

City of Middleton
Comprehensive Plan



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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	-
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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				
3 years and over enrolled in school	Percent	Emmett Percent	Star Percent	Canyon County Percent	State of Idaho 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, and the Mayor's Youth Advisory Council appointed by the Mayor.

Local Government Districts

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

Each district and irrigation company or lateral have different leadership, rules, regulations, taxing abilities and budgets. Each district has an elected board of three commissioners who hold regular open meetings that can be attended to understand issues and provide input.

City Departments and Services

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

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

Water System

Water quality and quantity in the Middleton area are deemed excellent 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, the Canyon County Ambulance District, and for areas that are south of the Boise River, by Caldwell Fire Protection District. 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 Full-Time Firefighters, 15 Reserve Firefighters, Chief of Operations and an Administrative Assistant.

The District operates 10 pieces of equipment that include; Two Type 1 Structural Engines, 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 Station No. 1, built in 2000, located in downtown Middleton, and is the current headquarters for the Fire District. Station No. 2 is approximately two miles northwest of downtown and is in the path of residential growth. This station allows for storage of vehicles and is also utilized as a training facility.

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. New development pays for improvements needed because of that development's impact on infrastructure systems and services provided by 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

2018 Land Use Map

Annexation Orientation Map

Functional Classification Map

Transit Map

Future Acquisitions Map

Future Land Use Map

Transportation, Schools and Recreation Map

River Park Plan Map

Crane Creek Park Plan Map

APPENDIX

- A – Attorney General’s Property Rights Checklist
- B - Capital Improvement Plan – City-owned Parks
- 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 – Resolution Adopting Comprehensive Plan

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



Technical Memorandum



DATE: October 19, 2019

TO: Middleton Impact Fee Advisory Committee and City Council

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

SUBJECT: June 17, 2014 Park and Pathway/Trail Capital Improvement Plan prepared by Keller Associates 2019 Update

IMPACT FEE ADVISORY COMMITTEE MEMBERS

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

Chris Yorgason, Chair	Tyler Ashton, (builder)
Doug Critchfield	Mike Graefe
Jim Taylor	Kelly Case
Brett Bishop (builder)	Pat Thompson

BACKGROUND

In June of 2014, the City of Middleton received a technical memorandum and capital improvement plan (CIP) prepared by Keller Associates, Justin Walker, PE, 12524 ID¹. The objective of the technical memorandum was to provide the City information about potential future revenue including impact fee eligible revenue and capital expenditures in order to make decisions regarding impact fee charges. The technical memorandum also included an inventory of existing and proposed infrastructure improvements, level of service calculation, and summary of available funding.

Attached herein is a 2019 update of the inventory of existing and proposed park infrastructure. Also included is an updated impact fee calculation based on the existing park infrastructure, both developed and undeveloped.

EXISTING PARK AND PATHWAY/TRAIL INFRASTRUCTURE

The City has both existing developed and undeveloped parks. Developed parks are landscaped, have irrigation and may have amenities like playground equipment, bathrooms, utilities, parking, etc.

¹ Attached herein.

Undeveloped parks are parcels the City owns, slated for future development, but not currently improved with the amenities noted above.

The City's developed parks include: Middleton Place Park (15 acres), Centennial Grove Park (0.7 acres), Roadside Park (1.7 acres), Davis Park (0.4 acres), Meadow Park (3 acres), and Piccadilly Park (5.45 acres) for a total of 26.25 acres. Unimproved parks include Meadow Park (3 acres), Magic Park (7 acres), and River Park (40 acres) for a total of 50 acres.

The table attached provides an inventory of the existing parks, the size of the park in acres, the market value of the property, and the approximate replacement value of the features and amenities.

The value of the park property, per acre, is based on values of vacant land in the Middleton area and based on knowledge of real estate transactions in the City.

The replacement value of the park amenities are based on actual cost of improvements, contractor bids, engineering opinion and industry experience.

Updated below is Table 3 from the 2014 Parks & Pathway / Trail Capital Improvement Plan. It contrasts park level of service and updates the maximum justifiable park and pathway impact fee that the City could assess to future residential development:

Table 3: Existing Parks and Pathway/Trails Level and Value of Service

Middleton Park and Pathway/Trails Impact Fee Study - Calculation Update

October 2019 Population Estimate	9710
October 2019 #Households	3467

Average Park Development Cost	\$ 250,950.82	ac		
Developed Parks			Acres	Value
Middleton Place Park			15.25	\$ 2,057,550.00
Roadside Park			1.7	\$ 857,338.00
Centennial Grove Park			1	\$ 156,043.00
Davis Park			0.4	\$ 40,396.00
Piccadilly Park			<u>5.5</u>	<u>\$ 2,873,850.00</u>
Total			23.85	\$ 5,985,177.00

Average Undeveloped Parks Cost	\$ 30,000.00	ac		
Undeveloped Parks			Acres	Value
Crane Creek Park			22	\$ 660,000.00
Meadow Park			2	\$ 60,000.00
Magic Park			7.2	\$ 216,000.00
River Park			<u>40</u>	<u>\$ 1,200,000.00</u>
Total			71.2	\$ 2,136,000.00

Level of Service

Developed Park	<u>23.85</u>	ac	6.9 ac per 1000 EDU*
	3467/1000		
Undeveloped Park	<u>71.2</u>	ac	20.5 ac per 1000 EDU*
	3467/1000		

Park/Trail Value per Household

Developed Park	\$5,985,177.00	\$ 1,726.33
	3467	
Undeveloped Park	\$2,136,000.00	\$ 616.09
	3467	

TOTAL PARK VALUE PER HOUSEHOLD/RECOMMENDED IMPACT FEE \$ 2,342.42

*7.9 acres per 1000 EDU in 2014

**3.4 acres per 1000 EDU in 2014

			Asset/Amenity	Quantity	Value \$
Middleton Place Park	AC	30000.0	Land	15.25	\$ 457,500
	EA	275000.00	Restrooms w/multi-purpose room and outdoor cov	1	\$ 275,000
	EA	750.00	Trees	71	\$ 53,250
	EA	20.00	Shrubbery/Flowers	45	\$ 900
	SF	0.20	Grass	435600	\$ 87,120
	LF	20.00	Pressurized Irrigation	600	\$ 12,000
	EA	105000.00	Playground Equipment/Swings	1	\$ 105,000
	SF	15.00	Tennis Courts	14520	\$ 217,800
	SF	3.00	Asphalt Basketball Courts	11160	\$ 33,480
	EA	2500.00	Hoops/Stand	4	\$ 10,000
	EA	1800.00	8 ft Hoops/Stand	2	\$ 3,600
	EA	20000.00	Baseball Diamond	1	\$ 20,000
	EA	60000.00	Pavillion (60x40)	1	\$ 60,000
	EA	1200.00	Picnic Tables	16	\$ 19,200
	EA	450.00	BBQ Grills	3	\$ 1,350
	EA	300.00	Pet waste stations	1	\$ 300
	EA	20000.00	Shelters (24x30)	2	\$ 40,000
	SF	12.00	Parking (120X332)	39840	\$ 478,080
	LF	30.00	Sidewalk	572	\$ 17,160
	LF	30.00	Chain link fence (south)	536	\$ 16,080
	EA	500.00	Bike Rack	1	\$ 500
	EA	5000.00	Electronic Security Cameras and System	4	\$ 20,000
	EA	1500.00	Trailhead Signs	2	\$ 3,000
	LF	18.00	Asphalt Trail	5260	\$ 94,680
	EA	10000.00	Hill	1	\$ 10,000
	EA	500.00	Benches	6	\$ 3,000
	EA	7025.00	Park Signs	2	\$ 14,050
	EA	4500.00	Drinking Fountain	1	\$ 4,500
SUBTOTAL					\$ 2,057,550

