). 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 20: Land Use Summary by Location (City limits)

Location		Acres	% of Total
	Land Use		
City limits			
	Agriculture	218	6%
	Boise River	127	
	Church	24	1%
	Commercial	65	2%
	Industrial	80	2
	Mixed-Use	21	0.6%
	Multi-Family	9	0.3%
	Public	395	11%
	Private School	10	0.3
	Residential (low density)	1254	36%
	Vacant Commercial	65	2%
	Vacant Industrial	10	0.3%
	Vacant Mixed-Use	104	3%

	Vacant Public	106	3.1%
	Vacant Residential	1043	30.2%
	Vacant Transit	53	1%
	Total Acres within City Limits	3457	100%

Table 21: Land Use by Location (impact area)

Location		Acres	% of Total
	Land Use		
Impact area			
	Agriculture	7110	42.2%
	Boise River	672	4%
	Church	17	0.1%
	Commercial	89	0.5%
	Industrial	674	4%
	Mixed Use	16	
	Public	61	0.04%
	Residential (low density)	5515	33%
	Star City Limits	715	4%
	Vacant Commercial	83	0.5%
	Vacant Industrial	149	1%
	Vacant Residential	1675	10%
	Vacant Transit	55	0.3%
	Total Acres within Impact Area	16831	100%

Current Land Use Patterns

Agriculture

Six percent (6%) of the land in the City and 42 percent of the land in the impact area is used for existing agricultural activities. Agricultural land is the primary land use in the area of city impact. The percentage of agriculture land in the City is much lower

since much of this land has already transitioned primarily to low density residential or is currently vacant residential and will soon become residential. A majority of the agricultural land, especially in the impact area will transition to residential or other uses during the next twenty-five years.

Agricultural land is scattered throughout the impact area. Inside city limits, agricultural land is mostly found west of Hawthorne Avenue around East 9th Street and just south of Purple Sage Road and east of Middleton Road. Middleton recognizes agricultural land as a natural resource important to the economy of the community and will continue to acknowledge agriculture operators' rights under Idaho's Right to Farm Act.

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 (36%) of the land area within the City and the impact area (33%). The percentage of vacant residential is significantly higher in the City (30%) than the impact area (10%). This can partly be explained by the high percentage of agriculture land use in the impact area (42%).

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 (36%) in the City of Middleton.

Large portions of vacant residential (36%) 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 Telega,

as well as extensive areas in between Duff Lane and Lansing Lane and Foothill Road and Cornell Street.

Multi-Family Residential (Higher Density)

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.

Transit-oriented Development (High Density)

The purpose of the Transit-Oriented Development (TOD) zone is to encourage high density residential and light commercial uses in close proximity to a high capacity public transportation network, system or stop/station in an effort to reduce vehicle traffic congestion and air-quality degradation, encourage common carrier transportation, and improve residents' quality of life.

Restaurants, Retail and Recreation

The purpose of the Restaurant, Retail and Recreation (RRR) zone is to consolidate land uses most likely use by pedestrians. The intent is to encourage development that increases walkability, reduces vehicular congestion and allows consumers to visit multiple use types without having to use their vehicles.

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 (see the 2018 Land Use Map). Another 2% of land in the City is considered to be vacant commercial, while in the impact area it makes up 0.5% 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 0.6% of total land uses in the City, while vacant mixed use is 3% in the City (see the 2018 Land Use Map).

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 (2% in the City and 4% in the impact area, as well as 0.3% for vacant industrial in the City and 1.0 for vacant industrial in the impact area)(see the 2018 Land Use Map). 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 (11%) than the impact area (0.4%). 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% (see the 2018 Land Use Map).

Vacant Transit

The City anticipates that a transit line will run through Middleton at some time in the future. This transit route is shown on the “Transit Routes,” and “Transportation Schools and Recreation” maps. The route is generally east-west between Can-Ada Road on the east and Emmett Road on the west, and between the Boise River and State Highway 44.

Four transit stations are desired along the route and identified on the Future Land Use Map and Transit Map. Each station is the intended center of a transit-oriented development area. Vacant transit areas are 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 medical/business office 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, the Middleton Rural Fire District Impact Fee Advisory Committee, the Caldwell Rural Fire Protection District Impact Fee Advisory Committee, and the Star Fire Protection District Impact Fee Advisory Committee, which are all appointed in the intergovernmental agreement, 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, Caldwell Rural Fire Protection District, Star Fire Protection 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 in the city's 2017 Consumer Confidence Report. This is the same as previous annual reports dating back to at least 2010. All sources of drinking water contain some naturally-occurring contaminants that Middleton disinfects with minimal chlorine doses. Water is sampled and tested five days a week, and there were no violations by any contaminants in 2017.

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 is served by the Middleton Rural Fire District north of the Boise River and west of Star Fire Protection District, by the Caldwell Fire Protection District for areas that are south of the Boise River, by the Star Fire Protection District for areas east of the Middleton Rural Fire District, and by the Canyon County Ambulance District throughout the City.

Middleton Rural Fire District: encompasses approximately 110 square miles. The services provided include fire suppression (structure & wildland), fire prevention, hazardous materials operations, rescue, extrication, and emergency medical services. The District responds to over 1500 requests for service annually.

Middleton Rural Fire District is classified as a Combination Department with 12 Full-Time Firefighters, five Reserve Firefighters, one Battalion Chief. The District shares a Fire Chief, District Administrator, Deputy Chief of Operations, Deputy Chief of Health

& Safety, and an administrative Assistant with the Star Fire Protection District pursuant to the Star/Middleton Interagency Coordinated Governmental Services Contract.

The District operates nine pieces of equipment that include two structural engines, two water tenders, two brush trucks, two command vehicles and one utility vehicle. The District also maintains mutual-aid agreements with all surrounding jurisdictions for response to incidents.

The District operates out of Station No. 53, built in 2000 and located in downtown Middleton. The current Administrative Headquarters for the Fire District is shared with the Star Fire Protection District located at 11665 W. State St., Suite B, Star, ID 83669. Fire Station No. 54 is approximately two miles northwest of downtown and is in the path of residential growth. This station allows for storage of vehicles and is planned for remodel and full time staffing due to growth in the District.

Caldwell Rural Fire Protection District: encompasses approximately 85 square miles. The services are provided by the City of Caldwell Fire Department pursuant to a Firefighting and Life Preservation Service Agreement [Joint Exercise of Power and Interagency Agreement] by and between the Fire District and the City of Caldwell. Services provided include fire suppression (structure and wildland), fire prevention, hazardous materials technician response, rescue, extrication, and emergency medical services throughout the Fire District. The Caldwell Fire Department responds to over 7,500 requests for service annually with approximately 1,200 located within the Fire District.

The Caldwell Fire Department is currently considered a Career Department with over 60 career staff. The Caldwell Rural Fire Protection District is working on the development of a part-time program with the goal to go to 24 part-time personnel. This combined effort is the most cost-effective way to meet the needs of those in Caldwell Rural Fire Protection District's communities.

The Caldwell Fire Department operates six Type 1 structural engines, one aerial ladder truck, one 3,000-gallon water tender, two BLS squads, a regional Hazardous Material Response Team, Technical Rescue Operations, and multiple staff vehicles.

The Fire Department and Fire District also maintain mutual-aid agreements with all surrounding jurisdiction for response to incidents.

The Caldwell Fire Department has three stations strategically located within the City of Caldwell while the Fire District currently has one located in the City of Notus.

Star Fire Protection District: The properties within the city limits that are located east of the Middleton Rural Fire District (east of Whisper Creek Drive) are served by the Star Fire Protection District. Other areas of the City to the west are served by the Middleton Rural Fire District, and the area of the City located south of the Boise River is served by Caldwell Fire Protection District. The Fire Protection District encompasses approximately 55 square miles. The services provided include fire suppression (structure & wildland), fire prevention, hazardous materials operations, rescue, extrication, and emergency medical services. The District responds to over 1,100 requests for service annually.

Star Fire Protection District is classified as a Full Time Department with 21 Full-Time Firefighters, 2 Battalion Chiefs. It shares a Fire Chief, District Administrator, Deputy Chief of Operations, Deputy Chief of Health & Safety, and an Administrative Assistant with the Middleton Rural Fire District pursuant to the Star/Middleton Interagency Coordinated Governmental Services Contract.

The District operated 13 pieces of equipment that include one 107' aerial ladder truck, two structural engines, one training engine, one water tender, two brush trucks, one water rescue boat, three command vehicles and two utility vehicles. The District also maintains mutual and auto-aid agreements with all surrounding jurisdictions for response to incidents.

The District operates out of two fully staffed Fire Stations. Station 51 is located at 11665 W. State St., Star, ID 83669 and includes the Administrative Headquarters for the Fire District that is shared with the Middleton Rural Fire District administrative staff. Station 52 is located at 232585 Kingsbury Rd., Middleton ID 83644, and is ½ mile from the east side of the Middleton City limits and automatically responds to over 100 calls in

Middleton per year. Station 52 also includes a training ground and live-fire training facility that is utilized by both the Middleton and Star Fire Districts.

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. The Middleton Police Department has nine officers serving for 9,000 people, which meets the strategy to provide one patrol officer per 1,000 residents. 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. Even so, Middleton Police respond to most incidents on State Highway 44 within city limits and is often the first on scene outside city limits due to proximity. The Canyon County jail and courts are located in Caldwell, Idaho, approximately 10 miles south of Middleton. The county provides felony investigation and prosecutorial services, public defense and all court related services according to state law.

Irrigation and Drainage

Separate districts, companies and lateral operators within the Middleton area are responsible for delivering irrigation water through more than 137 miles of irrigation and drainage open-ditch 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 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 desirability 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 raise a family.

The Idaho Parks and Recreation Department recommends the acreage standard for parklands is 10-acres for each 1,000 population. In 2018, City of Middleton owns and maintains 22.38 acres of improved parks and 129.5 acres of unimproved parks for a population of about 9,190. The City is taking steps to acquire and improve parkland as population increases and city boundaries expand so residents can enjoy and benefit from the physical and mental benefits received from nature, leisure and athletic parks

There are two entities in Middleton that own and maintain public parks in various stages of improvement: the City of Middleton and the Greater Middleton Parks and Recreation District.

The City parks each have 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 and owns and maintains the following improved parks totaling about 22.38 acres:

- Middleton Place Park with basketball, baseball, volleyball and tennis facilities;
- Piccadilly Park with skate/scooter/bicycle, splash pad, and market facilities;
- Roadside Park with a horseshoe facility; and
- Davis Park and Centennial Grove.

The City owns about 129.5 acres of vacant land for future parks:

- Meadow Park (two acres) near The Crossing Subdivision;
- East 9th Street Park – disc golf course (seven acres) near Falcon Valley Subdivision;
- River Street Park – multi-use nature park and wildlife habitat (98 acres) along the north side of the Boise River between Middleton Road and Whiffin Lane; and
- Crane Creek Park – athletic fields (eight acres) west of Crane Creek Way.

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, and city council accepted, a condition of approval to make 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. These parks are referred to as Westpark No. 1, etc. and are open to the public for use.

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.

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 N. Piccadilly Ave. 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. The park currently also includes a park-and-ride parking lot, splash pad, plaza/farmers market area, and an eight-foot wide asphalt pathway connecting different sections of the park to each other, and connect to

pathways or sidewalks that lead from neighborhoods to schools, downtown and other parks. When completed, the park will also include the following: interactive creek, zip line for youth ages 5-12, 30-foot tall climbing pyramid, play equipment, outdoor fitness stations, restrooms, and an amphitheater with a trellis-covered walkway.

River Street Park is a City-owned 98 acre nature park to be developed on the north side of the Boise River, south of Middleton Middle School, with the following anticipated features: greenbelt, fishing pond, recreation pond, river raft pull-outs, a radio control airplane park, veterans memorial, epic swings, several wildlife habitat areas, equestrian trails, dog park, bicycle repair station, shelter and picnic tables, restrooms and drinking fountain, and parking lots.

Crane Creek Park is a city owned eight-acre park to be developed on the south side of Mill Slough west of Crane Creek Way with the following anticipated features: large open irrigated grass fields, parking, restrooms, bicycle repair station and stands, drinking fountain, and shade trees along the walking path.

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 park owned and maintained by the district. It contains 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 possible 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 93 square miles in northeast Canyon County. Middleton School District #134 is comprised of three existing elementary schools, one middle school, one high school and one alternative high school. 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).

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

Surface 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

The source of domestic water used by residents is the Snake River aquifer. The water is abundant, domestic well depths surrounding Middleton vary from about 28 to 200 feet deep, with many artesian wells, most of which are documented at the Idaho Department of Water Resources, which is the permitting agency.

Groundwater levels have increased in some Middleton areas while slightly decreasing in others during the past three decades, during which time the population has more than doubled. Groundwater levels in the Middleton area show to experts no signs of being in jeopardy of or significantly decreasing. To a large extent, this is due to the Middleton area being where return-flow farmland irrigation water percolates and recharges the aquifer .

Results of city weekday samples of groundwater taken at municipal well sites have historically and consistently demonstrated few pollutants as defined by federal and state water-quality regulations. Minimal treatment of groundwater is necessary by the city to provide desirable potable water for drinking from the tap and other domestic uses.

The groundwater source, quantity and quality in the area are found in plentiful supply and excellent condition.. The city's future population projection at an annual average of five percent, and corresponding future land uses, remain consistent with trends and patterns over the past 40 years. Based on historical and recent water measurements and sample-testing, all indications are that the groundwater source, quantity and quality in the area will maintain as long as farms remain in the upper watershed. Pursuant to Idaho Code 67-6537(4), the effect the amended comprehensive plan has on the source, quantity and quality of water in the area is anticipated to be negligible for the foreseeable future.

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

Community Design is an analysis of landscaping, building design, tree planning, signs, and suggested patterns and standards for community design development, including site design, aesthetics, signage, harmony 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 and how uses fit together most harmoniously. 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, commercial, recreational, , industrial areas, and residential neighborhoods. Protecting gateways into the City, landscaping, setbacks, on-street and off-street lighting, traffic access, sign standards, beautification along roads and pathways, parking lots and impacts of State Highway 44 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 this community transitions from a rural to a suburban community, the City will assess and identify design elements for new residential and commercial development.

Elements of the Middleton community design include: (1) annexation of contiguous and adjacent properties; 2) transition from agricultural to a rural-residential

and sub-urban community; 3) development of an alternate State Highway 44 route; 4) the Boise River with wildlife and recreation opportunities; and 5) 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.

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.

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 to achieve the objectives and imply clear commitment and express the manner in which future actions will be taken. The goals, objectives and implementation strategies individually and collectively are deemed policies.

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.

Annexation Plan

Goal 1. Build a united community of informed, skilled and personally-responsible individuals, the Middleton Community, based on the values of safety, peace, health, space, small-city rural atmosphere, plenty of parking, good schools, family-fun community events, and minimal sirens, horns and noise.

Objective A. Be proactive, not reactive, in planning, preparing, budgeting and delivering city services to properties now and reasonably expected in the future.

Everybody matters and everything affects everything else; no individual or property is an island; this is one community, one state and one nation.

Strategy 1. Keep options open for future elected officials providing city services.

Strategy 2. Enact development impact fee ordinances, adopt capital improvement plans, and enter into intergovernmental agreements to assure that new development pays for improvements needed because of that development's impact on infrastructure systems and services provided by the city and on the fire districts that provide services within the city.

Strategy 3. Properties served by city services pay a fair share for the services.

Strategy 4. Extend city services in an environmentally and fiscally-responsible manner.

Private Property Rights

Goal 2: 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 3: 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, pathways, and a river-side greenbelt.

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 restaurant, retail, recreation 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 4: 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: Promote quality of life and general welfare by using space and privacy considerations when determining how close residential buildings are to each other.

Strategy 2: Provide a buffer between residential and abutting commercial and industrial.

Strategy 3: Adopt ordinances that protect property rights and stabilize property values.

Strategy 4: Research and adopt land management practices used in other communities that promote a good quality of life and maintain small town character.

Strategy 5: Concentrate and encourage commercial development near Duff Lane and Emmett Road at State Highway 44 (as noted on the Future Land Use Map).

Strategy 6: Concentrate and encourage restaurants, retail (small-ticket-item only), and recreation uses in the RRR zone located on both sides of Middleton Road between Crane Creek Way and Duff Lane.

Strategy 7: Allow mixed use in appropriate locations within the City.

Strategy 8: Periodically review zoning districts in city code and change them as needed to reflect changing land use trends.

Goal 5: 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 6: 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 7: 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 8: Promote a vibrant community 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 a new restaurant, retail, and recreation (RRR) area located on both sides of Middleton Road between Crane Creek Way and Duff Lane.

Strategy 3: Establish city water, sewer, roads and fiber optics to commercial, industrial, and restaurants, retail, and recreation (RRR) areas.

Objective B: Improve the tourism economy in the City.

Strategy 1: Provide destination type amenities for residents and visitors, such as a skate-park, 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 9: Increase the number of parks throughout the City.

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

Strategy 1: Emphasize development and dedication of land and pathways for parks and recreation.

Strategy 2: Create a river district between Whiffin Lane and Duff Lane south of Highway 44 and adjacent to the Boise River.

Goal 10: 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 11: 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 12: Participate with other cities and organizations in the Treasure Valley to make provision for those with mental illness and homelessness in Middleton.

Objective A: Promote projects that provide housing for the mentally ill or homeless.

Strategy 1: [Intentionally left blank at this time for future consideration]

Schools

Goal 13: 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 14: 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 15: 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 16: 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 17: 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 18: 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 19: 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 20: 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 21: 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 22: Establish interesting gathering places that encourage walkability and promote good health and positive social interaction.

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

Strategy 1: Locate city parks and 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: Ensure that city parks and plazas are 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 23: Promote a walkable community 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.

Objective B: Plan and design roadway, sidewalk and pathway improvements that are inviting to bicyclists and pedestrians that connect to restaurants, retail, and recreation facilities in the river district.

Strategy 1: Establish signs and clear road markings for pedestrians and bicyclists to safely cross roads.

Strategy 2: Establish clear and consistent sign types, formats and styles.

Strategy 3: Fashion gathering places and group settings that include gardens, landscaping, and public art.

Public Safety

Goal 24: 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.

Objective B: Promote a community culture of respect for individuals.

Strategy 1: Maintain good sportsmanship among players, coaches and spectators at practices, games and tournaments.

Strategy 2: Take steps to prevent intimidation, harassment and bullying in public buildings, facilities and parks.

Strategy 3: Infuse good sportsmanship into all competitions, and diffuse conflict and controversy.

Goal 25: 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 – Development on vacant land that is surrounded by other properties that have already developed.

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 - An 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. 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.

COMPREHENSIVE PLAN MAPS

Area of City Impact Map

Functional Classification Map

Transit Map

Future Acquisitions Map

Future Land Use Map

Transportation, Schools and Recreation Map

APPENDIX

- A – Attorney General’s Property Rights Checklist
- B - Capital Improvement Plan – City-owned Parks & Middleton Police Department
- C - Capital Improvement Plan – Transportation System
- D - Capital Improvement Plan – Middleton Rural Fire District
- E - Capital Improvement Plan – Greater Middleton Parks & Recreation District
- F – Capital Improvement Plan – Caldwell Rural Fire District
- G – Capital Improvements Plan – Star Fire Protection District
- H – Resolution Adopting Comprehensive Plan

EXHIBIT A

Attorney General's Property Rights Checklist

Exhibit A

Idaho Regulatory Takings Act Guidelines APPENDIX C: REGULATORY TAKINGS CHECKLIST

State of Idaho Office of the Attorney General Regulatory Takings Checklist		
	Yes	No
1 Does the Regulation or Action Result in Either a Permanent or Temporary Physical Occupation of Private Property?	<hr/>	<hr/>
2 Does the Regulation or Action Require a Property Owner to Either Dedicate a Portion of Property or to Grant an Easement?	<hr/>	<hr/>
3 Does the Regulation Deprive the Owner of All Economically Viable Uses of the Property?	<hr/>	<hr/>
4 Does the Regulation Have a Significant Impact on the Landowner's Economic Interest?	<hr/>	<hr/>
5 Does the Regulation Deny a Fundamental Attribute of Ownership?	<hr/>	<hr/>
6 (a) Does the Regulation Serve the Same Purpose That Would Be Served by Directly Prohibiting the Use or Action?	<hr/>	<hr/>
(b) Does the Condition Imposed Substantially Advance That Purpose?	<hr/>	<hr/>
Remember: Although a question may be answered affirmatively, it does not mean that there has been a "taking." Rather, it means there could be a constitutional issue and that proposed action should be carefully reviewed with legal counsel.		

This checklist should be included with a requested analysis pursuant to Idaho Code § 67-8003(2).

Resolution 2019-435
Exhibit A

EXHIBIT B

Impact Fee Study and Capital Improvement Plan For City Owned Parks and Middleton Police Department



Capital Improvement Plan and Development Impact Fee Study

Submitted to:
City of Middleton, Idaho

June 26, 2023

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Impact Fee Study City of Middleton, Idaho

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EXECUTIVE SUMMARY

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

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

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

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

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

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

The geographic area for all fees is the City of Middleton. The Parks & Recreation fees are based on residential demand, while the Police fees are calculated for both residential and nonresidential development.

IDAHO DEVELOPMENT IMPACT FEE ENABLING LEGISLATION

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

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

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

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

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

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

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

SUMMARY OF CAPITAL IMPROVEMENT PLANS AND DEVELOPMENT IMPACT FEES

METHODOLOGIES AND CREDITS

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

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

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

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

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

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

FEE METHODOLOGIES

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

Figure 1. Summary of Impact Fee Methodologies

Fee Category	Service Area	Cost Recovery	Incremental Expansion	Plan-Based	Cost Allocation
Parks & Recreation	Citywide		Park Land Development, Park Improvements, Pathways	Prof./Engineering Studies	Persons
Police	Citywide		Police Station, Vehicle, Equipment	Impact Fee Study	Persons, Nonres Vehicle Trips

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

PARKS & RECREATION CAPITAL PLAN

The Parks & Recreation development impact fee is based on the existing level of service provided for park improvements. To serve projected growth at current levels of service the City will need to develop 34 park acres and provide 16 new park improvements over the next ten years. Listed in Figure 2 are the capital improvement plans for park expansion of the next ten years. The improvements planned are consistent with growth-related needs to continue providing the current level of service.

Figure 2. Parks & Recreation Capital Improvement Plan

Parks & Recreation Capital Improvement Plan	
Park	Cost
River Walk Park	
Master Planning	\$20,000
Topographic Surveys	\$20,000
Flood planning	\$130,000
Engineering Support	\$300,000
Environmental Mitigation	\$373,746
East Road	\$437,500
Northern Roadway	\$289,100
Parking Lots	\$1,568,160
Dog Park	\$57,000
Beach Sand	\$94,500
Landscaping	\$100,000
Boardwalk	\$100,000
Additional Docks	\$285,000
Restrooms	\$850,000
Picnic Shelters	\$200,000
Emergency Services Shed	\$30,000
Utilities Extensions	\$603,000
Pond Pumps	\$30,000
Site Preparation	\$200,000
Middleton Place Park	
Pickleball Courts	\$90,000
Inclusive Playground	\$100,000
Irrigation Pump	\$15,000
Roadside Park	
Irrigation Pump	\$15,000
Grove Park	
Irrigation Pump	\$15,000
Total	\$5,923,006

The pathway analysis is based on the existing level of service. To serve projected growth at current levels of service the City will need to provide 1.8 new pathway miles over the next ten years. Listed in Figure 3 are the capital improvement plans for pathway expansion. The projects from the plan are consistent with growth-related needs to continue providing the current level of service.

Figure 3. Pathway Capital Improvement Plan

Future Planned Pathway Expansions		
Pathways	Linear Feet	Cost
Northern Pathway River Walk Park 8'	4,255	\$172,500
Southern Pathway River Walk Park 12'	4,326	\$624,815
Internal Pathways River Walk Park 8'	8,086	\$300,000
East Border River Walk Park	6,384	\$153,000
Piccadilly Park	1,110	\$75,000
Total	24,161	\$1,325,315

POLICE CAPITAL PLAN

The police analysis is based on the existing level of service for the police station, provided vehicles, and equipment. To serve projected growth at current levels of service the City will need to provide 1,586 new square feet for the police station, 5.4 new vehicles, and 47.3 new units of equipment over the next ten years. Listed in Figure 4 are the capital improvement plans for the police department. The projects from the plan are consistent with growth-related needs to continue providing the current level of service.

Figure 4. Police Capital Improvement Plan

Type of Capital Infrastructure	Total Cost	% Attributed to Growth	Growth's Cost
Facility – New Police Department	\$2,550,000	50%	\$1,275,000
Additional Vehicles (8)	\$584,000	100%	\$584,000
Additional Vehicle Computers (9)	\$13,500	100%	\$13,500
Additional Officer Equipment Set (8)	\$96,000	100%	\$96,000
Additional Body Worn Cameras (8)	\$8,000	100%	\$8,000
Additional Desktop Computers w/monitors	\$2,500	100%	\$2,500
Additional AED	\$1,900	100%	\$1,900
Replace current patrol vehicles (9)	\$540,000	0%	\$0
Replace current Officer Equipment Set (9)	\$108,000	0%	\$0
Thermal Imager	\$18,000	50%	\$9,000
Animal control/Code enforcement vehicle	\$60,000	100%	\$60,000
Animal control officer equipment	\$12,000	100%	\$12,000
Drone	\$3,500	50%	\$1,750
Plates/Carriers/Shield/Helmet	\$46,400	50%	\$23,200
Detective Vehicle	\$25,000	50%	\$12,500

MAXIMUM SUPPORTABLE DEVELOPMENT IMPACT FEES BY TYPE OF LAND USE

Figure 5 provides a schedule of the maximum supportable development impact fees by type of land use for the City of Middleton. The fees represent the highest supportable amount for each type of applicable land use and represents new growth's fair share of the cost for capital facilities. The City may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

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

Figure 5. Summary of Maximum Supportable Development Impact Fees by Land Use

Development Type	Parks & Recreation	Police	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Residential (per housing unit)					
Single Family	\$2,313	\$337	\$2,650	\$2,030	\$620
Multifamily	\$2,361	\$344	\$2,705	\$2,030	\$675
Nonresidential (per 1,000 square feet)					
Retail	-	\$422	\$422	\$150	\$272
Office	-	\$163	\$163	\$150	\$13
Industrial	-	\$73	\$73	\$150	(\$77)
Institutional	-	\$293	\$293	\$150	\$143

CAPITAL IMPROVEMENT PLANS

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

First, Figure 6 and Figure 7 lists the projected growth over the next ten years in Middleton. Overall, there is an estimated 49.5 percent increase in residential development (5,303 new peak population residents and 1,840 new housing units) and a 23.7 percent increase in nonresidential development (301 new jobs and 243,000 square feet of development). Further details can be found in the Appendix B. Demographic Assumptions.

Figure 6. Ten-Year Projected Residential Growth

City of Middleton, ID	Base Year 2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
Population [1]	10,720	11,250	11,781	12,311	12,841	13,371	13,902	14,432	14,962	15,493	16,023	5,303
Percent Increase		4.9%	4.7%	4.5%	4.3%	4.1%	4.0%	3.8%	3.7%	3.5%	3.4%	49.5%
Housing Units [2]												
Single Family	3,592	3,770	3,948	4,126	4,304	4,482	4,660	4,838	5,016	5,194	5,372	1,780
Multifamily	130	136	142	148	154	160	166	172	178	184	190	60
Total Housing Units	3,722	3,906	4,090	4,274	4,458	4,642	4,826	5,010	5,194	5,378	5,562	1,840

[1] Population projections are based on housing growth and PPHU factors

[2] Housing projections are based on building permit trends

Figure 7. Ten-Year Projected Nonresidential Growth

Industry	Base Year 2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
Jobs [1]												
Retail	363	366	369	372	383	394	405	417	429	439	449	86
Office	108	109	110	111	114	117	121	124	128	131	134	26
Industrial	92	93	94	94	97	100	103	106	109	111	114	22
Institutional	706	712	718	724	745	766	788	811	834	854	874	168
Total	1,269	1,280	1,291	1,302	1,339	1,377	1,417	1,458	1,499	1,534	1,570	301
Percent Increase		0.8%	0.8%	0.8%	2.9%	2.9%	2.9%	2.9%	2.9%	2.3%	2.3%	23.7%
Nonresidential Floor Area (1,000 sq. ft.) [2]												
Retail	171	172	174	175	180	186	191	196	202	207	212	41
Office	33	33	34	34	35	36	37	38	39	40	41	8
Industrial	59	59	60	60	62	64	65	67	69	71	73	14
Institutional	760	766	772	779	801	824	848	872	897	918	940	180
Total	1,022	1,031	1,040	1,049	1,079	1,110	1,141	1,174	1,208	1,236	1,265	243

[1] Source: Community Planning Association of Southwest Idaho (Compass) job growth rate for greater Middleton

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

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

PARKS & RECREATION CAPITAL IMPROVEMENT PLAN

The City has maintained a level of service of 6.36 acres and 2.99 park improvements per 1,000 residents. The Parks & Recreation development impact fee is based on the existing level of service provided for park improvements. The use of existing standards means there are no existing infrastructure deficiencies. New development is only paying its proportionate share for growth-related infrastructure.

Based on the 10-year population projection there is a growth-related need for 33.8 park acres developed and 16 park improvements totaling \$3,713,700 capital cost. Figure 8 identifies the Parks & Recreation capital plans for the next ten years. The improvements planned are consistent

with growth-related needs to continue providing the current level of service. Shown in the figure, the park improvement capital expansion plans meet or exceed the projected need to accommodate growth.

Figure 8. Parks & Recreation Capital Improvement Plan

Parks & Recreation Capital Improvement Plan	
Park	Cost
River Walk Park	
Master Planning	\$20,000
Topographic Surveys	\$20,000
Flood planning	\$130,000
Engineering Support	\$300,000
Environmental Mitigation	\$373,746
East Road	\$437,500
Northern Roadway	\$289,100
Parking Lots	\$1,568,160
Dog Park	\$57,000
Beach Sand	\$94,500
Landscaping	\$100,000
Boardwalk	\$100,000
Additional Docks	\$285,000
Restrooms	\$850,000
Picnic Shelters	\$200,000
Emergency Services Shed	\$30,000
Utilities Extensions	\$603,000
Pond Pumps	\$30,000
Site Preparation	\$200,000
Middleton Place Park	
Pickleball Courts	\$90,000
Inclusive Playground	\$100,000
Irrigation Pump	\$15,000
Roadside Park	
Irrigation Pump	\$15,000
Grove Park	
Irrigation Pump	\$15,000
Total	\$5,923,006

PATHWAY CAPITAL IMPROVEMENT PLAN

The City has maintained a level of service of 0.34 miles per 1,000 residents. The pathway development impact fee is based on the existing level of service provided for pathways. The use of existing standards means there are no existing infrastructure deficiencies. New development is only paying its proportionate share for growth-related infrastructure.

The growth-related need for pathways based on the 10-year projected growth is 1.8 miles, totaling \$522,000 capital cost. Listed in Figure 9 are the capital improvement plans for pathway expansion identified by City staff. The projects from the plan are consistent with growth-related needs to continue

providing the current level of service. Shown in the figure, the pathway capital expansion plans meet or exceed the projected need to accommodate growth.

Figure 9. Pathway Capital Improvement Plan

Future Planned Pathway Expansions		
Pathways	Linear Feet	Cost
Northern Pathway River Walk Park 8'	4,255	\$172,500
Southern Pathway River Walk Park 12'	4,326	\$624,815
Internal Pathways River Walk Park 8'	8,086	\$300,000
East Border River Walk Park	6,384	\$153,000
Piccadilly Park	1,110	\$75,000
Total	24,161	\$1,325,315
Cost per Linear Foot		\$55
Cost per Mile		\$290,000

POLICE CAPITAL IMPROVEMENT PLAN

The police development impact fee is based on the existing level of service for the police station, provided vehicles, and equipment. The use of existing standards means there are no existing infrastructure deficiencies. New development is only paying its proportionate share for growth-related needs.

The growth-related need for new police facilities based on the 10-year projected growth is 1,586 square feet, totaling \$222,102. The growth-related need for new police vehicles is 5.4 units, totaling \$398,948 capital cost. The growth-related need for new police equipment is 47.3 units totaling \$94,529 capital cost. Listed in Figure 10 are the capital improvement plans for police infrastructure identified by the City of Middleton. Shown in the figure, the facility, vehicle, and equipment capital expansion plans meet or exceed the projected need to accommodate growth.

Figure 10. Police Capital Improvement Plan

Type of Capital Infrastructure	Total Cost	% Attributed to Growth	Growth's Cost
Facility – New Police Department	\$2,550,000	50%	\$1,275,000
Additional Vehicles (8)	\$584,000	100%	\$584,000
Additional Vehicle Computers (9)	\$13,500	100%	\$13,500
Additional Officer Equipment Set (8)	\$96,000	100%	\$96,000
Additional Body Worn Cameras (8)	\$8,000	100%	\$8,000
Additional Desktop Computers w/monitors	\$2,500	100%	\$2,500
Additional AED	\$1,900	100%	\$1,900
Replace current patrol vehicles (9)	\$540,000	0%	\$0
Replace current Officer Equipment Set (9)	\$108,000	0%	\$0
Thermal Imager	\$18,000	50%	\$9,000
Animal control/Code enforcement vehicle	\$60,000	100%	\$60,000
Animal control officer equipment	\$12,000	100%	\$12,000
Drone	\$3,500	50%	\$1,750
Plates/Carriers/Shield/Helmet	\$46,400	50%	\$23,200
Detective Vehicle	\$25,000	50%	\$12,500
Total Cost of Infrastructure	\$4,068,800		\$2,099,350

FUNDING SOURCES FOR CAPITAL IMPROVEMENTS

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

With that said, the City of Middleton has existing balances in its impact fee funds. These funds will be used in the future to fund the City's CIP. To ensure that the impact fees are only capturing the cost burden to the City's budget, a credit is included to account for these revenue sources. Further details can be found in the body of the report.

PARKS & RECREATION DEVELOPMENT IMPACT FEE ANALYSIS

The Parks & Recreation development impact fee is based on the cost per service unit method specified in Idaho Code 67-8204(16), also referred to as the incremental expansion method elsewhere in this report. Parks & Recreation capital improvements are allocated 100 percent to residential development. Per the Idaho Act, the service unit is a person.

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

- Park land development
- Park improvements
- Park pathways
- Share of the development impact fee

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

PARKS & RECREATION LEVEL OF SERVICE AND COST ANALYSIS

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

PARK LAND DEVELOPMENT & IMPROVEMENTS

Listed in Figure 11, there are a total of 68.2 acres and 32 improvements within the parks. With a population of 5,303, the level of service is found to be 6.36 acres per 1,000 persons and 2.99 park improvements per 1,000 persons. The level of service is combined with the average cost to develop a park acre and improvement to find the capital cost per person. Park land development costs are based on anticipated future costs that include site preparation, environmental mitigation, irrigation, utilities, and roadways. The average improvement cost is based on the replacement costs of the current improvements at each park.

As a result, the capital cost per person is \$534 for land development (6.36 acres per 1,000 persons x \$84,000 per acre = \$534 per person) and \$164 for park improvements (2.99 improvements per 1,000 persons x \$55,000 per improvement = \$164 per person).

Figure 11. Park Level of Service & Cost Analysis

Parks	Park Land (acres)	Park Improvements
Davis Park	0.2	1
Piccadilly Park	5.4	14
Middleton Place Park	15.0	11
Grove Park	0.5	2
Roadside Park	1.1	4
Hillside Park [2]	3.9	0
Green Belt Park [3]	42.0	0
Total	68.2	32

Level-of-Service Standards	Land Dev	Improvements
Residential Share	100%	100%
Share of Acres/Improvements	68.2	32
2022 Population	10,720	10,720
Acres/Improvements per 1,000 Persons	6.36	2.99

Cost Analysis	Land Dev	Improvements
Acres/Improvements per 1,000 Persons	6.36	2.99
Average Cost per Acre/Improvement [1]	\$84,000	\$55,000
Capital Cost per Person	\$534	\$164

Source: City of Middleton

[1] Land dev costs are based on anticipated future costs and improvement cost is based current insurance valuation

[2] Leased park, improvements completed by GMPRD

[3] City-owned acres, not utility-owned

PATHWAYS

Listed in Figure 12, there is a total of 3.66 pathway miles that are providing citywide benefit to the residents. With a population of 10,720, the level of service is found to be 0.34 miles per 1,000 persons. The level of service is combined with the average cost per mile to find the capital cost per person. Based on current project estimates in Middleton, the average cost to construct a mile is \$290,000. As a result, the pathway capital cost per person is \$99 (0.34 miles per 1,000 persons x \$290,000 per mile = \$99 per person, rounded).

Figure 12. Pathway Level of Service & Cost Analysis

Pathways	Miles
Park and Citywide Trails/Pathways	3.66
Total	3.66

Level-of-Service Standards	Miles
Residential Share	100%
Share of Miles	3.66
2022 Population	10,720
Miles per 1,000 Persons	0.34

Cost Analysis	Miles
Miles per 1,000 Persons	0.34
Average Cost per Mile [1]	\$290,000
Capital Cost per Person	\$99

Source: City of Middleton

[1] Average cost per mile in City's Capital Plan

PROFESSIONAL & ENGINEERING STUDIES

Under the Idaho enabling legislation, the City of Middleton is able to recover the cost of needed professional, engineering, and master planning related to park development and the impact fee study through the collection of future fees. Listed in Figure 13 there is a total cost of \$496,800 for all needed studies. The City anticipates conducting these reviews over the next ten years. Thus, the capital cost per person is found by comparing the total cost to the ten-year increase in population. As a result, shown in Figure 13, the cost per person is \$94.

Figure 13. Parks & Recreation Professional & Engineering Studies

10-Year Need for Prof/Engineering Studies		Cost of Prof. Studies [1]	Residential Share	Residential Cost
Master Planning	\$20,000	\$496,880	100%	\$496,880
Topographic Surveys	\$20,000			
Flood planning	\$130,000			
Engineering Support	\$300,000			
Impact Fee Studies (2)	\$26,880			
Total Cost	\$496,880			
		Residential Growth Share	Ten-Year Population Increase	Capital Cost per Person
		100%	5,303	\$94

[1] Master Plan, topographic surveys, flood planning, engineering support, and impact fee studies (2)

PARKS & RECREATION CAPITAL IMPROVEMENTS NEEDED TO SERVE GROWTH

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

PARK LAND DEVELOPMENT AND PARK IMPROVEMENTS

The current level of service of 6.36 acres per 1,000 persons is combined with the population projections to illustrate the need for new park land development. Also shown in Figure 14, over the next ten years, there is a need for 33.8 acres to be developed. The average cost per acre (\$84,000) is multiplied by the need (33.8 acres) to find the projected capital need from growth (\$2,839,200).

Additionally, the current level of service of 2.99 improvements per 1,000 persons is combined with the population projections to illustrate the need for new park improvements. Shown in Figure 14, over the next ten years, there is a need for 15.9 park improvements. The average cost per improvement (\$55,000) is multiplied by the need (15.9 park improvements) to find the projected capital need from growth (\$874,500).

Figure 14. Project Demand for Park Improvements and Land

Infrastructure		Level of Service		Cost/Unit
Parks		6.36 Acres	per 1,000 persons	\$84,000
		2.99 Improvements	per 1,000 persons	\$55,000

Growth-Related Need for Parks				
Year		Population	Park Dev Acres	Park Improvements
Base	2022	10,720	68.1	32.0
Year 1	2023	11,250	71.5	33.6
Year 2	2024	11,781	74.9	35.2
Year 3	2025	12,311	78.2	36.8
Year 4	2026	12,841	81.6	38.3
Year 5	2027	13,371	85.0	39.9
Year 6	2028	13,902	88.4	41.5
Year 7	2029	14,432	91.7	43.1
Year 8	2030	14,962	95.1	44.7
Year 9	2031	15,493	98.5	46.3
Year 10	2032	16,023	101.9	47.9
Ten-Year Increase		5,303	33.8	15.9
Projected Expenditure			\$2,839,200	\$874,500

Growth-Related Expenditures for Parks			\$3,713,700
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PATHWAYS

The current level of service of 0.34 miles per 1,000 persons is combined with the population projections to illustrate the need for new pathway miles. Shown in Figure 15 over the next ten years, there is a need for 1.8 new miles. The average cost per mile (\$290,000) is multiplied by the need to find the projected capital need from growth (\$522,000).

Figure 15. Project Demand for Pathways

Infrastructure	Level of Service			Cost/Unit
Pathways	0.34	Miles	per 1,000 persons	\$290,000

Growth-Related Need for Pathways			
Year		Population	Trail Miles
Base	2022	10,720	3.6
Year 1	2023	11,250	3.8
Year 2	2024	11,781	4.0
Year 3	2025	12,311	4.1
Year 4	2026	12,841	4.3
Year 5	2027	13,371	4.5
Year 6	2028	13,902	4.7
Year 7	2029	14,432	4.9
Year 8	2030	14,962	5.0
Year 9	2031	15,493	5.2
Year 10	2032	16,023	5.4
Ten-Year Increase		5,303	1.8
Projected Expenditure			\$522,000

Growth-Related Expenditures for Pathways	\$522,000
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PARKS & RECREATION CAPITAL IMPROVEMENT PLANS

Based on the 10-year population projection there is a growth-related need for 34 park acres developed and 16 park improvements totaling \$3,713,700 capital cost. Figure 16 identifies the Parks & Recreation capital plans for the next ten years. The improvements planned are consistent with growth-related needs to continue providing the current level of service.

Figure 16. Parks & Recreation Capital Improvement Plan

Parks & Recreation Capital Improvement Plan	
Park	Cost
River Walk Park	
Master Planning	\$20,000
Topographic Surveys	\$20,000
Flood planning	\$130,000
Engineering Support	\$300,000
Environmental Mitigation	\$373,746
East Road	\$437,500
Northern Roadway	\$289,100
Parking Lots	\$1,568,160
Dog Park	\$57,000
Beach Sand	\$94,500
Landscaping	\$100,000
Boardwalk	\$100,000
Additional Docks	\$285,000
Restrooms	\$850,000
Picnic Shelters	\$200,000
Emergency Services Shed	\$30,000
Utilities Extensions	\$603,000
Pond Pumps	\$30,000
Site Preparation	\$200,000
Middleton Place Park	
Pickleball Courts	\$90,000
Inclusive Playground	\$100,000
Irrigation Pump	\$15,000
Roadside Park	
Irrigation Pump	\$15,000
Grove Park	
Irrigation Pump	\$15,000
Total	\$5,923,006

The growth-related need for pathways based on the 10-year projected growth is 1.8 miles, totaling \$522,000 capital cost. Listed in Figure 17 are the capital improvement plans for pathway expansion identified by City staff. The projects from the plan are consistent with growth-related needs to continue providing the current level of service.

Figure 17. Pathway Capital Improvement Plan

Future Planned Pathway Expansions		
Pathways	Linear Feet	Cost
Northern Pathway River Walk Park 8'	4,255	\$172,500
Southern Pathway River Walk Park 12'	4,326	\$624,815
Internal Pathways River Walk Park 8'	8,086	\$300,000
East Border River Walk Park	6,384	\$153,000
Piccadilly Park	1,110	\$75,000
Total	24,161	\$1,325,315
Cost per Linear Foot		\$55
Cost per Mile		\$290,000

PARKS & RECREATION IMPACT FEE CREDIT ANALYSIS

The Parks & Recreation Capital Improvement Plan (CIP) totals \$7,233,321. Currently, there is \$713,223 in the City's Parks & Recreation Impact Fee Fund for future projects in the CIP. The impact fee fund accounts for 10 percent of the total CIP. To ensure the impact fees are only capturing the growth-related costs to the City's budget, the percent of the current fee funding of the CIP is applied as a credit.

Figure 18. Parks & Recreation Impact Fee Credit

City of Middleton	FY22
Parks Impact Fee Fund	\$713,223
Parks Capital Plan	\$7,233,321
Available Fund Balance % of Plan	10%

PARKS & RECREATION INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 19 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per person of park improvements, acres, pathways, and the impact fee study. The Parks & Recreation impact fee is the product of persons per housing unit multiplied by the total net cost per person. Fees are based on the persons per housing unit based on housing unit type.

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

Figure 19. Parks & Recreation Maximum Supportable Impact Fees

Fee Component	Cost per Person
Park Land Development	\$534
Park Improvements	\$164
Pathways	\$99
Share of Future Studies	\$94
Gross Total	\$891
Credit for Fund Balance (10%)	(\$88)
Net Total	\$803

Residential

Development Type	Persons per Housing Unit	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Residential (per housing unit)				
Single Family	2.88	\$2,313	\$1,726	\$587
Multifamily	2.94	\$2,361	\$1,726	\$635

CASH FLOW PROJECTIONS FOR PARKS & RECREATION MAXIMUM SUPPORTABLE IMPACT FEE

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

At the top of Figure 20 are the growth-related cost by infrastructure type over the next ten years, totaling \$4,732,580. Shown at the bottom of the figure, the maximum supportable Parks & Recreation impact fee is estimated to cover 90 percent of growth-related capital costs. The gap in funding is the result of a 10 percent credit due to existing impact fee monies already collected.

Figure 20. Projected Revenue for Parks & Recreation Maximum Supportable Impact Fee

Infrastructure Costs for Park Facilities

	Total Cost	Growth Cost
Park Land Development	\$2,839,200	\$2,839,200
Park Improvements	\$874,500	\$874,500
Pathways	\$522,000	\$522,000
Share of Future Studies	\$496,880	\$496,880
Total Expenditures	\$4,732,580	\$4,732,580

Projected Development Impact Fee Revenue

		Single Family \$2,313 per unit	Multifamily \$2,361 per unit
Year		Housing Units	Housing Units
Base	2022	3,592	130
1	2023	3,770	136
2	2024	3,948	142
3	2025	4,126	148
4	2026	4,304	154
5	2027	4,482	160
6	2028	4,660	166
7	2029	4,838	172
8	2030	5,016	178
9	2031	5,194	184
10	2032	5,372	190
Ten-Year Increase		1,780	60
Projected Revenue		\$4,117,140	\$141,660
Projected Revenue =>		\$4,259,000	
Total Expenditures =>		\$4,733,000	
Non-Impact Fee Funding =>		\$474,000	

POLICE DEVELOPMENT IMPACT FEES

The Police Development Impact Fee is based on the cost per service unit method specified in Idaho Code 67-8204(16), also referred to as the incremental expansion method elsewhere in this report.

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

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

The residential portion of the fee is derived from the product of persons per housing unit by housing type multiplied by the net capital cost per person. To calculate nonresidential development impact fees, nonresidential vehicle trips are used as the demand indicator. Trip generation rates are highest for commercial developments, such as shopping centers, and lowest for industrial development. Office and institutional land use trip rates fall between the other two categories. This ranking of trip rates is consistent with the relative demand for Police from nonresidential development and thus are the best demand indicators. Other possible nonresidential demand indicators, such as employment or floor area, do not accurately reflect the demand for service. If employees per thousand square feet were used as the demand indicator, Police Development Impact Fees would be too high for office and institutional development. If floor area were used as the demand indicator, the development impact fees would be too high for industrial development. (See the Appendix for further discussion on trip rates and calculations.)

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

COST ALLOCATION FOR POLICE INFRASTRUCTURE

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

Residents that do not work are assigned 20 hours per day to residential development and 4 hours per day to nonresidential development (annualized averages). Residents that work in Middleton are assigned 14

hours to residential development and 10 hours to nonresidential development. Residents that work outside the city are assigned 14 hours to residential development, the remaining hours in the day are assumed to be spent outside of the city working. Inflow commuters are assigned 10 hours to nonresidential development. Based on the most recent functional population data (2019), residential development accounts for 81 percent of the functional population, while nonresidential development accounts for 19 percent.

Figure 21. Middleton Functional Population

City of Middleton (2019)			
<i>Residential</i>		<i>Demand Hours/Day</i>	<i>Person Hours</i>
Population*	7,556		
Residents Not Working	4,702	20	94,040
Employed Residents	2,854		
Employed in Middleton	166	14	2,324
Employed outside Middleton	2,688	14	37,632
Residential Subtotal			133,996
Residential Share =>			81%
<i>Nonresidential</i>			
Non-working Residents	4,702	4	18,808
Jobs Located in Middleton	1,231		
Residents Employed in Middleton	1,065	10	10,650
Non-Resident Workers (inflow commuters)	166	10	1,660
Nonresidential Subtotal			31,118
Nonresidential Share =>			19%
TOTAL			165,114

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

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

POLICE LEVEL OF SERVICE AND COST ANALYSIS

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

POLICE FACILITIES

Listed in Figure 22, the Police Department facility is 3,559 square feet with an estimated replacement cost of \$500,000, or \$140 per square foot. The proportionate share between residential and nonresidential demand of the facility is found by applying the functional population percentages seen above. As a result, 2,883 square feet are attributed to residential demand and 676 square feet are attributed to nonresidential demand. The current level of service is found by comparing the attributed vehicle units to the current population and nonresidential vehicles trips. As a result, there are 268.9 square feet per 1,000 residents and 66.7 square feet per 1,000 vehicles trips.

The average cost per unit is combined with the current levels of service to find the capital cost per demand unit. This results in a cost of \$38 per person and \$9 per vehicle trip (268.9 square feet per 1,000 persons x \$140 per square foot = \$38 per person, rounded).

Figure 22. Police Facilities Level of Service & Cost Analysis

Facility	Square Feet	Replacement Cost
Police Station	3,559	\$500,000
Total	3,559	\$500,000

<i>Level-of-Service Standards</i>	Residential	Nonres
Proportional Share	81%	19%
Share of Square Feet	2,883	676
2022 Population/Nonres. Vehicle Trips	10,720	10,140
Square Feet per 1,000 Persons/Vehicle Trips	268.9	66.7

<i>Cost Analysis</i>	Residential	Nonres
Square Feet per 1,000 Persons/Vehicle Trips	268.9	66.7
Average Cost per Square Foot	\$140	\$140
Capital Cost per Person/Vehicle Trip	\$38	\$9

Source: City of Middleton

POLICE VEHICLES

Listed in Figure 23, the Police department currently has a total of 12 vehicles in the fleet. The replacement cost of these vehicles averages \$74,500 per unit. The proportionate share between residential and nonresidential demand of the facility is found by applying the functional population percentages seen above. As a result, 10 vehicles are attributed to residential demand and 2 vehicles are attributed to nonresidential demand. The current level of service is found by comparing the attributed vehicle units to the current population and nonresidential vehicles trips. As a result, there are 0.91 vehicles per 1,000 residents and 0.22 vehicles per 1,000 vehicles trips.

The average cost per unit is combined with the current levels of service to find the capital cost per demand unit. This results in a cost of \$68 per person and \$16 per vehicle trip (0.91 units per 1,000 persons x \$74,500 per unit = \$68 per person, rounded).

Figure 23. Police Vehicle Level of Service & Cost Analysis

Vehicles	Units
Chevrolet Tahoe	4
Dodge Charger	8
Total	12

<i>Level-of-Service Standards</i>	Residential	Nonres
Proportional Share	81%	19%
Share of Fleet	10	2
2022 Population/Nonres. Vehicle Trips	10,720	10,140
Units per 1,000 Persons/Vehicle Trips	0.91	0.22

<i>Cost Analysis</i>	Residential	Nonres
Units per 1,000 Persons/Vehicle Trips	0.91	0.22
Average Cost per Unit	\$74,500	\$74,500
Capital Cost per Person/Vehicle Trip	\$68	\$16

Source: City of Middleton

POLICE EQUIPMENT

Per the Idaho Act, capital improvements are limited to those improvements that have a certain lifespan. As specified in 67-8203(3) of the Idaho Act, “‘Capital improvements’ means improvements with a useful life of ten (10) years or more, by new construction or other action, which increase the service capacity of a public facility.” Listed in Figure 24 are Police equipment that have a useful life of ten or more years qualifying to be impact fee-eligible.

The proportionate share between residential and nonresidential demand of the facility is found by applying the functional population percentages. As a result, 86 units are attributed to residential demand and 20 units are attributed to nonresidential demand. The current level of service is found by comparing the attributed units to the current peak population and nonresidential vehicles trips. As a result, there is 8.01 units per 1,000 residents and 1.99 units per 1,000 vehicles trips.

The average cost per unit is combined with the current levels of service to find the capital cost per demand unit. This results in a cost of \$16 per person and \$4 per vehicle trip (8.01 per 1,000 persons x \$2,000 per unit = \$16 per person, rounded).

Figure 24. Police Equipment Level of Service & Cost Analysis

Equipment	Units	Total Replacement
Equipment [1]	106	\$195,708
Total	106	\$195,708

<i>Level-of-Service Standards</i>	Residential	Nonres
Proportional Share	81%	19%
Share of Equipment	86	20
2022 Population/Nonres. Vehicle Trips	10,720	10,140
Units per 1,000 Persons/Vehicle Trips	8.01	1.99

<i>Cost Analysis</i>	Residential	Nonres
2022 Population/Nonres. Vehicle Trips	8.01	1.99
Average Cost per Unit	\$2,000	\$2,000
Capital Cost per Person/Vehicle Trip	\$16	\$4

Source: City of Middleton

[1] Equipment w/10-Year usefullife

SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, Middleton is able to recover the cost of the study through the collection of future fees. The total cost of the study has been evenly attributed to the two infrastructure categories, resulting in the Police's share being \$13,440. An impact fee study must be completed every five years, so the attributed cost is compared to the five-year projected increase in population and nonresidential vehicle trips. As a result, the cost per person is \$4 and the cost per vehicle trip is \$3.

Figure 25. Police's Share of the Development Impact Fee Study

Share of Study Cost	Residential Share	Nonresidential Share
\$13,440	81%	19%

Residential Growth Cost	Five-Year Population Increase	Capital Cost per Person
\$10,886	2,651	\$4

Nonresidential Growth Cost	Five-Year Vehicle Trip Increase	Capital Cost per Vehicle Trip
\$2,554	866	\$3

POLICE CAPITAL IMPROVEMENTS NEEDED TO SERVE GROWTH

Needs due to future growth were calculated using the levels of service and cost factors for the infrastructure components. Growth-related needs are a projection of the amount of infrastructure and estimated costs over the next ten years needed to maintain levels of service.

POLICE FACILITIES

The current levels of service are combined with the population and vehicle trip projections to illustrate the need for new Police facilities. Shown in Figure 26, over the next ten years, there is a need for 1,586 square feet. The average cost per square foot is multiplied by the need to find the projected capital need from growth (\$222,102).

Figure 26. Projected Demand for Police Facilities

Infrastructure		Level of Service			Cost/Unit
Police Station		268.9	square feet	per 1,000 persons	\$140
		66.7		per 1,000 trips	

Growth-Related Need for Police Station						
Year		Population	Nonres. Vehicle Trips	Residential Square Feet	Nonresidential Square Feet	Total Square Feet
Base	2022	10,720	10,140	2,883	676	3,559
Year 1	2023	11,250	10,226	3,025	682	3,707
Year 2	2024	11,781	10,313	3,168	688	3,856
Year 3	2025	12,311	10,400	3,310	694	4,004
Year 4	2026	12,841	10,699	3,453	714	4,167
Year 5	2027	13,371	11,006	3,596	734	4,330
Year 6	2028	13,902	11,322	3,738	755	4,493
Year 7	2029	14,432	11,647	3,881	777	4,658
Year 8	2030	14,962	11,982	4,023	799	4,823
Year 9	2031	15,493	12,261	4,166	818	4,984
Year 10	2032	16,023	12,547	4,309	837	5,145
Ten-Year Increase		5,303	2,407	1,426	161	1,586
Projected Expenditure				\$199,629	\$22,473	\$222,102

Growth-Related Expenditures for Police Station				\$222,102
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POLICE VEHICLES

The current levels of service are combined with the population and vehicle trip projections to illustrate the need for new Police vehicle units. Shown in Figure 27, over the next ten years, there is a need for 5.4 units. The average cost per unit is multiplied by the need to find the projected capital need from growth (\$398,948).

Figure 27. Projected Demand for Police Communication System

Infrastructure		Level of Service		Cost/Unit
Vehicles	0.91	units	per 1,000 persons	\$74,500
	0.22		per 1,000 trips	

Growth-Related Need for Vehicles						
Year		Population	Nonres. Vehicle Trips	Residential Units	Nonresidential Units	Total Units
Base	2022	10,720	10,140	9.8	2.2	12.0
Year 1	2023	11,250	10,226	10.2	2.2	12.5
Year 2	2024	11,781	10,313	10.7	2.3	13.0
Year 3	2025	12,311	10,400	11.2	2.3	13.5
Year 4	2026	12,841	10,699	11.7	2.4	14.0
Year 5	2027	13,371	11,006	12.2	2.4	14.6
Year 6	2028	13,902	11,322	12.7	2.5	15.1
Year 7	2029	14,432	11,647	13.1	2.6	15.7
Year 8	2030	14,962	11,982	13.6	2.6	16.3
Year 9	2031	15,493	12,261	14.1	2.7	16.8
Year 10	2032	16,023	12,547	14.6	2.8	17.3
Ten-Year Increase		5,303	2,407	4.8	0.5	5.4
Projected Expenditure				\$359,503	\$39,445	\$398,948

Growth-Related Expenditures for Vehicles				\$398,948
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POLICE EQUIPMENT

The current levels of service are combined with the population and vehicle trip projections to illustrate the need for new Police equipment units. Shown in Figure 28, over the next ten years, there is a need for 47.3 units. The average cost per unit is multiplied by the need to find the projected capital need from growth (\$94,529).

Figure 28. Projected Demand for Police Equipment

Infrastructure		Level of Service			Cost/Unit
Equipment		8.01	units	per 1,000 persons	\$2,000
		1.99		per 1,000 trips	

Growth-Related Need for Equipment						
Year		Population	Nonres. Vehicle Trips	Residential Units	Nonresidential Units	Total Units
Base	2022	10,720	10,140	85.9	20.2	106.0
Year 1	2023	11,250	10,226	90.1	20.3	110.5
Year 2	2024	11,781	10,313	94.4	20.5	114.9
Year 3	2025	12,311	10,400	98.6	20.7	119.3
Year 4	2026	12,841	10,699	102.9	21.3	124.1
Year 5	2027	13,371	11,006	107.1	21.9	129.0
Year 6	2028	13,902	11,322	111.4	22.5	133.9
Year 7	2029	14,432	11,647	115.6	23.2	138.8
Year 8	2030	14,962	11,982	119.8	23.8	143.7
Year 9	2031	15,493	12,261	124.1	24.4	148.5
Year 10	2032	16,023	12,547	128.3	25.0	153.3
Ten-Year Increase		5,303	2,407	42.5	4.8	47.3
		Projected Expenditure		\$84,951	\$9,578	\$94,529

Growth-Related Expenditures for Equipment		\$94,529
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POLICE CAPITAL IMPROVEMENT PLAN

The growth-related need for new police facilities based on the 10-year projected growth is 1,586 square feet, totaling \$222,102. The growth-related need for new police vehicles is 5.4 units, totaling \$398,948 capital cost. The growth-related need for new police equipment is 47.3 units totaling \$94,529 capital cost. Listed in Figure 29 are the capital improvement plans for police infrastructure identified by the City of Middleton. Shown in the figure, the facility, vehicle, and equipment capital expansion plans meet or exceed the projected need to accommodate growth.

Figure 29. Police Capital Improvement Plan

Type of Capital Infrastructure	Total Cost	% Attributed to Growth	Growth's Cost
Facility – New Police Department	\$2,550,000	50%	\$1,275,000
Additional Vehicles (8)	\$584,000	100%	\$584,000
Additional Vehicle Computers (9)	\$13,500	100%	\$13,500
Additional Officer Equipment Set (8)	\$96,000	100%	\$96,000
Additional Body Worn Cameras (8)	\$8,000	100%	\$8,000
Additional Desktop Computers w/monitors	\$2,500	100%	\$2,500
Additional AED	\$1,900	100%	\$1,900
Replace current patrol vehicles (9)	\$540,000	0%	\$0
Replace current Officer Equipment Set (9)	\$108,000	0%	\$0
Thermal Imager	\$18,000	50%	\$9,000
Animal control/Code enforcement vehicle	\$60,000	100%	\$60,000
Animal control officer equipment	\$12,000	100%	\$12,000
Drone	\$3,500	50%	\$1,750
Plates/Carriers/Shield/Helmet	\$46,400	50%	\$23,200
Detective Vehicle	\$25,000	50%	\$12,500
Total Cost of Infrastructure	\$4,068,800		\$2,099,350

POLICE IMPACT FEE CREDIT ANALYSIS

The Police Capital Improvement Plan (CIP) totals \$2,126,230. Currently, there is \$149,315 in the City's Police Impact Fee Fund for future projects in the CIP. The impact fee fund accounts for 7 percent of the total CIP. To ensure the impact fees are only capturing the growth-related costs to the City's budget, the percent of the current fee funding of the CIP is applied as a credit.

Figure 30. Credit for Existing Impact Fee Fund Balance

City of Middleton	FY22
Police Impact Fee Fund	\$149,315
Police Capital Plan	\$2,126,230
Available Fund Balance % of Plan	7%

POLICE INPUT VARIABLES AND DEVELOPMENT IMPACT FEES

Figure 31 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per person and vehicle trip. The residential Police Development Impact Fees are the product of persons per housing unit by type of housing unit multiplied by the total net capital cost per person. The nonresidential fees are the product of trips per 1,000 square feet multiplied by the net capital cost per nonresidential vehicle trip.

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

Figure 31. Police Input Variables and Maximum Supportable Impact Fees

Fee Component	Cost per Person	Cost per Vehicle Trip
Police Station	\$38	\$9
Vehicles	\$68	\$16
Equipment	\$16	\$4
Share of Fee Study	\$4	\$3
Gross Total	\$126	\$32
Credit for Fund Balance (7%)	(\$9)	(\$2)
Net Total	\$117	\$30

Residential

Development Type	Persons per Housing Unit	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Residential (per housing unit)				
Single Family	2.88	\$337	\$304	\$33
Multifamily	2.94	\$344	\$304	\$40

Nonresidential

Development Type	Vehicle Trips per KSF	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Nonresidential (per 1,000 square feet)				
Retail	14.06	\$422	\$150	\$272
Office	5.42	\$163	\$150	\$13
Industrial	2.44	\$73	\$150	(\$77)
Institutional	9.76	\$293	\$150	\$143

CASH FLOW PROJECTIONS FOR POLICE MAXIMUM SUPPORTABLE IMPACT FEE

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

The summary provides an indication of the impact fee revenue generated by new development. The fee for single family, multifamily, and nonresidential units are used in the calculations. Shown at the bottom of the figure, the maximum supportable Police impact fee is estimated to generate \$693,000 in revenue while there is a growth-related cost of \$742,000, which is estimated to cover 93 percent of growth-related capital costs. The gap in funding is the result of a 7 percent credit due to existing impact fee monies already collected.

Figure 32. Cash Flow Summary for Police Impact Fees

Infrastructure Costs for Police Facilities

	Total Cost	Growth Cost
Police Station	\$222,102	\$222,102
Vehicles	\$398,948	\$398,948
Equipment	\$94,529	\$94,529
Share of Fee Study	\$26,880	\$26,880
Total Expenditures	\$742,460	\$742,460

Projected Development Impact Fee Revenue

		Single Family \$337 per unit	Multifamily \$344 per unit	Retail \$422 per unit	Office \$163 per unit	Industrial \$73 per unit	Institutional \$293 per unit
Year		Housing Units	Housing Units	KSF	KSF	KSF	KSF
Base	2022	3,592	130	171	33	59	760
1	2023	3,770	136	172	33	59	766
2	2024	3,948	142	174	34	60	772
3	2025	4,126	148	175	34	60	779
4	2026	4,304	154	180	35	62	801
5	2027	4,482	160	186	36	64	824
6	2028	4,660	166	191	37	65	848
7	2029	4,838	172	196	38	67	872
8	2030	5,016	178	202	39	69	897
9	2031	5,194	184	207	40	71	918
10	2032	5,372	190	212	41	73	940
Ten-Year Increase		1,780	60	41	8	14	180
Projected Revenue		\$599,860	\$20,640	\$17,124	\$1,283	\$1,015	\$52,818
Projected Revenue =>						\$693,000	
Total Expenditures =>						\$742,000	
Non-Impact Fee Funding =>						\$49,000	

PROPORTIONATE SHARE ANALYSIS

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

- 1) The development impact fees for the City of Middleton are based on new growth's share of the costs of previously built projects along with planned public facilities as provided by the City of Middleton. Projects are included in the City's capital improvements plan and will be included in annual capital budgets.
- 2) TischlerBise estimated development impact fee revenue based on the maximum supportable development impact fees for the one, citywide service area; results are shown in the cash flow analyses in this report. Development impact fee revenue will entirely fund growth-related improvements less funding from other sources (i.e., federal and state grants).
- 3) TischlerBise has evaluated the extent to which new development may contribute to the cost of public facilities.
- 4) The relative extent to which properties will make future contributions to the cost of existing public facilities has also been evaluated in regards to existing debt.
- 5) The City will evaluate the extent to which newly developed properties are entitled to a credit for system improvements that have been provided by property owners or developers. These "site-specific" credits will be available for system improvements identified in the annual capital budget and long-term Capital Improvement Plan. Administrative procedures for site-specific credits should be addressed in the development impact fee ordinance.
- 6) Extraordinary costs, if any, in servicing newly developed properties should be addressed through administrative procedures that allow independent studies to be submitted to the City. These procedures should be addressed in the development impact fee ordinance. One service area represented by the City of Middleton is appropriate for the fees herein.
- 7) The time-price differential inherent in fair comparisons of amounts paid at different times has been addressed. All costs in the development impact fee calculations are given in current dollars with no assumed inflation rate over time. Necessary cost adjustments can be made as part of the annual evaluation and update of development impact fees.

IMPLEMENTATION AND ADMINISTRATION

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

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

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

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

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

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

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

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

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

APPENDIX A. LAND USE DEFINITIONS

RESIDENTIAL DEVELOPMENT

As discussed below, residential development categories are based on data from the U.S. Census Bureau, American Community Survey. The City of Middleton will collect impact fees from all new residential units. One-time impact fees are determined by site capacity (i.e., number of residential units).

Single Family Units:

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

Multifamily Units:

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

NONRESIDENTIAL DEVELOPMENT CATEGORIES

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

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

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

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

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

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

APPENDIX B. DEMOGRAPHIC ASSUMPTIONS

As part of our Work Scope, TischlerBise has prepared documentation on demographic data and development projections that will be used in the City of Middleton Impact Fee Study. The data estimates and projections are used in the study's calculations and to illustrate the possible future pace of service demands on the City's infrastructure. Furthermore, the memo demonstrates the history of development and base year development levels in Middleton. The demographic assumptions are used in the impact fee calculations to determine current and future levels of service.

The factors provide assumptions for the final impact fee model, and once finalized, this memo will become part of the final report and/or model documentation.

This memo includes discussion and findings on:

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

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

POPULATION AND HOUSING CHARACTERISTICS

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

When persons per housing unit (PPHU) is used in the development impact fee calculations, infrastructure standards are derived using year-round population. In contrast, when persons per household (PPHH) is used in the development impact fee calculations, the fee methodology assumes all housing units will be occupied, thus requiring seasonal or peak population to be used when deriving infrastructure standards. Thus, TischlerBise recommends that fees for residential development in Middleton be imposed according to persons per housing units.

Based on housing characteristics, TischlerBise recommends using two housing unit categories for the Impact Fee study: (1) Single Family and (2) Multifamily. Each housing type has different characteristics which results in a different demand on City facilities and services. Figure 33 shows the US Census American Community Survey 2020 5-Year Estimates data for the City of Middleton. Single family units have a household size of 2.88 persons and multifamily units have a household size of 2.94 persons. Additionally, there is a housing mix of 97 percent single family and 3 percent multifamily.

The estimates in Figure 33 are for household size calculations. Base year population and housing units are estimated with another, more recent data source.

Figure 33. Persons per Housing Unit

Housing Type	Persons	Housing Units	Persons per Housing Unit	Households	Persons per Household	Housing Unit Mix
Single Family [1]	7,720	2,679	2.88	2,567	3.01	97%
Multifamily [2]	285	97	2.94	97	2.94	3%
Total	8,005	2,776	2.88	2,664	3.00	

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

[2] Includes all other types

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

BASE YEAR POPULATION AND HOUSING UNITS

Available through the Community Planning Association of Southwest Idaho (Compass), the base year (2022) population is estimated to be 10,720 residents. Since the average PPHU is 2.88 persons per housing unit, there are 3,722 housing units estimated in Middleton (10,720 residents / 2.88 persons per housing unit = 3,722 housing units). Furthermore, applying the housing mix percentages, there are 3,592 single family homes (97 percent) and 130 multifamily homes (3 percent) assumed in the City of Middleton.

Figure 34. Base Year Housing Units

City of Middleton, ID	Base Year 2022
Population [1]	10,720
Housing Units [2]	
Single Family	3,592
Multifamily	130
Total Housing Units	3,722

[1] Source: Community Planning Association of Southwest Idaho (Compass)

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

POPULATION AND HOUSING UNIT PROJECTIONS

In Figure 35 the past five years of single family and multifamily building permit history in Middleton is listed. Over the past five years the annual average has been 221 housing units. However, there was a boom in construction in 2021 that varies greatly from the other years. Excluding 2021 from the average there has been an annual average of 184 housing units. The average without the peak has been determined to be a more accurate estimate of current housing trends in Middleton.

Figure 35. Residential Building Permit History

Housing Type	2018	2019	2020	2021	2022	Total	5-Year Average	Average w/o Peak 2021
Single Family [1]	170	168	188	367	186	1,079	216	178
Multifamily [2]	0	24	0	0	0	24	5	6
Total	170	192	188	367	186	1,103	221	184

Source: City of Middleton

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

[2] Includes all other types

The annual average (without the 2021 peak) of 178 single family units and 6 multifamily units is assumed to continue over the next ten years. As listed in Figure 36, this results in 1,840 new housing units in the city over the next ten years. Population growth is assumed to grow with housing development and PPHU factors. This results in 5,303 new residents, a 50 percent increase from the base year.

Figure 36. Residential Development Projections

City of Middleton, ID	Base Year 2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
Population [1]	10,720	11,250	11,781	12,311	12,841	13,371	13,902	14,432	14,962	15,493	16,023	5,303
Percent Increase		4.9%	4.7%	4.5%	4.3%	4.1%	4.0%	3.8%	3.7%	3.5%	3.4%	49.5%
Housing Units [2]												
Single Family	3,592	3,770	3,948	4,126	4,304	4,482	4,660	4,838	5,016	5,194	5,372	1,780
Multifamily	130	136	142	148	154	160	166	172	178	184	190	60
Total Housing Units	3,722	3,906	4,090	4,274	4,458	4,642	4,826	5,010	5,194	5,378	5,562	1,840

[1] Population projections are based on housing growth and PPHU factors

[2] Housing projections are based on building permit trends

CURRENT EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA

The impact fee study will include nonresidential development as well. Available through the U.S. Census OnTheMap web application, in 2019 there were 1,231 jobs in Middleton. Based on the *Compass Communities in Motion Plan* there has been a recent job growth of 0.8 percent annually in the Greater Middleton area, or 3.0 percent between 2019 to 2022. The Greater Middleton area includes the city and the peripheral area just beyond the boundary; thus, it is assumed to be an appropriate approximation of growth in the city. To estimate the jobs in the base year, the 2019 totals are combined with the growth rate. As a result, there are 1,269 jobs in Middleton: 706 institutional jobs, 363 retail jobs, 108 office jobs, and 92 industrial jobs.

Figure 37. Base Year Employment by Industry

Employment Industries	2019 Jobs [1]	Job Growth [2] 3.0%	Base Year 2022	Percent of Total
Retail	352	11	363	29%
Office	105	3	108	9%
Industrial	89	3	92	7%
Institutional	685	21	706	56%
Total Jobs	1,231	38	1,269	100%

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

[2] Source: Community Planning Association of Southwest Idaho
(Compass) job growth rate for greater Middleton

The base year nonresidential floor area for the industry sectors is calculated with the Institution of Transportation Engineers' (ITE) square feet per employee averages, Figure 38. For retail industries the Shopping Center land use factors are used; for office the General Office factors are used; for industrial the Light Industrial factors are used; for institutional the Elementary School factors are used.

Figure 38. Institute of Transportation Engineers (ITE) Employment Density Factors

Employment Industry	ITE Code	Land Use	Demand Unit	Emp Per Dmd Unit	Sq Ft Per Emp
Retail	820	Shopping Center	1,000 Sq Ft	2.12	471
Office	710	General Office	1,000 Sq Ft	3.26	307
Industrial	110	Light Industrial	1,000 Sq Ft	1.57	637
Institutional	520	Elementary School	1,000 Sq Ft	0.93	1,076

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

By combining the base year job totals and the ITE square feet per employee factors the nonresidential floor area is calculated in Figure 39. There is an estimated total of 1,022,262 square feet of nonresidential floor area in Middleton. Institutional industries accounts for the great share, with approximately 74 percent. Retail accounts for 17 percent, industrial accounts for 6 percent, and office accounts for 3 percent of the total.

Figure 39. Base Year Nonresidential Floor Area

Employment Industries	Base Year Jobs [1]	Sq. Ft. per job [2]	Floor Area (sq. ft.)	Percent of Total
Retail	363	471	170,973	17%
Office	108	307	33,156	3%
Industrial	92	637	58,604	6%
Institutional	706	1,076	759,529	74%
Total	1,269		1,022,262	100%

[1] Source: TischlerBise analysis of U.S. Census OnTheMap job estimate and Compass growth rate

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

EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA PROJECTIONS

Available in the Compass *Communities in Motion Plan* are annual growth rates for the Greater Middleton area. It is assumed that growth within the greater area is an accurate estimate for growth within city limits. Shown in Figure 40, employment is projected to grow by an annual growth rate of 0.8 percent through 2025, 2.9 percent through 2030, and 2.3 percent through 2035. These growth rates are used to project employment in Middleton.

Figure 40. Compass Annual Growth Rates

Greater Middleton Annual Growth Rate	2025	2030	2035
Population	2.1%	1.2%	1.1%
Employment	0.8%	2.9%	2.3%

Source: Community Planning Association of Southwest Idaho (Compass) annual growth rate for greater Middleton through the year listed.

As a result, there is an increase of 301 jobs, a 23.7 percent increase from the base year. Institutional development accounts for the greatest share of the increase. The nonresidential floor area projections are calculated by applying the ITE square feet per employee factors to the job growth. Over the next ten years, the nonresidential floor area is projected to increase by 243,000 square feet.

Figure 41. Employment and Nonresidential Floor Area Projections

Industry	Base Year 2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
Jobs [1]												
Retail	363	366	369	372	383	394	405	417	429	439	449	86
Office	108	109	110	111	114	117	121	124	128	131	134	26
Industrial	92	93	94	94	97	100	103	106	109	111	114	22
Institutional	706	712	718	724	745	766	788	811	834	854	874	168
Total	1,269	1,280	1,291	1,302	1,339	1,377	1,417	1,458	1,499	1,534	1,570	301
<i>Percent Increase</i>		<i>0.8%</i>	<i>0.8%</i>	<i>0.8%</i>	<i>2.9%</i>	<i>2.9%</i>	<i>2.9%</i>	<i>2.9%</i>	<i>2.9%</i>	<i>2.3%</i>	<i>2.3%</i>	23.7%
Nonresidential Floor Area (1,000 sq. ft.) [2]												
Retail	171	172	174	175	180	186	191	196	202	207	212	41
Office	33	33	34	34	35	36	37	38	39	40	41	8
Industrial	59	59	60	60	62	64	65	67	69	71	73	14
Institutional	760	766	772	779	801	824	848	872	897	918	940	180
Total	1,022	1,031	1,040	1,049	1,079	1,110	1,141	1,174	1,208	1,236	1,265	243

[1] Source: Community Planning Association of Southwest Idaho (Compass) job growth rate for greater Middleton

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

FUNCTIONAL POPULATION

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

Residents that do not work are assigned 20 hours per day to residential development and 4 hours per day to nonresidential development (annualized averages). Residents that work in the City of Middleton are assigned 14 hours to residential development and 10 hours to nonresidential development. Residents that work outside the city are assigned 14 hours to residential development, the remaining hours in the day are assumed to be spent outside of the city working. Inflow commuters are assigned 10 hours to nonresidential development. Based on the most recent functional population data (2019), residential development accounts for 81 percent of the functional population, while nonresidential development accounts for 19 percent.

Figure 42. City of Middleton Functional Population

City of Middleton (2019)			
Residential		<i>Demand Hours/Day</i>	<i>Person Hours</i>
Population*	7,556		
Residents Not Working	4,702	20	94,040
Employed Residents	2,854		
Employed in Middleton	166	14	2,324
Employed outside Middleton	2,688	14	37,632
	Residential Subtotal		133,996
	Residential Share =>		81%
Nonresidential			
Non-working Residents	4,702	4	18,808
Jobs Located in Middleton	1,231		
Residents Employed in Middleton	1,065	10	10,650
Non-Resident Workers (inflow commuters)	166	10	1,660
	Nonresidential Subtotal		31,118
	Nonresidential Share =>		19%
	TOTAL		165,114

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

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

VEHICLE TRIP GENERATION

RESIDENTIAL VEHICLE TRIPS BY HOUSING TYPE

A customized trip rate is calculated for the single family and multifamily units in Middleton. In Figure 43, the most recent data from the US Census American Community Survey is inputted into equations provided by the ITE to calculate the trip ends per housing unit factor. A single family unit is estimated to generate 15.23 trip ends and a multifamily unit is estimated to generate 6.09 trip ends on an average weekday.

Figure 43. Customized Residential Trip End Rates by Housing Type

		Households by Structure Type ²			Vehicles per HH by Tenure
Tenure by Units in Structure	Vehicles Available ¹	Single Family	Multifamily	Total	
Owner-Occupied	6,155	2,390	0	2,390	2.58
Renter-Occupied	390	177	97	274	1.42
Total	6,545	2,567	97	2,664	2.46
Housing Units ³		2,679	97	2,776	

Housing Type	Persons in Households ⁴	Trip Ends ⁵	Vehicles by Type of Unit	Trip Ends ⁶	Average Trip Ends	Local Trip Ends per Unit	National Trip Ends per Unit ⁷
Single Family	7,720	21,530	6,418	60,051	40,791	15.23	9.43
Multifamily	285	572	138	611	591	6.09	4.54
Total	8,005	22,101	6,555	60,662	41,382	14.91	

1. Vehicles available by tenure from Table B25046, 2020 American Community Survey 5-Year Estimates.

2. Households by tenure and units in structure from Table B25032, 2020 American Community Survey 5-Year Estimates.

3. Housing units from Table B25024, 2020 American Community Survey 5-Year Estimates.

4. Total population in households from Table B25033, 2020 American Community Survey 5-Year Estimates.

5. Vehicle trips ends based on persons using formulas from Trip Generation (ITE 2021). For single-family housing (ITE 210), the fitted curve equation is $\text{EXP}(0.89 \cdot \text{LN}(\text{persons}) + 1.72)$. To approximate the average population of the ITE studies, persons were divided by 14 and the equation result multiplied by 14. For multi-family housing (ITE 221), the fitted curve equation is $(2.29 \cdot \text{persons}) - 64.48$ (ITE 2017).

6. Vehicle trip ends based on vehicles available using formulas from Trip Generation (ITE 2021). For single-family housing (ITE 210), the fitted curve equation is $\text{EXP}(0.92 \cdot \text{LN}(\text{vehicles}) + 2.68)$. To approximate the average number of vehicles in the ITE studies, vehicles available were divided by 25 and the equation result multiplied by 25. For multi-family housing (ITE 221), the fitted curve equation is $(4.77 \cdot \text{vehicles}) - 46.46$ (ITE 2021).

7. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

RESIDENTIAL VEHICLE TRIPS ADJUSTMENT FACTORS

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

However, an additional adjustment is necessary to capture City residents' work bound trips that are outside of the city. The trip adjustment factor includes two components. According to the National Household Travel Survey, home-based work trips are typically 31 percent of out-bound trips (which are 50 percent of all trip ends). Also, utilizing the most recent data from the Census Bureau's web application "OnTheMap", 94 percent of Middleton workers travel outside the city for work. In combination, these factors account for 15 percent of additional production trips ($0.31 \times 0.50 \times 0.94 = 0.15$). Shown in Figure 44, the total adjustment factor for residential housing units includes attraction trips (50 percent of trip ends) plus the journey-to-work commuting adjustment (15 percent of production trips) for a total of 65 percent.

Figure 44. Residential Trip Adjustment Factor for Commuters

Employed Middleton Residents (2019)	2,854
Residents Working in Middleton (2019)	166
Residents Commuting Outside of Middleton for Work	2,688
Percent Commuting Out of Middleton	94%
Additional Production Trips	15%
Standard Trip Adjustment Factor	50%
Residential Trip Adjustment Factor	65%

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

NONRESIDENTIAL VEHICLE TRIPS

Vehicle trip generation for nonresidential land uses are calculated by using ITE's average daily trip end rates and adjustment factors found in their recently published 11th edition of Trip Generation. To estimate the trip generation in Middleton, the weekday trip end per 1,000 square feet factors listed in Figure 45 are used.

Figure 45. Institute of Transportation Engineers Nonresidential Factors

Employment Industry	ITE Code	Land Use	Demand Unit	Wkdy Trip Ends Per Dmd Unit	Wkdy Trip Ends Per Employee
Retail	820	Shopping Center	1,000 Sq Ft	37.01	17.42
Office	710	General Office	1,000 Sq Ft	10.84	3.33
Industrial	110	Light Industrial	1,000 Sq Ft	4.87	3.10
Institutional	520	Elementary School	1,000 Sq Ft	19.52	21.00

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

For nonresidential land uses, the standard 50 percent adjustment is applied to office, industrial, and institutional land uses. A lower vehicle trip adjustment factor is used for retail uses because this type of development attracts vehicles as they pass-by on arterial and collector roads. For example, when someone stops at a convenience store on their way home from work, the convenience store is not their primary destination. In Figure 46, the Institute for Transportation Engineers' land use code, daily vehicle trip end rate, and trip adjustment factor is listed for each land use.

Figure 46. Daily Vehicle Trip Factors

Land Use	ITE Codes	Daily Vehicle Trip Ends	Trip Adj. Factor	Daily Vehicle Trips
Residential (per housing unit)				
Single Family	210	15.23	65%	9.90
Multifamily	220	6.09	65%	3.96
Nonresidential (per 1,000 square feet)				
Retail	820	37.01	38%	14.06
Office	710	10.84	50%	5.42
Industrial	110	4.87	50%	2.44
Institutional	520	19.52	50%	9.76

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

VEHICLE TRIP PROJECTIONS

The base year vehicle trip totals and vehicle trip projections are calculated by combining the vehicle trip end factors, the trip adjustment factors, and the residential and nonresidential assumptions for housing stock and floor area. Citywide, residential land uses account for 36,074 vehicle trips and nonresidential land uses account for 10,140 vehicle trips in the base year (Figure 47).

Through 2032, it is projected that daily vehicle trips will increase by 20,266 trips with the majority of the growth being generated by single family (87 percent) and institutional (9 percent) development.

Figure 47. Vehicle Trip Projections

Development Type	Base Year 2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	Total Increase
Residential Trips												
Single Family	35,559	37,321	39,083	40,845	42,607	44,370	46,132	47,894	49,656	51,418	53,180	17,621
Multifamily	515	538	562	586	610	633	657	681	705	728	752	238
Subtotal	36,074	37,859	39,645	41,431	43,217	45,003	46,789	48,575	50,361	52,146	53,932	17,859
Nonresidential Trips												
Retail	2,405	2,425	2,446	2,466	2,537	2,610	2,685	2,762	2,841	2,907	2,975	571
Office	180	181	183	184	190	195	201	206	212	217	222	43
Industrial	143	144	145	146	151	155	159	164	169	173	177	34
Institutional	7,413	7,476	7,539	7,603	7,822	8,046	8,277	8,515	8,759	8,964	9,172	1,759
Subtotal	10,140	10,226	10,313	10,400	10,699	11,006	11,322	11,647	11,982	12,261	12,547	2,407
Vehicle Trips												
Grand Total	46,214	48,085	49,958	51,831	53,916	56,009	58,111	60,222	62,342	64,407	66,479	20,266

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

EXHIBIT C

Impact Fee Study and Capital Improvement Plan For Transportation System



CITY OF MIDDLETON

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Exhibit C

MEMO

Technical Memorandum

DATE: October 16, 2019

TO: Middleton Impact Fee Advisory Committee and City Council

FROM: Civil Dynamics, City Engineer
By: Amy Woodruff, PE

SUBJECT: Transportation Study and Capital Improvement Plan (CIP) 2019 Update



IMPACT FEE ADVISORY COMMITTEE MEMBERS

Idaho Code 67-8205(1) and 67-8208(1)

Chris Yorgason, Chair

Doug Critchfield

Jim Taylor

Brett Bishop (builder)

Tyler Ashton

Kassa Hartley

BACKGROUND

This technical memorandum and capital improvement plan (CIP) updates the capital improvement plan section of the city's Transportation Plan 2018 Update. This plan intends to satisfy requirements of Idaho Code Title 67 Chapter 82 so the City can update the ordinance and analysis of the transportation impact fee collected as one of the funding sources the city uses for capital improvements. This technical memorandum and CIP updates the 2016 analysis¹ of existing and future roads, sidewalks and pathways that are, or are anticipated to become, part of the city's transportation system by 2040.

SERVICE AREA

The "area of city impact" negotiated and agreed to between Canyon County and the City of Middleton on July 6, 2001 is the service area boundary for purposes of this capital improvement plan (CIP). It is shown on Map 1. The service area boundary is generally described as the area bounded on the north by Purple Sage Road, on the east by Can-Ada Road, on the south by Lincoln Road and the Boise River, and on the west by Interstate 84.

¹ Technical Memorandum April 28, 2017

Technical Memorandum - Middleton

Transportation Study and Capital Improvement Plan 2019 Update

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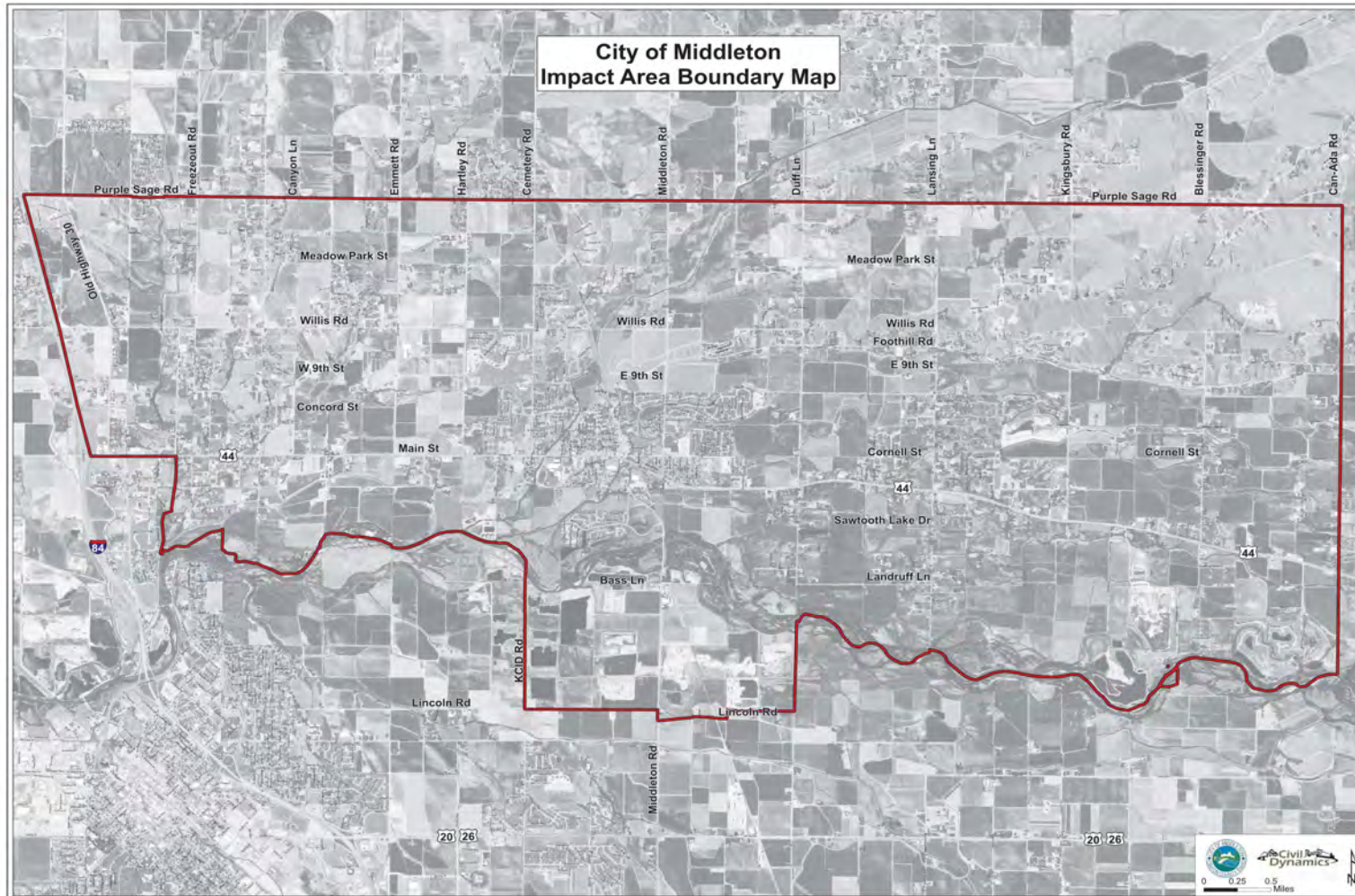


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Map 1: Capital Improvement Plan Service Boundary





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MEMO

EXISTING TRANSPORTATION FACILITIES

Idaho Code 67-8208(1a)

The service area boundary covers approximately 32 square miles containing about 117 miles of roadway, 32 miles of sidewalks, and 3.7 miles of paved pathways.

The maintenance, operation, and capacity expansion of local transportation systems in the service boundary is the responsibility of Canyon Highway District No.4 and the City of Middleton. Two types of roadways exist in the service area: public roadways that are owned and maintained by Canyon Highway District 4 or the City, and private roadways that are privately owned and maintained.

The City of Middleton performs all public road responsibilities within city limits. Canyon Highway District No.4 performs all public road responsibilities within its jurisdictional boundaries including in the area of city impact / CIP service area.

The following table shows the mileage by transportation type for each entity having road jurisdiction in the CIP service area.²

<u>Jurisdiction</u>	<u>Paved</u>	<u>Improved Gravel</u>	<u>Total Miles</u>	<u>Sidewalks</u>	<u>Pathways</u>
City of Middleton	48.47	0.36	48.83 ³	30	3.7
CHD4	63.72	0.39	64.11	0	0
ITD	7.83	0	7.83	2	0

CURED TRANSPORTATION SYSTEM DEFICIENCIES

Idaho Code 67-8208(1a)

Idaho Code 67-8208(1b)

Using real property tax revenue and other local funding, the city has undertaken improvement projects and sought to cure many existing deficiencies in city roads and streets including:

Minot Street was constructed to City standards, including pedestrian facilities and pavement (2012),

S Highland and Willow Creek Circle were both reconstructed full depth, including storm drain facilities reconstructed (2013),

Concord Street was realigned, widened and reconstructed full depth, including utility relocations and storm water management system (2014),

² 2017 data

³ Approximately 98 lane miles



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Canyon Villa Subdivision (**Harmon Way, Villa Drive, Skyline Drive, and Canyon Drive**) were reconstructed full depth, including storm water management system (2015),

Marjorie Avenue was reconstructed full depth, including storm water management system (2016),

The city graded and paved several roads totaling about 2,000 linear feet that had formerly been gravel surfaced: **Whiffin Lane, N 2nd Ave W, E 4th St., E 5th St., E 6th St., N 2nd Ave E., and the driveway to ATLAS High School, and**

Several **missing segments of sidewalks** were installed leading to schools:

- 225 feet on the west side of Middleton Rd. between Valley and Triumph streets,
- 82 feet on the north side of State Highway 44 between Cemetery Road and Wellstone Business Park,
- 72 feet along a bridge over Willow Creek on the south side of State Highway 44 at the northwest corner of Middleton Middle School.

EXISTING TRANSPORTATION SYSTEM DEFICIENCIES

Idaho Code 67-8208(1a)

Idaho Code 67-8208(1b)

Even though the city has invested millions of dollars to upgrade local roads, intersections, sidewalks, pathways, and equipment, the following deficiencies remain.

Project	Funding Year	Estimated Total Cost	Estimated City Cost
Harmon Way full-depth reconstruction – east of Middleton Rd	TBD	\$535,000	\$435,000
S Campbell full-depth reconstruction east of Middleton Rd	TBD	\$475,000	\$375,000
Wanda Way/Willis	TBD	\$10,000	\$10,000
Duncan full-depth reconstruction	TBD	\$500,000	\$400,000
Brice, Borup and Hudson full-depth reconstruction	TBD	\$965,000	\$865,000

The city is committed to budgeting real property tax revenue, grants, development agreements, and other available sources of revenue other than impact fees to cure existing deficiencies.



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Total Existing Roads Capacity and Use by Existing Residents / Level and Value of Service

Idaho Code 67-8208(1c)

Roads in the service area are assumed to function as a Level of Service (LOS) B in the PM peak period⁴ with some exceptions. The roads category also includes traffic signal(s), bridges and culverts.

There are at least five (5) intersections in the City that operate below Level of Service B⁵ in 2017:

1. Willis/Hartley (LOS C)
2. Willis/Cemetery(LOS C)
3. SH44/Hartley (LOS D)
4. SH44/Emmett (LOS D)
5. SH44/Cemetery (LOS C)

The existing roads serve 9710⁶ residents living in City limits and 3467⁷ homes, respectively. The non-residential use includes commercial, industrial, agricultural, and institutions (schools, churches, etc.)

Many local roadways in Canyon County were initially developed for residential traffic and farm equipment. These roads are now experiencing the stresses of increased loads from population growth, concrete and gravel trucks, and heavier machinery. Substandard pavement conditions, narrow roads, limited rights-of-way, uncontrolled intersections and poor intersection geometry result in an existing system that will not meet future travel needs.

In determining the level of service and total capacity of existing roads it must also be determined the level of road use by land use type. To calculate this type of distribution, trip generation figures from the Trip Generation Manual⁸, to estimate the number of p.m. peak hour trips generated by a particular land use. Peak hour trips are used for the calculus because traffic impact is evaluated for the peak hour condition, and infrastructure is sized and constructed for the expected peak.

Traffic Count Data

Traffic volumes on key roads were collected in 2015. Class counters were used to collect the traffic volume data, then group vehicles into different classes based on the number of axles and vehicle configuration. This allows for a more accurate traffic count, especially on roads with a significant amount of truck traffic.

⁴ Transportation Plan Amendment - TO Engineers

⁵ W Highland Subdivision TIS - 6 Mile Engineering

⁶ per Community Planning Association of Idaho-COMPASS-2019 statistics

⁷ Analysis assumes 2.8 people per dwelling in Middleton

⁸ Institute of Transportation Engineers *Trip Generation Manual*, 8th Edition



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The goal of the traffic volume data collection is to determine Average Daily Traffic (ADT) volumes at key locations in the study area. The traffic counters recorded information for different lengths of time at different locations. This data was used to evaluate the existing transportation system within the study area. Traffic volumes are also used to understand travel behavior and patterns, providing information for decision-makers for current and future planning of the transportation system. See Appendix A for a map showing roadway use by ADT.

Table 3 below shows the traffic volumes at several locations along with the projected traffic counts, based on the five percent population growth¹, over the next 20 years within the City of Middleton.

<u>Street Name</u>	<u>Location</u>	<u>ADT2015</u>	<u>Existing LOS</u>	<u>ADT 2035</u>	<u>% Trucks</u>
Cemetery Rd.	Between Main St. & Concord St.	2,804	>C	7,439	1.8
Concord St.	Between Cemetery Rd. & Hawthorn Dr.	131	>C	347	5.7
Hawthorne Dr.	Between Main St. & Minot St.	1,623	>C	4,306	1.6
N Middleton Rd	Between Main St. & Valley St.	653	>C	1,732	Unknown
S Middleton Rd.	Between Idaho St. & Boise St.	10,185	>C	27,023	4.2

As noted, the roads in the City of Middleton are assumed to function at a Level of Service (LOS) B in the PM peak period.⁹

In determining the existing level of service and total capacity of existing roads it must also be determined the percentage of roads and streets utilized by the individual land use type (residential/commercial/industrial/other). To calculate this type of percentage of use distribution, trip generation figures from the Trip Generation Manual¹⁰, have been used to estimate the number of p.m. peak hour trips generated by a particular land use. Peak hour trips are used for the calculus because traffic impact is evaluated for the peak hour condition, and accordingly, infrastructure is sized and constructed for the expected peak.

⁹ Transportation Plan Amendment - TO Engineers

¹⁰ Institute of Transportation Engineers *Trip Generation Manual*, 8th Edition

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Using the trip generation figures above and the current land use distribution from tables in the following land use section, total current trips can be attributed to each land use. For non-residential, trips will be distributed based on a percentage basis of area or acreage basis.

LAND USE ASSUMPTIONS

Idaho Code 67-8208(1d)

In 2012, the city sent a letter to every household in town inviting individuals to submit ideas and comments on the city's long-term plan for roads, parks, schools, etc. Annually, a survey is included in residents' utility bills that explain City related issues and what the city is doing to address the issues. Residents are asked if they support the direction the city is going. Also annually, the city hosts a public meeting where residents can vote anonymously about many projects and priorities the city is considering.

The city established and last updated in December 2018 a Comprehensive Plan, Future Land Use Map, and Transportation, Schools, and Recreation Map. The maps are updated and typically capture resident participation in meetings and responses to surveys. The maps display the current and future land use, parks/recreation, schools, and transportation planning as adopted by the City of Middleton pursuant to Idaho Code 65-6709. The Comprehensive Plan text and maps reflect the residents' priorities and values, and the city relies on these maps when identifying, prioritizing, funding, designing, and constructing capital improvement projects.

Land use assumptions used in the Comprehensive Plan 2018 Update include the following.

- Assumption 1. Middleton is a semi-rural suburb of urban Canyon and Ada county cities, especially Caldwell, Nampa, Meridian and Boise.
- Assumption 2. Middleton does not have and is unlikely to have an airport or railroad in or near city limits.
- Assumption 3. Existing and future industrial land uses are primarily south of the Boise river. Commercial land uses are expected to continue along State Highway 44, and the city encourages commercial land use at the SH44/Emmett Road and SH44/Duff Lane intersections where suitable transportation, potable water, and sanitary sewer improvements can be constructed to meet the increased demand resulting from the future commercial investment and development. See Map 2.



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- Assumption 4. The population of Ada and Canyon County is approximately 936,730¹¹ in 2019, and is forecasted to exceed one million by 2040 and two million at build out. The Treasure Valley is studying high-capacity public transportation, and Middleton has adopted inter-city and intra-city routes with planned transit station sites at destinations such as River Park and future commercial areas. Stops are also planned at the high school where track, basketball, and other state-wide tournaments are held. See Maps 2 and 3.
- Assumption 5. The majority of Middleton land is and, in the future, will be used for residential purposes, and the city encourages residential development on higher ground. The cost of building, cost of development and flood hazard insurance expense may be higher on land south of Foothill Road that is now, or in the future may be, in flood hazard areas and/or high groundwater areas. See Map 2.
- Assumption 6. Individuals will walk one-half mile to recreate at a city park, so city parks are planned within one-half mile walking distance of each residence, and walking paths or sidewalks connect subdivisions to schools, parks and downtown.
- Assumption 7. The greenbelt to be constructed along the Boise River will be the primary amenity used by Middleton residents, as has been the greenbelt in Boise.
- Assumption 8. Residents desire a small-town feel, which is most quickly compromised by traffic congestion, so the city encourages roundabouts at intersections to allow traffic to yield and proceed without stopping if the way is clear.
- Assumption 9. The City will keep pace with population growth by providing athletic fields for growth in team sports and competition.
- Assumption 10. Cost of labor and materials will continue to increase.
- Assumption 11. Traffic signals will be constructed on SH44 at section and ¼ section road intersections.
- Assumption 12. Existing roads and pathways will be constructed per the typical section(s) adopted by the City of Middleton.

¹¹ COMPASS of Idaho current statistic

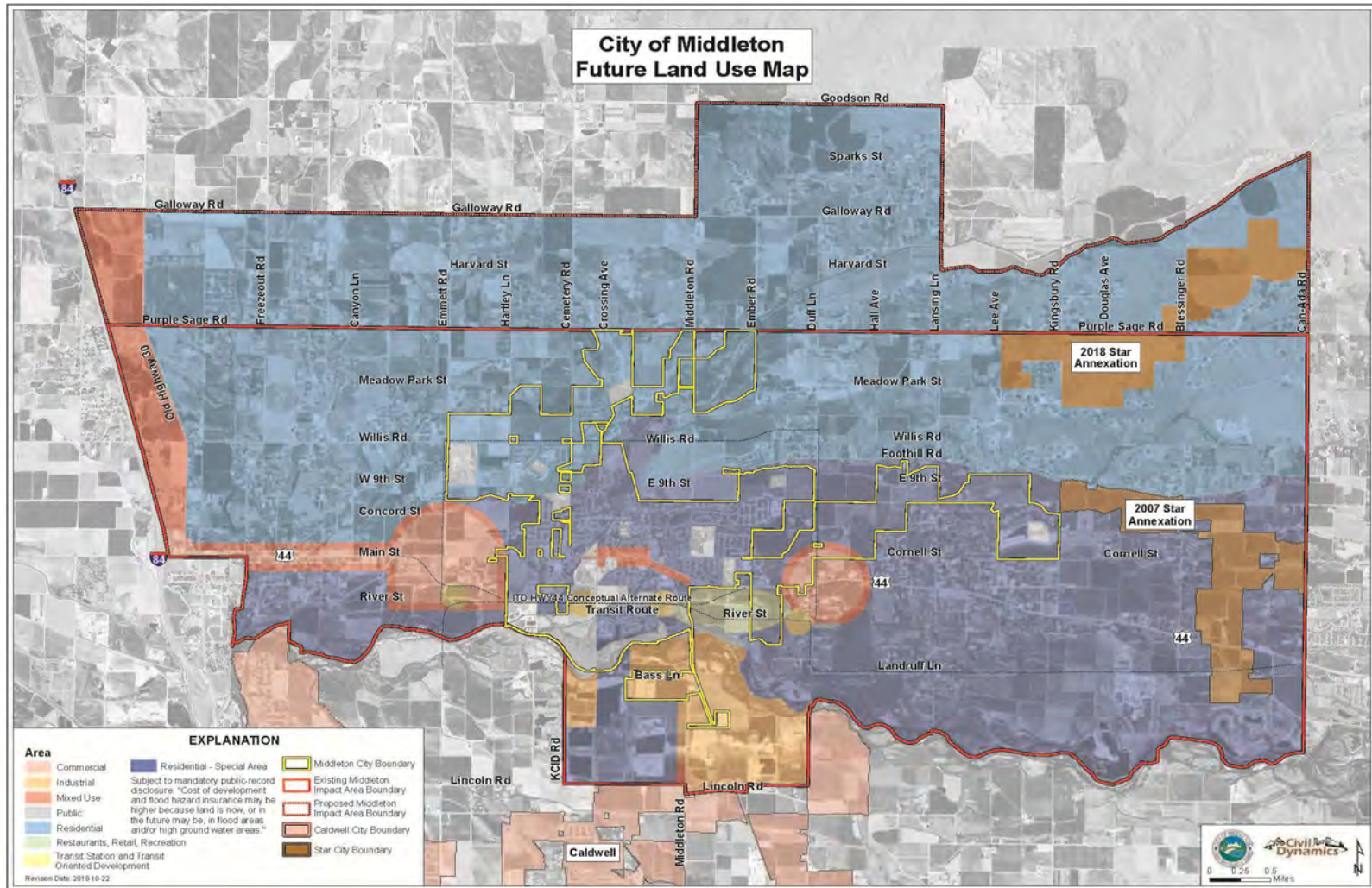


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MAP 2 COMPREHENSIVE PLAN Future Land Use Map





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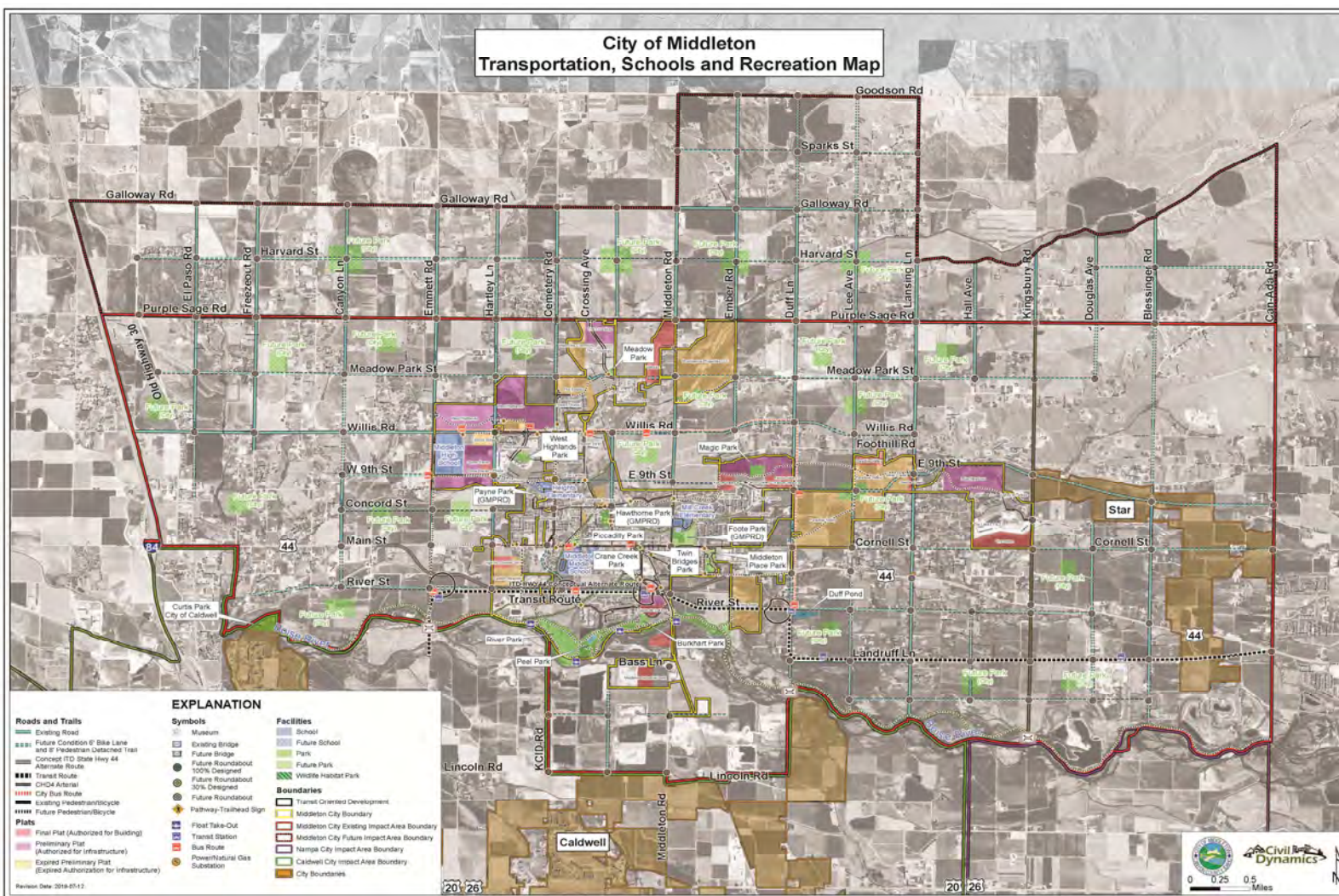
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Map 3: COMPREHENSIVE PLAN - Transportation, Schools, and Recreation Map





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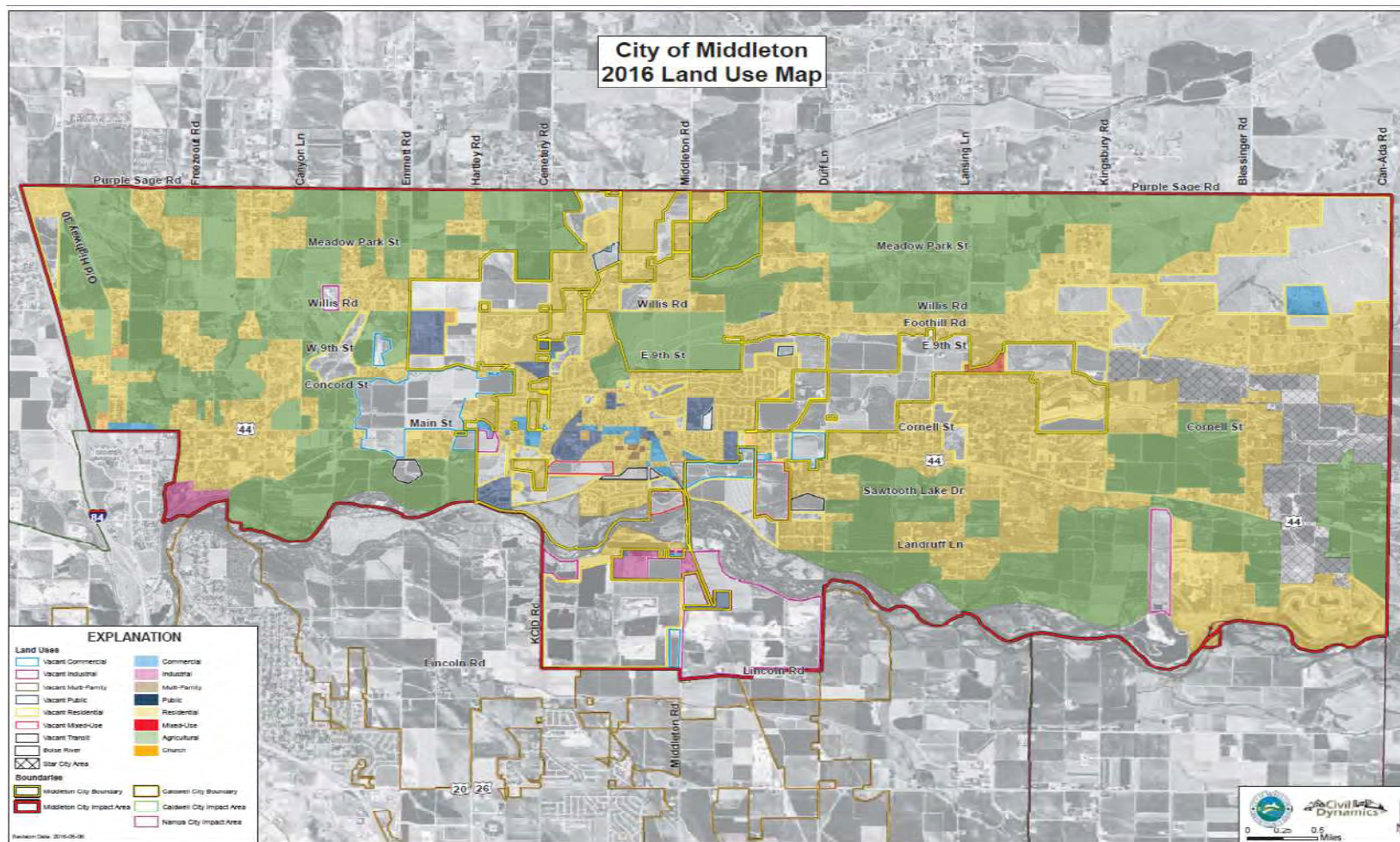
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Map 4: COMPREHENSIVE PLAN 2016 Land Use map. Existing land use in the service area.





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Table 4: 2018 Summary of Land Uses in City Limits¹²

	Acres	% of Total
Agriculture	218	6%
Boise River	127	4%
Church	24	1%
Commercial	65	2%
Industrial	80	2%
Mixed-Use	21	0.6%
Multi-Family	9	0.3%
Public	395	11%
Private School	10	0.3%
Residential (low density)	1254	36%
Vacant Commercial	65	2%
Vacant Industrial	10	0.3%
Vacant Mixed-Use	104	3%
Vacant Public	106	3.1%
Vacant Residential	1,043	30.2%
Vacant Transit	53	1%
Total Acres within City Limits	3,457	100%

*Total percentage may not equal 100 due to rounding.

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 (36%) in the City of Middleton. Large portions of vacant residential (30%) exist throughout the City and will allow ample room for 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 Talega, as well as large areas between Duff Lane and Lansing Lane, between Foothill Road and Cornell Street.

Residential (low density) land uses occupy approximately one-third (33%) of the land area within the impact areas. The percentage of vacant residential is significantly higher in the city limits (35%) than in

¹² City of Middleton Comprehensive Plan, Dec. 5, 2018
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the impact area (11%). This can partly be explained by the high percentage of agriculture land use in the impact area (42.2%). Large portions of land outside of city limits the City and in the impact area are used for agriculture, whereas in the city much of the areas are vacant residential also described as zoned residential but not developed into housing units.

Quantity of Use for System Improvements and Ratio of Service Unit to Land Use Type (Existing Transportation) Idaho Code 67-8208(1e)

Based on the City's comprehensive plan and other documents, we determine that 67% of the City's area is used for residential purposes, 4% for commercial, 2% for industrial and 27 percent for all others.

<u>CURRENT LAND USE DISTRIBUTION BY TYPE AND AREA</u>				<u>Trip Generation</u>
		<u>2018</u>	<u>% by Type</u>	<u>Factor*</u>
Residential	ac	2306	67%	1.01
Commercial	ac	130	4%	1.69
Industrial**	ac	90	3%	4.71
Public/Institutional/Other	ac	<u>931</u>	<u>27%</u>	1.59
		3457	100%	

*ITE Trip Generation Manual 8th Edition

**Trip Generation Factor assumes equal % of heavy industrial and light industrial

When evaluating specific level or quantity of use and uses served by the City roads and streets, the street usage by each land type can be calculated and evaluated. Using trip generation figures from ITE Manual and existing land uses in the City of Middleton, the total current trips can be allocated to each land use. Trips can then be distributed on a percentage basis to residential and other land uses.



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CURRENT LAND USE TRIP GENERATION BY TYPE			Trip Generation	Weighted	Percent
		2019	Factor**	Trips	Distribution
Residential	/unit	3467	1.01	3502	56%
Commercial *	per 1000 ft2	479,764	1.69	811	13%
Industrial	ac	102	4.71	480	8%
Other	ac	931	1.59	1480	24%
				6273	100%
*Existing Commercial from 2009 data is 437,609 ft2 for 126.7 acres extrapolated to the future condition using 3454 ft2/acre					
**ITE Trip Generation Manual 8th Edition					
***Industrial trip generation factor assumes equal % light and heavy industrial					

From the data above, 57% of the current trips in Middleton can be attributed to residential land use and the remaining 46% are attributed to other, nonresidential land uses.

The City of Middleton also utilizes extensive assets to maintain the existing level of service. Assets include 49 miles (98 lane miles), 5 bridges, 28 culverts, and various equipment and facilities. The calculated replacement value for the City's existing assets allocated to roads and streets is \$69,000,000.¹³ The asset investment by the existing residents has been significant and can roughly be calculated at \$11344/per dwelling unit (\$69Mx0.54/2896 DU). The current investment per unit may function as a comparable baseline for the new impact fee. The existing assets will not be included in the impact fee calculation. See Appendix B for a complete listing of assets and replacement value.

Total Capacity and Level of Use (Inventory/Value of Future Transportation Necessitated by New Development) Idaho Code 67-8208(1f)

The City has undertaken extensive transportation planning and has included transportation planning and the Capital Improvement Plan in the Comprehensive Plan update. Not all of the projects and capital costs in the CIP are associated with growth. Some capital costs are for repair and replacement or betterment of facilities. The cost for expansion or construction of facilities to accommodate new growth and new development and to maintain the existing level of service are impact fee eligible and are identified in the CIP table inserted at the end of this memorandum (folded 11"x17").

¹³ City of Middleton 2017 Transportation Assets List
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WEIGHTED TRIPS AND DISTRIBUTION ATTRIBUTED TO NEW DEVELOPMENT AND GROWTH

Idaho Code 67-8208(1G)

and

PROJECTED DEMAND IN 21 YEARS FOR SYSTEM IMPROVEMENTS

Idaho Code 67-8208(1h)

The City of Middleton has \$16.8 million dollars in infrastructure identified in the Capital Improvement Plan and planned for construction over the next 12 years. \$13.7 million or about 82% of the costs in the CIP are impact fee eligible.

Using the distribution of existing land use and future land use and the roads and street trips each use generates, the future infrastructure costs and proportional share will be assigned to the respective land use and the applicable impact fee calculated.

Current and Future Land Use		Trip Generation				Weighted	%
		2019	2040	Delta	Factor	Trips	Distribution
Residential	/dwelling	3467	8896	5429	1.01	5483	43%
Commercial*	/1000 ft2	479764	2448638	1968874	1.69	3327	26%
Industrial**	ac	102	930	828	4.71	3900	31%
Other	ac	658	658	0	1.59	0	0%
						12711	100%
*Existing Commercial from 2009 data is 437609 for 126.7 acres							
extrapolated future using 3454 ft2/acre							
**Future Land Use Map							
***Industrial trip generation factor assumes equal % light and heavy industrial							

Over the last 27 years, the City's population average annual growth rate has been approximately four to five percent (4%-5%) per year. Based on land use and an assumed five percent (5%) average annual growth rate, the City projects a population of 24,910 and 8,896 residential units by the year 2040. This reflected projection adds 16,15,200 people and 5429 residential units to the existing condition, and assumes the average household size of 2.8 remains constant over the next 21 years.

The additional population, coupled with other services and development needed to serve the new residents, will pose a significant demand on the City's roads and streets system. The increased demand will require additional roads be constructed, including intersection improvements and lanes added to existing roads, in order to maintain the existing level of service.

Both the current and future conditions are contemplated in the impact fee formula because the trip distribution for the current land use (2019) varies significantly from the trip distribution for the future



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land use (2040). The 24% percent of 2019 trips attributed to "other" including agriculture, public, and institutional, are assumed to be equally redistributed to residential, commercial and industrial for the purposes of this analysis.

The impact fee is calculated by first determining the impact fee eligible infrastructure costs for each land use type - residential, commercial and industrial. The proportion of infrastructure cost is then divided by the projected number of residential uses (per dwelling unit) and non-residential uses (per square foot or acre) developed over the next 21 years.



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	Current 2019	Future 2040
Value for Future Infrastructure Impact Fee Eligible	\$ 21,923,000	\$ 21,923,000

Land Use - Percentage of Weighted Trips Allocated by Existing Land Use (2018) and Future

Land Use (2040)	2018 ^A	2040
Residential	64%	43%
Commercial / 1000 ft ²	21%	26%
Industrial ac	16%	31%
Other ** ac	0%	0%

Future Allocated Value by Land Use Category

Residential	\$ 13,961,748	\$ 9,457,498
Commercial /1000 ft ²	\$ 4,557,920	\$ 5,739,046
Industrial ac	\$ 3,403,331	\$ 6,726,456

Future Growth to 2040

Residential	units	5429
Commercial	ft ²	1968874
Industrial	ac	828
Other	ac	0

Impact Fee Calculated by Land Use

Residential /dwelling	\$ 2,572	\$ 1,742
Commercial /1000 ft ²	\$ 2,315	\$ 2,915
Industrial ac	\$ 4,110	\$ 8,124

-

^A "Other" land use distributed equally to catagories

**Analysis assumes all land use is allocated on Future Land Use map

"Other": 2040 growth allocation is attributed to conversion of existing "other" land use to residential/commercial/industrial.