Roadside Park	AC	30000.00	Land	1.7	\$ 51,000
	EA	175000.00	Restrooms	1	\$ 175,000
	EA	55500.00	Playground Equipment/Bench swings	1	\$ 55,500
	EA	200.00	Horseshoe Pits	4	\$ 800
	EA	20000.00	Shelter (20x20)	1	\$ 20,000
	EA	5000.00	Elect. to Trees for Christmas Lights	1	\$ 5,000
	EA	1200.00	Picnic Tables	10	\$ 12,000
	EA	3000.00	Trees	21	\$ 63,000
	EA	8.00	Shrubbery/Flowers	20	\$ 160
	SF	0.30	Grass	42560	\$ 12,768
	LF	20.00	Pressurized Irrigation	1000	\$ 20,000
	SF	12.00	Parking (864x30)	25920	\$ 311,040
	EA	50000.00	Pedestrian Bridge	2	\$ 100,000
	EA	450.00	BBQ Grills	3	\$ 1,350
	EA	300.00	Pet waste stations	2	\$ 600
	EA	1025.00	Trailhead Signs	1	\$ 1,025
	EA	4695.00	Park Signs	1	\$ 4,695
	LF	18.00	Pathway (300x9)	300	\$ 5,400
	LF	30.00	Sidewalk	600	\$ 18,000
SUBTOTAL					\$ 857,338

Centennial Grove	EA	30000.00	Land	1	\$ 30,000
	EA	20000.00	Shelter (20x20)	1	\$ 20,000
	EA	1200.00	Tables	2	\$ 2,400
	EA	1000.00	Trees	39	\$ 39,000
	SF	0.30	Grass (1 acre)	43560	\$ 13,068
	LF	20.00	Pressurized Irrigation	1300	\$ 26,000
	SF	3.00	Parking (31x275)	8525	\$ 25,575
SUBTOTAL					\$ 156,043

Davis Park	AC	30000.00	Land	0.4	\$ 30,000
	EA	20000.00	Shelter (10x10)	1	\$ 20,000
	EA	1200.00	Tables	2	\$ 2,400
	EA	1000.00	Trees	5	\$ 5,000
	EA	8.00	Shrubbery/Flowers	5	\$ 40
	SF	0.30	Grass (.3 acre)	14520	\$ 4,356
	LF	20.00	Pressurized Irrigation	500	\$ 10,000
	SF	3000.00	Storage Shed	1	\$ 3,000
SUBTOTAL					\$ 74,739

Piccadilly Park	AC	70000	Land	5.5	\$ 385,000
	EA	500000	Skate Park	1	\$ 500,000
	EA	7750	Gazebo - donor recognition	1	\$ 7,750
	EA	4500	Drinking Fountain	1	\$ 4,500
	EA	35000	RTP Surfacing	1	\$ 35,000
	EA	20000	Rock Retaining Wall	1	\$ 20,000
	EA	5000	Security Cameras	1	\$ 5,000
	EA	10000	Electrical Utilites	1	\$ 10,000
	EA	800	Park and Rules Signs	2	\$ 1,600
	EA	400000	Splash Pad	1	\$ 400,000
	EA	275000	Restrooms	1	\$ 275,000
	EA	1200000	Parking Lot	1	\$ 1,200,000
		30000	Hill	1	\$ 30,000
SUBTOTAL					\$ 2,873,850

TOTAL PARKS DEVELOPED					\$ 5,985,177
Crane Creek Park	AC	\$ 30,000	Land	22	\$ 660,000
Meadow Park	AC	\$ 30,000	Land	2	\$ 60,000
Magic Park	AC	\$ 30,000	Land	7.2	\$ 216,000
River Park	AC	\$ 30,000	Land	40	\$ 1,200,000
TOTAL PARKS UNDEVELOPED					\$ 2,136,000
TOTAL ALL PARKS					\$ 8,121,177



KELLER
associates

Technical Memorandum

TO: Mayor Darin Taylor - City of Middleton
FROM: Justin Walker, P.E.
DATE: June 17, 2014
SUBJECT: 2014 Park and Pathway / Trail Capital Improvement Plan



BACKGROUND

This technical memorandum presents a capital improvement plan for the City of Middleton Parks and Pathway/Trail system. The primary objective of this report is to provide the City information about potential future revenue including impact fee eligible revenue and capital expenditures in order to make decisions regarding impact fee charges, annual park system budgeting, and timing for capital improvements to existing and proposed parks and pathways/trails. This scope of work does not include a park system facility planning study but rather an inventory of existing and proposed infrastructure improvements, development of the City's level of service, and summary of available funding sources for implementation of the capital improvement plan including impact fees. The list of capital improvements and associated cost estimates outlined in this report primarily come from previous studies and information furnished by the City.

SERVICE AREA

The City has elected to use the impact area boundary as the service area boundary for purposes of this capital improvement plan. Chart 1 illustrates the service area boundary which is generally described as the area bounded on the south by the Boise River, on the east by Ada/Canyon County line, on the north by Purple Sage Road, and on the west 1/4 mile west of Emmett Road.

Chart 1: Capital Improvement Plan Service Boundary



It should be noted that all the existing park and pathway/trail infrastructure is inside the City limits.

EXISTING PARK AND PATHWAY/TRAIL INFRASTRUCTURE

The City has both existing developed and undeveloped parks as illustrated in Chart 2. Developed parks are defined as parks with landscaping and other park amenities. Undeveloped parks are generally bare ground of which the City has ownership. The City's developed parks include Middleton City (14.95 acres), Heritage Memorial (1.7 acres), Grove (0.7 acres), and Davis (0.4 acres) parks which represent a total of 17.25 acres. The City's undeveloped parks include Meadow (2.0 acres) and Creekside (5.5 acres) parks for a total of 7.5 acres.