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SOURCES AND LEVELS OF FUNDING

Idaho Code 67-8208(1)(i)

Project Funding Opportunities¹⁴

There are several funding possibilities available from the state and federal government. There are possible funds available through agencies such as the Idaho Commerce and Labor Department and Economic Development, ITD, LHTAC and Idaho Parks & Recreation. Most funding agencies require the City to identify projects and list them in the CIP to be eligible.

Most of these funding agencies also require the City to provide a percentage of local funds to match the total funding. The matching funds for capital improvement projects may be funded through local tax revenues and development fees. Following is a list of funding programs that provide funds for transportation systems:

- Local Highway Safety Improvement Program
- Surface Transportation Program - Urban (STP-U)
- Surface Transportation Grant Block Program (STGB) formerly Surface Transportation Program Safety
- Transportation Alternatives Program (TAP) formerly Safe Routes to Schools

Federal-aid for capital improvements is available to arterials (principle and minor) and major collectors by City application to the State. Federal-aid funds are not available for local streets, so the street classification is an important element in planning and funding construction projects. Below is the available funding by year and source of the funding for the City of Middleton.

A brief description of each funding program is included below. The information provided is a summary of the information provided by the managing government agency. For more information, please contact the managing government agency. Some of these programs are prioritized by COMPASS and the City of Middleton will need to coordinate and participate with COMPASS in order to be eligible for the funds.

Long and short term planning is critical for growing communities like Middleton. State and federal funds, matched with local funds, will aid the City in meeting their transportation needs.

It is recommended that the City adopt a plan to procure local funds annually to match state and federal funds for local projects. It is also recommended that the City start planning toward construction of projects listed on the Capital Improvement Plan. The funds listed below are available from the State and Federal government.

¹⁴ Reference Middleton Transportation Plan
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Local Highway Safety Improvement Program (LHSIP)

LHSIP is a federally funded program aimed at reducing fatal and serious injury (Type A) crashes on the local roadway system. Local Highway Technical Assistance Council LHTAC receives approximately \$3.7M of the state of Idaho's Highway Safety Improvement Program funds. LHTAC determines eligibility for LHSIP based on the number of fatal and serious injury crashes per jurisdiction using five years of crash data. Each local highway jurisdiction with a minimum of three fatal and/or serious injury crashes qualify to apply. Qualifying jurisdictions are identified by LHTAC and notified in the fall to begin the application process. This federally funded program usually requires a local match of 7.34%.

Surface Transportation Block Grant Program (STBG)

The Fixing America's Surface Transportation (FAST) Act converts the long-standing Surface Transportation Program (STP) into the Surface Transportation Block Grant Program (STBG).

This program has the most flexible eligibilities among all Federal-aid highway programs and aligning the program's name with how the Federal Highway Administration (FHWA) has historically administered it. The STBG promotes flexibility in State and local transportation decisions and provides flexible funding to best address State and local transportation needs (FAST Act § 1109(a)).

STBG funding is allocated for projects in urban areas with populations greater than 5,000 people, as determined by the U.S. Census Bureau. These funds may be used for new construction, reconstruction, or rehabilitation of roadways functionally classified by Federal Highway Administration (FHWA) as collectors or arterials. The local matching requirement for these funds is 7.34%.

The FHWA program dedicates funds to urban areas throughout the State of Idaho. The Traffic Management Area, Northern Ada County, has dedicated funds since the population is over 200,000. The other urban fund allocation, for urban areas between 5,000 and 200,000, is divided using population data between the five metropolitan planning organizations (MPO's) and all other urban areas. These funds are balanced throughout the state by the Urban Balancing Committee which consist of the 5 MPO's, and LHTAC, representing the smaller urban areas between 5,000 and 50,000 in population not within a MPO. STBG projects may not be undertaken on a road functionally classified as a local road or a rural minor collector unless the road was on a Federal-aid highway system on January 1, 1991, except- For a bridge or tunnel project (other than the construction of a new bridge or tunnel at a new location).

Examples of STBG projects include, installation of safety barriers and nets on bridges, bicycle transportation projects, and intersections having disproportionately high accident rates and levels of congestion. For more information on eligibilities and requirements please visit the Federal-aid Programs under U.S. Department of Transportation Federal Highway Administration.

Transportation Alternatives Program (TAP)

The purpose of the Transportation Alternatives Program is to provide for a variety of alternative transportation projects and to advance ITD's strategic goals for mobility, safety and economic opportunity while maximizing the use of federal funds. All TAP projects are determined by ITD board.



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Examples of TAP projects include:

- Off road trail facilities for pedestrians,
- Bicyclists and non-motorized forms of transportation,
- Sidewalks, and
- Pedestrian signals and lighting, and other safety related infrastructure.

TAP projects shall be limited to a maximum of \$500,000 in Federal transportation funding. Non-infrastructure projects shall be limited to a maximum of \$60,000 in Federal funding. The minimum local match required for either project is 7.34%. For more information on eligibilities and requirements can be found in ITD 2016 Transportation Alternatives Program Manual.

ADA Curb Ramp Program

The Idaho Americans with Disabilities Act (ADA) Curb Ramp Program is a state-administered program that provides funding for projects to address curb ramps on the state highway system. The goal of the program is to provide accessible facilities for pedestrians with disabilities while allowing local jurisdiction flexibility in meeting the required standards. The Idaho Transportation Department (ITD) is allocating \$500,000 of state funds annually for this program. Applicants can qualify for up to \$60,000 in state funding to construct new, or alter existing curb ramps on the state highway system to meet the requirements of the ADA. Funds can only be used for construction purposes. This program provides local communities more control over the design of pedestrian facilities in their communities and makes better economical use of dollars through the use of state funds while addressing accessibility on the state highway system. Applicants applying in 2016 should be prepared to begin construction in May 2017.

Congestion Mitigation Air Quality (CMAQ)

The FAST Act continued the CMAQ program to provide a flexible funding source to State and local governments for transportation projects and programs to help meet the requirements of the Clean Air Act. Funding is available to reduce congestion and improve air quality for areas that do not meet the National Ambient Air Quality Standards for ozone, carbon monoxide, or particulate matter (nonattainment areas) and for former nonattainment areas that are now in compliance (maintenance areas).

These funds are available statewide through a competitive program, which provides federal transportation funding for air quality projects, planning and programs. Projects under this program fall into two categories: construction and non-construction. These funds are available for projects which provide significant air quality benefits, and projects directed toward solving a transportation related air quality problem. The local match requirement is 7.34%. Projects such as dust control and prevention (sweeper/flusher trucks, unpaved road stabilization, and deicing equipment/supplies), special studies for air quality monitoring, alternative transportation education etc., are eligible under this program. For more information on eligibilities and requirements visit the Federal-aid Programs under U.S. Department of Transportation Federal Highway Administration.



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Local Improvement Districts

Local improvement districts are another way to fund projects. Under this option, a district of property owners that benefit from the proposal improvements is created by the City. The project costs are divided between each of the property owners in the district based on lot front footage, area of lot, benefits derived, or a combination thereof. Bonds are sold up to 20 years for payback of the project. The sources and levels of funding for city-owned roads and streets are identified below.

Public-Private Partnerships

Cost savings and other benefits can be realized when business owners, foundations, landowners, or others and the city cooperate to complete a project that is mutually beneficial. This occurs infrequently in Middleton so is not a good source of funds, but it is helpful when it does occur with projects that are small or large.

Impact Fees

Idaho Code allows cities and counties to adopt impact fees to equitably assess costs to new development for roads and related improvements. Middleton does not have an existing transportation impact fee, but seeks to adopt one charged at the time building permits are issued for new residential construction and for commercial or industrial construction, including schools.

SCHEDULE OF ESTIMATED CONSTRUCTION

Idaho Code 67-8208(1k)

The city has developed a proposed implementation schedule. The capital improvement plan and schedule of implementation is dynamic and should be reviewed annually and updated at least every five (5) years according to Idaho Code State 67-6509. The implementation schedule is subject to change based on project-ready design, funding availability, and city priorities. See the CIP at the end of this memo (folded 11"x17").

RECOMMENDATIONS

The maximum justifiable transportation impact fee that the city could assess to future purchasers of certain new construction residential and non-residential building permits is _____ per residential unit (each single-family dwelling and each apartment or condominium unit), _____ per 1000 ft² non-residential space, and _____ per acre of industrial development. The impact fee advisory committee can comment, and the city council can change a fee as long as it is less than the maximum justifiable fee.



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Table 6: Road Impact Fee Comparison in the Treasure Valley as of April 2017

CITY OF NAMPA	IMPACT FEE
Single Family/Townhouse/Mobile Home	\$2841
Multifamily	\$1648
Retail	\$6850/1000 ft ²
Office	\$4240/1000 ft ²
Industrial	\$1520/1000 ft ²

Ada County Highway District - see attached.

City of Caldwell - see attached.

**EXHIBIT A - Traffic Impact Fee Schedule
FY2020 Fee Table**

Service Area:

Ada County

Ordinance #231A

Service Area Adjustment Factors	Average Trip Length	Network	VTM Cost
Service Area	5.66	0.445	\$2,521
	0.90		
Land Use Trip Length	0.75		
Adjustment Factors	0.50		
	0.25		

ITE - 10th Edition				ADJUSTMENT FACTORS					
	ITE Code	PM Peak Hour	x	New Trip (Pass-By Only)	x	Average Trip Length	x	Network	x VMT Cost = Traffic Impact Fee
Land Use									(rounded)

RESIDENTIAL		Per Dwelling Unit								
Single Family	210	0.495	1.00	5.66	0.445	\$2,521	\$3,143			
Multifamily Housing, Low-Rise (1 to 2 Floors)	220	0.265	1.00	5.66	0.445	\$2,521	\$1,683			
Multifamily Housing, Mid-Rise (3 to 10 Floors)	221	0.220	1.00	5.66	0.445	\$2,521	\$1,397			
Mobile Home	240	0.295	1.00	4.25	0.445	\$2,521	\$1,407			
Accessory Dwelling Unit	ACHD 4	0.155	1.00	5.66	0.445	\$2,521	\$984			
Senior Adult Housing - Attached	252	0.130	1.00	5.66	0.445	\$2,521	\$825			
Senior Adult Housing - Detached	251	0.150	1.00	5.66	0.445	\$2,521	\$952			
		Per Bed								
Assisted Living	254	0.13	1.00	5.66	0.445	\$2,521	\$825			

		Per Room								
Hotel	310	0.300	1.00	5.66	0.445	\$2,521	\$1,905			
Motel	320	0.190	1.00	5.66	0.445	\$2,521	\$1,206			

		Per 1,000 SF								
Automobile Care Center/Repair	942	1.555	0.72	2.83	0.445	\$2,521	\$3,555			
Automobile Parts Sales	843	2.455	0.57	2.83	0.445	\$2,521	\$4,443			
Bank (No Drive-Thru)	911	6.065	0.65	1.42	0.445	\$2,521	\$6,280			
Bank (With Drive-Thru)	912	10.225	0.65	1.42	0.445	\$2,521	\$10,588			
Building Materials and Lumber	812	1.030	0.74	5.66	0.445	\$2,521	\$4,840			
Church	560	0.245	1.00	2.83	0.445	\$2,521	\$778			
Coffee / Donut Shop No Drive-Thru	936	18.155	0.50	1.42	0.445	\$2,521	\$14,461			
Coffee / Donut Shop with Drive-Thru	937	21.690	0.35	1.42	0.445	\$2,521	\$12,093			
Coffee Shop with Drive-Thru No Indoor Seats	938	41.665	0.11	1.42	0.445	\$2,521	\$7,301			
Convenience Market (24hrs, No Gas)	851	24.555	0.49	1.42	0.445	\$2,521	\$19,167			
Day Care	565	5.560	0.56	1.42	0.445	\$2,521	\$4,960			
Discount Club	857	2.090	0.63	5.66	0.445	\$2,521	\$8,361			
High-Cube Transload and Short-Term Storage Warehouse	154	0.050	1.00	5.66	0.445	\$2,521	\$317			
Drinking Place/Bar	925	5.680	0.57	2.83	0.445	\$2,521	\$10,279			
Free-standing Discount Store	815	2.415	0.77	5.66	0.445	\$2,521	\$11,807			
Free-standing Discount Superstore	813	2.165	0.73	5.66	0.445	\$2,521	\$10,035			
Furniture Store	890	0.260	0.47	5.66	0.445	\$2,521	\$776			
Hardware/Paint Store	816	1.340	0.74	5.66	0.445	\$2,521	\$6,296			
Home Improvement Superstore	862	1.165	0.58	5.66	0.445	\$2,521	\$4,290			
Hospital	610	0.485	1.00	5.66	0.445	\$2,521	\$3,080			
Light Industrial	110	0.315	1.00	5.66	0.445	\$2,521	\$2,000			
Manufacturing	140	0.335	1.00	5.66	0.445	\$2,521	\$2,127			
Mini-Warehouse (Self Storage)	ACHD 6	0.052	1.00	3.52	0.549	\$2,521	\$253			
Automobile Sales, New	840	1.215	0.72	4.25	0.445	\$2,521	\$4,171			
Automobile Sales, Used	841	1.875	0.72	4.25	0.445	\$2,521	\$6,437			
Pharmacy/Drug store (No Drive-Thru)	880	4.255	0.47	1.42	0.445	\$2,521	\$3,186			
Pharmacy/Drug store (With Drive-Thru)	881	5.145	0.51	1.42	0.445	\$2,521	\$4,180			
Restaurant - Fast Food (No Drive-Thru)	933	14.170	0.50	1.42	0.445	\$2,521	\$11,287			
Restaurant - Fast Food (With Drive-Thru)	934	16.335	0.50	1.42	0.445	\$2,521	\$13,011			
Restaurant - High Turnover	932	4.885	0.57	2.83	0.445	\$2,521	\$8,840			
Shopping Center	820	1.905	0.66	5.09	0.445	\$2,521	\$7,179			
Supermarket (Free Standing)	850	4.620	0.64	1.42	0.445	\$2,521	\$4,710			
Tire Store	848	1.990	0.72	5.66	0.445	\$2,521	\$9,098			
Variety Store (Dollar Store)	814	3.420	0.66	5.09	0.445	\$2,521	\$12,889			
Warehousing	150	0.095	1.00	5.66	0.445	\$2,521	\$603			

OFFICE DEVELOPMENTS		Per 1,000 SF								
Dental/Vision	ACHD 1	1.315	1.00	4.25	0.445	\$2,521	\$6,270			
General Office	710	0.575	1.00	5.66	0.445	\$2,521	\$3,651			
Medical	720	1.730	1.00	5.66	0.445	\$2,521	\$10,985			

		Per Indicated Unit								
Gas Station with Conv Mkt (Fueling Position)	945	6.995	0.44	1.42	0.445	\$2,521	\$4,903			
Gas Station (Fueling Position)	944	7.015	0.58	1.42	0.445	\$2,521	\$6,482			
Golf Course (Hole)	430	1.455	1.00	5.66	0.445	\$2,521	\$9,239			
Movie Theater (Seat)	444	0.035	1.00	4.25	0.445	\$2,521	\$167			
Public Park (Acre)	411	0.055	1.00	2.83	0.445	\$2,521	\$175			
Quick Lubrication (Servicing Positions)	941	2.425	0.58	1.42	0.445	\$2,521	\$2,241			
Self-Service Car Wash (Stall)	947	2.770	0.58	1.42	0.445	\$2,521	\$2,559			
Sup Conv Mkt/Gas Station >3,000 sf and >10 FP (Fueling Position)	960	11.480	0.44	1.42	0.445	\$2,521	\$8,018			



CITY OF MIDDLETON

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MEMO

City of Caldwell - Fee calculus

Traffic Impact Study and Mitigation Explanation

We require a 75% deposit from the developer for a mutually reviewed scope of work and we hold the clientship. Once complete, we invoice for the balance and then pay the consultant.

Consultants must obtain letters of recommendation from local highway agencies for this type of work.

Traffic signal mitigation is not based on an impact fee as we have not passed such in our impact fee ordinance. Instead a preference for construction of improvements is express with an allowance for contribution of monies in lieu of construction at the developers option.

Signal mitigation is based on the idea of consumed capacity rather than assuming a facility is good until development causes it to fail and thereby punishing the developer that is the "lucky 1,000,000th Customer."

A conservative (in favor of the developer) estimate of the capacity of an average intersection (the buildout intersection of a 3 lane Collector and 5 lane Arterial) is assumed to be 5080 veh/hr. This varies widely with turning movements but is a high estimate of capacity for this type of an intersection.

COMPASS was queried about the average trip length in Canyon County at the time this estimate was formed and provided 7.3 mi as the overall average trip length.

Caldwell formulates the obligation for traffic signal mitigation as follows:

{ Generator PM Peak Hour trips [veh/hr] * 7.3 mi/trip * **1/2 ends/trip** * 2 Ave Int/mi } / 5080 veh/hr

-The average trip length is divided by 2 since each end of a trip is a generator.

-Caldwell has a network of Arterials generally on miles/section lines and has collectors on interior 1/4 section lines – on this basis we presume signalization or roundabout intersection control on any given path at buildout will be 2/mile.

The capacity of the average intersection is given to be 5080 veh/hr.

The { } in the numerator represent the capacity required in aggregate for a developments pm generated traffic to be accommodated on any chosen trip path.

Mitigation should be performed near the development and definitely within the 7.3mi/2trip ends radius of a development.

Recommendations in the traffic study are required if they are on land or right of way adjacent to land in the developers control. If they are not in the developers control as described, they will be required if possible without requiring the developer to acquire right-of-way.

If improvements are recommended but not required based on the development, construction of such improvements can be credited against the traffic mitigation costs.

Caldwell takes to total cost to complete a traffic signal to be \$425K including design for the average intersection.

<div> <div>City of Middleton</div> <div>Capital Improvement Plan FY-20</div> <div>Date: October 16, 2019</div> </div>													
Project	Estimated Funding Year	Cost Per Unit	Quantity	Units	Estimated Total Cost	City Estimated Total Cost	Impact Fee Eligible	2020	2021	2022	2023	2024	PD
SH-44-Hartley Intersection Control (design and construct)	2020	\$ 1,000,000	1	1	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000	\$ 1,000,000					
Middleton Rd - Cornell St Roundabout (100% Design)	2020	\$ 35,000	1	LS	\$ 35,000	\$ 35,000	\$ 35,000	\$ 35,000					
Sawtooth Lake Drive connection to S Cemetery Road (culvert design)	2020	\$ 85,000	1	LS	\$ 85,000	\$ 85,000	\$ 85,000	\$ 85,000					
Middleton Rd - Cornell St Roundabout (New construction)	2021	\$ 303,000	1	LS	\$ 303,000	\$ 303,000	\$ 303,000		\$ 303,000				
Sawtooth Lake Drive connection to S Cemetery Road (culvert const)	2021	\$ 500,000	1	1	\$ 500,000	\$ 500,000	\$ 500,000		\$ 500,000				
S Cemetery Road - SH44 to Willow Creek (grant match 7.34%)	2021	\$ 250,000	1	LS	\$ 250,000	\$ 250,000	\$ 250,000		\$ 250,000				
Sawtooth Lake Dr connection to S Cemetery Rd (100% Design)	2021	\$ 100,000	1	LS	\$ 100,000	\$ 100,000	\$ 100,000		\$ 100,000				
Sawtooth Lake Dr connection to S Cemetery Rd (construct)	2022	\$ 450,000	1	LS	\$ 450,000	\$ 450,000	\$ 450,000			\$ 450,000			
SH-44-Cemetery Intersection Control (design and construct)	2023	\$ 1,500,000	1	LS	\$ 1,500,000	\$ 1,500,000	\$ 1,500,000				\$ 1,500,000		
SH-44-Middleton Rd. Intersection Control (design and construct)	2024	\$ 1,500,000	1	LS	\$ 1,500,000	\$ 1,500,000	\$ 1,500,000					\$ 1,500,000	
Middleton Rd Alignment Phase 1 (SH44 to River St. RAB)	2025	\$ 1,500,000	1	MI	\$ 1,500,000	\$ 1,500,000	\$ 1,500,000						\$ 1,500,000
Middleton Rd - River St Roundabout Phase 2	2026	\$ 1,500,000	1	LS	\$ 1,500,000	\$ 1,500,000	\$ 1,500,000						\$ 1,500,000
Middleton Road Alignment Phase 3 (River St. RAB to Boise River)	2027	\$ 1,500,000	1	MI	\$ 1,500,000	\$ 1,500,000	\$ 1,500,000						\$ 1,500,000
Middleton Rd - Bass Ln Roundabout (100% Design)	2028	\$ 150,000	1	LS	\$ 150,000	\$ 150,000	\$ 150,000						\$ 150,000
Middleton Rd - Bass Ln Roundabout (New construction)	2029	\$ 1,500,000	1	LS	\$ 1,500,000	\$ 1,500,000	\$ 1,500,000						\$ 1,500,000
Middleton Rd - Lincoln Rd (100% Design)	2030	\$ 150,000	1	LS	\$ 150,000	\$ 150,000	\$ 150,000						\$ 150,000
Middleton Rd - Lincoln Rd (Construction)	2031	\$ 1,500,000	1	LS	\$ 1,500,000	\$ 1,500,000	\$ 1,500,000						\$ 1,500,000
Willis Rd - Hartley Roundabout (100% Design)	2039	\$ 150,000	1	LS	\$ 150,000	\$ 150,000	\$ 150,000						\$ 150,000
Willis Rd - Hartley Roundabout (New construction)	2040	\$ 1,250,000	1	LS	\$ 1,250,000	\$ 1,250,000	\$ 1,250,000						\$ 1,250,000
Cemetery Rd - Willis Rd Roundabout (100% Design)	2039	\$ 150,000	1	LS	\$ 150,000	\$ 150,000	\$ 150,000						\$ 150,000
Cemetery Rd - Willis Rd Roundabout (New construction)	2040	\$ 1,250,000	1	LS	\$ 1,250,000	\$ 1,250,000	\$ 1,250,000						\$ 1,250,000
Cemetery Rd - W 9th St Roundabout (100% Design)	2034	\$ 150,000	1	LS	\$ 150,000	\$ 150,000	\$ 150,000						\$ 150,000
Cemetery Rd - W 9th St Roundabout (New Construction)	2034	\$ 1,250,000	1	LS	\$ 1,250,000	\$ 1,250,000	\$ 1,250,000						\$ 1,250,000
Hartley & W 9th St Roundabout (100% Design)	2035	\$ 150,000	1	LS	\$ 150,000	\$ 150,000	\$ 150,000						\$ 150,000
Hartley & W 9th St Roundabout (New construction)	2036	\$ 1,250,000	1	LS	\$ 1,250,000	\$ 1,250,000	\$ 1,250,000						\$ 1,250,000
9th & Duff Ln Roundabout (100% Design)	2037	\$ 150,000	1	LS	\$ 150,000	\$ 150,000	\$ 150,000						\$ 150,000
9th & Duff Ln Roundabout (New Construction)	2038	\$ 1,250,000	1	LS	\$ 1,250,000	\$ 1,250,000	\$ 1,250,000						\$ 1,250,000
Kingsbury Rd - Cornell St Roundabout (100 % Design)	2039	\$ 150,000	1	LS	\$ 150,000	\$ 150,000	\$ 150,000						\$ 150,000
Kingsbury Rd - Cornell St Roundabout (New Construction)	2040	\$ 1,250,000	1	LS	\$ 1,250,000	\$ 1,250,000	\$ 950,000						\$ 1,250,000
Total Est. Cost					\$ 21,923,000	\$ 21,923,000	\$ 21,623,000	\$ 1,120,000	\$ 1,153,000	\$ 450,000	\$ 1,500,000	\$ 1,500,000	\$ 16,200,000

EXHIBIT D

Impact Fee Study and Capital Improvement Plan For Middleton Rural Fire Department



Capital Improvement Plan and Development Impact Fee Study

Submitted to:
Middleton Rural Fire District

September 15, 2023

Prepared by:



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Development Impact Fee Study Middleton Rural Fire District

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EXECUTIVE SUMMARY

The Middleton Rural Fire District (“The Fire District”) retained TischlerBise to prepare a Capital Improvement Plan and Development Impact Fee Study in order to meet the new demands generated by new development within the district. This report presents the methodology and calculation used to generate current levels of service and updated maximum supportable impact fees. It is intended to serve as supporting documentation for the evaluation and update of the Fire District’s impact fees.

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

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

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

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

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

2023 Capital Improvement Plan and Development Impact Fee Study

FEE METHODOLOGY

A summary of impact fee components is provided below:

Figure 1. Summary of Impact Fee Methodology

Fee Category	Service Area	Cost Recovery	Incremental Expansion	Plan-Based	Cost Allocation
Fire	Districtwide	Impact Fee Study		Fire Stations, Fire Apparatuses, and Fire Equipment	Person & Vehicle Trips

CAPITAL IMPROVEMENT PLAN

Below in Figure 2 is the ten-year capital improvement plan the Fire District is anticipating to accommodate future demand. In the Plan, there are facility, fleet, and equipment expansions that are consistent with or below the projected need to serve growth at the current level of service. The capital improvement plan can be updated annually and revised to reflect any shift in demand, market, and costs.

A CIP project to note is the Station #54 improvement. At the moment, the structure is a storage facility that is being improved to an operational fire station. The finished station will be 4,032 square feet and serving existing and future demand. It has been determined that one-third (1,344 square feet) is growth-related.

Figure 2. Growth-Related Capital Improvement Plan

10-Year Capital Improvement Plan	Need	Time Frame (Yrs)	Current Cost	Growth Related Cost
Station #54: Harvey (improving existing structure)	1,344 square feet	1 to 3	\$1,000,000	\$1,000,000
Station #56: Purple Sage (50% split with Star Fire)	4,196 square feet	7 to 10	\$3,000,000	\$3,000,000
Station #54 units: Refurb Brush & Engines	2 units	1 to 3	\$850,000	\$850,000
Station #54 units: New Engine	1 unit	3 to 5	\$900,000	\$900,000
Station #54 units: New SCBAs	8 units	10	\$80,000	\$80,000
Station #56 units: New Brush & Engine (50% split with Star Fire)	2 units	7 to 10	\$825,000	\$825,000
Station #53 units: Replace Water Tender	1 unit	1 to 2	\$429,000	\$0
Station #53 units: Replace Brush	1 unit	2 to 5	\$400,000	\$0
Station #53 units: Replace Engine	1 unit	5 to 10	\$1,200,000	\$0
Station #53: Replace SCBAs	27 units	10	\$324,000	\$0
Replace Battalion Command (50% split with Star Fire)	1 unit	2 to 3	\$70,000	\$0
Replace Command 503 Pickup	1 unit	5 to 10	\$95,000	\$0
Total			\$9,173,000	\$6,655,000

MAXIMUM SUPPORTABLE DEVELOPMENT IMPACT FEES

Figure 3 provides a schedule of the maximum supportable development impact fees by type of land use for the Fire District. The fees represent the highest supportable amount for each type of applicable land use and represent new growth's fair share of the cost for capital facilities. The Fire District may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

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

Figure 3. Summary of Maximum Supportable Development Impact Fees

Residential

Housing Type	Persons per Housing Unit	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Residential (per housing unit)				
Single Family	3.14	\$1,481	\$849	\$632
Multifamily	2.38	\$1,123	\$849	\$274

Nonresidential

Development Type	Vehicle Trips per KSF	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Nonresidential (per 1,000 square feet)				
Retail	14.06	\$780	\$420	\$360
Office	5.42	\$300	\$420	(\$120)
Industrial	2.44	\$135	\$420	(\$285)
Institutional	9.76	\$541	\$420	\$121

DEVELOPMENT IMPACT FEE FRAMEWORK

IDAHO DEVELOPMENT IMPACT FEE ENABLING LEGISLATION

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

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

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

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

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

Fourth, Idaho requires a proportionate share determination [see 67-8207]. Basically, local government must consider various types of applicable credits and/or other revenues that may reduce the capital costs attributable to new development. The development impact fee methodologies and the cash flow analysis have addressed the need for credits to avoid potential double payment for growth-related infrastructure.

SUMMARY OF CAPITAL IMPROVEMENT PLAN AND DEVELOPMENT IMPACT FEES

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

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

- **Cost Recovery.** The rationale for the cost recovery approach is that new development is paying for its share of the useful life and remaining capacity of facilities already built or land already purchased from which new growth will benefit. This methodology is often used for systems that were oversized such as sewer and water facilities.
- **Incremental Expansion.** The incremental expansion method documents the current level of service (LOS) for each type of public facility in both quantitative and qualitative measures, based on an existing service standard (such as park land acres per 1,000 residents). This approach ensures that there are no existing infrastructure deficiencies or surplus capacity in infrastructure. New development is only paying its proportionate share for growth-related infrastructure. An incremental expansion cost method is best suited for public facilities that will be expanded in regular increments, with LOS standards based on current conditions in the community.
- **Plan-Based.** The plan-based method allocates costs for a specified set of improvements to a specified amount of development. Facility plans identify needed improvements, and land use plans identify development. In this method, the total cost of relevant facilities is divided by total demand to calculate a cost per unit of demand. Then, the cost per unit of demand is multiplied by the amount of demand per unit of development (e.g., housing units or square feet of building area) in each category to arrive at a cost per specific unit of development (e.g., single family detached unit).
- **Credits.** Regardless of the methodology, a consideration of “credits” is integral to the development of a legally valid impact fee methodology. There are two types of “credits,” each with specific and distinct characteristics, but both of which should be addressed in the calculation of development impact fees. The first is a credit due to possible double payment situations. This could occur when contributions are made by the property owner toward the capital costs of the public facility covered by the impact fee. This type of credit is integrated into the impact fee calculation. The second is a credit toward the payment of a fee for dedication of public sites or improvements provided by the developer and for which the facility fee is imposed. This type of credit is addressed in the administration and implementation of a facility fee program.

FIRE PROTECTION DEVELOPMENT IMPACT FEES

The Fire District’s development impact fee includes three components: station space, vehicles/apparatus, and equipment. TischlerBise recommends a *plan-based* approach, based on current capital expansion plans. Per the Idaho Act, capital improvements are limited to those improvements that have a certain lifespan. As specified in 67-8203(3) of the Idaho Act, “‘Capital improvements’ means improvements with a useful life of ten (10) years or more, by new construction or other action, which increase the service capacity of a public facility.” The residential portion of the fee is derived from the product of persons per housing unit (by type of unit) multiplied by the net capital cost per person. The nonresidential portion is derived from the product of nonresidential vehicle trips per 1,000 square feet of nonresidential space multiplied by the net capital cost per vehicle trip.

COST ALLOCATION FOR FIRE PROTECTION INFRASTRUCTURE

Both residential and nonresidential developments increase the demand for fire services and facilities. To calculate the proportional share between residential and nonresidential demand on service and facilities, calls for service data is analyzed. Shown at the top of Figure 4, 62 percent of calls are to residential locations, 4 percent to nonresidential locations, and 35 percent are classified as traffic or other calls.

Base year vehicle trips are used to assign traffic calls to residential and nonresidential land uses. This results in 393 additional residential calls (74,978 residential vehicle trips / 86,422 total vehicle trips X 453 traffic or other calls for service) and 60 additional nonresidential calls (11,444 nonresidential vehicle trips / 86,422 total vehicle trips X 453 traffic or other calls for service).

After this adjustment, 92 percent of calls are attributed to resident development, and 8 percent are attributed to nonresidential development. These percentages are used to attribute facilities to respective demand units.

Figure 4. Calls for Service

Land Use	Annual Calls for Service	% of Total
Residential	813	62%
Nonresidential	47	4%
Traffic	453	35%
Total	1,313	100%

Land Use	Base Year Vehicle Trips	% of Total
Residential	74,978	87%
Nonresidential	11,444	13%
Total	86,422	100%

Land Use	Adj. Calls for Service	% of Total
Residential	1,206	92%
Nonresidential	107	8%
Total	1,313	100%

Source: Middleton Rural Fire District

FIRE PROTECTION CURRENT LEVEL OF SERVICE

The following section details the level of service calculations for the Fire District.

FIRE STATIONS

As shown in Figure 5, after the current improvement of Station #54, the Fire District will operate two stations, which total 12,688 square feet. The existing level of service for residential development is 410 square feet per 1,000 persons. The nonresidential level of service is 90 square feet per 1,000 vehicle trips. This is determined by multiplying the total square footage by the proportionate share factors (92 percent for residential development and 8 percent for nonresidential development), and then dividing the respective totals by the current service units (28,394 persons and 11,444 nonresidential vehicle trips) and multiplying by 1,000.

Figure 5. Existing Fire Station Level of Service

Fire Stations	Square Feet
Station #53	10,000
Station #54 Harvey (2/3)	2,688
Total	12,688

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	92%	8%
Share of Square Feet	11,654	1,034
2023 Population/Nonres. Vehicle Trips	28,394	11,444
Square Feet per 1,000 Persons/Vehicle Trips	410	90

FIRE APPARATUS

As shown in Figure 6, the Fire District currently has 10 pieces of apparatus. The existing level of service for residential development is 0.323 pieces of apparatus for every 1,000 persons. The nonresidential level of service is 0.071 pieces of apparatus per 1,000 vehicle trips. This is determined by multiplying the total apparatus inventory by the proportionate share factors (92 percent for residential development and 8 percent for nonresidential development), and then dividing the respective totals by the current service units (28,394 persons for residential and 11,444 nonresidential vehicle trips) and multiplying by 1,000.

Figure 6. Existing Fire Apparatus Level of Service

Apparatus	Units
Fire Engine	2
Brush Truck	2
Water Tender	1
Command Vehicle	4
Trailer	1
Total	10

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	92%	8%
Share of Units	9.2	0.8
2023 Population/Nonres. Vehicle Trips	28,394	11,444
Units per 1,000 Persons/Vehicle Trips	0.323	0.071

FIRE EQUIPMENT

As shown in Figure 7, the Fire District currently has 48 pieces of equipment with a useful life of 10 years or longer. The existing level of service for residential development is 1.55 pieces of equipment for every 1,000 persons. The nonresidential level of service is 0.34 pieces of equipment per 1,000 vehicle trips. This is determined by multiplying the total equipment inventory by the proportionate share factors (92 percent for residential development and 8 percent for nonresidential development), and then dividing the respective totals by the current service units (28,394 persons for residential and 11,444 nonresidential vehicle trips) and multiplying by 1,000.

Figure 7. Existing Fire Equipment Level of Service

Equipment Type	Units
SCBAs	30
Radios	12
Generators	2
Extrication Equipment	1
Thermal Imaging Equipment	1
Extractor	1
Air Compressor Fill Station	1
Total	48

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	92%	8%
Share of Units	44.1	3.9
2023 Population/Nonres. Vehicle Trips	28,394	11,444
Units per 1,000 Persons/Vehicle Trips	1.55	0.34

PLANNED GROWTH-RELATED INFRASTRUCTURE IMPROVEMENTS

The following section details the future capital plans to accommodate growth.

FIRE STATIONS

The Fire District currently plans on expanding the Harvey fire station and constructing a new joint station at a 50 percent split of costs with Star Fire Protection District. Shown in Figure 8, the Fire District estimates adding 5,540 square feet, with an estimated cost of \$3,480,458, would be sufficient through the year 2033.

The cost per residential and nonresidential service unit is determined by multiplying the planned square footage by the proportionate share factors (92 percent for residential and 8 percent for nonresidential), and then dividing the respective totals by the projected increase in service units through the year 2033 (10,576 persons and 8,056 nonresidential vehicle trips). When the resulting residential and nonresidential levels of service (481 square feet per 1,000 persons and 56 square feet per 1,000 nonresidential trips) are compared to the cost per square foot (\$628), the resulting cost per service units are \$302 per person and \$35 per nonresidential vehicle trip.

Based on development trends, market needs, and projections the demand on fire services is going to shift further towards housing development compared to commercial development.

Figure 8. Planned Fire Station Level of Service & Cost Analysis

Fire Stations	Square Feet	Replacement Cost
Station #54 Harvey (1/3)	1,344	\$480,458
Station #56 (50% split with Star)	4,196	\$3,000,000
Total	5,540	\$3,480,458

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	92%	8%
Share of Square Feet	5,089	451
10-Year Population/Nonres. Vehicle Trips Increase	10,576	8,056
Square Feet per 1,000 Persons/Vehicle Trips	481	56

<i>Cost Analysis</i>	Residential	Nonresidential
Square Feet per 1,000 Persons/Vehicle Trips	481	56
Average Cost per Square Foot	\$628	\$628
Capital Cost per Person/Vehicle Trip	\$302	\$35

FIRE APPARATUS

To complement the planned additional stations, the Fire District plans on purchasing five additional apparatus. Shown in Figure 9, the estimated cost of the apparatus is \$2,575,000. Similar to the planned station, the Fire District estimates the additional apparatus will be sufficient through the year 2033.

In Figure 9, the cost per residential and nonresidential service unit is determined by multiplying the planned vehicle/apparatus by the proportionate share factors (92 percent for residential and 8 percent for nonresidential), and then dividing the respective totals by the projected increase in service units through the year 2033 (10,576 persons and 8,056 nonresidential vehicle trips). When the resulting residential and nonresidential levels of service (0.434 units per 1,000 persons and 0.051 units per 1,000 nonresidential trips) are compared to the average cost for the apparatus (\$515,000), the resulting cost per service units are \$224 per person and \$26 per nonresidential vehicle trip.

Based on development trends, market needs, and projections the demand on fire services is going to shift further towards housing development compared to commercial development.

Figure 9. Planned Fire Apparatus Level of Service & Cost Analysis

Apparatus	Units	Replacement Cost
Station #54 Harvey:		
Refurb 2022 Pierce Enforcer	1	\$450,000
Refurb Brush Type 3/4	1	\$400,000
New Engine	1	\$900,000
Station #56 Purple Sage:		
New Brush Type 3	1	\$275,000
New Engine (50% split)	1	\$550,000
Total	5	\$2,575,000

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	92%	8%
Share of Units	4.6	0.4
10-Year Population/Nonres. Vehicle Trips Increase	10,576	8,056
Units per 1,000 Persons/Vehicle Trips	0.434	0.051

<i>Cost Analysis</i>	Residential	Nonresidential
Units per 1,000 Persons/Vehicle Trips	0.43	0.05
Average Cost per Unit	\$515,000	\$515,000
Capital Cost per Person/Vehicle Trip	\$224	\$26

FIRE EQUIPMENT

To facilitate the addition of growth-related personnel, the Fire District plans on purchasing eight self-contained breathing apparatus (SCBA). Shown in Figure 10, the estimated cost of the equipment is \$80,000. Similar to the planned station, the Fire District estimates the equipment will be sufficient through the year 2033.

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In Figure 10 the cost per residential and nonresidential service unit is determined by multiplying the planned equipment by the proportionate share factors (92 percent for residential and 8 percent for nonresidential), and then dividing the respective totals by the projected increase in service units through the year 2033 (10,576 persons and 8,056 nonresidential vehicle trips). When the resulting residential and nonresidential levels of service (0.69 equipment units per 1,000 persons and 0.08 equipment units per 1,000 nonresidential trip) are compared to the average cost per piece of equipment (\$10,000), the resulting cost per service units are \$7 per person and \$1 per nonresidential vehicle trip.

Figure 10. Planned Fire Equipment Level of Service & Cost Analysis

Equipment Type	Units	Replacement Cost
SCBAs	8	\$80,000
Total	8	\$80,000

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	92%	8%
Share of Units	7.3	0.7
10-Year Population/Nonres. Vehicle Trips Increase	10,576	8,056
Units per 1,000 Persons/Vehicle Trips	0.69	0.08

<i>Cost Analysis</i>	Residential	Nonresidential
Units per 1,000 Persons/Vehicle Trips	0.69	0.08
Average Cost per Unit	\$10,000	\$10,000
Capital Cost per Person/Vehicle Trip	\$7	\$1

SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

The cost to prepare the Capital Improvement Plan and Development Impact Fee Report totals \$19,720. The Fire District will need to update its report every five years. Based on this cost, proportionate share, and five-year projections of new residential and nonresidential development from Appendix B. Demographic Assumptions, the cost is \$3 per person and \$1 per nonresidential vehicle trip.