Chart 2: Parks and Trails/Pathway Master Plan

Chart 2: Parks and Trails/Pathway Master Plan

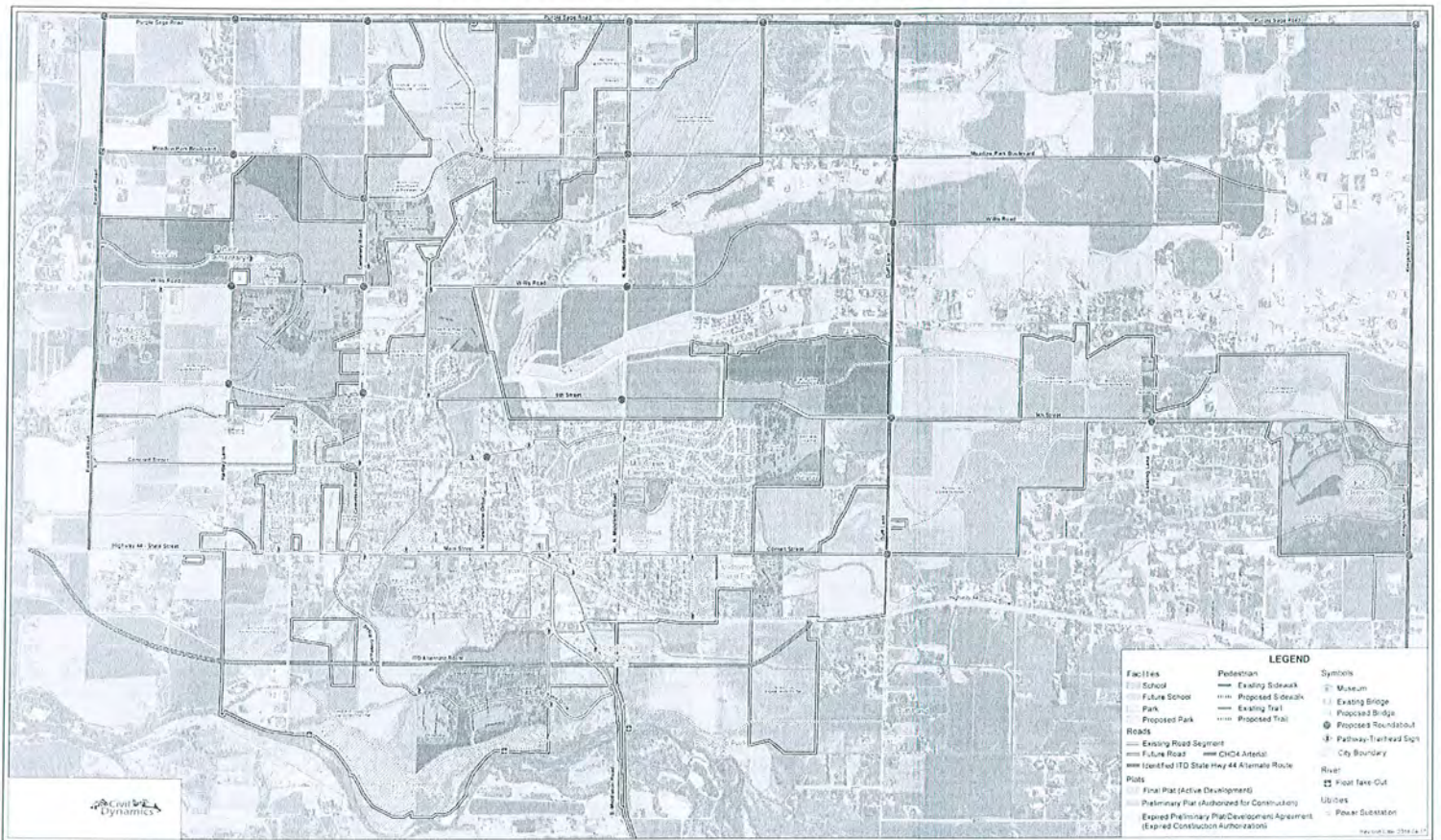


Table 1 provides an inventory of the features of each existing park, the market value of the property, and the replacement value of the park features and amenities. The market value of the property was determined based on two recent park property transactions in Middleton which resulted in a value of \$69,700 per acre for a 5.5 acre park property and value of \$66,500 per acre for another 2 acre park property. Consequently, a market value of \$70,000 per acre was used to establish the value of existing park property. The values of the features and amenities in Table 1 were developed based on quotes from suppliers, recent construction bids for materials, and other industry cost databases.

Table 1: Inventory and Value of Existing Park and Pathway/Trail Infrastructure

Amenity	Existing				
	Asset/Amenity	Unit	Value	Quantity	Value \$
PARKS					
Middleton Place Park					
(14.28 developed / .67 acres undeveloped)	Restrooms w/multi-purpose space	EA	\$ 175,000	1	\$ 175,000
	Trees	EA	\$ 750	67	\$ 50,250
	Shrubbery/Flowers	EA	\$ 20	45	\$ 900
	Grass	SF	\$ 0.20	435600	\$ 87,120
	Pressurized Irrigation	AC	\$ 5,000	14.95	\$ 74,750
	Playground Equipment	EA	\$ 80,000	1	\$ 80,000
	Shade Cloth	EA	\$ 8,000	1	\$ 8,000
	Tennis Courts	SF	\$ 15	14520	\$ 217,800
	Asphalt Basketball Courts	SF	\$ 3	11160	\$ 33,480
	Baseball Diamond	EA	\$ 20,000	1	\$ 20,000
	Skateboard Pad	EA	\$ 3,000	1	\$ 3,000
	Pavillion (60x40)	EA	\$ 60,000	1	\$ 60,000
	Picnic Tables	EA	\$ 1,200	12	\$ 14,400
	BBQ Grills	EA	\$ 450	3	\$ 1,350
	Pet waste stations	EA	\$ 300	1	\$ 300
	Shelters (24x30)	EA	\$ 20,000	2	\$ 40,000
	Parking (120X332) --no lighting	SF	\$ 3	39840	\$ 119,520
	Sidewalk	LF	\$ 20	572	\$ 11,440
	Chain link fence (south)	LF	\$ 20	536	\$ 10,720
	Bike Rack	EA	\$ 500	1	\$ 500
	Security Cameras	EA	\$ 5,000	1	\$ 5,000
	Undeveloped Land Value	AC	\$ 70,000	14.95	\$ 1,046,500
SUBTOTAL					\$ 2,060,030
Roadside Park					
Developed	Restrooms	EA	\$ 35,000	1	\$ 35,000
	Playground Equipment	EA	\$ 1	500	\$ 500
	Horseshoe Pits	EA	\$ 200	4	\$ 800
	Shelter (20x20)	EA	\$ 20,000	1	\$ 20,000
	Elect. to Trees for Christmas	EA	\$ 5,000	1	\$ 5,000
	Tables	EA	\$ 1,200	10	\$ 12,000
	Trees	EA	\$ 750	21	\$ 15,750
	Shrubbery/Flowers	EA	\$ 8	20	\$ 160
	Grass	SF	\$ 0.20	42560	\$ 8,512
	Pressurized Irrigation	AC	\$ 5,000	1.2	\$ 6,000
	Tank (Civic Art)		\$ 10,000	1	\$ 10,000
	Historic Memorabilia		\$ -	3	\$ -
	Parking (864x30)	SF	\$ 3.5	25920	\$ 90,720
	Pedestrian Bridge	EA	\$ 1	25000	\$ 25,000
	BBQ Grills	EA	\$ 450	3	\$ 1,350
	Pet waste stations	EA	\$ 300	2	\$ 600
	Pathway (300x9)	SF	\$ 3	2700	\$ 8,100
	Sidewalk	LF	\$ 20	600	\$ 12,000
	Undeveloped Land Value	AC	\$ 70,000	1.2	\$ 84,000
SUBTOTAL					\$ 335,492
Centennial Grove					
	Shelter (20x20)	EA	\$ 20,000	1	\$ 20,000
	Tables	EA	\$ 1,200	2	\$ 2,400
	Trees	EA	\$ 750	39	\$ 29,250
	Shrubbery/Flowers	EA	\$ 8	0	\$ -
	Grass (1 acre)	SF	\$ 0.20	43560	\$ 8,712
	Pressurized Irrigation	AC	\$ 5,000	0.7	\$ 3,500
	Parking (31x275)	SF	\$ 3	8525	\$ 25,575
	Undeveloped Land Value	AC	\$ 70,000	0.7	\$ 49,000
SUBTOTAL					\$ 138,437
Davis Park					
	Shelter (10x10)	EA	\$ 20,000	1	\$ 8,000
	Tables	EA	\$ 1,200	2	\$ 2,400
	Trees	EA	\$ 750	5	\$ 3,750
	Shrubbery/Flowers	EA	\$ 8	5	\$ 40
	Grass (.3 acre)	SF	\$ 0.20	14520	\$ 2,904
	Pressurized Irrigation	AC	\$ 5,000	0.4	\$ 2,000
	Storage Shed	SF	\$ 3,000	1	\$ 3,500
	Undeveloped Land Value	AC	\$ 70,000	0.4	\$ 28,000
SUBTOTAL					\$ 50,594

Amenity	Existing				
	Asset/Amenity	Unit	Value	Quantity	Value \$
Meadow Park					
	Undeveloped Land Value	AC	\$ 66,500	2	\$ 133,000
SUBTOTAL					\$ 133,000
Piccadilly Park					
	Undeveloped Land Value	AC	\$ 69,727	5.5	\$ 383,499
SUBTOTAL					\$ 383,499
TRAILS					
Highway 44 to Boise Street					
10' wide trail		SF	\$ 4	10208	\$ 40,832
Boise Street to River					
10' wide trail		SF	\$ 4	26400	\$ 105,600
SUBTOTAL					\$ 146,432
GRAND TOTAL					\$ 3,247,484

Table 2 compares raw park land market value and park development costs used for Middleton to other local communities.

Table 2: Comparison of Park Land and Development Costs

Park Component	Middleton-2014	Star-2012 ¹	Meridian-2006 ²
Raw Land Value (\$/ac)	\$70,000	\$25,000	\$110,000
Park Development Cost (\$/ac)	\$80,000	\$75,000	\$85,000
Total Value (\$/ac)	\$150,000	\$100,000	\$195,000

A summary of each of the developed and undeveloped parks are presented below.

Middleton Place Park

This developed park has been formerly known as Harmon Park and/or Park Place Park and is located east of Marjorie Street and north of State Highway 44. It is the City's largest developed park and provides the most features and amenities. The City has recently made substantial improvements to the park including new playground equipment and new pavilions. The City is also in the process of constructing new restroom facilities and an additional pavilion among other amenities. While the City has plans for improving the park amenities and maintaining the existing basketball and tennis courts, there are no documented deficiencies.

Roadside Park

This developed park is located adjacent to City Hall and houses the Trolley Station and old Army Tank. Recent substantial improvements have also been made to this park including horseshoe pits, pathway, pavilions, and expansion of grassy area

¹ [http://sterlingcodifiers.com/codebook/getBookData.php?section_id=46610&keywords=impact fee#s46610](http://sterlingcodifiers.com/codebook/getBookData.php?section_id=46610&keywords=impact%20fee#s46610)

² August 28, 2006 City of Meridian Impact Fee Study and Capital Improvement Plan Final Report

among other improvements. The deficiencies at this park include non-ADA compliance at the restrooms which are estimated to cost approximately \$100,000.

Centennial Grove

This developed park is located off South Middleton Road just north of the Boise River. This park primarily includes grass and shade trees with a paved pathway along the east edge. There are no documented deficiencies at this park-ADA Non-compliance.

Davis Park

This developed park is located on the southwest corner of the intersection of State Highway 44 and South Middleton Road across the street from Heritage Memorial Park. This park primarily includes grass, shade trees, and a picnic bench. There are no documented deficiencies at this park-ADA Non-compliance.

Meadow Park

This undeveloped park is part of The Crossings Subdivision located in the north part of the City across from a new school site planned to open in 2018. This park includes a City-owned municipal well house. The City purchased this property with the understanding that the City would facilitate construction of a segment of W Meadow Park Boulevard to provide public access to the park which has been estimated by the City to cost \$130,000. Park development is scheduled by the City in 2017.

Piccadilly Park

This 5.5 acre undeveloped park is located along State Highway 44 across the street from the Middleton Middle School. The property is zoned C2 and was purchased by the City for approximately \$383,500 or \$70,000 per gross acre. The City recently acquired this property and has many plans for improvements to this park to start in 2017. There are no documented deficiencies at this park.

Existing Deficiencies

The inventory of the existing park and pathway / trails have identified existing deficiencies summarized below that are estimated to cost \$100,000 to mitigate. It should be noted that revenues from impact fees cannot be used to correct existing deficiencies. A brief summary of each park is provided with a list of any deficiencies

FUNDING SOURCES

The primary sources of funding or mechanisms for completing parks and pathway/trail infrastructure improvements are summarized below. It is required that the City use mechanisms and funding sources other than impact fees to correct existing deficiencies.

Impact Fees

Idaho State code allows cities and counties to develop impact fees to equitably assess costs to new development for park and pathway/trail infrastructure improvements under the provisions of an impact fee ordinance. It is understood that the City is in the process of developing an impact fee ordinance in accordance with State Code and this capital improvement plan and analysis is part of the process.

Development Negotiations and Exactions

The City can work cooperatively with developers and property owners during the development process to complete improvements and expansions to the City's parks and pathway/trail program. This typically occurs during the platting, zoning, and building permit process.

Public-Private Partnerships

Often the City and Development can realize cost savings and other benefits when cooperating together to complete projects that are mutually beneficial. The City should continually seek these opportunities. The City can and should exercise similar partnerships with the Greater Middleton Parks and Recreation District (GMPRD). Coordination with the GMPRD who has a similar mission and performs similar work can prove mutually beneficial to both entities.

Development Application Fees

The City can choose to use revenue collected from development fees and charges (other than impact fees if/when they exist) to complete improvements to the parks and pathway/trail system. These expenditures must be budgeted and expended in accordance with City budgeting processes.

Property Tax Revenue (City General Fund)

The City can choose to use revenue collected from property tax revenue to complete improvements to the parks and pathway/trail system. These expenditures

must also be budgeted and expended in accordance with City budgeting processes. It is recognized that there are many and varied demands on the City's general fund revenue which makes use of these revenues challenging.