Figure 11. Share of the Development Impact Fee Study

Share of Study Cost	Residential Share	Nonresidential Share
\$19,720	92%	8%

Residential Growth Share	Five-Year Population Increase	Capital Cost per Person
100%	5,393	\$3

Nonresidential Growth Share	Five-Year Veh. Trip Increase	Capital Cost per Trip
100%	3,927	\$1

FIRE IMPACT FEE CREDIT ANALYSIS

The district currently has an impact fee fund balance of \$828,132, which requires consideration of a credit. As shown below in Figure 12, this balance accounts for 12 percent of the ten-year projected growth expenditures, resulting in a 12 percent credit in the impact fee to ensure the Fire District is only collecting the remaining costs to complete the Capital Improvement Plan.

Figure 12. Fire Impact Fee Credit Analysis

Fire Impact Fee Credit	
Available Fund Balance	\$828,132
10-Year Capital Plan	\$6,655,000
Available Fund Balance % of Plan	12%

INPUT VARIABLES AND MAXIMUM SUPPORTABLE IMPACT FEES

Figure 13 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per person and vehicle trip. The residential Fire Development Impact Fees are the product of persons per housing unit by type multiplied by the total net capital cost per person. For example, the single family maximum impact fee is \$1,481 per unit (\$472 per person x 3.14 persons per housing unit = \$1,481, rounded). The nonresidential fees are the product of vehicle trips per 1,000 square feet multiplied by the net capital cost per nonresidential vehicle trip.

The Fire District Board may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

Figure 13. Middleton Rural Fire District Maximum Supportable Impact Fees

Fee Component	Cost per Person	Cost per Vehicle Trip
Fire Stations	\$302	\$35
Fire Apparatus	\$224	\$26
Fire Equipment	\$7	\$1
Impact Fee Study	\$3	\$1
Gross Total	\$536	\$63
Credit for Fund Balance (12%)	(\$64)	(\$8)
Net Total	\$472	\$55

Residential

Housing Type	Persons per Housing Unit	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Residential (per housing unit)				
Single Family	3.14	\$1,481	\$849	\$632
Multifamily	2.38	\$1,123	\$849	\$274

Nonresidential

Development Type	Vehicle Trips per KSF	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Nonresidential (per 1,000 square feet)				
Retail	14.06	\$780	\$420	\$360
Office	5.42	\$300	\$420	(\$120)
Industrial	2.44	\$135	\$420	(\$285)
Institutional	9.76	\$541	\$420	\$121

CASH FLOW PROJECTIONS FOR MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the Fire District if the development impact fees are implemented at the maximum supportable amounts. The cash flow projections are based on the assumptions detailed in this chapter and the development projections discussed in Appendix B. Demographic Assumptions.

The summary provides an indication of the impact fee revenue generated by new development. Shown at the bottom of Figure 14, the maximum supportable fire impact fee is estimated to generate \$5.4 million in revenue while there is a growth-related cost of \$6.1 million. The revenue is able to mitigate 88 percent of growth-related costs. The remaining funding gap is the result of the credit included for the existing fund balance, which will in turn fund the funding gap.

Figure 14. Projected Revenue from Maximum Supportable Impact Fees

Infrastructure Costs for Fire Facilities

	Total Cost	Growth Cost
Fire Stations	\$3,480,458	\$3,480,458
Fire Apparatus	\$2,575,000	\$2,575,000
Fire Equipment	\$80,000	\$80,000
Impact Fee Study	\$39,440	\$39,440
Total Expenditures	\$6,174,898	\$6,174,898

Projected Development Impact Fee Revenue

		Single Family \$1,481 per unit	Multifamily \$1,123 per unit	Retail \$780 per KSF	Office \$300 per KSF	Industrial \$135 per KSF	Institutional \$541 per KSF
Year		Housing Units	Housing Units	KSF	KSF	KSF	KSF
Base	2023	8,931	239	202	144	315	723
1	2024	9,261	248	218	155	340	780
2	2025	9,591	257	234	167	365	838
3	2026	9,921	266	247	176	384	882
4	2027	10,251	275	259	185	403	927
5	2028	10,581	284	271	193	423	971
6	2029	10,911	293	284	202	442	1,016
7	2030	11,241	302	296	211	461	1,060
8	2031	11,571	311	312	223	486	1,117
9	2032	11,901	320	328	234	511	1,175
10	2033	12,231	329	344	245	536	1,232
Ten-Year Increase		3,300	90	142	101	222	509
Projected Revenue		\$4,887,718	\$100,753	\$110,945	\$30,407	\$29,904	\$275,322
Projected Revenue =>							\$5,435,000
Projected Expenditures =>							\$6,175,000
Non-Impact Fee Funding =>							\$740,000

CAPITAL IMPROVEMENT PLAN

The following section provides a summary of the Capital Improvement Plans depicting growth-related capital demands. First, Figure 15 lists the projected growth over the next ten years in the Fire District. Overall, there is an estimated 37 percent increase in residential development (10,576 new residents and 3,390 housing units) and a 70 percent increase in nonresidential development (1,453 new jobs and 974,000 square feet of development). Further details on the growth projections can be found in Appendix B. Demographic Assumptions.

Figure 15. Ten-Year Growth Projections

	Base Year	5-Year Increment						Total
	2023	1 2024	2 2025	3 2026	4 2027	5 2028	10 2033	Increase
Population [1]	28,394	29,452	30,510	31,567	32,625	33,683	38,971	10,576
Housing Units by Type [1]								
Single Family	8,931	9,261	9,591	9,921	10,251	10,581	12,231	3,300
Multifamily	239	248	257	266	275	284	329	90
Total Housing Units	9,170	9,509	9,848	10,187	10,526	10,865	12,560	3,390
Jobs [1]								
Retail	429	463	497	523	550	576	731	302
Office	469	506	543	572	601	630	799	330
Industrial	494	533	572	603	633	664	842	348
Institutional	672	725	778	820	861	903	1,145	473
Total Jobs	2,064	2,228	2,391	2,518	2,645	2,772	3,517	1,453
Nonresidential Floor Area (1,000 sq. ft.) [2]								
Retail	202	218	234	247	259	271	344	142
Office	144	155	167	176	185	193	245	101
Industrial	315	340	365	384	403	423	536	222
Institutional	723	780	838	882	927	971	1,232	509
Total Floor Area	1,384	1,493	1,603	1,688	1,773	1,858	2,358	974
Vehicle Trips [2]								
Residential Subtotal	74,978	77,750	80,521	83,292	86,064	88,835	102,691	27,714
Nonresidential Subtotal	11,444	12,351	13,258	13,962	14,667	15,371	19,500	8,056
Total Vehicle Trips	86,422	90,101	93,779	97,255	100,730	104,206	122,192	35,770

[1] Source: COMPASS (Community Planning Association of Southwest Idaho) Traffic Analysis Zone Model; TischlerBise analysis

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

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

2023 Capital Improvement Plan and Development Impact Fee Study

The development impact fee is based on the capital improvement plan to accommodate future growth. To serve projected growth over the next ten years, the following infrastructure is planned:

- 5,540 square feet of station space
- 5 new fleet units
- 8 new equipment units
- 2 updates to impact fee study (once every five years)
- \$6.6 million growth-related costs

Additionally, there are replacement plans in the CIP that are not growth-related, thus not included in the impact fee study and not eligible for impact fee funding.

A CIP project to note is the Station #54 improvement. At the moment, the structure is a storage facility that is being improved to an operational fire station. The finished station will be 4,032 square feet and serving existing and future demand. It has been determined that one-third (1,344 square feet) is growth-related.

Figure 16. Capital Improvement Plan

10-Year Capital Improvement Plan	Need	Time Frame (Yrs)	Current Cost	Growth Related Cost
Station #54: Harvey (improving existing structure)	1,344 square feet	1 to 3	\$1,000,000	\$1,000,000
Station #56: Purple Sage (50% split with Star Fire)	4,196 square feet	7 to 10	\$3,000,000	\$3,000,000
Station #54 units: Refurb Brush & Engines	2 units	1 to 3	\$850,000	\$850,000
Station #54 units: New Engine	1 unit	3 to 5	\$900,000	\$900,000
Station #54 units: New SCBAs	8 units	10	\$80,000	\$80,000
Station #56 units: New Brush & Engine (50% split with Star Fire)	2 units	7 to 10	\$825,000	\$825,000
Station #53 units: Replace Water Tender	1 unit	1 to 2	\$429,000	\$0
Station #53 units: Replace Brush	1 unit	2 to 5	\$400,000	\$0
Station #53 units: Replace Engine	1 unit	5 to 10	\$1,200,000	\$0
Station #53: Replace SCBAs	27 units	10	\$324,000	\$0
Replace Battalion Command (50% split with Star Fire)	1 unit	2 to 3	\$70,000	\$0
Replace Command 503 Pickup	1 unit	5 to 10	\$95,000	\$0
Total			\$9,173,000	\$6,655,000

FUNDING SOURCES FOR CAPITAL IMPROVEMENTS

In determining the proportionate share of capital costs attributable to new development, the Idaho Development Fee Act states that local governments must consider historical, available, and alternative sources of funding for system improvements (Idaho Code 67-8209(2)). Currently, there are no other dedicated revenues being collected by the Fire District to fund growth-related projects. However, there is an existing balance in the Fire District's impact fee fund which has been set aside for future expansions in the CIP. A credit is included in the impact fee analysis to account for the balance's share of the future CIP.

PROPORTIONATE SHARE ANALYSIS

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

- 1) The development impact fees for the Fire District are based on new growth's share of the costs of previously built projects along with planned public facilities as provided by the Fire District. Projects are included in the Fire District's capital improvements plan and will be included in annual capital budgets.
- 2) Estimated development impact fee revenue was based on the maximum supportable development impact fees for the one, districtwide service area; results are shown in the cash flow analyses in this report. Development impact fee revenue will entirely fund growth-related improvements.
- 3) TischlerBise has evaluated the extent to which new development may contribute to the cost of public facilities. Also, the report has shown that all applicable growth-related public facility costs will be entirely funded by impact fees, thus no credit is necessary for general tax dollar funding.
- 4) The Fire District will evaluate the extent to which newly developed properties are entitled to a credit for system improvements that have been provided by property owners or developers. These "site-specific" credits will be available for system improvements identified in the annual capital budget and long-term Capital Improvements Plans. Administrative procedures for site-specific credits should be addressed in the development impact fee ordinance.
- 5) Extraordinary costs, if any, in servicing newly developed properties should be addressed through administrative procedures that allow independent studies to be submitted to the Fire District. These procedures should be addressed in the development impact fee ordinance. One service area represented by the Fire District's geographic boundary is appropriate for the fees herein.
- 6) The time-price differential inherent in fair comparisons of amounts paid at different times has been addressed. All costs in the development impact fee calculations are given in current dollars with no assumed inflation rate over time. Necessary cost adjustments can be made as part of the annual evaluation and update of development impact fees.

IMPLEMENTATION AND ADMINISTRATION

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

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

Furthermore, it is the collecting jurisdiction that is required to form the DIFAC. In this case, Middleton Rural Fire Protection Impact Fees will be collected by the City of Middleton and Canyon County. Thus, those jurisdictions will form separate DIFACs.

Per the above, each jurisdiction has formed a DIFAC. TischlerBise has met with each DIFAC during the process and provided information on land use assumptions, level of service and cost assumptions, and draft development impact fee schedules. This report reflects comments and feedback received from the DIFACs.

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

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

Idaho's enabling legislation requires an annual development impact fees report that accounts for fees collected and spent during the preceding year (Idaho Code 67-8210). Development impact fees must be deposited in interest-bearing accounts earmarked for the associated capital facilities as outlined in capital improvements plans. Also, fees must be spent within eight years of when they are collected (on a first in, first out basis) unless the local governmental entity identifies in writing (a) a reasonable cause why the fees should be held longer than eight years; and (b) an anticipated date by which the fees will be expended but in no event greater than eleven years from the date they were collected.

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

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

APPENDIX A. LAND USE DEFINITIONS

- **Single Family:**

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

- **Multifamily:**

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

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

- **Retail:** Establishments primarily selling merchandise, eating/drinking places, and entertainment uses. By way of example, *Retail* includes shopping centers, supermarkets, pharmacies, restaurants, bars, nightclubs, automobile dealerships, movie theaters, and lodging (hotel/motel).
- **Office:** Establishments providing management, administrative, professional, or business services. By way of example, *Office* includes banks, business offices.
- **Industrial:** Establishments primarily engaged in the production and transportation of goods. By way of example, *Industrial* includes manufacturing plants, trucking companies, warehousing facilities, utility substations, power generation facilities, and telecommunications buildings.
- **Institutional:** Public and quasi-public buildings providing educational, social assistance, or religious services. By way of example, *Institutional* includes schools, universities, churches, daycare facilities, hospitals, health care facilities, and government buildings.

APPENDIX B. DEMOGRAPHIC ASSUMPTIONS

POPULATION AND HOUSING CHARACTERISTICS

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

When persons per housing unit (PPHU) is used in the development impact fee calculations, infrastructure standards are derived using year-round population. In contrast, when persons per household (PPHH) is used in the development impact fee calculations, the fee methodology assumes all housing units will be occupied, thus requiring seasonal or peak population to be used when deriving infrastructure standards. TischlerBise recommends that fees for residential development in Middleton Rural Fire District be imposed according to persons per housing unit.

Based on housing characteristics, TischlerBise recommends using two housing unit categories for the Impact Fee study: (1) Single Family and (2) Multifamily. Each housing type has different characteristics which results in a different demand on District facilities and services.

The boundaries of the Fire District are not contiguous with available US Census geographies. In this case, geographies have been chosen that best represent the demographics of each area. The estimates in Figure 17 are for PPHU calculations for Middleton CCD. Base year population and housing units are estimated with another, more recent data source.

Middleton CCD is a US Census defined geography that is larger than the City of Middleton, including portions of unincorporated areas surrounding the city. This provides a better sample of demographics in the Middleton Rural Fire District. As a result, single family units have a household size of 3.14 persons and multifamily units have a household size of 2.38 persons. Additionally, there is a housing mix of 97 percent single family and 3 percent multifamily.

Figure 17. Persons per Housing Unit – Middleton Rural Fire District

Housing Type	Persons	Housing Units	Persons per Housing Unit	Households	Persons per Household	Housing Unit Mix
Single Family [1]	18,860	6,009	3.14	5,873	3.21	97%
Multifamily [2]	383	161	2.38	161	2.38	3%
Total	19,243	6,170	3.12	6,034	3.19	

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

[2] Includes all other types

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

BASE YEAR HOUSING UNITS AND POPULATION

Base year population is derived from Middleton Rural Fire District Population and Housing Growth estimate data provided by the district. Based off of this data, the base year population estimate for Middleton Rural Fire District is 28,394. PPHU data shown in Figure 18 is used to convert this total population number to a total housing unit number, which is estimated to be 9,170 units. Then the housing unit mix percentage is applied to this total housing unit estimate to get a breakdown between single and multifamily units.

Figure 18. Base Year Housing Units and Population

Middleton Rural Fire District	Base Year 2023
Population [1]	28,394
Housing Units [2]	
Single Family	8,931
Multifamily	239
Total Housing Units	9,170

[1] Middleton Rural Fire District Population Estimate

[2] Middleton Rural Fire District Housing Estimate, TischlerBise analysis

NEW RESIDENTIAL CONSTRUCTION TREND

To illustrate residential development trends in the district, Figure 19 lists the past five years of new construction in Middleton CCD. The Fire District provides service to areas in Canyon County, Gem County, and Ada County. Housing growth estimates provided by the Fire District were analyzed to calculate the annual totals.

As seen in Figure 19, over the past five years in the Middleton Rural Fire District there has been a total of 1,694 housing units added with 1,650 being single family homes and 44 being multifamily homes. This leads to a five-year average of 339 housing units added annually.

Figure 19. Annual New Construction Estimates by Housing Type Middleton Rural Fire District

Housing Type	2018	2019	2020	2021	2022	Total	5-Year Average
Single Family	291	286	328	504	241	1,650	330
Multifamily	0	24	0	20	0	44	9
Total	291	310	328	524	241	1,694	339

Source: Middleton Rural Fire District building permit history

HOUSING UNIT AND POPULATION PROJECTIONS

Past housing construction trends are assumed to continue through the next ten years. The five-year annual average totals are included in the projections to estimate housing growth in the Fire District. Population growth is estimated based on housing development and PPHU by housing type. As a result, there are 3,390 new housing units projected in the Fire District over the next ten years, 3,300 units single family and 90 units multifamily. Based on the housing development, population in the Fire District is estimated to grow by 10,576 residents or 37.2 percent.

Figure 20. Residential Development Projections

Middleton Rural Fire District	Base Year 2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	Total Increase
Population [1]	28,394	29,452	30,510	31,567	32,625	33,683	34,740	35,798	36,855	37,913	38,971	10,576
Percent Increase		3.7%	3.6%	3.5%	3.4%	3.2%	3.1%	3.0%	3.0%	2.9%	2.8%	37.2%
Housing Units [2]												
Single Family	8,931	9,261	9,591	9,921	10,251	10,581	10,911	11,241	11,571	11,901	12,231	3,300
Multifamily	239	248	257	266	275	284	293	302	311	320	329	90
Total Housing Units	9,170	9,509	9,848	10,187	10,526	10,865	11,204	11,543	11,882	12,221	12,560	3,390

[1] Population projections are based on housing growth and PPHU factors

[2] Housing projections are based on building permit trends

CURRENT EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA

The impact fee study will include nonresidential development as well. Utilizing ESRI Business Analyst data, 2023 total employment in the district is estimated at 2,064 jobs. ESRI Business Analyst profile data is used to breakdown this job total. Listed in Figure 21, there are an estimated 429 retail jobs, 469 office jobs, 494 industrial jobs, and 672 institutional jobs located in the district.

To estimate the nonresidential floor area, employee density factors from the Institute of Transportation Engineers (ITE) *Trip Generation* Manual (2021) are applied to job estimated. Figure 22 lists the land use type and density factors that are included in the analysis. Overall, there are 1,383,671 square feet estimated in the district. Institutional and industrial development make up the majority of this with a combined 75 percent of the total floor area.

Figure 21. Base Year Employment and Nonresidential Floor Area

Employment Industries	Base Year Jobs [1]	Sq. Ft. per job [2]	Floor Area (sq. ft.)	Percent of Total
Retail	429	471	202,059	15%
Office	469	307	143,983	10%
Industrial	494	637	314,678	23%
Institutional	672	1,076	722,951	52%
Total	2,064		1,383,671	100%

[1] ESRI Business Analyst

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

Figure 22. Institute of Transportation Engineers (ITE) Employment Density Factors

Employment Industry	ITE Code	Land Use	Demand Unit	Emp per Dmd Unit	Sq. Ft. per Emp
Retail	820	Shopping Center	1,000 Sq Ft	2.12	471
Office	710	General Office	1,000 Sq Ft	3.26	307
Industrial	110	Light Industrial	1,000 Sq Ft	1.57	637
Institutional	520	Elementary School	1,000 Sq Ft	0.93	1076

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

EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA PROJECTIONS

Job and nonresidential floor area projections for the next ten years are provided in Figure 23. Job growth is projected using Community Planning Association of Southwest Idaho (COMPASS) traffic analysis zone data. Over the next ten years there is a projected increase of 1,453 jobs in the district, a 70 percent increase from the base year. Institutional and industrial developments account for the greatest share of the increase.

Job growth is converted into nonresidential floor area using the ITE square feet per employee averages shown in Figure 22. Over the next ten years, the nonresidential floor area is projected to increase by approximately 974,000 square feet, a 70 percent increase from the base year.

Figure 23. Employment and Nonresidential Floor Area Projections

Middleton Rural Fire District	Base Year 2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	Total Increase
Jobs [1]												
Retail	429	463	497	523	550	576	603	629	663	697	731	302
Office	469	506	543	572	601	630	659	688	725	762	799	330
Industrial	494	533	572	603	633	664	694	724	763	803	842	348
Institutional	672	725	778	820	861	903	944	985	1,039	1,092	1,145	473
Total	2,064	2,228	2,391	2,518	2,645	2,772	2,899	3,026	3,190	3,353	3,517	1,453
Nonresidential Floor Area (1,000 sq. ft.) [2]												
Retail	202	218	234	247	259	271	284	296	312	328	344	142
Office	144	155	167	176	185	193	202	211	223	234	245	101
Industrial	315	340	365	384	403	423	442	461	486	511	536	222
Institutional	723	780	838	882	927	971	1,016	1,060	1,117	1,175	1,232	509
Total	1,384	1,493	1,603	1,688	1,773	1,858	1,944	2,029	2,138	2,248	2,358	974

[1] COMPASS (Community Planning Association of Southwest Idaho) Traffic Analysis Zone Model; TischlerBise analysis

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

VEHICLE TRIP GENERATION

RESIDENTIAL VEHICLE TRIPS BY HOUSING TYPE

A customized trip rate is calculated for the single family and multifamily units in the Middleton Rural Fire District. In Figure 24, the most recent data from the US Census American Community Survey is inputted into equations provided by the ITE to calculate the trip ends per housing unit factor. A single family unit is estimated to generate 12.91 trip ends and a multifamily unit is estimated to generate 7.76 trip ends on an average weekday.

Figure 24. Customized Residential Trip Ends by Housing Type

Tenure by Units in Structure	Vehicles Available ¹	Households by Structure Type ²			Vehicles per HH by Tenure
		Single Family	Multifamily	Total	
Owner-Occupied	14,117	5,365	0	5,365	2.63
Renter-Occupied	1,485	508	161	669	2.22
Total	15,602	5,873	161	6,034	2.59
Housing Units ³		6,009	161	6,170	

Housing Type	Persons in Households ⁴	Trip Ends ⁵	Vehicles by Type of Unit	Trip Ends ⁶	Average Trip Ends	Local Trip Ends per HH	National Trip Ends per Unit ⁷
Single Family	18,860	52,391	15,238	99,309	75,850	12.91	9.43
Multifamily	383	796	357	1,702	1,249	7.76	4.54
Total	19,243	53,187	15,595	101,011	77,099	12.78	

1. Vehicles available by tenure from Table B25046, 2020 American Community Survey 5-Year Estimates.
2. Households by tenure and units in structure from Table B25032, 2020 American Community Survey 5-Year Estimates.
3. Housing units from Table B25024, 2020 American Community Survey 5-Year Estimates.
4. Total population in households from Table B25033, 2020 American Community Survey 5-Year Estimates.
5. Vehicle trips ends based on persons using formulas from ITE Trip Generation. For single-family housing (ITE 210), the fitted curve equation is $\text{EXP}(0.89 \cdot \text{LN}(\text{persons}) + 1.72)$ [ITE 2017]. To approximate the average population of the ITE studies, persons were divided by 33 and the equation result multiplied by 33. For multi-family housing (ITE 221), the fitted curve equation is $(2.29 \cdot \text{persons}) - 81.02$ [ITE 2017].
6. Vehicle trip ends based on vehicles available using formulas from ITE Trip Generation. For single-family housing (ITE 210), the fitted curve equation is $\text{EXP}(0.99 \cdot \text{LN}(\text{vehicles}) + 1.93)$ [ITE 2017]. To approximate the average number of vehicles in the ITE studies, vehicles available were divided by 59 and the equation result multiplied by 59. For multifamily housing (ITE 220), the fitted curve equation is $(3.94 \cdot \text{vehicles}) + 293.58$ [ITE 2012].
7. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

RESIDENTIAL VEHICLE TRIPS ADJUSTMENT FACTORS

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

However, an additional adjustment is necessary to capture District residents' work bound trips that are outside of the district. The trip adjustment factor includes two components. According to the National Household Travel Survey, home-based work trips are typically 31 percent of out-bound trips (which are 50 percent of all trip ends). Also, utilizing the most recent data from the Census Bureau's web application "OnTheMap", 93 percent of Middleton workers travel outside the district for work. In combination, these factors account for 14 percent of additional production trips ($0.31 \times 0.50 \times 0.93 = 0.14$). Shown in Figure 25, the total adjustment factor for residential housing units includes attraction trips (50 percent of trip ends) plus the journey-to-work commuting adjustment (14 percent of production trips) for a total of 64 percent.

Figure 25. Residential Trip Adjustment Factor for Commuters

<i>Trip Adjustment Factor for Commuters</i>	
Employed Middleton Residents (2020)	7,572
Residents Working in Middleton (2020)	649
Residents Commuting Outside of Middleton for Work	6,923
Percent Commuting Out of Middleton	91%
Additional Production Trips	14%
Standard Trip Adjustment Factor	50%
Residential Trip Adjustment Factor	64%

Source: U.S. Census, OnTheMap Application, 2020

NONRESIDENTIAL VEHICLE TRIPS

Vehicle trip generation for nonresidential land uses are calculated by using ITE's average daily trip end rates and adjustment factors found in their recently published 11th edition of *Trip Generation*. To estimate the trip generation in the Middleton Rural Fire District, the weekday trip end per 1,000 square feet factors listed in Figure 26 are used.

Figure 26. Institute of Transportation Engineers Nonresidential Factors

Employment Industry	ITE Code	Land Use	Demand Unit	Wkdy Trip Ends per Dmd Unit	Wkdy Trip Ends per Employee
Retail	820	Shopping Center	1,000 Sq Ft	37.01	17.42
Office	710	General Office	1,000 Sq Ft	10.84	3.33
Industrial	110	Light Industrial	1,000 Sq Ft	4.87	3.10
Institutional	520	Elementary School	1,000 Sq Ft	19.52	21.00

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

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

In Figure 27, the Institute for Transportation Engineers' land use code, daily vehicle trip end rate, and trip adjustment factor is listed for each land use.

Figure 27. Daily Vehicle Trip Factors

Land Use	ITE Codes	Daily Vehicle Trip Ends	Trip Adj. Factor	Daily Vehicle Trips
Residential (per housing unit)				
Single Family	210	12.91	64%	8.26
Multifamily	220	7.76	64%	4.97
Nonresidential (per 1,000 square feet)				
Retail	820	37.01	38%	14.06
Office	710	10.84	50%	5.42
Industrial	110	4.87	50%	2.44
Institutional	520	19.52	50%	9.76

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

VEHICLE TRIP PROJECTIONS

The base year vehicle trip totals and vehicle trip projections are calculated by combining the vehicle trip end factors, the trip adjustment factors, and the residential and nonresidential assumptions for housing stock and floor area. Districtwide, residential land uses account for 74,978 vehicle trips and nonresidential land uses account for 11,444 vehicle trips in the base year (Figure 28).

Through 2033, it is projected that daily vehicle trips will increase by 35,770 trips with the majority of the growth being generated by single family (76 percent) and institutional (14 percent) development which leads to a 41 percent increase in vehicle trips from the base year through 2033.

Figure 28. Middleton Rural Fire District Vehicle Trip Projections

Middleton Rural Fire District	Base Year 2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	Total Increase
Residential Trips												
Single Family	73,789	76,518	79,245	81,971	84,698	87,424	90,151	92,878	95,604	98,331	101,057	27,268
Multifamily	1,188	1,232	1,276	1,321	1,366	1,410	1,455	1,500	1,545	1,589	1,634	446
Subtotal	74,978	77,750	80,521	83,292	86,064	88,835	91,606	94,377	97,149	99,920	102,691	27,714
Nonresidential Trips												
Retail	2,842	3,067	3,292	3,467	3,642	3,817	3,992	4,167	4,392	4,617	4,842	2,000
Office	780	842	904	952	1,000	1,048	1,096	1,144	1,206	1,268	1,330	549
Industrial	766	827	888	935	982	1,029	1,076	1,123	1,184	1,245	1,306	539
Institutional	7,056	7,615	8,174	8,608	9,043	9,477	9,911	10,346	10,905	11,464	12,023	4,967
Subtotal	11,444	12,351	13,258	13,962	14,667	15,371	16,076	16,780	17,687	18,594	19,500	8,056
Vehicle Trips												
Grand Total	86,422	90,101	93,779	97,255	100,730	104,206	107,682	111,158	114,836	118,514	122,192	35,770

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

EXHIBIT E

Impact Fee Study and Capital Improvement Plan For Greater Middleton Parks & Recreation District

Exhibit E

FINAL REPORT

May 14, 2018

Middleton Parks and Recreation District Impact Fee Study and Capital Improvement Plan

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Section I.

Introduction

This report regarding impact fees for the Middleton Parks and Recreation District is organized into the following sections:

- An overview of the report's background and objectives;
- A definition of impact fees and a discussion of their appropriate use;
- An overview of land use and demographics;
- A step-by-step calculation of impact fees under the Capital Improvement Plan (CIP) approach;
- A list of implementation recommendations; and
- A brief summary of conclusions.

Background and Objectives

The Middleton Parks and Recreation District hired Galena Consulting to calculate impact fees.

This document presents impact fees based on the District's demographic data and infrastructure costs before credit adjustment; calculates the District's monetary participation; examines the likely cash flow produced by the recommended fee amount; and outlines specific fee implementation recommendations. Credits can be granted on a case-by-case basis; these credits are assessed when each individual building permit is pulled.

Definition of Impact Fees

Impact fees are one-time assessments established by local governments to assist with the provision of Capital Improvements necessitated by new growth and development. Impact fees are governed by principles established in Title 67, Chapter 82, Idaho Code, known as the Idaho Development Impact Fee Act (Impact Fee Act). The Idaho Code defines an impact fee as "... a payment of money imposed as a condition of development approval to pay for a proportionate share of the cost of system improvements needed to serve development."¹

Purpose of impact fees. The Impact Fee Act includes the legislative finding that "... an equitable program for planning and financing public facilities needed to serve new growth and development is necessary in order to promote and accommodate orderly growth and development and to protect the public health, safety and general welfare of the citizens of the state of Idaho."²

Idaho fee restrictions and requirements. The Impact Fee Act places numerous restrictions on the calculation and use of impact fees, all of which help ensure that local governments adopt impact fees that are consistent with federal law.³ Some of those restrictions include:

- Impact fees shall not be used for any purpose other than to defray system improvement costs incurred to provide additional public facilities to serve new growth;⁴
- Impact fees must be expended within 8 years from the date they are collected. Fees may be held in certain circumstances beyond the 8-year time limit if the governmental entity can provide reasonable cause;⁵
- Impact fees must not exceed the proportionate share of the cost of capital improvements needed to serve new growth and development;⁶
- Impact fees must be maintained in one or more interest-bearing accounts within the capital projects fund.⁷

In addition, the Impact Fee Act requires the following:

- Establishment of and consultation with a development impact fee advisory committee (Advisory Committee);⁸
- Identification of all existing public facilities;
- Determination of a standardized measure (or service unit) of consumption of public facilities;
- Identification of the current level of service that existing public facilities provide;
- Identification of the deficiencies in the existing public facilities;
- Forecast of residential and nonresidential growth;⁹
- Identification of the growth-related portion of the District's Capital Improvement Plan;¹⁰
- Analysis of cash flow stemming from impact fees and other capital improvement funding sources;¹¹
- Implementation of recommendations such as impact fee credits, how impact fee revenues should be accounted for, and how the impact fees should be updated over time;¹²
- Preparation and adoption of a Capital Improvement Plan pursuant to state law and public hearings regarding the same;¹³ and
- Preparation and adoption of a resolution authorizing impact fees pursuant to state law and public hearings regarding the same.¹⁴

How should fees be calculated? State law requires the District to implement the Capital Improvement Plan methodology to calculate impact fees. The District can implement fees of any amount not to exceed the fees as calculated by the CIP approach. This methodology requires the District to describe its service areas, forecast the land uses, densities and population that are expected to occur in those service areas over the 10-year CIP time horizon, and identify the capital improvements that will be needed to serve the forecasted growth at the planned levels of service, assuming the planned levels of service do not exceed the current levels of service.¹⁵ Only those items identified as growth-related on the CIP are eligible to be funded by impact fees.

The governmental entity intending to adopt an impact fee must first prepare a capital improvements plan.¹⁷ Once the essential capital planning has taken place, impact fees can be calculated. The Impact Fee Act places many restrictions on the way impact fees are calculated and spent, particularly via the principal that local governments cannot charge new development more than a “proportionate share” of the cost of public facilities to serve that new growth. “Proportionate share” is defined as “. . . that portion of the cost of system improvements . . . which reasonably relates to the service demands and needs of the project.”¹⁹ Practically, this concept requires the District to carefully project future growth and estimate capital improvement costs so that it prepares reasonable and defensible impact fee schedules.

The proportionate share concept is designed to ensure that impact fees are calculated by measuring the needs created for capital improvements by development being charged the impact fee; do not exceed the cost of such improvements; and are “earmarked” to fund growth-related capital improvements to benefit those that pay the impact fees.

There are various approaches to calculating impact fees and to crediting new development for past and future contributions made toward system improvements. The Impact Fee Act does not specify a single type of fee calculation, but it does specify that the formula be “reasonable and fair.” Impact fees should take into account the following:

- Any appropriate credit, offset or contribution of money, dedication of land, or construction of system improvements;
- Payments reasonably anticipated to be made by or as a result of a new development in the form of user fees and debt service payments;
- That portion of general tax and other revenues allocated by the District to growth-related system improvements; and
- All other available sources of funding such system improvements.²⁰

Through data analysis and interviews with the District, Galena Consulting identified the share of each capital improvement needed to serve growth. The total projected capital improvements needed to serve growth are then allocated to residential and nonresidential development with the resulting amounts divided by the appropriate growth projections from 2017 to 2027. This is consistent with the Impact Fee Act.²¹ Among the advantages of the CIP approach is its establishment of a spending plan to give developers and new residents more certainty about the use of the particular impact fee revenues.

Other fee calculation considerations. The basic CIP methodology used in the fee calculations is presented above. However, implementing this methodology requires a number of decisions. The considerations accounted for in the fee calculations include the following:

- Allocation of costs is made using a service unit which is “a standard measure of consumption, use, generation or discharge attributable to an individual unit²² of development calculated in accordance with generally accepted engineering or planning standards for a particular category of capital improvement.”²³ The service units chosen by the study team for every fee calculation in this study are linked directly to residential dwelling units and nonresidential development square feet.²⁴
- A second consideration involves refinement of cost allocations to different land uses. According to Idaho Code, the CIP must include a “conversion table establishing the ratio of a service unit to various types of land uses, including residential, commercial, agricultural and industrial.”²⁵ In this analysis, the study team has chosen to use the highest level of detail supportable by available data and, as a result, in this study, the fee is allocated between aggregated residential (i.e., all forms of residential housing) and nonresidential development (all nonresidential uses including retail, office, agricultural and industrial).

Current Assets and Capital Improvement Plans

The CIP approach estimates future capital improvement investments required to serve growth over a fixed period of time. The Impact Fee Act calls for the CIP to “. . . project demand for system improvements required by new service units . . . over a reasonable period of time not to exceed 20 years.”²⁶ The impact fee study team recommends a 10-year time period based on the District’s best available capital planning data.

The types of costs eligible for inclusion in this calculation include any land purchases, construction of new facilities and expansion of existing facilities to serve growth over the next 10 years at planned and/or adopted service levels.²⁷ Equipment and vehicles with a useful life of 10 years or more are also impact fee eligible under the Impact Fee Act.²⁸ The total cost of improvements over the 10 years is referred to as the “CIP Value” throughout this report. The cost of this impact fee study is also impact fee eligible for all impact fee categories.

The forward-looking 10-year CIP for the District include some facilities that are only partially necessitated by growth (e.g., facility expansion). The study team met with the District to determine a defensible metric for including a portion of these facilities in the impact fee calculations. A general methodology used to determine this metric is discussed below. In some cases, a more specific metric was used to identify the growth-related portion of such improvements. In these cases, notations were made in the applicable section.

Fee Calculation

In accordance with the CIP approach described above, we calculated fees for each district by answering the following seven questions:

1. **Who is currently served by the District?** This includes the number of residents as well as the number of residential units.
2. **What is the current level of service provided by the District?** Since an important purpose of impact fees is to help the District achieve its planned level of service²⁹, it is necessary to know the levels of service it is currently providing to the community.
3. **What current assets allow the District to provide this level of service?** This provides a current inventory of assets used by the District, such as facilities, land and equipment. In addition, each asset's replacement value was calculated and summed to determine the total value of the District's current assets.
4. **What is the current investment per residential and nonresidential land use?** In other words, how much of the District's current assets' total value is needed to serve current residential households?
5. **What future growth is expected in the District?** How many new residential households will the District serve over the CIP period?
6. **What new infrastructure is required to serve future growth?** For example, how many additional parks will be needed by the Middleton Parks and Recreation District within the next ten years to achieve the planned level of service of the District?³⁰
7. **What impact fee is required to pay for the new infrastructure?** We calculated an apportionment of new infrastructure costs to future residential land-uses for the District. Then, using this distribution, the impact fees were determined.

Addressing these seven questions, in order, provides the most effective and logical way to calculate impact fees for the District. In addition, these seven steps satisfy and follow the regulations set forth earlier in this section.

Projects that are 100 percent growth-related were determined by our study to be necessitated solely by growth. Alternatively, some projects can be determined to be "mixed," with some aspects of growth and others aspects of repair and replacement. In these situations, only a portion of the total cost of each project is included in the final impact fee calculation.

It should be understood that growth is expected to pay only the portion of the cost of capital improvements that are growth-related. The District will need to plan to fund the pro rata share of these partially growth-related capital improvements with revenue sources other than impact fees within the time frame that impact fees must be spent. These values will be calculated and discussed in Section IV of this report.

Exhibits found in Section III of this report detail all capital improvements planned for purchase over the next ten years by the District.

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- ¹ See Section 67-8203(9), Idaho Code. "System improvements" are capital improvements (i.e., improvements with a useful life of 10 years or more) that, in addition to a long life, increase the service capacity of a public facility. Public facilities include fire, emergency medical and rescue facilities. See Sections 67-8203(3), (24) and (28), Idaho Code.
- ² See Section 67-8202, Idaho Code.
- ³ As explained further in this study, proportionality is the foundation of a defensible impact fee. To meet substantive due process requirements, an impact fee must provide a rational relationship (or nexus) between the impact fee assessed against new development and the actual need for additional capital improvements. An impact fee must substantially advance legitimate local government interests. This relationship must be of "rough proportionality." Adequate consideration of the factors outlined in Section 67-8207(2) ensure that rough proportionality is reached. See *Banbury Development Corp. v. South Jordan*, 631 P.2d 899 (1981); *Dolan v. District of Tigard*, 512 U.S. 374 (1994).
- ⁴ See Sections 67-8202(4) and 67-8203(29), Idaho Code.
- ⁵ See Section 67-8210(4), Idaho Code.
- ⁶ See Sections 67-8204(1) and 67-8207, Idaho Code.
- ⁷ See Section 67-8210(1), Idaho Code.
- ⁸ See Section 67-8205, Idaho Code.
- ⁹ See Section 67-8206(2), Idaho Code.
- ¹⁰ See Section 67-8208, Idaho Code.
- ¹¹ See Section 67-8207, Idaho Code.
- ¹² See Sections 67-8209 and 67-8210, Idaho Code.
- ¹³ See Section 67-8208, Idaho Code.
- ¹⁴ See Sections 67-8204 and 67-8206, Idaho Code.
- ¹⁵ As a comparison and benchmark for the impact fees calculated under the Capital Improvement Plan approach, Galena Consulting also calculated the District's current level of service by quantifying the District's current investment in capital improvements, allocating a portion of these assets to residential and nonresidential development, and dividing the resulting amount by current housing units (residential fees) or current square footage (nonresidential fees). By using current assets to denote the current service standard, this methodology guards against using fees to correct existing deficiencies.
- ¹⁷ See Section 67-8208, Idaho Code.
- ¹⁹ See Section 67-8203(23), Idaho Code.
- ²⁰ See Section 67-8207, Idaho Code.
- ²¹ The impact fee that can be charged to each service unit (in this study, residential dwelling units and nonresidential square feet) cannot exceed the amount determined by dividing the cost of capital improvements attributable to new development (in order to provide an adopted service level) by the total number of service units attributable to new development. See Sections 67-8204(16), 67-8208(1)(f) and 67-8208(1)(g), Idaho Code.
- ²² See Section 67-8203(27), Idaho Code.
- ²³ See Section 67-8203(27), Idaho Code.
- ²⁴ The construction of detached garages alongside residential units does not typically trigger the payment of additional impact fees unless that structure will be the site of a home-based business with significant outside employment.
- ²⁵ See Section 67-8208(1)(e), Idaho Code.
- ²⁶ See Section 67-8208(1)(h).
- ²⁷ This assumes the planned levels of service do not exceed the current levels of service.
- ²⁸ The Impact Fee Act allows a broad range of improvements to be considered as "capital" improvements, so long as the improvements have useful life of at least 10 years and also increase the service capacity of public facilities. See Sections 67-8203(28) and 50-1703, Idaho Code.
- ²⁹ This assumes that the planned level of service does not exceed the current level of service.
- ³⁰ This assumes the planned level of service does not exceed the current level of service.
-

Section II.

Land Uses

As noted in Section I, it is necessary to allocate capital improvement plan (CIP) costs to both residential and nonresidential development when calculating impact fees. The study team performed this allocation based on the number of projected new households projected to be added from 2017 through 2027 for the District. These projections were based on the most recent growth estimates from COMPASS, data provided by the City of Middleton, regional real estate market reports, interviews with developers and recommendations from District Staff and the Impact Fee Advisory Committee.

Demographic and land-use projections are some of the most variable and potentially debatable components of an impact fee study, and in all likelihood the projections used in our study will not prove to be 100 percent correct. The purpose of the Advisory Committee's annual review is to account for these inconsistencies. As each CIP is tied to the District's land use growth, the CIP and resulting fees can be revised based on actual growth as it occurs.

The District serves the population of the City of Middleton, as well as portions of unincorporated Canyon County. The following Exhibit II-1 presents the current and estimated future population for the Middleton Parks and Recreation District.

Exhibit II-1.

Current and Future Population within the boundaries of the Middleton Parks and Recreation District

	2017	2027	Net Increase	Percent Increase
Population	18,900	34,500	15,600	84%

The Middleton Parks and Recreation District currently has approximately 18,900 persons residing within their service boundaries. Current and future population estimates were derived by isolating the population within each Transportation Analysis Zone (TAZ) within the District's boundaries according to current COMPASS data. This data was compared to current population estimates from the City of Middleton, which is within the Parks District's boundaries, as well as 2017 permit activity and the number of permits recently approved for future residential and non-residential construction.

Over the next ten years, COMPASS models indicate the Middleton Parks and Recreation District will grow by approximately 15,600 people, or at an annual growth rate of 8.4 percent. These growth projections are higher than those predicted for the Middleton Rural Fire District due to the recent annexation of the Willowbrook development into the City of Star. This development is anticipated to have 3,000 new homes and will be located primarily in the Canyon County portion of the City of Star, which is within the Middleton Parks and Recreation District boundaries. These homes will primarily be within the boundaries of the Star Rural Fire Protection District, and not the Middleton Rural Fire District.

Based on this population, the following Exhibit II-2 presents the current and future number of residential units for the Middleton Parks and Recreation District.

Exhibit II-2.**Current and Future Land Uses, Middleton Parks and Recreation District**

	2017	2027	Net Growth	Net Increase in Square Feet	Percent of Total Growth
Population	18,900	34,500	15,600		
Residential (in units)	6,300	11,500	5,200	10,400,000	83%

As shown above, the Middleton Parks and Recreation District is expected to grow by approximately 5,200 residential units over the next ten years. As parks impact fees are only collected from residential uses, there are no projected non-residential square feet included in these calculations.

These growth projections will be used in the following sections to calculate the appropriate impact fees for the District.

Section III.

Middleton Parks and Recreation District

Impact Fee Calculation

In this section, we calculate impact fees for the Middleton Parks and Recreation District according to the seven-question method outlined in Section I of this report.

1. Who is currently served by the Middleton Parks and Recreation District?

As shown in Exhibit II-2, the District currently serves 6,300 residential units.

2. What is the current level of service provided by the Middleton Parks and Recreation District?

The Middleton Parks and Recreation District provides a level of service of 1.2 acres per 1,000 population. More importantly, the District provides numerous recreational fields for sports, as well as restrooms and recreational programming. As the population of the District grows, additional infrastructure and equipment will be needed to sustain this level of service. Based on conversations with District staff, it is our understanding that the planned level of service is equal to the current level of service.

3. What current assets allow the Middleton Parks and Recreation District to provide this level of service?

The following Exhibit III-1 displays the current assets of the Middleton Parks and Recreation District.

Exhibit III-1.
Current Assets – Middleton Parks and Recreation District

Type of Capital Asset	Acres Developed	Acres Undeveloped	Replacement Value
Facilities			
Payne Park - 1 baseball and 1 soccer field	3.7		\$ 370,000
Hawthorne Park - 6 baseball fields, 1 soccer field	7.0		\$ 700,000
Footie Park - soccer/baseball fields, volleyball, restrooms/concessions	5.0		\$ 500,000
Footie Park - undeveloped		18.0	\$ 990,000
Minot - undeveloped (land for shop)		1.0	\$ 55,000
Community Center Improvements			\$ 250,000
Office		1.0	\$ 377,483
Equipment over \$25k and 10 year life			\$ 496,620
Total Assets	15.7	20.0	\$ 3,739,103
Plus Cost of Fee-Related Research			
Impact Fee Study			\$ 4,000
Grand Total			\$ 3,743,103

As shown above, the District currently owns approximately \$3.7 million of eligible current assets. These assets are used to provide the District's current level of service.

4. What is the current investment per residential unit?

The Middleton Parks and Recreation District has already invested \$594 per existing residential unit in capital necessary to provide the current level of service. This figure is derived by allocating the value of the District's current assets between the current number of residential units. As Parks and Recreation services are generally provided to residential uses, non-residential units are not considered in this portion of the analysis.

We will compare our final impact fee calculations with these figures to determine if the two results will be similar; this represents a "check" to see if future District residents will be paying for infrastructure at a level commensurate with what existing District residents have invested in infrastructure.

5. What future growth is expected in the Middleton Parks and Recreation District?

As shown in Exhibit II-2, the Middleton Parks and Recreation District is expected to grow by approximately 5,200 residential units over the next ten years.

6. What new infrastructure is required to serve future growth?

The following Exhibit III-2 displays the capital improvements planned for purchase by the Middleton Parks and Recreation District over the next ten years.

Exhibit III-2.

Middleton Parks and Recreation District CIP 2018 to 2027

Type of Capital Infrastructure	New Acres	CIP Value	Growth times	Portion equals	Amount to Include in Fees	Amount from Other Sources
Facilities						
Hawthorne Park curb and gutter, parking lot		\$ 113,000	83%		\$93,270	\$19,730
Payne Park restroom and parking lot		\$ 80,000	83%		\$66,400	\$13,600
Foote Park pathways		\$ 255,000	0%		\$0	\$255,000
Foote Park irrigation, baseball diamonds, playground, parking lot		\$ 1,025,000	83%		\$850,750	\$174,250
Development of BLM land for equestrian/ATV trails, range		\$ 2,000,000	0%		\$0	\$2,000,000
Community Center Acquisition		\$ 80,000	0%		\$0	\$80,000
Community Center Improvements		\$ 1,000,000	50%		\$500,000	\$500,000
Land Acquisition for Fields for Growth	20	\$ 1,500,000	100%		\$1,500,000	\$0
 Minot Lot - develop for shop/equipment		\$ 180,000	0%		\$0	\$180,000
Total Infrastructure		\$ 6,233,000			\$3,010,420	\$3,222,580
Plus Cost of Fee-Related Research						
Impact Fee Study		\$4,000	100%		\$4,000	\$0
Grand Total		\$6,237,000			\$3,014,420	\$3,222,580

As shown above, the District plans to purchase approximately \$6.2 million in capital improvements over the next ten years, \$3.0 million of which is impact fee eligible. These new assets will allow the District to continue its current level of service in the future. The commencement and completion dates for the District's growth-related capital infrastructure depend on the timing and pace of the projected growth.

Of the remaining approximately \$3.2 million, \$707,580 is the non-growth-related portion of the various parks development and recreational facility development. \$2.5 million of the \$3.2 million is the cost of the Foote Park Pathways project, for which grants have been obtained; the BLM equestrian, ATV and range facility; the acquisition of the Community Center; and the development of the Minot shop facility. As it is unclear how the District will fund the BLM project at this time, growth's share was not calculated.

7. What impact fee is required to pay for the new capital improvements?

The following Exhibit III-3 takes the projected future growth from Exhibits II-2 and the growth-related CIP from Exhibit III-2 to calculate impact fees for the Middleton Parks and Recreation District.

Exhibit III-3.

DRAFT Impact Fee Calculation, Middleton Parks and Recreation District

Amount to Include in Impact Fee Calculation		\$3,014,420
Percentage of Future Growth		
Residential		83%
Amount Attributable to Future Growth		
Residential		\$ 2,488,093
Future Growth 2018-2027		
Residential (per unit)		5,200
Impact Fee		
Residential (per unit)		\$ 478

As shown above, we have calculated impact fees for the Middleton Parks and Recreation District at \$478 per residential unit. In comparison, as indicated in question #4 above, property taxpayers within the District have already invested \$594 per residential unit in the capital inventory necessary to provide today's level of service. The difference between the current investment and the impact fee per unit indicates current taxpayers have already built in some capacity for future development.

The District cannot assess fees greater than the amounts shown above. The District may assess fees lower than these amounts but would then experience a decline in service levels unless the District used other revenues to make up the difference.

Because not all the capital improvements listed in the CIP are 100 percent growth-related, the District would assume the responsibility of paying for those portions of the capital improvements that are not attributable to new growth. These payments would come from other sources of revenue including all of those listed in Idaho Code 67-8207(iv)(2)(h).

To arrive at this participation amount, the expected impact fee revenue needs to be subtracted from the total CIP value. Exhibit IV-4 divides the District's participation amount into two categories: the portion of purely non-growth-related improvements, and the portion of growth-related improvements that are attributable to upgrade but are not impact fee eligible.

It should be noted that the participation amount associated with purely non-growth improvements, such as the Foote Park Pathways, the BLM land development, the acquisition of the Community Center, and the Minot parcel shop development is discretionary. The District can choose not to fund these capital improvements. However, the non-growth-related portion of improvements that are impact fee eligible *must* be funded in order to maintain the integrity of the impact fee program.

Exhibit III-4.

**Middleton Parks and Recreation District Participation Summary,
2018-2027**

	Required	Discretionary	Total
Parks	\$ 707,580	\$2,515,000	\$ 3,222,580

The total amount the District would be *required* to contribute over 10 years, should the District adopt fees at the calculated amount, is \$707,580 for the non-growth portion of the various park development projects and the improvements to the Community Center. The District could also *choose to fund* the discretionary infrastructure of \$2.5 million for Foote Park Pathways, the BLM park, the acquisition of the Community Center and the development of the shop/equipment facility. While District has the option to fund these capital improvements over the 10-year period, these payments are not required.

It is important to note that the City of Middleton, which provides traditional, historically-focused parks infrastructure for its residents, also assesses a parks impact fee. This fee of \$1,485 per residential unit is assessed to all new residential development within the City boundaries. All new development within the City of Middleton is also within the Parks and Recreation District. If the Middleton Parks and Recreation District impact fee is adopted, it would be added to the Middleton City parks fee in the city limits.

It is important to note that the City of Star, which provides traditional parks infrastructure for its residents, also assesses a parks impact fee. This fee of \$2,050 per residential unit is assessed to all new residential development within the City boundaries. A small portion of the City of Star – in particular 1,550 recently annexed – is within the boundaries of the Middleton Parks and Recreation District. If the Middleton Parks and Recreation District impact fee is adopted, it would be added to the Star City parks fee where such boundaries overlap.

The Middleton Parks and Recreation impact fee would be assessed as the only parks impact fee to residential development within the District but not within either incorporated Middleton or Star.

Section IV.

Fee Analysis and Administrative Recommendations

A comparison of the calculated District Parks impact fee and the City of Middleton's parks fee to parks fees of these other jurisdictions is provided in Exhibit V-2:

Exhibit V-2.

DRAFT Impact Fee Comparison - Parks

FOR DISCUSSION PURPOSES ONLY

	Middleton	Adopted Kuna	DRAFT Star	DRAFT Eagle	City of Meridian	City of Caldwell	City of Boise	City of Nampa
Parks - per residential unit								
Middleton Parks	\$ 1,485	\$ 983	\$ 2,050	\$ 1,333	\$ 1,081	\$ 805	\$ 1,390	\$ 1,242
District DRAFT	\$ 478							

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When added to the impact fee already assessed by the City of Middleton for parks infrastructure, the calculated impact fee for the Middleton Parks and Recreation District is very close in range to the parks impact fee assessed by the City of Star, to which it is contiguous. A new home within the City of Star that is *also* within the Middleton Parks and Recreation District (potentially 3,000 new homes over the next 10-20 years) would pay Star's parks impact fee and the Middleton Parks and Recreation District impact fee. Development in the unincorporated area of the Middleton Parks and Recreation District would only pay the District's impact fee of \$478.

Some communities express concern that impact fees will stifle growth. Empirical data indicates impact fees are not a primary reason for a decision to build or not build in a particular area. Factors including the price of land and construction, market demand, the availability of skilled workers, access to major transportation modes, amenities for quality of life, etc. all weigh more heavily in decisions to construct new homes or businesses, as well for business relocation. Ultimately the impact fee, which is paid at the time of building permit, is passed along to the buyer in the purchase price or wrapped into a lease rate. Therefore, in a market with a high demand for development, an impact fee higher than other jurisdictions is unlikely to slow growth.

An impact fee program will enable the District to plan for growth without decreasing its service levels (acreage per 1,000 population and recreation amenities), which can decrease buyer satisfaction and cause property insurance premiums to increase. It will also allow the District to collect a proportionate share of the cost of capital improvements from growth instead of funding all future capital through property taxes assessed to existing residents and businesses.

As the District Commission evaluates whether or not to adopt the Capital Improvement Plan and impact fee presented in this report, we also offer the following information regarding District participation in funding, and implementation recommendations for your consideration.

Implementation Recommendations

The following implementation recommendations should be considered:

Intergovernmental Agreements. The Middleton Parks and Recreation District is enabled under Idaho Code as a governmental entity to adopt impact fees. However, because impact fees are paid upon building permit, and the District does not participate in this process, they need another governmental entity to collect these fees on their behalf. Idaho Code 67-8204(a) authorizes the District to enter into an intergovernmental agreement with a city or county which can collect fees on their behalf. In the case of these District, which includes one municipality and one county¹, two intergovernmental agreements for the collection of impact fees would have to be developed and adopted by the corresponding bodies.

Impact fees would be assessed on new developments by the appropriate building department and then distributed to the District on an agreed-upon schedule. It is customary for the District to pay a small administrative fee to the collecting entity for this service.

Capital Improvements Plan. Should the Advisory Committee recommend this study to the District Commission and should the Commission adopt the study, the District should also formally adopt this Capital Improvement Plan. While not subject to the procedures of the Local Land Use Planning Act (LLUPA), the adoption of the Capital Improvement Plan would comply with the Act's requirements of other governmental entities to adopt capital improvement plans into a Comprehensive Plan as part of the adoption of impact fees.

Impact Fee Ordinance. Following adoption of the Capital Improvement Plan, the collecting jurisdiction (City of Middleton, City of Star or Canyon County) should review the proposed Impact Fee Ordinance for adoption via resolution as reviewed and recommended by the Advisory Committee and legal counsel.

Advisory Committee. The Advisory Committee is in a unique position to work with and advise Commission and District staff to ensure that the capital improvement plans and impact fees are

¹ The Middleton Fire District also serves a very small part of Gem County. There is no intention at this time to execute a collection agreement with Gem County.

routinely reviewed and modified as appropriate.

Impact fee service area. Some municipalities have fee differentials for various zones under the assumption that some areas utilize more or less current and future capital improvements. The study team, however, does not recommend the District assess different fees by dividing the areas into zones. The capital improvements identified in this report inherently serve a system-wide function.

Specialized assessments. If permit applicants are concerned they would be paying more than their fair share of future infrastructure purchases, the applicant can request an individualized assessment to ensure they will only be paying their proportional share. The applicant would be required to prepare and pay for all costs related to such an assessment.

Donations. If a District receives donations for capital improvements listed on the CIP, they must account for the donation in one of two ways. If the donation is for a non- or partially growth-related improvement, the donation can contribute to the District's General Fund participation along with more traditional forms, such as revenue transfers from the General Fund. If, however, the donation is for a growth-related project in the CIP, the donor's impact fees should be reduced dollar for dollar. This means that the District will either credit the donor or reimburse the donor for that portion of the impact fee.

Credit/reimbursement. If a developer constructs or contributes all or part of a growth-related project that would otherwise be financed with impact fees, that developer must receive a credit against the fees owed for this category or, at the developer's choice, be reimbursed from impact fees collected in the future.³⁷ This prevents "double dipping" by the District.

The presumption would be that builders/developers owe the entirety of the impact fee amount until they make the District aware of the construction or contribution. If credit or reimbursement is due, the governmental entity must enter into an agreement with the fee payer that specifies the amount of the credit or the amount, time and form of reimbursement.³⁸

Impact fee accounting. The District should maintain Impact Fee Funds separate and apart from the General Fund. All current and future impact fee revenue should be immediately deposited into this account and withdrawn only to pay for growth-related capital improvements of the same category. General Funds should be reserved solely for the receipt of tax revenues, grants, user fees and associated interest earnings, and ongoing operational expenses including the repair and replacement of existing capital improvements not related to growth.

Spending policy. The District should establish and adhere to a policy governing their expenditure of monies from the Impact Fee Fund. The Fund should be prohibited from paying for any operational expenses and the repair and replacement or upgrade of existing infrastructure not necessitated by growth. In cases when *growth-related capital improvements are constructed*, impact fees are an allowable revenue source as long as only new growth is served. In cases when new capital improvements are expected to *partially replace existing capacity and to partially serve new growth*, cost sharing between the General Fund or other sources of revenue listed in Idaho Code 67-8207(I)(iv), (2)(h) and Impact Fee Fund should be allowed on a pro rata basis.

Update procedures. The District is expected to grow rapidly over the 10-year span of the CIPs. Therefore, the fees calculated in this study should be updated annually as the District invests in additional infrastructure beyond what is listed in this report, and/or as the District's projected development changes significantly. Fees can be updated on an annual basis using an inflation factor for building material from a reputable source such as McGraw Hill's Engineering News Record. As described in Idaho Code 67-8205(3)(c)(d)(e), the Advisory Committee will play an

important role in these updates and reviews.

³⁷ See Section 67-8209(3), Idaho Code.

³⁸ See Section 67-8209(4), Idaho Code

EXHIBIT F

Impact Fee Study and Capital Improvement Plan For Caldwell Rural Fire District

Exhibit F

FINAL REPORT

July 2, 2019

City of Caldwell Fire Department & Caldwell Rural Fire District Impact Fee Study and Capital Improvement Plans

Prepared for

City of Caldwell/Caldwell Rural Fire District

Prepared By

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Resolution 2019-435
Exhibit F

Section I.

Introduction

This report regarding impact fees for the City of Caldwell, Idaho is organized into the following sections:

- An overview of the report's background and objectives;
- A definition of impact fees and a discussion of their appropriate use;
- An overview of land use and demographics;
- A step-by-step calculation of impact fees under the Capital Improvement Plan (CIP) approach;
- A list of implementation recommendations; and
- A brief summary of conclusions. Each section follows sequentially.

Background and Objectives

The City of Caldwell and the Caldwell Fire District hired Galena Consulting to calculate impact fees. As the Caldwell Fire Department provides fire protection services on contract for the Caldwell Rural Fire District, and calls for service within each jurisdiction are served by the same stations, apparatus and crews, this impact fee study is inclusive of both the City and the District.

This document presents impact fees based on the City/Districts' demographic data and infrastructure costs before credit adjustment; calculates the City's monetary participation; examines the likely cash flow produced by the recommended fee amount; and outlines specific fee implementation recommendations. Credits can be granted on a case-by-case basis; these credits are assessed when each individual building permit is pulled.

Definition of Impact Fees

Impact fees are one-time assessments established by local governments to assist with the provision of Capital Improvements necessitated by new growth and development. Impact fees are governed by principles established in Title 67, Chapter 82, Idaho Code, known as the Idaho Development Impact Fee Act (Impact Fee Act) which specifically gives cities, towns and counties the authority to levy impact fees. The Idaho Code defines an impact fee as "... a payment of money imposed as a condition of development approval to pay for a proportionate share of the cost of system improvements needed to serve development."¹

Purpose of impact fees. The Impact Fee Act includes the legislative finding that "... an equitable program for planning and financing public facilities needed to serve new growth and development is necessary in order to promote and accommodate orderly growth and development and to protect the public health, safety and general welfare of the citizens of the state of Idaho."²

Idaho fee restrictions and requirements. The Impact Fee Act places numerous restrictions on the calculation and use of impact fees, all of which help ensure that local governments adopt impact fees that are consistent with federal law.³ Some of those restrictions include:

- Impact fees shall not be used for any purpose other than to defray system improvement costs incurred to provide additional public facilities to serve new growth;⁴
- Impact fees must be expended within 8 years from the date they are collected. Fees may be held in certain circumstances beyond the 8-year time limit if the governmental entity can provide reasonable cause;⁵
- Impact fees must not exceed the proportionate share of the cost of capital improvements needed to serve new growth and development;⁶
- Impact fees must be maintained in one or more interest-bearing accounts within the capital projects fund.⁷

In addition, the Impact Fee Act requires the following:

- Establishment of and consultation with a development impact fee advisory committee (Advisory Committee);⁸
- Identification of all existing public facilities;
- Determination of a standardized measure (or service unit) of consumption of public facilities;
- Identification of the current level of service that existing public facilities provide;
- Identification of the deficiencies in the existing public facilities;
- Forecast of residential and nonresidential growth;⁹
- Identification of the growth-related portion of the Police, Fire and Parks Capital Improvement Plans;¹⁰
- Analysis of cash flow stemming from impact fees and other capital improvement funding sources;¹¹
- Implementation of recommendations such as impact fee credits, how impact fee revenues should be accounted for, and how the impact fees should be updated over time;¹²
- Preparation and adoption of a Capital Improvement Plan pursuant to state law and public hearings regarding the same;¹³ and
- Preparation and adoption of a resolution authorizing impact fees pursuant to state law and public hearings regarding the same.¹⁴

How should fees be calculated? State law requires the City to implement the Capital Improvement Plan methodology to calculate impact fees. The City can implement fees of any amount not to exceed the fees as calculated by the CIP approach. This methodology requires the City to describe its service areas, forecast the land uses, densities and population that are expected to occur in those service areas over the 10-year CIP time horizon, and identify the capital improvements that will be needed to serve the forecasted growth at the planned levels of service, assuming the planned levels of service do not exceed the current levels of service.¹⁵ This list and cost of capital improvements constitutes the capital improvement element to be adopted as part of the City's individual Comprehensive Plan.¹⁶ Only those items identified as growth-related on the CIP are eligible to be funded by impact fees.

The City intending to adopt an impact fee must first prepare a capital improvements plan.¹⁷ To ensure that impact fees are adopted and spent for capital improvements in support of the community's needs and planning goals, the Impact Fee Act establishes a link between the authority to charge impact fees and certain planning requirements of Idaho's Local Land Use Planning Act (LLUPA). The local government must have adopted a comprehensive plan per LLUPA procedures, and that comprehensive plan must be updated to include a current capital improvement element.¹⁸ This study considers the planned capital improvements for the ten-year period from 2019 to the end of 2028 that will need to be adopted as an element the City's Comprehensive Plan.

Once the essential capital planning has taken place, impact fees can be calculated. The Impact Fee Act places many restrictions on the way impact fees are calculated and spent, particularly via the principal that local governments cannot charge new development more than a "proportionate share" of the cost of public facilities to serve that new growth. "Proportionate share" is defined as ". . . that portion of the cost of system improvements . . . which reasonably relates to the service demands and needs of the project."¹⁹ Practically, this concept requires the City to carefully project future growth and estimate capital improvement costs so that it prepares reasonable and defensible impact fee schedules.

The proportionate share concept is designed to ensure that impact fees are calculated by measuring the needs created for capital improvements by development being charged the impact fee; do not exceed the cost of such improvements; and are "earmarked" to fund growth-related capital improvements to benefit those that pay the impact fees.

There are various approaches to calculating impact fees and to crediting new development for past and future contributions made toward system improvements. The Impact Fee Act does not specify a single type of fee calculation, but it does specify that the formula be "reasonable and fair." Impact fees should take into account the following:

- Any appropriate credit, offset or contribution of money, dedication of land, or construction of system improvements;
- Payments reasonably anticipated to be made by or as a result of a new development in the form of user fees and debt service payments;
- That portion of general tax and other revenues allocated by the City to growth-related system improvements; and
- All other available sources of funding such system improvements.²⁰

Through data analysis and interviews with the City and the District, Galena Consulting identified the share of each capital improvement needed to serve growth. The total projected capital improvements needed to serve growth are then allocated to residential and nonresidential development with the resulting amounts divided by the appropriate growth projections from 2018 to 2028. This is consistent with the Impact Fee Act.²¹ Among the advantages of the CIP approach is its establishment of a spending plan to give developers and new residents more certainty about the use of the particular impact fee revenues.

Other fee calculation considerations. The basic CIP methodology used in the fee calculations is presented above. However, implementing this methodology requires a number of decisions. The considerations accounted for in the fee calculations include the following:

- Allocation of costs is made using a service unit which is “a standard measure of consumption, use, generation or discharge attributable to an individual unit²² of development calculated in accordance with generally accepted engineering or planning standards for a particular category of capital improvement.”²³ The service units chosen by the study team for every fee calculation in this study are linked directly to residential dwelling units and nonresidential development square feet.²⁴
- A second consideration involves refinement of cost allocations to different land uses. According to Idaho Code, the CIP must include a “conversion table establishing the ratio of a service unit to various types of land uses, including residential, commercial, agricultural and industrial.”²⁵ In this analysis, the study team has chosen to use the highest level of detail supportable by available data and, as a result, in this study, every impact fee is allocated between aggregated residential (i.e., all forms of residential housing) and nonresidential development (all nonresidential uses including retail, office, agricultural and industrial).

Current Assets and Capital Improvement Plans

The CIP approach estimates future capital improvement investments required to serve growth over a fixed period of time. The Impact Fee Act calls for the CIP to “. . . project demand for system improvements required by new service units . . . over a reasonable period of time not to exceed 20 years.”²⁶ The impact fee study team recommends a 10-year time period based on the City’s best available capital planning data.

The types of costs eligible for inclusion in this calculation include any land purchases, construction of new facilities and expansion of existing facilities to serve growth over the next 10 years at planned and/or adopted service levels.²⁷ Equipment and vehicles with a useful life of 10 years or more are also impact fee eligible under the Impact Fee Act.²⁸ The total cost of improvements over the 10 years is referred to as the “CIP Value” throughout this report. The cost of this impact fee study is also impact fee eligible for all impact fee categories. Each fee category was charged its pro-rated percentage of the cost of the impact fee study.

The forward-looking 10-year CIP for Caldwell’s Fire Department/Fire District includes some facilities that are only partially necessitated by growth (e.g., facility expansion). The study team met with the City to determine a defensible metric for including a portion of these facilities in the impact fee calculations. A general methodology used to determine this metric is discussed below. In some cases, a more specific metric was used to identify the growth-related portion of such improvements. In these cases, notations were made in the applicable section.

Fee Calculation

In accordance with the CIP approach described above, we calculated fees for the Caldwell Fire Department/Caldwell Rural Fire District by answering the following seven questions:

1. **Who is currently served by the City/District?** This includes the number of residents as well as residential and nonresidential land uses.
2. **What is the current level of service provided by the City/District?** Since an important purpose of impact fees is to help the City *achieve* its planned level of service²⁹, it is necessary to know the levels of service it is currently providing to the community.
3. **What current assets allow the City/District to provide this level of service?** This provides a current inventory of assets used by the City, such as facilities, land and equipment. In addition, each asset's replacement value was calculated and summed to determine the total value of Fire current assets.
4. **What is the current investment per residential and nonresidential land use?** In other words, how much of each service provider's current assets' total value is needed to serve current residential households and nonresidential square feet?
5. **What future growth is expected in the City/District?** How many new residential households and nonresidential square footage will the City serve over the CIP period?
6. **What new infrastructure is required to serve future growth?** For example, how many new engines will be needed by the City of Caldwell Fire Department within the next ten years to achieve the planned level of service of the City?³⁰
7. **What impact fee is required to pay for the new infrastructure?** We calculated an apportionment of new infrastructure costs to future residential and nonresidential land- uses for the City. Then, using this distribution, the impact fees were determined.

Addressing these seven questions, in order, provides the most effective and logical way to calculate fire impact fees for the City and District. In addition, these seven steps satisfy and follow the regulations set forth earlier in this section.

"GRUM" Analysis

In Caldwell, as in any local government, not all capital costs are associated with growth. Some capital costs are for repair and replacement of facilities e.g., standard periodic investment in existing facilities such as roofing. These costs *are not* impact fee eligible. Some capital costs are for betterment of facilities, or implementation of new services (e.g., development of an expanded training facility). These costs *are generally not entirely* impact fee eligible. Some costs are for expansion of facilities to accommodate new development at the current level of service (e.g., purchase of new fire station to accommodate expanding population). These costs *are* impact fee eligible.

Because there are different reasons why the City invests in capital projects, the study team conducted a “GRUM” analysis on all projects listed in each CIP:

- **Growth.** The “G” in GRUM stands for growth. To determine if a project is solely related to growth, we ask “Is this project designed to maintain the current level of service as growth occurs?” and “Would the City still need this capital project if it weren’t growing at all?” “G” projects are only necessary to maintain the City’s current level of service as growth occurs. It is thus appropriate to include 100 percent of their cost in the impact fee calculations.
- **Repair & Replacement.** The “R” in GRUM stands for repair and replacement. We ask, “Is this project related only to fixing existing infrastructure?” and “Would the City still need it if it weren’t growing at all?” “R” projects have nothing to do with growth. It is thus not appropriate to include any of their cost in the impact fee calculations.
- **Upgrade.** The “U” in GRUM stands for upgrade. We ask, “Would this project improve the City’s current level of service?” and “Would the City still do it even if it weren’t growing at all?” “U” projects have nothing to do with growth. It is thus not appropriate to include any of their cost in the impact fee calculations.
- **Mixed.** The “M” in GRUM stands for mixed. It is reserved for capital projects that have some combination of G, R and U. “M” projects by their very definition are partially necessitated by growth, but also include an element of repair, replacement and/or upgrade. In this instance, a cost amount between 0 and 100 percent should be included in the fee calculations. Although the need for these projects is triggered by new development, they will also benefit existing residents.

Projects that are 100 percent growth-related were determined by our study to be necessitated solely by growth. Alternatively, some projects can be determined to be “mixed,” with some aspects of growth and others aspects of repair and replacement. In these situations, only a portion of the total cost of each project is included in the final impact fee calculation.

It should be understood that growth is expected to pay only the portion of the cost of capital improvements that are growth-related. The City and District will need to plan to fund the pro rata share of these partially growth-related capital improvements with revenue sources other than impact fees within the time frame that impact fees must be spent. These values will be calculated and discussed in Section IV of this report.

¹ See Section 67-8203(9), Idaho Code. “System improvements” are capital improvements (i.e., improvements with a useful life of 10 years or more) that, in addition to a long life, increase the service capacity of a public facility. Public facilities include: parks, open space and recreation areas, and related capital improvements; and public safety facilities, including law enforcement, fire, emergency medical and rescue facilities. See Sections 67-8203(3), (24) and (28), Idaho Code.

² See Section 67-8202, Idaho Code.

³ As explained further in this study, proportionality is the foundation of a defensible impact fee. To meet substantive due process requirements, an impact fee must provide a rational relationship (or nexus) between the impact fee assessed against new development and the actual need for additional capital improvements. An impact fee must substantially advance legitimate local government interests. This relationship must be of “rough proportionality.” Adequate consideration of the factors outlined in Section 67-8207(2) ensure that rough proportionality is reached. See *Banbury Development Corp. v. South Jordan*, 631 P.2d 899 (1981); *Dolan v. City of Tigard*, 512 U.S. 374 (1994).

⁴ See Sections 67-8202(4) and 67-8203(29), Idaho Code.

⁵ See Section 67-8210(4), Idaho Code.

⁶ See Sections 67-8204(1) and 67-8207, Idaho Code.

⁷ See Section 67-8210(1), Idaho Code.

⁸ See Section 67-8205, Idaho Code.

⁹ See Section 67-8206(2), Idaho Code.

¹⁰ See Section 67-8208, Idaho Code.

¹¹ See Section 67-8207, Idaho Code.

¹² See Sections 67-8209 and 67-8210, Idaho Code.

¹³ See Section 67-8208, Idaho Code.

¹⁴ See Sections 67-8204 and 67-8206, Idaho Code.

¹⁵ As a comparison and benchmark for the impact fees calculated under the Capital Improvement Plan approach, Galena Consulting also calculated the City’s current level of service by quantifying the City’s current investment in capital improvements for each impact fee category, allocating a portion of these assets to residential and nonresidential development, and dividing the resulting amount by current housing units (residential fees) or current square footage (nonresidential fees). By using current assets to denote the current service standard, this methodology guards against using fees to correct existing deficiencies.

¹⁶ See Sections 67-8203(4) and 67-8208, Idaho Code.

¹⁷ See Section 67-8208, Idaho Code.

¹⁸ See Sections 67-8203(4) and 67-8208, Idaho Code.

¹⁹ See Section 67-8203(23), Idaho Code.

²⁰ See Section 67-8207, Idaho Code.

²¹ The impact fee that can be charged to each service unit (in this study, residential dwelling units and nonresidential square feet) cannot exceed the amount determined by dividing the cost of capital improvements attributable to new development (in order to provide an adopted service level) by the total number of service units attributable to new development. See Sections 67-8204(16), 67-8208(1)(f) and 67-8208(1)(g), Idaho Code.

²² See Section 67-8203(27), Idaho Code.

²³ See Section 67-8203(27), Idaho Code.

²⁴ The construction of detached garages alongside residential units does not typically trigger the payment of additional impact fees unless that structure will be the site of a home-based business with significant outside employment.

²⁵ See Section 67-8208(1)(e), Idaho Code.

²⁶ See Section 67-8208(1)(h).

²⁷ This assumes the planned levels of service do not exceed the current levels of service.

²⁸ The Impact Fee Act allows a broad range of improvements to be considered as “capital” improvements, so long as the improvements have useful life of at least 10 years and also increase the service capacity of public facilities. See Sections 67-8203(28) and 50-1703, Idaho Code.

²⁹ This assumes that the planned level of service does not exceed the current level of service.

³⁰ This assumes the planned level of service does not exceed the current level of service.

Section II. Land Uses

As noted in Section I, it is necessary to allocate capital improvement plan (CIP) costs to both residential and nonresidential development when calculating impact fees. The study team performed this allocation based on the number of projected new households and nonresidential square footage projected to be added from 2019 through 2029 for the City and the District. These projections were based on current growth estimates from COMPASS as well as recommendations from City Staff.

The study team also gathered growth projections for the boundaries of the City combined with the boundaries of the Caldwell Rural Fire District.

Demographic and land-use projections are some of the most variable and potentially debatable components of an impact fee study, and in all likelihood the projections used in our study will not prove to be 100 percent correct. The purpose of the Advisory Committee's annual review is to account for these inconsistencies. As each CIP is tied to the City's land use growth, the CIP and resulting fees can be revised based on actual growth as it occurs.

The following Exhibit II-1 presents the current and future population for the City.

Exhibit II-1.

Current and Future Population, City of Caldwell and Caldwell Rural Fire District

	2019	2029	Net Increase	Percent Increase
City Population	63,028	92,000	28,972	46%
District Population	<u>15,000</u>	<u>27,450</u>	<u>12,450</u>	83%
Total	78,028	119,450	41,422	53%

The service area of the City of Caldwell Fire Department and Caldwell Rural Fire District, currently has approximately 78,034 persons residing within its boundaries. Over the next ten years, we expect the population in this area to grow by approximately 41,422 persons, or at an annual growth rate of 5.3 percent.

The following Exhibit II-2 presents the current and future number of residential units and nonresidential square feet for the City and District. We expect the service area to have 39,817 residential households and 11.0 million nonresidential square feet by 2029 based on existing growth rates.

Exhibit II-2.**Current and Future Land Uses, City of Caldwell and Caldwell Rural Fire District**

	2019	2029	Net Growth	Net Increase in Square Feet	Percent of Total Growth
Population	78,028	119,450	41,422		
Residential (in units)	26,009	39,817	13,807	27,614,667	87%
Nonresidential (in square feet)	6,984,676	11,000,000	4,015,324	4,015,324	13%
Total				31,629,991	100%

As shown above, the service area is expected to grow by approximately 13,807 residential units and 4.0 million nonresidential square feet over the next ten years. Eighty-seven percent of this growth is attributable to residential land uses, while the remaining thirteen percent is attributable to nonresidential growth. These growth projections will be used in the following section to calculate the appropriate impact fees for the City.

Section III.

Fire Department/Rural Fire District

In this section, we calculate fire impact fees. The City of Caldwell has been collecting fire impact fees more than a decade for growth within the City boundaries. The Fire Department also provides its services on contract to the Caldwell Rural Fire District, which encompasses the Caldwell Area of Impact outside City boundaries. The Department and the District utilize the same capital infrastructure for response and a decision has been made by the City of Caldwell and the Caldwell Rural Fire District Commission to analyze the assessment of impact fees to new development within the District at the same rate as that which is assessed to new development in the City so that growth in the City is not subsidizing costs created by growth in the District.

The Legislature gave taxing districts the authority to collect impact fees in an amendment to State Statute several years ago. Because Districts do not issue building permits, however, they were given the authority to have the City or County collect on their behalf. In the case of the Caldwell Fire District, development permits are issued by Canyon County. The County Commission has indicated a willingness to collect and will be reviewing impact fee proposals by seven rural fire districts later this year.

Therefore, this section refers to the projected growth and capital needs for the combined Caldwell Fire Department/Caldwell Rural Fire District following the seven-question method outlined in Section I of this report.

1. Who is currently served by the Caldwell Fire Department/Caldwell Rural Fire District?

As shown below, the Caldwell Fire Department and Caldwell Rural Fire District currently serve 78,028 people; 26,009 residential units and approximately 6.9 million square feet of nonresidential land use within their combined boundaries.

Exhibit III-1. Current and Future Land Uses – Caldwell Fire Department/Caldwell Rural Fire District

	2019	2029	Net Growth	Net Increase in Square Feet	Percent of Total Growth
Population	78,028	119,450	41,422		
Residential (in units)	26,009	39,817	13,807	27,614,667	87%
Nonresidential (in square feet)	6,984,676	11,000,000	4,015,324	4,015,324	13%
Total				31,629,991	100%

2. What is the current level of service provided by the Caldwell Fire Department/Caldwell Rural Fire District?

Caldwell's Fire Department provides a level of service of a 90 percent fractile response time of 5 minutes to its residents and the residents of the Caldwell Rural Fire District. As the City and unincorporated area grows, additional infrastructure and equipment will be needed to sustain the Department's current level of service.

3. What current assets allow the Caldwell Fire Department/Caldwell Rural Fire District to provide this level of service?

The following Exhibit III-2 displays the current assets of the Caldwell Fire Department/Caldwell Rural Fire District.

Exhibit III-2.