Grants and Donations

There are various federal, state, and private grant programs available for park and pathway/trail improvements. These programs are typically competitive and should be pursued when appropriate. Historically, the City has been the beneficiary of donations of property, materials and labor for park and pathway/trail improvements. Donations can and should continue to be an important part of the City's park implementation plan.

LEVEL AND VALUE OF EXISTING SERVICE (LOS)

The basis for establishing a park impact fee is determining the level of service the existing residents enjoy. The City has determined to use single-family residential unit/household (ERU) as the service unit that receives direct benefit for parks and pathways/trails and will be the basis for assessing and collecting impact fees for parks and pathways/trails. The City has established existing policies and procedures for quantifying multi-family units into ERUs which should be the basis for establishing an impact fee assessment. The existing estimated population and number of residential households/units in the City limits are 6,150 (per Community Planning Association of Idaho-COMPASS-statistics³) and 2,193 (City records) respectively. This correlates to an average household size of 2.8 people per household. Table 3 below presents the existing parks and pathway/trail level and value of service for City residents.

³ <http://www.compassidaho.org/documents/prodserv/demo/CityPop1890-2014.pdf>

Table 3: Existing Parks and Pathway/Trail Level and Value of Service



Middleton Park and Pathway/Trail Impact Fee Study

March 2014 Population Estimate = 6,150 * COMPASS data
 March 2014 # of Households = 2,193
 Household Size = $\frac{\text{Population}}{\text{\# of Households}} = \frac{6,150}{2,193} = 2.80$ persons per Household (ERU)

Average Park Development Costs:

Developed Parks/Trails = \$158,000 per acre
 Undeveloped Parks = \$70,000 per acre

Existing Developed Park Acreage and Trails:

	<u>Acreage</u>	<u>Value</u>
Middleton Place Park =	14.95 acres	\$2,060,000
Roadside Park =	1.2 acres	\$335,000
Centennial Grove =	.7 acres	\$138,000
Davis Park =	.4 acres	\$51,000
Existing Trails =	n/a	\$146,000
Totals =	17.25 acres	\$2,730,000

Existing Undeveloped Park Acreage:

	<u>Acreage</u>	<u>Value</u>
Meadow Park =	2.0 acres	\$140,000
Piccadilly Park =	5.5 acres	\$385,000
Totals =	7.5 acres	\$525,000

Level of Service:

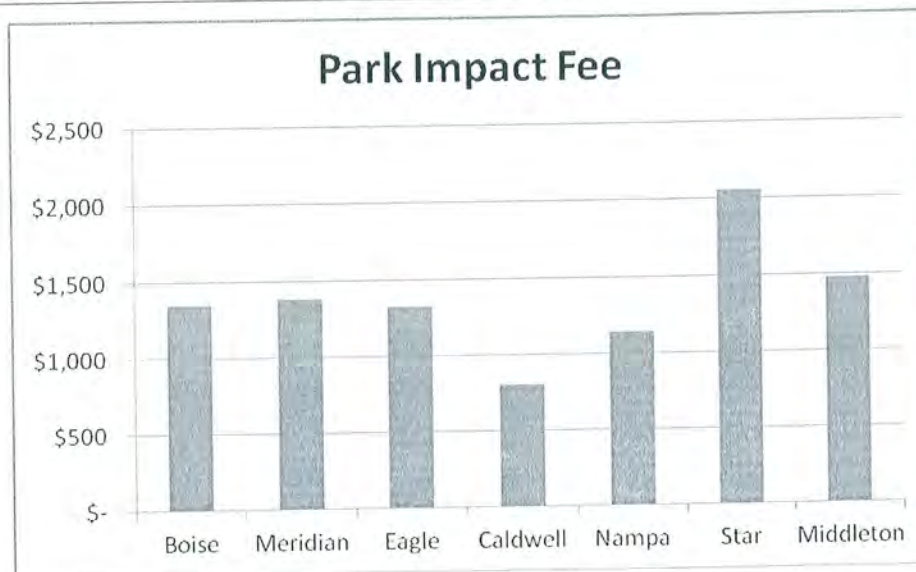
Developed Park =	$\frac{17.25}{(2,193/1,000)} = 7.9$ acres per 1,000 ERU
Undeveloped Park =	$\frac{7.5}{(2,193/1,000)} = 3.4$ acres per 1,000 ERU

Park/Trail Value per Household:

Developed Park/Trail Value per Household =	$\frac{\$2,730,000}{2193} =$	\$1,246
Undeveloped Park Value per Household =	$\frac{\$525,000}{2193} =$	\$239
Total Park Value per Household =		\$1,485

The maximum justifiable park and pathway/trail impact fee that the City could assess to future residential development is \$1,485 per residential unit (single family dwelling unit). The impact fee committee and City Council can elect to charge a fee less than the maximum fee is they desire. Chart 3 compares the maximum justifiable Middleton park impact fee to the park impact fees for various communities in the Treasure Valley. The proposed fee of \$1,485 is consistent with most of the impact fees in other Treasure Valley communities.

Chart 3: Comparison of Park Impact Fees in the Treasure Valley ^{4 5 6 7 8 9}



CAPITAL IMPROVEMENTS

City staff has worked with elected official and the public over the last few years to identify priority park and pathway/trail improvements. In addition, the City has acquired park property through various measures and identified future park property to be acquired and developed. The City's plan is based on the land use assumptions illustrated in Chart 4.

Chart 4: Existing and Future Land Use Map

⁴ Boise Impact Fees for Parks, Fire & Police Publication

⁵ Meridian Building Services Residential Building Permit and Fee Calculator (Estimate Only)

⁶ Phone Call to City of Eagle

⁷ City of Caldwell Building Permit Fees Resolution No. 109-12

⁸ City of Nampa Revised Development Impact Fee Ordinances, February 15, 2010

⁹ http://sterlingcodifiers.com/codebook/getBookData.php?section_id=46610&keywords=impact fee#s46610

Chart 4: Existing and Future Land Use Map

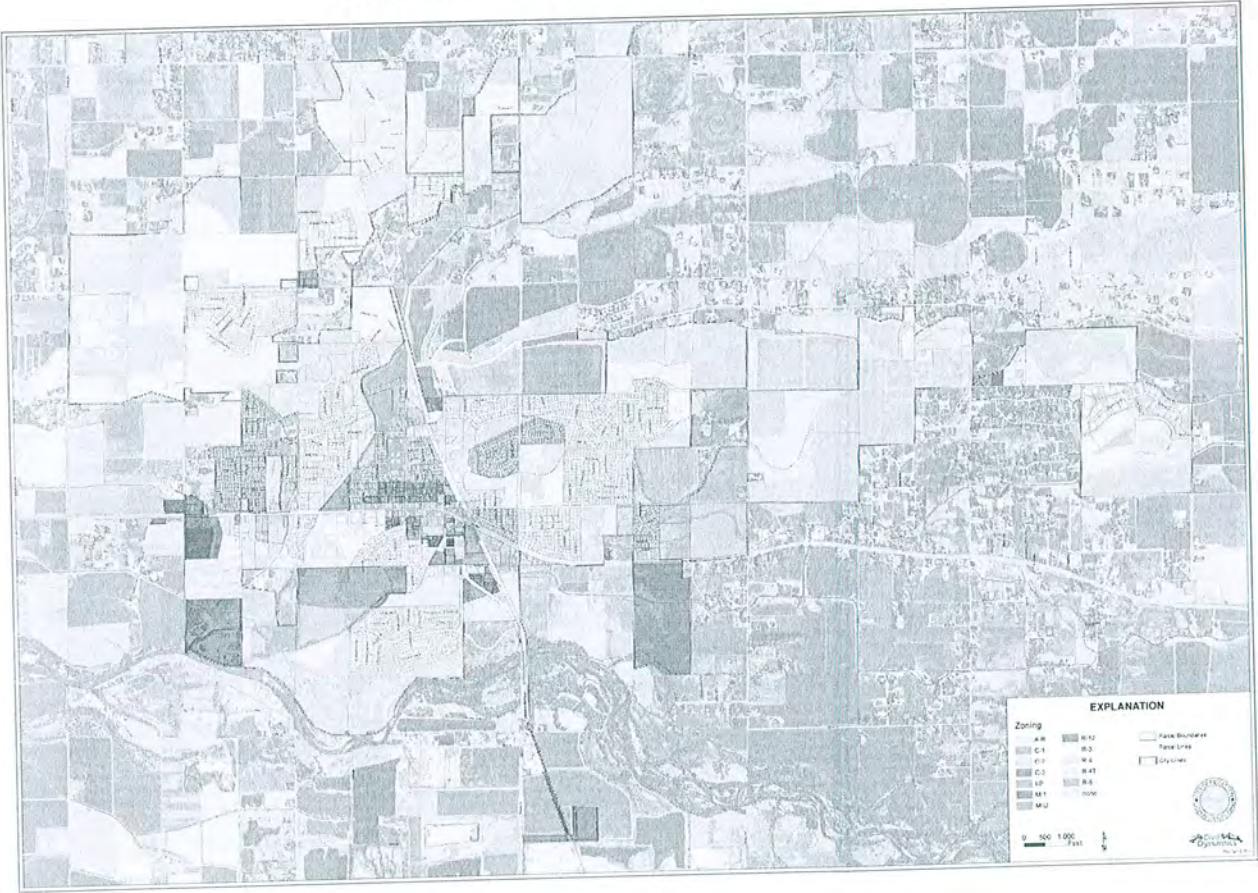


Table 4 illustrates the City's population for the last 24 years which results in an average growth rate of approximately 5%. Based on land use and this 5% annual growth rate, the City projects a 20-year population of 16,300 and number of residential households of 5,820 which reflects an additional approximate 10,150 people and 3,630 ERUs assuming the average household size of 2.8 remains constant over the next 20 years.

Table 4: Historical City of Middleton Populations ¹⁰

Year	Population
1990	1,851
2000	2,978
2010	5,524
2014	6,150
Average Annual Growth Rate	5%

This additional population will pose a significant demand on the City's parks and pathway/trail system and will require additional improvements and infrastructure to maintain the existing level of service presented earlier. An equivalent value of 28.7 acres of developed parks and 12.3 acres of undeveloped parks needs to be added over the next 20 years to maintain the existing level of service. Table 5 illustrates the recommended parks and pathway/trail capital improvements. These improvements represent a combination of expansion and upgrades to existing parks, development of park property already owned by the City, and acquisition and development of new parks and pathways/trails.

¹⁰ <http://www.compassidaho.org/documents/prodserv/demo/CityPop1890-2014.pdf>

Table 5: Parks and Pathways/Trails Capital Improvement Plan (CIP)

Amenity	Future				
	Asset/Amenity	Unit	Unit Value	Quantity	Value \$
PARKS					
Middleton Place Park					
(14.28 developed / .67 acres undeveloped)	Trailhead Signs	EA	\$ 600	3	\$ 1,800
	Asphalt Trail	SF	\$ 3	48,200	\$ 144,600
	Gazebo	EA	\$ 1	60,000	\$ 60,000
	Hill	EA	\$ 1	40,000	\$ 40,000
	Contemplation Garden	EA	\$ 1	10,000	\$ 10,000
	Historic Signs	EA	\$ 600	8	\$ 4,800
	Rope Bridge	EA	\$ 1	10,000	\$ 10,000
	Parking north with lighting	SF	\$ 3.5	10,000	\$ 35,000
	Entrance Sign	EA	\$ 1	5,000	\$ 5,000
	Dugouts	EA	\$ 2,500	2	\$ 5,000
	Bleachers	EA	\$ 2,500	2	\$ 5,000
	Bike Racks	EA	\$ 500	3	\$ 1,500
	Water Spigots	EA	\$ 500	6	\$ 3,000
	Electric Irrigation Control	EA	\$ 5,000	1	\$ 5,000
	Fence along East Boundary	LF	\$ 15	1,000	\$ 15,000
	Garbage Cans	EA	\$ 500	7	\$ 3,500
	Maintenance Shed	EA	\$ 5,500	1	\$ 5,500
	Benches	EA	\$ 1,200	20	\$ 24,000
	Splash Pad	EA	\$ 200,000	1	\$ 200,000
	Shelters (24x26)	EA	\$ 20,000	2	\$ 40,000
Trees 2.5" caliper	EA	\$ 750	100	\$ 75,000	
Montgomery Cabin Replica	EA	\$ 15,000	1	\$ 15,000	
SUBTOTAL					\$ 708,700
Roadside Park					
Developed	Trailhead Signs	EA	\$ 600	2	\$ 1,200
	Entrance Sign	EA	\$ 5,000	1	\$ 5,000
	Drinking Fountain	EA	\$ 2,500	1	\$ 2,500
	Security Cameras	EA	\$ 2,500	1	\$ 2,500
	Electric Irrigation Control	EA	\$ 2,500	1	\$ 2,500
	Bike Racks	EA	\$ 500	2	\$ 1,000
	Benches	EA	\$ 1,200	8	\$ 9,600
	Upgrade playground equipment	EA	\$ 25,000	2	\$ 50,000
	Gazebo	EA	\$ 30,000	1	\$ 30,000
	Asphalt Trail (ADA to amenities)	SF	\$ 4	3,442	\$ 13,768
SUBTOTAL					\$ 118,068
Centennial Grove					
					\$ -
SUBTOTAL					\$ -
Davis Park					
					\$ -
SUBTOTAL					\$ -