Current Assets – Caldwell Fire Department/Caldwell Rural Fire District

Type of Capital Asset	Square Footage	Replacement Value
Facilities		
Station #1	5,000	\$ 3,000,000
Station #2	7,500	\$ 4,500,000
Notus Station	5,000	\$ 2,500,000
Station #3 Land		\$ 250,000
Training Facility		\$ 1,100,000
Apparatus/Vehicles/Equipment		
6 Engines		\$ 6,000,000
Ladder Truck		\$ 1,600,000
Tender		\$ 500,000
6 Command Vehicles		\$ 450,000
Brush Truck		\$ 150,000
Tactical Tender		\$ 1,250,000
HazMat Utility Trailer		\$ 175,000
Air Trailer		\$ 150,000
Decon Trailer		\$ 100,000
Waterways Trailer		\$ 100,000
Support Trailer		\$ 125,000
Foam Trailer		\$ 50,000
Total Assets		\$ 22,000,000
Plus Cost of Fee-Related Research		
Impact Fee Study		\$ 8,000
Plus Fund Balance		\$ 1,492,202
Grand Total		\$ 23,500,202

As shown above, the Caldwell Fire Department/Caldwell Rural Fire District currently owns approximately \$23.5 million of eligible current assets. These assets are used to provide the current level of service.

4. What is the current investment per residential unit and nonresidential square foot?

The Caldwell Fire Department/Caldwell Rural Fire District has already invested \$789 per residential unit and \$0.43 per nonresidential square foot. This figure is derived by allocating the value of the Fire Department and District's current assets between the current number of residential units and nonresidential square feet.

We will compare our final impact fee calculations with these figures to determine if the two results will be similar; this represents a "check" to see if future residents will be paying for infrastructure at a level commensurate with what existing residents have invested in infrastructure.

5. What future growth is expected in the Caldwell Fire Department/Caldwell Rural Fire District?

As shown in Exhibit III-1, the City of Caldwell and Caldwell Rural Fire District is expected to grow by approximately 13,807 residential units and 4.0 million square feet of nonresidential land use over the next ten years.

6. What new infrastructure is required to serve future growth?

The following Exhibit III-3 displays the capital improvements planned for purchase by the Caldwell Fire Department/Caldwell Rural Fire District over the next ten years.

Exhibit III-3.

Caldwell Fire Department/Caldwell Rural Fire District CIP 2020-2029

Type of Capital Infrastructure	GIP Value	times	Growth Portion equals	Amount to Include in Fees	Amount from Other Sources
Facilities					
Fire Station #3 - Airport area (land already acquired)	\$ 5,000,000		100%	\$ 5,000,000	\$ -
Fire Station #4 - Greenleaf area	\$ 5,250,000		100%	\$ 5,250,000	
3-Bay Maintenance Station	\$ 6,000,000		0%	\$ -	\$ 6,000,000
Remodel Training Facility	\$ 250,000		0%	\$ -	\$ 250,000
				\$ -	\$ -
Vehicles/Apparatus					
Engine for Station #4 - Type 3	\$ 400,000		100%	\$ 400,000	\$ -
Brush Truck for Station #4	\$ 150,000		100%	\$ 150,000	\$ -
Aerial Platform	\$ 1,200,000		100%	\$ 1,200,000	\$ -
Replacement Vehicles	\$ 5,597,013		0%	\$ -	\$ 5,597,013
Total Infrastructure	\$ 23,847,013			\$ 12,000,000	\$11,847,013
Plus Cost of Fee-Related Research					
Impact Fee Study	\$ 8,000		100%	\$ 8,000	\$ -
Minus Fund Balance	\$ 1,492,202		100%	\$ 1,492,202	\$ -
Grand Total	\$ 22,362,811			\$ 10,515,798	\$11,847,013

As shown above, the Caldwell Fire Department/Caldwell Rural Fire District plan to purchase approximately \$23.8 million in stations, apparatus and equipment over the next ten years, \$12.0 million of which is impact fee eligible. The City currently has \$1.5 million in fire impact fee fund balance which reduces the amount to be collected by growth over the next ten years to \$10.5 million.

Growth-related capital items include two additional fire stations and the apparatus needed to provide service from these stations. These new assets will allow the Caldwell Fire Department/Caldwell

Rural Fire District to sustain the current level of service in the future. The commencement and completion dates for the Fire Department's growth-related capital infrastructure depend on the timing and pace of the projected growth.

The remaining approximately \$11.8 million is the price for the Department/District to replace existing apparatus, vehicles and other equipment, and facilitate a 3-Bay Maintenance Station and Training Facility remodel. Replacement of existing capital is not eligible for inclusion in the impact fee calculations. The Department will therefore have to use other sources of revenue including all of those listed in Idaho Code 67- 8207(iv)(2)(h).

7. What impact fee is required to pay for the new capital improvements?

The following Exhibit III-4 takes the projected future growth from Exhibit III-1 and the growth-related CIP from Exhibit III-3 to calculate impact fees for the Caldwell Fire Department/Caldwell Rural Fire District.

Exhibit III-4.

Caldwell Fire Department/Caldwell Rural Fire District Fee Calculation

Amount to Include in Impact Fee Calculation	\$10,515,798
Percentage of Future Growth	
Residential	87%
Non Residential	13%
Amount Attributable to Future Growth	
Residential	\$ 9,180,852
Non Residential	\$ 1,334,946
Future Growth 2017-2026	
Residential (per unit)	13,807
Non Residential (per square foot)	4,015,324
Impact Fee	
Residential (per unit)	\$ 665
Non Residential (per square foot)	\$ 0.33

As shown above, we have calculated impact fees for the Caldwell Fire Department at \$665 per residential unit and \$0.33 per nonresidential square foot. This is less than the \$789 per residential unit and \$0.43 per square foot existing property owners have already paid into the system as indicated in #4 above. Fees not to exceed these amounts are recommended for the Department/District. The Department/District cannot assess fees greater than the amounts shown above. The Department/District may assess fees lower than these amounts, but would then experience a decline in service levels unless the Department/District used other revenues to make up the difference.

Section IV. Summary

The following Exhibit IV-1 summarizes the calculated Impact Fees for the City of Caldwell/Caldwell Rural Fire District.

Exhibit IV-1. City of Caldwell/Caldwell Rural Fire District Impact Fee Summary

Impact Fee		
Residential (per unit)	\$	665
Non-Residential (per square foot)	\$	0.33

A comparison of the proposed fees to similar fees in Nampa, Boise, Meridian, Eagle, Star, Kuna, Middleton, Wilder and Marsing is provided in Exhibit IV-2:

Exhibit IV-2. Impact Fee Comparisons

	City of Caldwell/ Caldwell Rural Fire District	City of Nampa/ Nampa Rural Fire	Middleton Rural Fire District	Wilder Fire District	Marsing Fire District	City of Boise	City of Meridian/ Meridian Rural	Eagle Fire District draft	Star Fire District	Kuna Fire District	North Ada Co. Fire and Rescue
per Residential Unit	\$ 665	\$ 560	\$ 849	\$ 825	\$ 1,285	\$ 526	\$ 693	\$ 897	\$ 829	\$ 824	\$ 647
per Non-Residential sf	\$ 0.33	\$ 0.28	\$ 0.42	\$ 0.41	\$ 0.64	\$ 0.15	\$ 0.53	\$ 0.36	\$ 0.39	\$ 0.41	\$ 0.32

City Participation

The City/District would assume the responsibility of paying for those portions of the capital improvements that are not attributable to new growth. These payments would come from other sources of revenue including all of those listed in Idaho Code 67-8207(iv)(2)(h).

To arrive at this participation amount, the expected impact fee revenue and any shared facility amount need to be subtracted from the total CIP value. Exhibit IV-3 divides the City/Districts' participation amount into two categories: the portion of purely non-growth-related improvements, and the portion of growth-related improvements that are attributable to repair, replacement, or upgrade, but are not impact fee eligible.

It should be noted that the participation amount associated with purely non-growth improvements is discretionary. The City/District can choose not to fund these capital improvements (although this could result in a decrease in the level of service if the deferred repairs or replacements were urgent). However, the non-growth-related portion of improvements that are impact fee eligible *must* be funded in order to maintain the integrity of the impact fee program.

Exhibit IV-3.**City of Caldwell/Caldwell Rural Fire District
Participation Summary, 2020-2029**

	Required	Discretionary	Total
Fire	\$ -	\$ 11,847,013	\$ 11,847,013

Implementation Recommendations

As City Council evaluates whether or not to adopt the Capital Improvement Plans and impact fees presented in this report, we also offer the following information for your consideration. Please note that this information will be included each individual impact fee enabling ordinance.

Capital Improvements Plan. Should the Advisory Committee recommend this study to City Council and should City Council adopt the study, the City should revise its existing Capital Improvement Plans using the information in this study. A revised capital improvement plan would then be presented to the City for adoption as an element of the Comprehensive Plan pursuant to the procedures of the Local Land Use Planning Act.

Impact Fee Ordinance. Following adoption of the Capital Improvement Plan, City Council should review the proposed Impact Fee Ordinance for adoption as reviewed and recommended by the Advisory Committee.

Advisory Committee. The Advisory Committee is in a unique position to work with and advise City Council to ensure that the capital improvement plans and impact fees are routinely reviewed and modified as appropriate.

Impact fee service area. Some municipalities have fee differentials for various city zones under the assumption that some areas utilize more or less current and future capital improvements. The study team, however, does not recommend the City assess different fees by dividing the areas into zones. The capital improvements identified in this report inherently serve a system-wide function.

Specialized assessments. If permit applicants are concerned they would be paying more than their fair share of future infrastructure purchases, the applicant can request an individualized assessment to ensure they will only be paying their proportional share. The applicant would be required to prepare and pay for all costs related to such an assessment.

Donations. If the City receives donations for capital improvements listed on the CIP, they must account for the donation in one of two ways. If the donation is for a non- or partially growth-related improvement, the donation can contribute to the City's General Fund participation along with more traditional forms, such as revenue transfers from the General Fund. If, however, the donation is for a growth-related project in the CIP, the donor's impact fees should be reduced dollar for dollar. This means that the City will either credit the donor or reimburse the donor for that portion of the impact fee.

Grants. If a grant is expected and regular, the growth-related portion of that grant amount should be reflected upfront in the fee calculations, meaning that the impact fees will be lower in anticipation of the contribution. If the grant is speculative or uncertain, this should not be reflected up-front in the fee calculations since the entity cannot count on those dollars as it undergoes capital planning.

The rational nexus is still maintained because the unexpected higher fund balance, due to the receipt of a grant, is deducted from the calculations as a "down payment on the CIP" when the fee study is updated.

Credit/reimbursement. If a developer constructs or contributes all or part of a growth-related project that would otherwise be financed with impact fees, that developer must receive a credit against the fees owed for this category or, at the developer's choice, be reimbursed from impact fees collected in the future.³⁷ This prevents "double dipping" by the City.

The presumption would be that builders/developers owe the entirety of the impact fee amount until they make the City aware of the construction or contribution. If credit or reimbursement is due, the governmental entity must enter into an agreement with the fee payer that specifies the amount of the credit or the amount, time and form of reimbursement.³⁸

Impact fee accounting. The City should maintain Impact Fee Funds separate and apart from the General Fund. All current and future impact fee revenue should be immediately deposited into this account and withdrawn only to pay for growth-related capital improvements of the same category. General Funds should be reserved solely for the receipt of tax revenues, grants, user fees and associated interest earnings, and ongoing operational expenses including the repair and replacement of existing capital improvements not related to growth.

Spending policy. The City should establish and adhere to a policy governing their expenditure of monies from the Impact Fee Fund. The Fund should be prohibited from paying for any operational expenses and the repair and replacement or upgrade of existing infrastructure not necessitated by growth. In cases when *growth-related capital improvements are constructed*, impact fees are an allowable revenue source as long as only new growth is served. In cases when new capital improvements are expected *to partially replace existing capacity and to partially serve new growth*, cost sharing between the General Fund or other sources of revenue listed in Idaho Code 67-8207(I)(iv), (2)(h) and Impact Fee Fund should be allowed on a pro rata basis.

Update procedures. The City is expected to grow rapidly over the 10-year span of the CIPs. Therefore, the fees calculated in this study should be updated annually as the City invests in additional infrastructure beyond what is listed in this report, and/or as the City's projected development changes significantly. Fees can be updated on an annual basis using an inflation factor for building material from a reputable source such as McGraw Hill's Engineering News Record. As described in Idaho Code 67-8205(3)(c)(d)(e), the Advisory Committee will play an important role in these updates and reviews.

EXHIBIT G

Impact Fee Study and Capital Improvement Plan For Star Fire Protection District



Capital Improvement Plan and Development Impact Fee Study

Submitted to:
Star Fire Protection District

August 23, 2023

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EXECUTIVE SUMMARY

The Star Fire Protection District (“The Fire District”) retained TischlerBise to prepare a Capital Improvement Plan and Development Impact Fee Study in order to meet the new demands generated by new development within the district. This report presents the methodology and calculation used to generate current levels of service and updated maximum supportable impact fees. It is intended to serve as supporting documentation for the evaluation and update of the Fire District’s impact fees.

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

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

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

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

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

FEE METHODOLOGY

A summary of impact fee components is provided below:

Figure 1. Summary of Impact Fee Methodologies

Fee Category	Service Area	Cost Recovery	Incremental Expansion	Plan-Based	Cost Allocation
Fire	Districtwide	Impact Fee Study		Fire Stations, Fire Apparatus, and Fire Equipment	Person & Vehicle Trips

CAPITAL IMPROVEMENT PLAN

Below in Figure 2 is the ten-year capital improvement plan the Fire District is anticipating to accommodate future demand. In the Plan, there are facility, fleet, and equipment expansions that are consistent with or below the projected need to serve growth at the current level of service. The capital improvement plan can be updated annually and revised to reflect any shift in demand, market, and costs.

Figure 2. Growth-Related Capital Improvement Plan

10-Year Capital Improvement Plan	Need	Time Frame (Yrs)	Current Cost	Growth Related Cost
Station #55: Floating Feather	8,392 square feet	1 to 3	\$3,000,000	\$3,000,000
Station #52: Training Facility & Engine Bay	3,000 square feet	2 to 5	\$250,000	\$250,000
Station #52: Training Facility Prop & Storage Container	1 unit	1 to 3	\$25,000	\$25,000
Station #58: Hwy 16 & Arie	8,392 square feet	3 to 10	\$4,000,000	\$4,000,000
Station #56: Purple Sage (50% split with Middleton)	4,196 square feet	7 to 10	\$3,000,000	\$3,000,000
Station #55 units: New Brush & Engine	2 units	1 to 8	\$1,400,000	\$1,400,000
Station #56 units: New Brush & Engine (50% split with Middleton)	2 units	7 to 10	\$825,000	\$825,000
Station #58 units: New Brush/Engine/Water Tender	3 units	7 to 10	\$2,050,000	\$2,050,000
SCBAs (6) for Station #55	6 units	1 to 3	\$42,000	\$42,000
SCBAs (6) for Station #58	6 units	7 to 10	\$50,000	\$50,000
New UTV for River Rescue	1 unit	2 to 3	\$35,000	\$35,000
Station #51 units: Replace Tender/Ladder/Brush	3 units	7 to 15	\$2,700,000	\$0
Station #52 units: Replace Engines/Brush	3 units	1 to 10	\$2,150,000	\$0
Replace Battalion Command (50% split with Middleton)	1 unit	2 to 3	\$70,000	\$0
Replace Command 2017 Chevy 502	1 unit	3 to 5	\$65,000	\$0
Replace Command 2022 Chevy 501	1 unit	5 to 10	\$80,000	\$0
Total			\$19,742,000	\$14,677,000

MAXIMUM SUPPORTABLE DEVELOPMENT IMPACT FEES

Figure 3 provides a schedule of the maximum supportable development impact fees by type of land use for the Fire District. The fees represent the highest supportable amount for each type of applicable land use and represent new growth's fair share of the cost for capital facilities. The Fire Board may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

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

Figure 3. Summary of Maximum Supportable Development Impact Fee

Residential

Housing Type	Persons per Housing Unit	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Residential (per housing unit)				
Single Family	2.84	\$2,152	\$809	\$1,343
Multifamily	1.62	\$1,227	\$809	\$418

Nonresidential

Development Type	Vehicle Trips per KSF	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Nonresidential (per 1,000 square feet)				
Retail	14.06	\$839	\$380	\$459
Office	5.42	\$323	\$380	(\$57)
Industrial	2.44	\$145	\$380	(\$235)
Institutional	9.76	\$582	\$380	\$202

DEVELOPMENT IMPACT FEE FRAMEWORK

IDAHO DEVELOPMENT IMPACT FEE ENABLING LEGISLATION

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

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

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

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

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

Fourth, Idaho requires a proportionate share determination [see 67-8207]. Basically, local government must consider various types of applicable credits and/or other revenues that may reduce the capital costs attributable to new development. The development impact fee methodologies and the cash flow analysis have addressed the need for credits to avoid potential double payment for growth-related infrastructure.

SUMMARY OF CAPITAL IMPROVEMENT PLANS AND DEVELOPMENT IMPACT FEES

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

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

- **Cost Recovery.** The rationale for the cost recovery approach is that new development is paying for its share of the useful life and remaining capacity of facilities already built or land already purchased from which new growth will benefit. This methodology is often used for systems that were oversized such as sewer and water facilities.
- **Incremental Expansion.** The incremental expansion method documents the current level of service (LOS) for each type of public facility in both quantitative and qualitative measures, based on an existing service standard (such as park land acres per 1,000 residents). This approach ensures that there are no existing infrastructure deficiencies or surplus capacity in infrastructure. New development is only paying its proportionate share for growth-related infrastructure. An incremental expansion cost method is best suited for public facilities that will be expanded in regular increments, with LOS standards based on current conditions in the community.
- **Plan-Based.** The plan-based method allocates costs for a specified set of improvements to a specified amount of development. Facility plans identify needed improvements, and land use plans identify development. In this method, the total cost of relevant facilities is divided by total demand to calculate a cost per unit of demand. Then, the cost per unit of demand is multiplied by the amount of demand per unit of development (e.g., housing units or square feet of building area) in each category to arrive at a cost per specific unit of development (e.g., single family detached unit).
- **Credits.** Regardless of the methodology, a consideration of “credits” is integral to the development of a legally valid impact fee methodology. There are two types of “credits,” each with specific and distinct characteristics, but both of which should be addressed in the calculation of development impact fees. The first is a credit due to possible double payment situations. This could occur when contributions are made by the property owner toward the capital costs of the public facility covered by the impact fee. This type of credit is integrated into the impact fee calculation. The second is a credit toward the payment of a fee for dedication of public sites or improvements provided by the developer and for which the facility fee is imposed. This type of credit is addressed in the administration and implementation of a facility fee program.

FIRE PROTECTION DEVELOPMENT IMPACT FEES

The Fire District's development impact fee includes three components: station space, vehicles/apparatus, and equipment. TischlerBise recommends a *plan-based* approach, based on current capital expansion plans. Per the Idaho Act, capital improvements are limited to those improvements that have a certain lifespan. As specified in 67-8203(3) of the Idaho Act, "Capital improvements' means improvements with a useful life of ten (10) years or more, by new construction or other action, which increase the service capacity of a public facility." The residential portion of the fee is derived from the product of persons per housing unit (by type of unit) multiplied by the net capital cost per person. The nonresidential portion is derived from the product of nonresidential vehicle trips per 1,000 square feet of nonresidential space multiplied by the net capital cost per vehicle trip.

COST ALLOCATION FOR FIRE PROTECTION INFRASTRUCTURE

Both residential and nonresidential developments increase the demand for fire services and facilities. To calculate the proportional share between residential and nonresidential demand on service and facilities, calls for service data is analyzed. Shown at the top of Figure 4, 68 percent of calls are to residential locations, 6 percent to nonresidential locations, and 27 percent are classified as traffic calls.

Base year vehicle trips are used to assign traffic calls to residential and nonresidential land uses. This results in 273 additional residential calls (51,939 residential vehicle trips / 58,532 total vehicle trips x 308 traffic calls for service) and 35 additional nonresidential calls (6,583 nonresidential vehicle trips / 58,532 total vehicle trips x 308 traffic calls for service).

After this adjustment 91 percent of calls are attributed to residential development and 9 percent are attributed to nonresidential development. These percentages are used to attribute facilities to respective demand units.

Figure 4. Calls for Service

Land Use	Annual Calls for Service	% of Total
Residential	783	68%
Nonresidential	64	6%
Traffic	308	27%
Total	1,155	100%

Land Use	Base Year Vehicle Trips	% of Total
Residential	51,939	89%
Nonresidential	6,593	11%
Total	58,532	100%

Land Use	Adj. Calls for Service	% of Total
Residential	1,056	91%
Nonresidential	99	9%
Total	1,155	100%

Source: Star Fire Protection District & Ada County

FIRE PROTECTION LEVEL OF SERVICE AND COST ANALYSIS

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

FIRE STATIONS

Listed in Figure 5, the Fire District currently operates two stations, which total 44,000 square feet. The existing level of service for residential development is 1,903 square feet per 1,000 persons. The nonresidential level of service is 570 square feet per 1,000 vehicle trips. This is determined by multiplying the total square footage by the proportionate share factors (91 percent for residential development and 9 percent for nonresidential development), and then dividing the respective totals by the current service units (21,150 persons and 6,593 nonresidential vehicle trips) and multiplying by 1,000.

Figure 5. Existing Fire Station Level of Service

Fire Stations	Square Feet
Station #51: State St	37,000
Station #52: Kingsbury	7,000
Total	44,000

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	91%	9%
Share of Square Feet	40,240	3,760
2023 Population/Nonres. Vehicle Trips	21,150	6,593
Square Feet per 1,000 Persons/Vehicle Trips	1,903	570

FIRE APPARATUS

Shown in Figure 6, the Fire District currently has 15 pieces of apparatus. The existing level of service for residential development is 0.65 pieces of apparatus for every 1,000 persons. The nonresidential level of service is 0.19 pieces of apparatus per 1,000 vehicle trips. This is determined by multiplying the total apparatus inventory by the proportionate share factors (91 percent for residential development and 9 percent for nonresidential development), and then dividing the respective totals by the current service units (21,150 persons for residential and 6,593 nonresidential vehicle trips) and multiplying by 1,000.

Figure 6. Existing Fire Apparatus Level of Service

Apparatus	Units
Fire Engine	3
Water Tender	1
Brush Truck	2
Command Vehicle	6
Water Rescue Boat	1
Trailers	2
Total	15

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	91%	9%
Share of Units	13.7	1.3
2023 Population/Nonres. Vehicle Trips	21,150	6,593
Units per 1,000 Persons/Vehicle Trips	0.65	0.19

FIRE EQUIPMENT

Shown in Figure 7, the Fire District currently has 54 pieces of equipment with a useful life of 10 years or longer. The existing level of service for residential development is 2.34 pieces of equipment for every 1,000 persons. The nonresidential level of service is 0.70 pieces of equipment per 1,000 vehicle trips. This is determined by multiplying the total equipment inventory by the proportionate share factors (91 percent for residential development and 9 percent for nonresidential development), and then dividing the respective totals by the current service units (21,150 persons for residential and 6,593 nonresidential vehicle trips) and multiplying by 1,000.

Figure 7. Existing Fire Equipment Level of Service

Equipment Type	Units
Handheld Radios	21
SCBAs	15
Generators	2
Extrication Equipment	5
Printer/Copier	2
Thermal Imaging Equipment	5
Extractor	1
Air Compressor	1
Power Column Lift	1
Respirator Testing System	1
Total	54

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	91%	9%
Share of Units	49.4	4.6
2023 Population/Nonres. Vehicle Trips	21,150	6,593
Units per 1,000 Persons/Vehicle Trips	2.34	0.70

PLANNED GROWTH-RELATED INFRASTRUCTURE IMPROVEMENTS

The following section details the future capital plans to accommodate growth.

FIRE STATIONS

The Fire District currently plans on constructing three new stations, one at a 50 percent split with Middleton Rural Fire Protection District and expanding one existing station. Shown in Figure 8, the Fire District estimates adding approximately 23,980 square feet, with an estimated cost of \$10,275,000, would be sufficient through the year 2033.

The cost per residential and nonresidential service unit is determined by multiplying the planned square footage by the proportionate share factors (91 percent for residential and 9 percent for nonresidential), and then dividing the respective totals by the projected increase in service units through the year 2033 (14,929 persons and 17,108 nonresidential vehicle trips). When the resulting residential and nonresidential levels of service (1,469 square feet per 1,000 persons and 120 square feet per 1,000 nonresidential trips) are compared to the cost per square foot (\$428), the resulting cost per service units are \$629 per person and \$51 per nonresidential vehicle trip.

Based on development trends, market needs, and projections the demand on fire services is going to shift further towards housing development compared to commercial development.

Figure 8. Planned Fire Station Level of Service & Cost Analysis

Fire Stations	Square Feet	Replacement Cost
Station #55: Floating Feather	8,392	\$3,000,000
Station #52: Training Facility & Engine Bay	3,000	\$250,000
Station #52: Prop & Storage Container	-	\$25,000
Station #58: Hwy 16 & Arie	8,392	\$4,000,000
Station #56: Purple Sage (50% split)	4,196	\$3,000,000
Total	23,980	\$10,275,000

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	91%	9%
Share of Square Feet	21,931	2,049
10-Year Population/Nonres. Vehicle Trips Increase	14,929	17,108
Square Feet per 1,000 Persons/Vehicle Trips	1,469	120

<i>Cost Analysis</i>	Residential	Nonresidential
Square Feet per 1,000 Persons/Vehicle Trips	1,469	120
Average Cost per Square Foot	\$428	\$428
Capital Cost per Person/Vehicle Trip	\$629	\$51

FIRE APPARATUS

To compliment the planned additional stations, the Fire District plans on purchasing seven additional pieces of apparatus. Shown in Figure 9, the estimated cost of the apparatus is \$4,275,000. Similar to the planned station, the Fire District estimates the apparatus will be sufficient through the year 2033.

In Figure 9, the cost per residential and nonresidential service unit is determined by multiplying the planned apparatus by the proportionate share factors (91 percent for residential and 9 percent for nonresidential), and then dividing the respective totals by the projected increase in service units through the year 2033 (14,929 persons and 17,108 nonresidential vehicle trips). When the resulting residential and nonresidential levels of service (0.43 units per 1,000 persons and 0.03 units per 1,000 nonresidential trips) are compared to the cost for the apparatus (\$611,000), the resulting cost per service units are \$263 per person and \$18 per nonresidential vehicle trip.

Based on development trends, market needs, and projections the demand on fire services is going to shift further towards housing development compared to commercial development.

Figure 9. Planned Fire Apparatus Level of Service & Cost Analysis

Apparatus	Units	Replacement Cost
Fire Engine	2	\$1,950,000
Water Tender	1	\$500,000
Brush Truck	2	\$1,000,000
Engine & Brush (50% split)	2	\$825,000
Total	7	\$4,275,000

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	91%	9%
Share of Units	6.4	0.6
10-Year Population/Nonres. Vehicle Trips Increase	14,929	17,108
Units per 1,000 Persons/Vehicle Trips	0.43	0.03

<i>Cost Analysis</i>	Residential	Nonresidential
Units per 1,000 Persons/Vehicle Trips	0.43	0.03
Average Cost per Unit	\$611,000	\$611,000
Capital Cost per Person/Vehicle Trip	\$263	\$18

FIRE EQUIPMENT

To facilitate the addition of growth-related personnel, the Fire District plans on purchasing 13 additional pieces of equipment: 12 self-contained breathing apparatus (SCBA) and 1 additional UTV. Shown in Figure 10, the estimated cost of the equipment is \$127,000. Similar to the planned station, the Fire District estimates the equipment will be sufficient through the year 2033.

In Figure 10 the cost per residential and nonresidential service unit is determined by multiplying the planned equipment by the proportionate share factors (91 percent for residential and 9 percent for nonresidential), and then dividing the respective totals by the projected increase in service units through the year 2032 (14,929 persons and 17,108 nonresidential vehicle trips). When the resulting residential and nonresidential levels of service (0.80 equipment units per 1,000 persons and 0.06 equipment units per 1,000 nonresidential trip) are compared to the average cost per piece of equipment (\$10,000), the resulting cost per service units are \$8 per person and \$1 per nonresidential vehicle trip.

Figure 10. Planned Equipment Level of Service & Cost Analysis

Equipment Type	Units	Replacement Cost
SCBAs	12	\$92,000
UTV - River Rescue	1	\$35,000
Total	13	\$127,000

<i>Level-of-Service Standards</i>	Residential	Nonresidential
Proportionate Share	91%	9%
Share of Units	11.9	1.1
10-Year Population/Nonres. Vehicle Trips I	14,929	17,108
Units per 1,000 Persons/Vehicle Trips	0.80	0.06

<i>Cost Analysis</i>	Residential	Nonresidential
Units per 1,000 Persons/Vehicle Trips	0.80	0.06
Average Cost per Unit	\$10,000	\$10,000
Capital Cost per Person/Vehicle Trip	\$8	\$1

SHARE OF THE DEVELOPMENT IMPACT FEE STUDY

Under the Idaho enabling legislation, the Fire District is able to recover the cost of the study through the collection of future fees. An impact fee study must be completed every five years, so the study cost is compared to the five-year projected increase in population and nonresidential vehicle trips. As a result, the cost per person is \$2 and the cost per vehicle trip is \$1.

Figure 11. Share of the Development Impact Fee Study

Share of Study Cost	Residential Share	Nonresidential Share
\$19,720	91%	9%

Residential Growth Share	Five-Year Population Increase	Capital Cost per Person
100%	10,208	\$2

Nonresidential Growth Share	Five-Year Veh. Trip Increase	Capital Cost per Trip
100%	9,240	\$1

FIRE IMPACT FEE CREDIT ANALYSIS

The district currently has an impact fee fund balance of \$2,390,184, which requires consideration of a credit. As shown below in Figure 12, this balance accounts for 16 percent of the ten-year projected growth expenditures, resulting in a 16 percent credit of the impact fee.

Figure 12. Fire Impact Fee Credit Analysis

Fire Impact Fee Credit	
Available Fund Balance	\$2,390,184
10-Year Capital Plan	\$14,677,000
Available Fund Balance % of Plan	16%

INPUT VARIABLES AND MAXIMUM SUPPORTABLE IMPACT FEES

Figure 13 provides a summary of the input variables (described in the chapter sections above) used to calculate the net cost per person and vehicle trip. The residential Fire Development Impact Fees are the product of persons per housing unit by type multiplied by the total net capital cost per person. For example, the single family maximum impact fee is \$2,152 per unit (\$758 per person x 2.84 persons per housing unit = \$2,152, rounded). The nonresidential fees are the product of vehicle trips per 1,000 square feet multiplied by the net capital cost per nonresidential vehicle trip.

The Fire District Board may adopt fees that are less than the amounts shown. However, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital expenditures, and/or a decrease in levels of service.

Figure 13. Star Fire Protection District Maximum Supportable Impact Fees

Fee Component	Cost per Person	Cost per Vehicle Trip
Fire Stations	\$629	\$51
Fire Apparatus	\$263	\$18
Fire Equipment	\$8	\$1
Impact Fee Study	\$2	\$1
Gross Total	\$902	\$71
Credit for Fund Balance (16%)	(\$144)	(\$11)
Net Total	\$758	\$60

Residential

Housing Type	Persons per Housing Unit	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Residential (per housing unit)				
Single Family	2.84	\$2,152	\$809	\$1,343
Multifamily	1.62	\$1,227	\$809	\$418

Nonresidential

Development Type	Vehicle Trips per KSF	Maximum Supportable Fee	Current Fee	Increase/ (Decrease)
Nonresidential (per 1,000 square feet)				
Retail	14.06	\$839	\$380	\$459
Office	5.42	\$323	\$380	(\$57)
Industrial	2.44	\$145	\$380	(\$235)
Institutional	9.76	\$582	\$380	\$202

CASH FLOW PROJECTIONS FOR MAXIMUM SUPPORTABLE IMPACT FEE

This section summarizes the potential cash flow to the Fire District if the development impact fees are implemented at the maximum supportable amounts. The cash flow projections are based on the assumptions detailed in this chapter and the development projections discussed in Appendix B. Demographic Assumptions.

The summary provides an indication of the impact fee revenue generated by new development. Shown at the bottom of the figure, the maximum supportable fire impact fee is estimated to generate \$12.5 million in revenue while there is a growth-related cost of \$14.7 million. The revenue is able to mitigate 85 percent of growth-related costs. The remaining funding gap is the result of the credit for the existing impact fee fund balance and the impact fee program will be made whole with those funds.

Figure 14. Projected Revenue from Maximum Supportable Impact Fees

Infrastructure Costs for Fire Facilities

	Total Cost	Growth Cost
Fire Stations	\$10,275,000	\$10,275,000
Fire Apparatus	\$4,275,000	\$4,275,000
Fire Equipment	\$127,000	\$127,000
Impact Fee Study	\$39,440	\$39,440
Total Expenditures	\$14,716,440	\$14,716,440

Projected Development Impact Fee Revenue

		Single Family \$2,152 per unit	Multifamily \$1,227 per unit	Retail \$839 per KSF	Office \$323 per KSF	Industrial \$145 per KSF	Institutional \$582 per KSF
Year		Housing Units	Housing Units	KSF	KSF	KSF	KSF
Base	2023	6,494	556	223	102	204	246
1	2024	6,994	601	351	148	204	368
2	2025	7,494	646	416	176	253	438
3	2026	7,994	691	481	205	302	508
4	2027	8,494	736	546	233	351	577
5	2028	8,994	781	611	262	400	647
6	2029	9,494	826	676	290	449	717
7	2030	9,994	871	741	319	497	787
8	2031	10,494	916	806	347	546	857
9	2032	10,994	961	871	375	595	927
10	2033	11,494	1,006	936	404	644	997
Ten-Year Increase		5,000	450	713	302	439	750
Projected Revenue		\$10,760,385	\$551,931	\$597,885	\$97,644	\$63,695	\$436,652
						Projected Revenue =>	\$12,508,000
						Projected Expenditures =>	\$14,716,000
						Non-Impact Fee Funding =>	\$2,208,000

2023 Capital Improvement Plan and Development Impact Fee Study

In Figure 15, the summary provides an indication of the impact fee revenue generated by new development if the City of Eagle does not collect the fire impact fee on the behalf of Star Fire Protection District. In this scenario, due to the estimate development to occur in the City of Eagle that will be serviced by Star Far a significant funding gap occurs for needed capital expansion. Shown at the bottom of the figure, the maximum supportable fire impact fee is estimated to generate \$8.2 million in revenue while there is a growth-related cost of \$14.7 million. Based on the revenue potential, there would be \$4.2 million in missed revenue if the impact fees are not collected in Eagle.

Figure 15. Projected Revenue from Maximum Supportable Impact Fees without Eagle Collection

Infrastructure Costs for Fire Facilities

	Total Cost	Growth Cost
Fire Stations	\$10,275,000	\$10,275,000
Fire Apparatus	\$4,275,000	\$4,275,000
Fire Equipment	\$127,000	\$127,000
Impact Fee Study	\$39,440	\$39,440
Total Expenditures	\$14,716,440	\$14,716,440

Projected Development Impact Fee Revenue

		Single Family \$2,152 per unit	Multifamily \$1,227 per unit	Retail \$839 per KSF	Office \$323 per KSF	Industrial \$145 per KSF	Institutional \$582 per KSF
Year		Housing Units	Housing Units	KSF	KSF	KSF	KSF
Base	2023	4,045	346	223	102	204	246
1	2024	4,356	374	351	148	204	368
2	2025	4,668	402	416	176	253	438
3	2026	4,979	430	481	205	302	508
4	2027	5,291	458	546	233	351	577
5	2028	5,602	486	611	262	400	647
6	2029	5,914	515	676	290	449	717
7	2030	6,225	543	741	319	497	787
8	2031	6,537	571	806	347	546	857
9	2032	6,848	599	871	375	595	927
10	2033	7,160	627	936	404	644	997
Ten-Year Increase		3,115	280	713	302	439	750
Projected Revenue		\$6,702,542	\$343,792	\$597,885	\$97,644	\$63,695	\$436,652
Projected Revenue =>						\$8,242,000	
Projected Expenditures =>						\$14,716,000	
Non-Impact Fee Funding =>						\$6,474,000	

CAPITAL IMPROVEMENT PLAN

The following section provides a summary of the Capital Improvement Plans depicting growth-related capital demands. First, Figure 16 lists the projected growth over the next ten years in the Fire District. Overall, there is an estimated 71 percent increase in population (14,929 new residents) a 77 percent increase in housing development (5,450 new housing units) and a 251 percent increase in nonresidential development (3,398 new jobs and 1,935,000 square feet of development). Further details on the growth projections can be found in Appendix B. Demographic Assumptions

Figure 16. Ten-Year Growth Projections

	Base Year	5-Year Increment						Total
	2023	1 2024	2 2025	3 2026	4 2027	5 2028	10 2033	Increase
Population [1]	21,150	22,643	24,136	25,629	27,122	28,615	36,079	14,929
Housing Units by Type [1]								
Single Family	6,494	6,994	7,494	7,994	8,494	8,994	11,494	5,000
Multifamily	556	601	646	691	736	781	1,006	450
Total Housing Units	7,050	7,595	8,140	8,685	9,230	9,775	12,500	5,450
Jobs [1]								
Retail	474	721	834	948	1,061	1,174	1,740	1,266
Office	331	468	547	626	705	784	1,179	848
Industrial	321	321	398	474	551	627	1,011	690
Institutional	229	332	386	441	496	550	824	595
Total Jobs	1,355	1,842	2,165	2,489	2,812	3,136	4,753	3,398
Nonresidential Floor Area (1,000 sq. ft.) [2]								
Retail	223	340	393	446	500	553	819	596
Office	102	144	168	192	216	241	362	260
Industrial	204	204	253	302	351	400	644	439
Institutional	246	357	416	474	533	592	886	640
Total Floor Area	776	1,045	1,230	1,415	1,600	1,785	2,711	1,935
Vehicle Trips [2]								
Residential Subtotal	51,939	55,948	59,957	63,966	67,975	71,984	92,027	40,088
Nonresidential Subtotal	6,593	9,538	11,111	12,685	14,259	15,832	23,701	17,108
Total Vehicle Trips	58,532	65,486	71,068	76,651	82,234	87,816	115,729	57,197

[1] Source: Star Fire Protection District Population and Housing Estimates; ESRI Business Analyst; TischlerBise analysis

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

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

The development impact fee is based on capital improvement plans to accommodate future growth. To serve projected growth over the next ten years, the following infrastructure is planned:

- 23,980 square feet of new station space
- 7 new fleet units
- 13 new equipment units
- 2 updates to impact fee study (once every five years)
- \$14.7 million growth-related costs

Additionally, there are replacement plans in the CIP that are not growth-related, thus not included in the impact fee study and not eligible for impact fee funding.

Figure 17. Capital Improvement Plan

10-Year Capital Improvement Plan	Need	Time Frame (Yrs)	Current Cost	Growth Related Cost
Station #55: Floating Feather	8,392 square feet	1 to 3	\$3,000,000	\$3,000,000
Station #52: Training Facility & Engine Bay	3,000 square feet	2 to 5	\$250,000	\$250,000
Station #52: Training Facility Prop & Storage Container	1 unit	1 to 3	\$25,000	\$25,000
Station #58: Hwy 16 & Arie	8,392 square feet	3 to 10	\$4,000,000	\$4,000,000
Station #56: Purple Sage (50% split with Middleton)	4,196 square feet	7 to 10	\$3,000,000	\$3,000,000
Station #55 units: New Brush & Engine	2 units	1 to 8	\$1,400,000	\$1,400,000
Station #56 units: New Brush & Engine (50% split with Middleton)	2 units	7 to 10	\$825,000	\$825,000
Station #58 units: New Brush/Engine/Water Tender	3 units	7 to 10	\$2,050,000	\$2,050,000
SCBAs (6) for Station #55	6 units	1 to 3	\$42,000	\$42,000
SCBAs (6) for Station #58	6 units	7 to 10	\$50,000	\$50,000
New UTV for River Rescue	1 unit	2 to 3	\$35,000	\$35,000
Station #51 units: Replace Tender/Ladder/Brush	3 units	7 to 15	\$2,700,000	\$0
Station #52 units: Replace Engines/Brush	3 units	1 to 10	\$2,150,000	\$0
Replace Battalion Command (50% split with Middleton)	1 unit	2 to 3	\$70,000	\$0
Replace Command 2017 Chevy 502	1 unit	3 to 5	\$65,000	\$0
Replace Command 2022 Chevy 501	1 unit	5 to 10	\$80,000	\$0
Total			\$19,742,000	\$14,677,000

FUNDING SOURCES FOR CAPITAL IMPROVEMENTS

In determining the proportionate share of capital costs attributable to new development, the Idaho Development Fee Act states that local governments must consider historical, available, and alternative sources of funding for system improvements (Idaho Code 67-8209(2)). Currently, there are no other dedicated revenues being collected by the Fire District to fund growth-related projects. However, there is an existing balance in the Fire District's impact fee fund which has been set aside for future expansions in the CIP. A credit is included in the impact fee analysis to account for the balance's share of the future CIP.