Amenity	Future				Value \$	
	Asset/Amenity	Unit	Unit Value	Quantity		
Meadow Park						
(2 acres undeveloped vacant land) (\$3,000 + road construction obligation \$130,000= \$133,000 / 2 = \$66,500) Note: Across from new school site; MSD plans to bond in 2016 open fall 2018 Park development scheduled 2017	Entrance Sign	EA	\$ 5,000	1	\$ 5,000	
	Trailhead Signs	EA	\$ 600	2	\$ 1,200	
	Restrooms (1 men, 1 woman no multi-purpose)	EA	\$ 100,000	1	\$ 100,000	
	Shelters (12x16)	EA	\$ 40,000	2	\$ 80,000	
	Utilities (Electricity, Water)	EA	\$ 5,000	1	\$ 5,000	
	Tables	EA	\$ 1,200	6	\$ 7,200	
	Trees	EA	\$ 500	40	\$ 20,000	
	New lawn (grass, topsoil, grading and irrigation)	SF	\$ 1	85,120	\$ 85,120	
	Shrubbery/Flowers	EA	\$ 20	150	\$ 3,000	
	Parking with lighting	SF	\$ 3.5	20,000	\$ 70,000	
	Asphalt Trail (3,442 sq ft per acre)	SF	\$ 4	8,000	\$ 32,000	
	Sidewalk	LF	\$ 20	100	\$ 2,000	
	Drinking Fountain	EA	\$ 2,500	1	\$ 2,500	
	Security Cameras	EA	\$ 2,500	1	\$ 2,500	
	Pergola	EA	\$ 15,000	4	\$ 60,000	
	Bike Racks	EA	\$ 500	2	\$ 1,000	
	Benches	EA	\$ 1,200	15	\$ 18,000	
	Pet Waste Station	EA	\$ 300	1	\$ 300	
	Natural Water Feature	EA	\$ 80,000	1	\$ 80,000	
SUBTOTAL					\$ 574,820	
Piccadilly Park						
(5.5 acres undeveloped vacant land) (\$383,500 / 5.5 = \$69,727/ gross acre) (zones C2) Begin development 2017	Entrance Sign	EA	\$ 5,000	1	\$ 5,000	
	Trailhead Signs	EA	\$ 600	3	\$ 1,800	
	Restrooms w/multi purpose and shelter	EA	\$ 175,000	1	\$ 175,000	
	Playground Equipment	EA	\$ 80,000	1	\$ 80,000	
	Shade Cloths	EA	\$ 8,000	2	\$ 16,000	
	Shelters (24x26)	EA	\$ 40,000	2	\$ 80,000	
	Pavilion	EA	\$ 60,000	1	\$ 60,000	
	Utilities	EA	\$ 10,000	1	\$ 10,000	
	Tables	EA	\$ 1,200	15	\$ 18,000	
	Trees	EA	\$ 500	150	\$ 75,000	
	Parking	SF	\$ 4	40000	\$ 160,000	
	Trail (3442 sq ft. per acre)	SF	\$ 4	17210	\$ 68,840	
	Sidewalk	LF	\$ 20	1200	\$ 24,000	
	Drinking Fountain	EA	\$ 2,500	1	\$ 2,500	
	Security Cameras	EA	\$ 5,000	1	\$ 5,000	
	Bike Racks	EA	\$ 500	5	\$ 2,500	
	Benches	EA	\$ 1,200	18	\$ 21,600	
	New lawn (grass, topsoil, grading and irrigation)	SF	\$ 1	174240	\$ 174,240	
	Shrubbery/Flowers	EA	\$ 15	300	\$ 4,500	
	Fence Wrought iron west	LF	\$ 60	700	\$ 42,000	
	ADDITIONAL AMENITIES					\$ -
	Skate Park	EA	\$ 350,000	1	\$ 350,000	
	Pyramid		\$ 210,000	1	\$ 210,000	
SUBTOTAL					\$ 1,585,980	

The proportionate share of CIP improvements eligible for impact fees justified by an additional 3,630 ERUs (using a \$1,485 impact fee assessment) would equal \$5.4 million of the total \$16.5 million (33%) 20-year CIP improvements. The City should identify other funds to supplement park impact fees for complete implementation of the CIP and correction of existing deficiencies. The City has developed a proposed implementation plan schedule. The capital improvement plan and schedule of implementation is a working document that should be reviewed and updated in accordance with State/City code regularly by the City and at a minimum every 5 years. Table 6 illustrates the proposed 6-year CIP implementation schedule. The schedule is subject to change in funding and City priorities.

Table 6: Parks and Pathways/Trails CIP Implementation Schedule

Amenity	Future					Scheduled Implementation						
	Asset/Amenity	Unit	Unit Value	Quantity	Value \$	2015	2016	2017	2018	2019	2020	2021
Meadow Park (2 acres undeveloped vacant land) (\$3,000 + road construction obligation \$130,000 = \$133,000 / 2 = \$66,500) Note: Across from new school site; MSD plans to bond in 2016 open fall 2018 Park development scheduled 2017	Entrance Sign	EA	\$ 5,000	1	\$ 5,000			\$ 5,000				
	Trailhead Signs	EA	\$ 600	2	\$ 1,200				\$ 1,200			
	Restrooms (1 men, 1 woman no multi-purpose)	EA	\$ 100,000	1	\$ 100,000				\$ 100,000			
	Shelters (12x16)	EA	\$ 40,000	2	\$ 80,000						\$ 40,000	\$ 40,000
	Utilities (Electricity, Water)	EA	\$ 5,000	1	\$ 5,000				\$ 5,000		\$ 3,600	\$ 3,600
	Tables	EA	\$ 1,200	6	\$ 7,200							
	Trees	EA	\$ 500	40	\$ 20,000			\$ 20,000				
	New lawn (grass, topsoil, grading and irrigation)	SF	\$ 1	85,120	\$ 85,120			\$ 85,120				
	Shrubbery/Flowers	EA	\$ 20	150	\$ 3,000			\$ 3,000				
	Parking with lighting	SF	\$ 3.5	20,000	\$ 70,000			\$ 70,000				
	Asphalt Trail (3,442 sq ft per acre)	SF	\$ 4	8,000	\$ 32,000				\$ 32,000			
	Sidewalk	LF	\$ 20	100	\$ 2,000			\$ 2,000				
	Drinking Fountain	EA	\$ 2,500	1	\$ 2,500				\$ 2,500			
	Security Cameras	EA	\$ 2,500	1	\$ 2,500				\$ 2,500			
	Pergola	EA	\$ 15,000	4	\$ 60,000				\$ 30,000	\$ 30,000		
	Bike Racks	EA	\$ 500	2	\$ 1,000				500	500		
	Benches	EA	\$ 1,200	15	\$ 18,000				\$ 6,000	\$ 6,000	\$ 6,000	
	Pet Waste Station	EA	\$ 300	1	\$ 300				500			
	Natural Water Feature	EA	\$ 80,000	1	\$ 80,000			\$ 80,000				
SUBTOTAL					\$ 574,820	0	0	265120	180200	36500	49600	43600
Piccadilly Park (5.5 acres undeveloped vacant land) (\$363,500 / 5.5 = \$69,727/ gross acre) (zones C2) Begin development 2017	Entrance Sign	EA	\$ 5,000	1	\$ 5,000	\$ 5,000						
	Trailhead Signs	EA	\$ 600	3	\$ 1,800							
	Restrooms w/multi purpose and shelter	EA	\$ 175,000	1	\$ 175,000			\$ 175,000				
	Playground Equipment	EA	\$ 80,000	1	\$ 80,000							
	Shade Cloths	EA	\$ 8,000	2	\$ 16,000							
	Shelters (24x26)	EA	\$ 40,000	2	\$ 80,000							
	Pavilion	EA	\$ 60,000	1	\$ 60,000							
	Utilities	EA	\$ 10,000	1	\$ 10,000							
	Tables	EA	\$ 1,200	15	\$ 18,000							
	Trees	EA	\$ 500	150	\$ 75,000							
	Parking	SF	\$ 4	40000	\$ 160,000		120000					
	Trail (3442 sq ft. per acre)	SF	\$ 4	17210	\$ 68,840							
	Sidewalk	LF	\$ 20	1200	\$ 24,000		36000					
	Drinking Fountain	EA	\$ 2,500	1	\$ 2,500							
	Security Cameras	EA	\$ 5,000	1	\$ 5,000							
	Bike Racks	EA	\$ 500	5	\$ 2,500							
	Benches	EA	\$ 1,200	18	\$ 21,600							
	New lawn (grass, topsoil, grading and irrigation)	SF	\$ 1	174240	\$ 174,240	174240						
	Shrubbery/Flowers	EA	\$ 15	300	\$ 4,500							
	Fence Wrought Iron west	LF	\$ 60	700	\$ 42,000							
ADDITIONAL AMENITIES				\$ -								
Skate Park	EA	\$ 350,000	1	\$ 350,000		350000						
Pyramid		\$ 210,000	1	\$ 210,000								
SUBTOTAL					\$ 1,585,980	179240	506000	175000	0	0	0	0
PROPOSED PARKS												
West Highlands												
7.5 Acres vacant undeveloped land	Estimated development (similar to Middleton City Park)	AC	\$ 138,000	7.5	\$ 1,035,000							
Peels												
42 acres vacant	Estimated development	AC	\$ 60,000	42	\$ 2,520,000							
Watkins												
Est. 42 acres	Estimated development	AC	\$ 60,000	42	\$ 2,520,000							
Barclay												
45 acres vacant	Estimated development	AC	\$ 60,000	45	\$ 2,700,000							
Paradise Valley												
10 acres	Estimated development (similar to Middleton City Park)	AC	\$ 138,000	10	\$ 1,380,000							
SUBTOTAL					\$ 10,155,000							
TRAILS												
Highway 44 to Boise Street												
10' wide trail	Roadside trails per Connects map 8 ft asphalt	SF	\$ 4	634624	\$ 2,538,496							
Boise Street to River												
10' wide trail	End-to-end trail (ditch bank) 8' asphalt	SF	\$ 4	189912	\$ 759,648							
SUBTOTAL					\$ 3,298,144							
GRAND TOTAL					\$ 16,440,712							