PROPORTIONATE SHARE ANALYSIS

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

- 1) The development impact fees for Star Fire Protection District are based on new growth's share of the costs of previously built projects along with planned public facilities as provided by the Fire District. Projects are included in the District's capital improvements plan and will be included in annual capital budgets.
- 2) TischlerBise estimated development impact fee revenue based on the maximum supportable development impact fees for the one, districtwide service area; results are shown in the cash flow analyses in this report. Existing and future development impact fee revenue will entirely fund growth-related improvements.
- 3) TischlerBise has evaluated the extent to which new development may contribute to the cost of public facilities.
- 4) The relative extent to which properties will make future contributions to the cost of existing public facilities has also been evaluated in regards to existing debt.
- 5) The District will evaluate the extent to which newly developed properties are entitled to a credit for system improvements that have been provided by property owners or developers. These "site-specific" credits will be available for system improvements identified in the annual capital budget and long-term Capital Improvement Plans. Administrative procedures for site-specific credits should be addressed in the development impact fee ordinance.
- 6) Extraordinary costs, if any, in servicing newly developed properties should be addressed through administrative procedures that allow independent studies to be submitted to the District. These procedures should be addressed in the development impact fee ordinance.
- 7) The time-price differential inherent in fair comparisons of amounts paid at different times has been addressed. All costs in the development impact fee calculations are given in current dollars with no assumed inflation rate over time. Necessary cost adjustments can be made as part of the annual evaluation and update of development impact fees.

IMPLEMENTATION AND ADMINISTRATION

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

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

Furthermore, it is the collecting jurisdiction that is required to form the DIFAC. In this case, Star Fire Protection Impact Fees will be collected by the City of Star, City of Middleton, Canyon County, Gem County, and Ada County. Thus, those jurisdictions will form separate DIFACs.

Per the above, each jurisdiction has formed a DIFAC. TischlerBise has met with each DIFAC during the process and provided information on land use assumptions, level of service and cost assumptions, and draft development impact fee schedules. This report reflects comments and feedback received from the DIFACs.

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

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

Idaho's enabling legislation requires an annual development impact fees report that accounts for fees collected and spent during the preceding year (Idaho Code 67-8210). Development impact fees must be deposited in interest-bearing accounts earmarked for the associated capital facilities as outlined in capital improvements plans. Also, fees must be spent within eight years of when they are collected (on a first in, first out basis) unless the local governmental entity identifies in writing (a) a reasonable cause why the fees should be held longer than eight years; and (b) an anticipated date by which the fees will be expended but in no event greater than eleven years from the date they were collected.

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

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

APPENDIX A. LAND USE DEFINITIONS

- **Single Family:**

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

- **Multifamily:**

1. 2+ units (duplexes and apartments) are units in structures containing two or more housing units, further categorized as units in structures with “2 or more units.”
2. Boat, RV, Van, etc. includes any living quarters occupied as a housing unit that does not fit the other categories (e.g., houseboats, railroad cars, campers, and vans). RVs, boats, vans, and the like are included only if they are occupied as a current place of residence.

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

- **Retail:** Establishments primarily selling merchandise, eating/drinking places, and entertainment uses. By way of example, *Retail* includes shopping centers, supermarkets, pharmacies, restaurants, bars, nightclubs, automobile dealerships, movie theaters, and lodging (hotel/motel).
- **Office:** Establishments providing management, administrative, professional, or business services. By way of example, *Office* includes banks, business offices.
- **Industrial:** Establishments primarily engaged in the production and transportation of goods. By way of example, *Industrial* includes manufacturing plants, trucking companies, warehousing facilities, utility substations, power generation facilities, and telecommunications buildings.
- **Institutional:** Public and quasi-public buildings providing educational, social assistance, or religious services. By way of example, *Institutional* includes schools, universities, churches, daycare facilities, hospitals, health care facilities, and government buildings.

APPENDIX B. DEMOGRAPHIC ASSUMPTIONS

POPULATION AND HOUSING CHARACTERISTICS

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

When persons per housing unit (PPHU) is used in the development impact fee calculations, infrastructure standards are derived using year-round population. In contrast, when persons per household (PPHH) is used in the development impact fee calculations, the fee methodology assumes all housing units will be occupied, thus requiring seasonal or peak population to be used when deriving infrastructure standards. TischlerBise recommends that fees for residential development in Star Fire Protection District be imposed according to persons per housing unit.

Based on housing characteristics, TischlerBise recommends using two housing unit categories for the Impact Fee study: (1) Single Family and (2) Multifamily. Each housing type has different characteristics which results in a different demand on District facilities and services.

The boundaries of the Fire District are not contiguous with available US Census geographies. In this case, geographies have been chosen that best represent the demographics of each area. The estimates in Figure 18 are for PPHU calculations for Star Fire District. Base year population and housing units are estimated with another, more recent data source.

The U.S Census Tracts comprising Star Fire Protection District were selected for estimates to provide a better sample of demographics in the Star Fire Protection District. As a result, single family units have a household size of 2.84 persons and multifamily units have a household size of 1.62 persons. Additionally, there is a housing mix of 92 percent single family and 8 percent multifamily.

Figure 18. Persons per Housing Unit – Star Fire Protection District

Housing Type	Persons	Housing Units	Persons per Housing Unit	Households	Persons per Household	Housing Unit Mix
Single Family [1]	17,007	5,978	2.84	5,899	2.88	92%
Multifamily [2]	831	512	1.62	368	2.26	8%
Total	17,838	6,490	2.75	6,267	2.85	

[1] Includes attached and detached Single Family homes and mobile homes

[2] Includes all other types

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

BASE YEAR HOUSING UNITS AND POPULATION

Base year population is derived from Star Fire Protection District Population and Housing Growth estimate data provided by the district. Based off of this data, the base year population estimate for Star Fire Protection District is 21,150. PPHU data shown in Figure 18 is used to convert the district provided housing unit estimate of 7,050 units into single family and multifamily housing units.

Figure 19. Base Year Housing Units and Population

Star Fire Protection District	Base Year 2023
Population [1]	21,150
Housing Units [2]	
Single Family	6,494
Multifamily	556
Total Housing Units	7,050

[1] Star Fire Protection District

Population Estimate

[2] Star Fire Protection District Housing
Estimate, TischlerBise analysis

NEW RESIDENTIAL CONSTRUCTION TREND

To illustrate residential development trends in the district, Figure 20 lists the past five years of new construction in Star Fire Protection District. The Fire District provides service to areas in Canyon County, Gem County, and Ada County. Housing growth estimates provided by the Fire District were analyzed to calculate the annual totals.

As seen in Figure 20, over the past five years in the Star Fire Protection District there has been a total of 2,723 housing units added with 2,500 being single family homes and 223 being multifamily homes. This leads to a five-year average of 545 housing units added annually.

Figure 20. Annual New Construction Estimates by Housing Type – Star Fire Protection District

Housing Type	2018	2019	2020	2021	2022	Total	5-Year Average
Single Family	265	314	599	757	565	2,500	500
Multifamily	0	24	0	199	0	223	45
Total	265	338	599	956	565	2,723	545

Source: Star Fire Protection District Growth Projections; Ada County Assessor

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

[2] Includes all other types

HOUSING UNIT AND POPULATION PROJECTIONS

Past housing construction trends are assumed to continue through the next ten years. The five-year annual average totals are included in the projections to estimate housing growth in the Fire District. Population growth is estimated based on housing development and PPHU by housing type. As a result, there are 5,450 new housing units projected in the Fire District over the next ten years, 5,000 units single family and 450 units multifamily. Based on the housing development, the population in the Fire District is estimated to grow by 14,929 residents or 70.6 percent.

Figure 21. Residential Development Projections

Star Fire Protection District	Base Year 2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	Total Increase
Population [1]	21,150	22,643	24,136	25,629	27,122	28,615	30,108	31,601	33,093	34,586	36,079	14,929
Percent Increase		7.1%	6.6%	6.2%	5.8%	5.5%	5.2%	5.0%	4.7%	4.5%	4.3%	70.6%
Housing Units [2]												
Single Family	6,494	6,994	7,494	7,994	8,494	8,994	9,494	9,994	10,494	10,994	11,494	5,000
Multifamily	556	601	646	691	736	781	826	871	916	961	1,006	450
Total Housing Units	7,050	7,595	8,140	8,685	9,230	9,775	10,320	10,865	11,410	11,955	12,500	5,450

[1] Population projections are based on housing growth and PPHU factors

[2] Housing projections are based on building permit trends

CURRENT EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA

The impact fee study will include nonresidential development as well. Utilizing ESRI Business Analyst data, 2023 total employment in the district is estimated at 1,355 jobs. ESRI Business Analyst profile data is used to breakdown this job total. Listed in Figure 22, there are an estimated 474 retail jobs, 331 office jobs, 321 industrial jobs, and 229 institutional jobs located in the district.

To estimate the nonresidential floor area, employee density factors from the Institute of Transportation Engineers (ITE) *Trip Generation* Manual (2021) are applied to job estimates. Figure 23 lists the land use type and density factors that are included in the analysis. Overall, there are 775,711 square feet estimated in the district. Institutional and retail development make up the majority of this with a combined 61 percent of the total floor area.

Figure 24 lists the average nonresidential construction in square feet over the last 5 years. This average will be used for employment and floor area projections after 2024. Currently approved is an estimated 269,000 square feet of nonresidential floor area which will be applied to the year 2024 projections.

Figure 22. Base Year Employment and Nonresidential Floor Area

Employment Industries	Base Year Jobs [1]	Sq. Ft. per job [2]	Floor Area (sq. ft.)	Percent of Total
Retail	474	471	223,254	29%
Office	331	307	101,617	13%
Industrial	321	637	204,477	26%
Institutional	229	1,076	246,363	32%
Total	1,355		775,711	100%

[1] ESRI Business Analyst

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

Figure 23. Institute of Transportation Engineers (ITE) Employment Density Factors

Employment Industry	ITE Code	Land Use	Demand Unit	Emp per Dmd Unit	Sq. Ft. per Emp
Retail	820	Shopping Center	1,000 Sq Ft	2.12	471
Office	710	General Office	1,000 Sq Ft	3.26	307
Industrial	110	Light Industrial	1,000 Sq Ft	1.57	637
Institutional	520	Elementary School	1,000 Sq Ft	0.93	1076

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

Figure 24. Annual Nonresidential Construction Estimates

Non-residential Construction	2019	2020	2021	2022	2023 est.	Total	5-Year Average
Total Sq. Ft.	16,781	187,993	215,400	236,637	269,000	925,811	185,162

Source: Star Fire Protection District Growth Projections

EMPLOYMENT AND NONRESIDENTIAL FLOOR AREA PROJECTIONS

Job and nonresidential floor area projections for the next ten years are provided in Figure 25. Job growth is projected using commercial building permit data provided by the Fire District. Over the next ten years there is a projected increase of 3,398 jobs in the district, a 251 percent increase from the base year. Retail and institutional developments account for the greatest share of the increase.

Job growth is converted into nonresidential floor area using the ITE square feet per employee averages shown in Figure 23. Over the next ten years, the nonresidential floor area is projected to increase by approximately 1.9 million square feet, a 249 percent increase from the base year.

Figure 25. Employment and Nonresidential Floor Area Projections

Star Fire Protection District	Base Year 2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	Total Increase
Jobs [1]												
Retail	474	721	834	948	1,061	1,174	1,287	1,400	1,513	1,626	1,740	1,266
Office	331	468	547	626	705	784	863	942	1,021	1,100	1,179	848
Industrial	321	321	398	474	551	627	704	781	857	934	1,011	690
Institutional	229	332	386	441	496	550	605	660	714	769	824	595
Total	1,355	1,842	2,165	2,489	2,812	3,136	3,459	3,782	4,106	4,429	4,753	3,398
Nonresidential Floor Area (1,000 sq. ft.) [2]												
Retail	223	340	393	446	500	553	606	659	713	766	819	596
Office	102	144	168	192	216	241	265	289	313	338	362	260
Industrial	204	204	253	302	351	400	449	497	546	595	644	439
Institutional	246	357	416	474	533	592	651	710	769	827	886	640
Total	776	1,045	1,230	1,415	1,600	1,785	1,971	2,156	2,341	2,526	2,711	1,935

[1] ESRI Business Analyst; TischlerBise analysis

[2] Source: Institute of Transportation Engineers, *Trip Generation*, 2021; Star Commercial Building Permit Data

VEHICLE TRIP GENERATION

RESIDENTIAL VEHICLE TRIPS BY HOUSING TYPE

A customized trip rate is calculated for the single family and multifamily units in the Star Fire Protection District. In Figure 26, the most recent data from the US Census American Community Survey is inputted into equations provided by the ITE to calculate the trip ends per housing unit factor. A single family unit is estimated to generate 11.72 trip ends and a multifamily unit is estimated to generate 6.83 trip ends on an average weekday.

Figure 26. Customized Residential Trip Ends by Housing Type

Tenure by Units in Structure	Vehicles Available ¹	Households by Structure Type ²			Vehicles per HH by Tenure
		Single Family	Multifamily	Total	
Owner-Occupied	13,222	5,524	0	5,524	2.39
Renter-Occupied	1,490	375	368	743	2.01
Total	14,713	5,899	368	6,267	2.35
Housing Units ³		5,978	512	6,490	

Housing Type	Persons in Households ⁴	Trip Ends ⁵	Vehicles by Type of Unit	Trip Ends ⁶	Average Trip Ends	Local Trip Ends per HH	National Trip Ends per Unit ⁷
Single Family	17,007	47,286	13,956	90,956	69,121	11.72	9.43
Multifamily	831	1,822	740	3,208	2,515	6.83	4.54
Total	17,838	49,108	14,696	94,163	71,635	11.43	

1. Vehicles available by tenure from Table B25046, 2020 American Community Survey 5-Year Estimates.
2. Households by tenure and units in structure from Table B25032, 2020 American Community Survey 5-Year Estimates.
3. Housing units from Table B25024, 2020 American Community Survey 5-Year Estimates.
4. Total population in households from Table B25033, 2020 American Community Survey 5-Year Estimates.
5. Vehicle trips ends based on persons using formulas from Trip Generation (ITE 2021). For single-family housing (ITE 210), the fitted curve equation is $EXP(0.89 \cdot LN(\text{persons}) + 1.72)$. To approximate the average population of the ITE studies, persons were divided by 30 and the equation result multiplied by 30. For multi-family housing (ITE 221), the fitted curve equation is $(2.29 \cdot \text{persons}) - 81.02$ (ITE 2017).
6. Vehicle trip ends based on vehicles available using formulas from ITE Trip Generation. For single-family housing (ITE 210), the fitted curve equation is $EXP(0.99 \cdot LN(\text{vehicles}) + 1.93)$ [ITE 2017]. To approximate the average number of vehicles in the ITE studies, vehicles available were divided by 54 and the equation result multiplied by 54. For multifamily housing (ITE 220), the fitted curve equation is $(3.94 \cdot \text{vehicles}) + 293.58$ [ITE 2012].
7. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

RESIDENTIAL VEHICLE TRIPS ADJUSTMENT FACTORS

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

However, an additional adjustment is necessary to capture District residents' work bound trips that are outside of the district. The trip adjustment factor includes two components. According to the National Household Travel Survey, home-based work trips are typically 31 percent of out-bound trips (which are 50 percent of all trip ends). Also, utilizing the most recent data from the Census Bureau's web application "OnTheMap", 95 percent of Star workers travel outside the district for work. In combination, these factors account for 15 percent of additional production trips ($0.31 \times 0.50 \times 0.95 = 0.15$). Shown in Figure 27, the total adjustment factor for residential housing units includes attraction trips (50 percent of trip ends) plus the journey-to-work commuting adjustment (15 percent of production trips) for a total of 65 percent.

Figure 27. Residential Trip Adjustment Factor for Commuters

Employed Star Residents (2020)	4,369
Residents Working in Star (2020)	199
Residents Commuting Outside of Star for Work	4,170
Percent Commuting Out of Star	95%
Additional Production Trips	15%
Standard Trip Adjustment Factor	50%
Residential Trip Adjustment Factor	65%

Source: U.S. Census, OnTheMap Application, 2020

NONRESIDENTIAL VEHICLE TRIPS

Vehicle trip generation for nonresidential land uses are calculated by using ITE's average daily trip end rates and adjustment factors found in their recently published 11th edition of *Trip Generation*. To estimate the trip generation in the Star Fire Protection District, the weekday trip end per 1,000 square feet factors listed in Figure 28 are used.

Figure 28. Institute of Transportation Engineers Nonresidential Factors

Employment Industry	ITE Code	Land Use	Demand Unit	Wkdy Trip Ends per Dmd Unit	Wkdy Trip Ends per Employee
Retail	820	Shopping Center	1,000 Sq Ft	37.01	17.42
Office	710	General Office	1,000 Sq Ft	10.84	3.33
Industrial	110	Light Industrial	1,000 Sq Ft	4.87	3.10
Institutional	520	Elementary School	1,000 Sq Ft	19.52	21.00

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

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

In Figure 29, the Institute for Transportation Engineers' land use code, daily vehicle trip end rate, and trip adjustment factor is listed for each land use.

Figure 29. Daily Vehicle Trip Factors

Land Use	ITE Codes	Daily Vehicle Trip Ends	Trip Adj. Factor	Daily Vehicle Trips
Residential (per housing unit)				
Single Family	210	11.72	65%	7.62
Multifamily	220	6.83	65%	4.44
Nonresidential (per 1,000 square feet)				
Retail	820	37.01	38%	14.06
Office	710	10.84	50%	5.42
Industrial	110	4.87	50%	2.44
Institutional	520	19.52	50%	9.76

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

VEHICLE TRIP PROJECTIONS

The base year vehicle trip totals and vehicle trip projections are calculated by combining the vehicle trip end factors, the trip adjustment factors, and the residential and nonresidential assumptions for housing stock and floor area. Districtwide, residential land uses account for 51,939 vehicle trips and nonresidential land uses account for 6,593 vehicle trips in the base year (Figure 30).

Through 2033, it is projected that daily vehicle trips will increase by 57,196 trips with the majority of the growth being generated by single family (67 percent) and retail (15 percent) development which leads to a 98 percent increase in vehicle trips from the base year through 2033.

Figure 30. Star Fire Protection District Vehicle Trip Projections

Star Fire Protection District	Base Year 2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	Total Increase
Residential Trips												
Single Family	49,470	53,280	57,089	60,898	64,707	68,516	72,325	76,134	79,943	83,752	87,561	38,091
Multifamily	2,469	2,668	2,868	3,068	3,267	3,467	3,667	3,867	4,067	4,266	4,466	1,997
Subtotal	51,939	55,948	59,957	63,966	67,975	71,984	75,992	80,001	84,010	88,019	92,027	40,088
Nonresidential Trips												
Retail	3,140	4,778	5,528	6,277	7,027	7,776	8,526	9,275	10,025	10,774	11,523	8,384
Office	551	778	910	1,041	1,173	1,304	1,436	1,567	1,699	1,830	1,962	1,411
Industrial	498	498	617	736	854	973	1,092	1,211	1,330	1,449	1,568	1,070
Institutional	2,405	3,483	4,057	4,631	5,205	5,779	6,353	6,927	7,501	8,075	8,649	6,244
Subtotal	6,593	9,538	11,111	12,685	14,259	15,832	17,406	18,980	20,554	22,127	23,701	17,108
Vehicle Trips												
Grand Total	58,532	65,486	71,068	76,651	82,234	87,816	93,399	98,981	104,564	110,146	115,729	57,196

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

EXHIBIT H

Resolutions Adopting Amendments to the Comprehensive Plan

CITY OF MIDDLETON

RESOLUTION NO. 498-23

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MIDDLETON:

- **Making Certain Findings;**
- **Amending the *City of Middleton Comprehensive Plan* by the amendment of the *Public Facilities, Utilities, and Services* component to update information regarding, and add information regarding the enactment of development impact fees for fire districts who provide services within the City specifically:**
 - **City Government; and**
 - **Local Government Districts; and**
 - **Fire and Ambulance Emergency Services; and**
- **Amending the *City of Middleton Comprehensive Plan* by the amendment of *Goals, Objectives and Strategies* component by adding information regarding the enactment of development impact fees for fire districts who provide services within the City and appending their capital improvements plans.**
- **Directing the City Clerk; and**
- **Setting an Effective Date.**

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Middleton:

Section 1: Findings

It is hereby found by the City Council of the City of Middleton that:

- 1.1 On December 4, 2019 the City Council of the City of Middleton last adopted by resolution the current edition of the *City of Middleton Comprehensive Plan* (the “Comprehensive Plan”) and since that date the City has entered into intergovernmental agreements, approved capital improvements plans, and enacted ordinances to provide for development impact fees for the Middleton Rural Fire District, the Caldwell Rural Fire Protection District and the Star Fire Protection District (the “Fire Districts”); and
- 1.2 The City is experiencing and is affected by considerable growth and development; and
- 1.3 The Middleton Rural Fire District provides fire protection and emergency medical services within the City west of the Star Fire Protection District boundary and north of the Boise River; and

- 1.4 The Caldwell Rural Fire Protection District provides fire protection and emergency medical services within the City south of the Boise River; and
- 1.5 The Star Fire Protection District (the “Fire District”) provides fire protection and emergency medical services within the City east of the Middleton Rural Fire District and north of the Boise River; and
- 1.6 Each of the Fire Districts has requested the City, pursuant to I.C. § 67-8204A, to enter into an intergovernmental agreement and enact an ordinance to provide for development impact fees for the Fire District; and
- 1.7 The *Idaho Development Impact Fee Act* (the “Act”) codified at Chapter 82 of Title 67 Idaho Code provides for:
 - the imposition, collection and expenditure of development impact fees in accordance with the provisions of the Act; and
 - the promotion of orderly growth and development by establishing uniform standards by which local governments may require that those who benefit from new growth and development pay a proportionate share of the costs of new public facilities needed to serve new growth and development; and
 - minimum standards for the adoption of development impact fee ordinances by governmental entities which are authorized to adopt ordinances; and
 - The contents of a capital improvements plan and the process to be followed for the adoption of a capital improvements plan.
- 1.8 The City of Middleton is a governmental entity as defined in the Act at Idaho Code § 67-8203(14) and, as provided at Idaho Code § 67-8202(5), has ordinance authority to adopt a development impact fee ordinance whereas, the Fire Districts do not have ordinance authority and cannot adopt a development impact fee ordinance; and
- 1.9 The Act provides, at Idaho Code § 67-8204A, that the City when affected by growth and development, has the authority to enter into an intergovernmental agreement with the Fire District for the purpose of agreeing to collect and expend development impact fees for Fire District System Improvements; and
- 1.10 In anticipation and in consideration of the City Council adopting the Ordinances, which are intended to provide for the collection and expenditure of development impact fees for the Fire Districts, the City has established and appointed, pursuant to Idaho Code § 67-8205, a Development Impact Fee Advisory Committee for each Fire District; and
- 1.11 The Middleton Rural Fire District retained TischlerBise Consulting, a qualified professional in the field of public administration, to review and revised and prepare a new impact fee study and capital improvements plan in consultation with the Advisory Committee for the Middleton Rural Fire District (the “Middleton Advisory Committee”);

and

- 1.12 The Star Fire Protection District retained TischlerBise Consulting, a qualified professional in the field of public administration, to review and revised and prepare a new impact fee study and capital improvements plan in consultation with the Advisory Committee for the Star Fire Protection District (the “Star Advisory Committee”); and
- 1.13 The Middleton Advisory Committee has submitted to the City Council the *Capital Improvement Plan and Development Impact Fee Study* submitted to: Middleton Rural Fire District dated August 23, 2023; and the Star Advisory Committee has submitted to the City Council the *Capital Improvement Plan and Development Impact Fee Study* submitted to: Star Fire Protection District dated August 23, 2023, both of which were prepared in accordance with the requirements of Idaho Code § 67-8208 in consultation with the Advisory Committee as provided in Idaho Code §§ 67-8205 and 67-8206(2); and
- 1.14 Prior to the adoption of each of these Capital Improvements Plans, each Fire District Board of Commissioners and the City Council of the City of Middleton, in accordance with Idaho Code § 67-8206(3), have published notice and held a joint combined public hearing; and
- 1.15 Each Capital Improvements Plan contains all the necessary contents of a capital improvements plan as provided in the Act by Idaho Code § 67-8208; and
- 1.16 Each Fire District has concluded all of its process for the adoption of the Capital Improvements Plan as required in the Act by Idaho Code § 67-8205 and § 67-8206(3); and
- 1.17 The Act at I.C. § 67-8208 (1) provides a governmental entity, such as the City, that are required to undertake comprehensive planning pursuant to chapter 65, title 67, Idaho Code, (the “Local Planning Act”), are also required to prepare and adopt a capital improvements plan according to the requirements contained in section 67-6509, Idaho Code, which shall be included as an element of the comprehensive plan.
- 1.18 The City Planning and Zoning Commission has provided notice and held a public hearing, in accordance with section 67-6509, and has made its findings of fact, conclusions of law and recommendation to the City Council of approval of the following amendments to the City of Middleton Comprehensive Plan:

Comprehensive Plan component ***Public Facilities, Utilities/ City Government*** to read as follows:

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 City Impact Fee Advisory Committee appointed by the City Council, the Middleton Rural Fire District Impact Fee Advisory Committee, the Caldwell Rural Fire Protection District Impact Fee Advisory Committee, and the Star Fire Protection District Impact Fee Advisory Committee which are all appointed in the intergovernmental agreement, and the Mayor's Youth Advisory Council appointed by the Mayor.

Comprehensive Plan component ***Public Facilities, Utilities/ Local Government Districts*** to read as follows:

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, Caldwell Rural Fire Protection District, Star Fire Protection 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.

Comprehensive Plan component ***Public Facilities, Utilities/ Fire and Ambulance Emergency Services*** to read as follows:

Fire and Ambulance Emergency Services The city is served by the Middleton Rural Fire District north of the Boise River and west of Star Fire Protection District, the ~~Canyon County Ambulance District~~, ~~and for areas that are south of the Boise River~~, by Caldwell Fire Protection District for areas that are south of the Boise River, the Star Fire Protection District for areas east of the Middleton Rural Fire District, and the Canyon County Ambulance District throughout the City.

The Middleton Rural Fire District:

Encompasses approximately 110 square miles. The services provided include fire suppression (Structure & Wildland), fire prevention, hazardous materials operations, rescue, extrication, and emergency medical services. The District responds to over 1500 requests for service annually.

Middleton Rural Fire District is classified as a Combination Department with ~~9~~ 12 Full-Time Firefighters, ~~15~~ 5 Reserve Firefighters, ~~Chief of Operations and an Administrative Assistant~~ 1 Battalion Chief, and shares a Fire Chief, District Administrator, Deputy Chief of Operations, Deputy Chief of Health & Safety, and an administrative Assistant with the Star Fire Protection District pursuant to the Star/Middleton Interagency Coordinated Governmental Services Contract.

The District operates ~~10~~ 9 pieces of equipment that include: Two ~~Type 1~~ Structural Engines, two Water Tenders, two Brush Trucks, two Command Vehicles and one utility vehicle. ~~75ft Aerial Ladder Truck, 4000 Gallon Water Tender, Two BLS Squads, Type 4 Wildland Engine, Two Type 3 Wildland Engines, and a Command Vehicle.~~ The District also maintains mutual-aid agreements with all surrounding jurisdictions for response to incidents.

The District operates out of Fire Station No. 1 ~~53~~, built in 2000, located in downtown Middleton, and the current Administrative Headquarters for the Fire District is shared with the Star Fire Protection District located at 11665 W. State St., Suite B Star, ID 83669. ~~is the current headquarters for the Fire District.~~ Fire Station No. 2 ~~54~~ and is approximately two miles northwest of downtown and is in the path of residential growth. This station allows for storage of vehicles and is planned for remodel and full time staffing due to growth in in the District also utilized as a training facility.

Caldwell Rural Fire Protection District:

Encompasses approximately 85 square miles. The services are provided by the City of Caldwell Fire Department, pursuant to a Firefighting and Life Preservation Service Agreement [Joint Exercise of Power and Interagency Agreement] by and between the Fire District and the City of Caldwell which includes fire suppression (Structure & Wildland), fire prevention, hazardous materials technician response, rescue, extrication, and emergency medical services throughout the Fire District. The Caldwell Fire Department responds to over 7,500 requests for service annually with approximately 1,200 located within the Fire District.

The Caldwell Fire Department is currently considered a Career Department with over 60 career staff. The Caldwell Rural Fire Protection District is working on the development of a part-time program with the goal

to go to 24 part-time personnel. This combined effort is the most cost-effective way to meet the needs of those in Caldwell Rural Fire Protection District's communities.

The Caldwell Fire Department operates 6 Type I Structural Engines, 1 Aerial Ladder, One 3,000-gallon water tender, 2 BLS Squads, Regional Hazardous Material Response Team, Technical Rescue Operations, and multiple staff vehicles. The Fire Department and Fire District also maintain mutual-aid agreements with all surrounding jurisdiction for response to incidents.

The Caldwell Fire Department has 3 stations strategically located within the City of Caldwell while the Fire District currently has 1 located in the City of Notus.

Star Fire Protection District:

The properties within the city limits that are located east of the Middleton Rural Fire District (east of Whisper Creek Drive) are served by the Star Fire Protection District, other areas of the City to the west are served by the Middleton Rural Fire District, and the area of the City that lie south of the Boise River, by Caldwell Fire Protection District. The Star Fire Protection District encompasses approximately 55 square miles. The services provided include fire suppression (Structure & Wildland), fire prevention, hazardous materials operations, rescue, extrication, and emergency medical services. The District responds to over 1100 requests for service annually.

Star Fire Protection District is classified as a Full Time Department with 21 Full-Time Firefighters, 2 Battalion Chiefs, and shares a Fire Chief, District Administrator, Deputy Chief of Operations, Deputy Chief of Health & Safety, and an Administrative Assistant with the Middleton Rural Fire District pursuant to the Star/Middleton Interagency Coordinated Governmental Services Contract.

The District operates 13 pieces of equipment that include; one 107' Aerial Ladder Truck, two Structural Engines, one Training Engine, one Water Tender, two Brush Trucks, one Water Rescue Boat, three Command Vehicles and two utility vehicles. The District also maintains mutual and auto-aid agreements with all surrounding jurisdictions for response to incidents.

The District operates out of two fully staffed Fire Stations, Station 51 is located at 11665 W State St., Star, ID 83669, and includes the Administrative Headquarters for the Fire District that is shared with the Middleton Rural Fire District administrative staff. Station 52 is located at 22585 Kingsbury Rd. Middleton, ID 83644, and is ½ mile from the east side

of the Middleton City Limits and automatically responds to over 100 calls in Middleton per year. Station 52 also includes a training ground and live fire training facility that is utilized by both the Middleton and Star Fire Districts.

Comprehensive Plan component *Goals, Objectives and Strategies Annexation Plan* to read as follows:

Annexation Plan

Goal 1. Build a united community of informed, skilled, and personally-responsible individuals, the Middleton Community, based on the values of safety, peace, health, space, small-city rural atmosphere, plenty of parking, good schools, family-fun community events, and minimal sirens, horns and noise.

Objective A. Be proactive, not reactive, in planning, preparing, budgeting and delivering city services to properties now and reasonably expected in the future. Everybody matters and everything affects everything else; no individual or property is an island; this is one community, one state and one nation.

Strategy 1. Keep options open for future elected officials providing city services.

Strategy 2. Enact development impact fee ordinances, adopt capital improvements plans, and enter into intergovernmental agreements to assure that new New development pays for improvements needed because of that development's impact on infrastructure systems and services provided by the city, and by the fire districts that provide services within the city.

Strategy 3. Properties served by city services pay a fair share for the services.

Strategy 4. Extend city services in an environmentally and fiscally-responsible manner.

Comprehensive Plan Appendix to read as follows:

- A - Attorney General's Property Rights Checklist
- B - Capital Improvements Plan -City-owned Parks
- C - Capital Improvements Plan- Transportation System
- D - Capital Improvements Plan-Middleton Rural Fire District
- E - Capital Improvements Plan – Greater Middleton Parks & Recreation District
- F - Capital Improvements Plan – Caldwell Rural Fire District
- G - Resolution Adopting Comprehensive Plan Capital Improvements Plan – Star Fire Protection District
- H - Resolution Adopting Comprehensive Plan

Comprehensive Plan Appendix D be replaced with the *Capital Improvement Plan and Development Impact Fee Study* submitted to: Middleton Rural Fire District dated August

23, 2023.

Comprehensive Plan Appendix G be replaced with the *Capital Improvement Plan and Development Impact Fee Study* submitted to: Star Fire Protection District dated August 23, 2023.

Comprehensive Plan Appendix H be added with a copy of this Resolution Adopting the Comprehensive Plan.

- 1.19 The City Council has provided notice and held a public hearing in accordance with section 67-6509 and has made its findings of fact, conclusions of law, and order authorizing this resolution amending the City Comprehensive Plan as recommended by the City Planning and Zoning Commission.

Section 2: Action Amending the *City of Middleton Comprehensive Plan*.

- 2.1 That the *City of Middleton Comprehensive Plan* is amended to read as set forth in Section 1.18 of the Findings hereinabove stated.
- 2.2 That the City of Middleton Comprehensive Plan Appendix is amended by the inclusion of a new Appendix D of the *Capital Improvement Plan and Development Impact Fee Study* submitted to: Middleton Rural Fire District dated September 15, 2023.
- 2.3 That the City of Middleton Comprehensive Plan Appendix is amended by the inclusion of a new Appendix G of the *Capital Improvement Plan and Development Impact Fee Study* submitted to: Star Fire Protection District dated August 23, 2023.
- 2.4 That the City of Middleton Comprehensive Plan Appendix is amended by the redesignation and inclusion of this resolution as the next Appendix H.

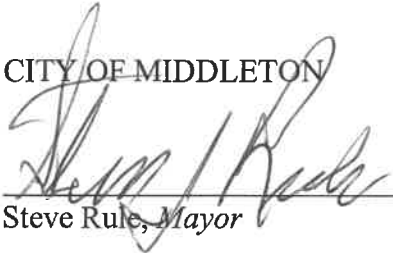
Section 3: Direction to City Clerk

- 3.1 The City Clerk is hereby directed to retain this resolution in the official records of the City and to provide a certified copy of this resolution to the District Administrator of the Middleton Rural Fire District, the Caldwell Rural Fire Protection District, the Star Fire Protection District; and to facilitate the inclusion of the above stated amendment in an updated edition of the *City of Middleton Comprehensive Plan*.

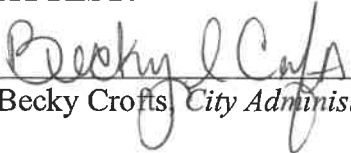
Section 4: Effective Date.

- 4.1 This Resolution shall be in full force and effect after its passage and approval.

PASSED BY THE COUNCIL OF THE CITY OF MIDDLETON, IDAHO, THIS 14
DAY OF November, 2023.

CITY OF MIDDLETON

Steve Rule, Mayor

ATTEST:


Becky Crofts, City Administrator



W:\Work\Star Fire Protection District 25382\Impact Fees .003\City of Middleton\07 CITY COUNCIL Resolution Amending the Comprehensive Plan 9.24.23 lh.docx

CITY OF MIDDLETON

Certification of Resolution 498-23

STATE OF IDAHO)
 : ss.
County of Canyon)

I certify that this is a true and correct copy of Resolution 498-23 an original record of the City of Middleton, in the possession of Becky Crofts, City Administrator of the City of Middleton.

Dated: November 14, 2023




Signature of Notary Public

My commission expires: 6/10/2025

[seal]

RESOLUTION NO. 500-23

A RESOLUTION OF THE MAYOR AND COUNCIL OF THE CITY OF MIDDLETON, IDAHO ADOPTING THE PARKS AND POLICE CAPITAL IMPROVEMENT PLAN AND DEVELOPMENT IMPACT FEE STUDIES AND AMENDING THE COMPREHENSIVE PLAN OF THE CITY OF MIDDLETON TO UPDATE THE CAPITAL IMPROVEMENT PLAN FOR THE MIDDLETON PARKS IMPACT FEES AND TO ADD A CAPITAL IMPROVEMENT PLAN FOR THE MIDDLETON POLICE IMPACT FEES.

WHEREAS, the City of Middleton has previously adopted impact fees for its parks system and police department; and,

WHEREAS, the City hired a consultant to update the parks and police impact fees based upon current conditions; and,

WHEREAS, as part of the adoption of the updated impact fees, the City needs to amend its comprehensive plan to incorporate the updated capital improvement plans for its impact fees; and,

WHEREAS, the Impact Fee Advisory Committee heard the proposed updates to the impact fees and updates to the capital improvement plans and recommended adoption of the same; and,

WHEREAS, the Middleton Planning and Zoning Commission held a hearing on said comprehensive plan amendment to incorporate the new capital improvement plans into the Middleton Comprehensive Plan, and recommended adoption of the same.

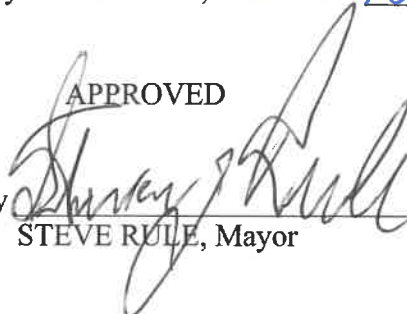
NOW, THEREFORE, BE IT HEREBY RESOLVED, by the Mayor and City Council of the City of Middleton, that:

1. The Capital Improvement Plan and Development Impact Fee Study for Middleton's parks, submitted to the Middleton Impact Fee Advisory Committee dated July 20, 2023, a copy of which is attached hereto as Exhibit A, is hereby adopted.
2. The Capital Improvement Plan and Development Impact Fee Study for Middleton's police department, submitted to the Middleton Impact Fee Advisory Committee dated July 20, 2023, a copy of which is attached hereto as Exhibit B, is hereby adopted.
3. The Comprehensive Plan of the City of Middleton Capital Improvement Plan – City Owned Parks Appendix B be replaced with the Capital Improvement Plan and Development Impact Fee Study submitted to the Middleton Impact Fee Advisory Committee dated July 20, 2023.
4. The Comprehensive Plan of the City of Middleton be amended by the addition of a Capital Improvement Plan – Middleton Police Department Appendix I consisting of

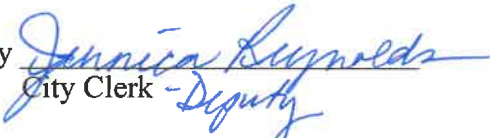
the Capital Improvement Plan and Development Impact Fee Study submitted to the Middleton Impact Fee Advisory Committee dated July 20, 2023.

PASSED BY THE COUNCIL of the City of Middleton, Idaho this 15 day of November, 2023.

APPROVED BY THE MAYOR of the City of Middleton, Idaho this 15 day of November, 2023.

APPROVED
By 
STEVE RULE, Mayor

ATTEST:

By 
City Clerk - Deputy