Amenity	Future					Scheduled Implementation						
	Asset/Amenity	Unit	Unit Value	Quantity	Value \$	2015	2016	2017	2018	2019	2020	2021
PARKS												
Middleton Place Park												
(14.28 developed / 67 acres undeveloped)												
	Trailhead Signs	EA	\$ 600	3	\$ 1,800	\$ 1,800						
	Asphalt Trail	SF	\$ 3	48,200	\$ 144,600	\$ 144,600						
	Gazebo	EA	\$ 1	60,000	\$ 60,000	\$ 60,000						
	Hill	EA	\$ 1	40,000	\$ 40,000		\$ 40,000					
	Contemplation Garden	EA	\$ 1	10,000	\$ 10,000			\$ 10,000				
	Historic Signs	EA	\$ 600	8	\$ 4,800	\$ 4,800						
	Rope Bridge	EA	\$ 1	10,000	\$ 10,000		\$ 10,000					
	Parking north with lighting	SF	\$ 3.5	10,000	\$ 35,000			\$ 35,000				
	Entrance Sign	EA	\$ 1	5,000	\$ 5,000	\$ 5,000						
	Dugouts	EA	\$ 2,500	2	\$ 5,000		\$ 5,000					
	Bleachers	EA	\$ 2,500	2	\$ 5,000		\$ 5,000					
	Bike Racks	EA	\$ 500	3	\$ 1,500	\$ 1,500						
	Water Spigots	EA	\$ 500	6	\$ 3,000	\$ 3,000						
	Electric Irrigation Control	EA	\$ 5,000	1	\$ 5,000	\$ 5,000						
	Fence along East Boundary	LF	\$ 15	1,000	\$ 15,000			\$ 15,000				
	Garbage Cans	EA	\$ 500	7	\$ 3,500	\$ 1,750	\$ 1,750					
	Maintenance Shed	EA	\$ 5,500	1	\$ 5,500	\$ 5,500						
	Benches	EA	\$ 1,200	20	\$ 24,000	\$ 4,800	\$ 10,800	\$ 4,800	\$ 2,400			
	Splash Pad	EA	\$ 200,000	1	\$ 200,000				\$ 200,000			
	Shelters (24x26)	EA	\$ 20,000	2	\$ 40,000		\$ 20,000	\$ 20,000				
	Trees 2.5" caliper	EA	\$ 750	100	\$ 75,000	\$ 10,714	\$ 10,714	\$ 10,714	\$ 10,714	\$ 10,714	\$ 10,714.29	\$ 10,714.29
	Montgomery Cabin Replica	EA	\$ 15,000	1	\$ 15,000		\$ 15,000					
SUBTOTAL					\$ 708,700	248464.286	118264.29	95514.2857	213114.286	10714.286	10714.28571	10714.28571
Roadside Park												
Developed												
	Trailhead Signs	EA	\$ 600	2	\$ 1,200	\$ 1,200						
	Entrance Sign	EA	\$ 5,000	1	\$ 5,000	\$ 5,000						
	Drinking Fountain	EA	\$ 2,500	1	\$ 2,500							
	Security Cameras	EA	\$ 2,500	1	\$ 2,500	\$ 2,500						
	Electric Irrigation Control	EA	\$ 2,500	1	\$ 2,500							
	Bike Racks	EA	\$ 500	2	\$ 1,000	\$ 500	\$ 500					
	Benches	EA	\$ 1,200	8	\$ 9,600	\$ 3,200	\$ 3,200	\$ 3,200				
	Upgrade playground equipment	EA	\$ 25,000	2	\$ 50,000	\$ 25,000		\$ 25,000				
	Gazebo	EA	\$ 30,000	1	\$ 30,000		\$ 30,000					
	Asphalt Trail (ADA to amenities)	SF	\$ 4	3,442	\$ 13,768		\$ 13,768					
SUBTOTAL					\$ 118,068	39900	47468	28200	0	0	0	0
Centennial Grove												
SUBTOTAL					\$ -	0	0	0	0	0	0	0
Davis Park												
SUBTOTAL					\$ -	0	0	0	0	0	0	0

CONCLUSIONS

We offer the following conclusions from the findings of the study.

1. The City should pursue all sources of funding for implementation of the parks and pathway/trail capital improvement plan.
2. If the City elects to use park impact fees, a maximum fee of \$1,485 per single family residential dwelling unit (ER) is justified by the existing level of service which is comparable to other park impact fees
3. The level of service (LOS) and existing and future capital improvement plan should be updated every year but not less frequently than every five years.



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Exhibit C

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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	Brett Bishop (builder)
Doug Critchfield	Tyler Ashton
Jim Taylor	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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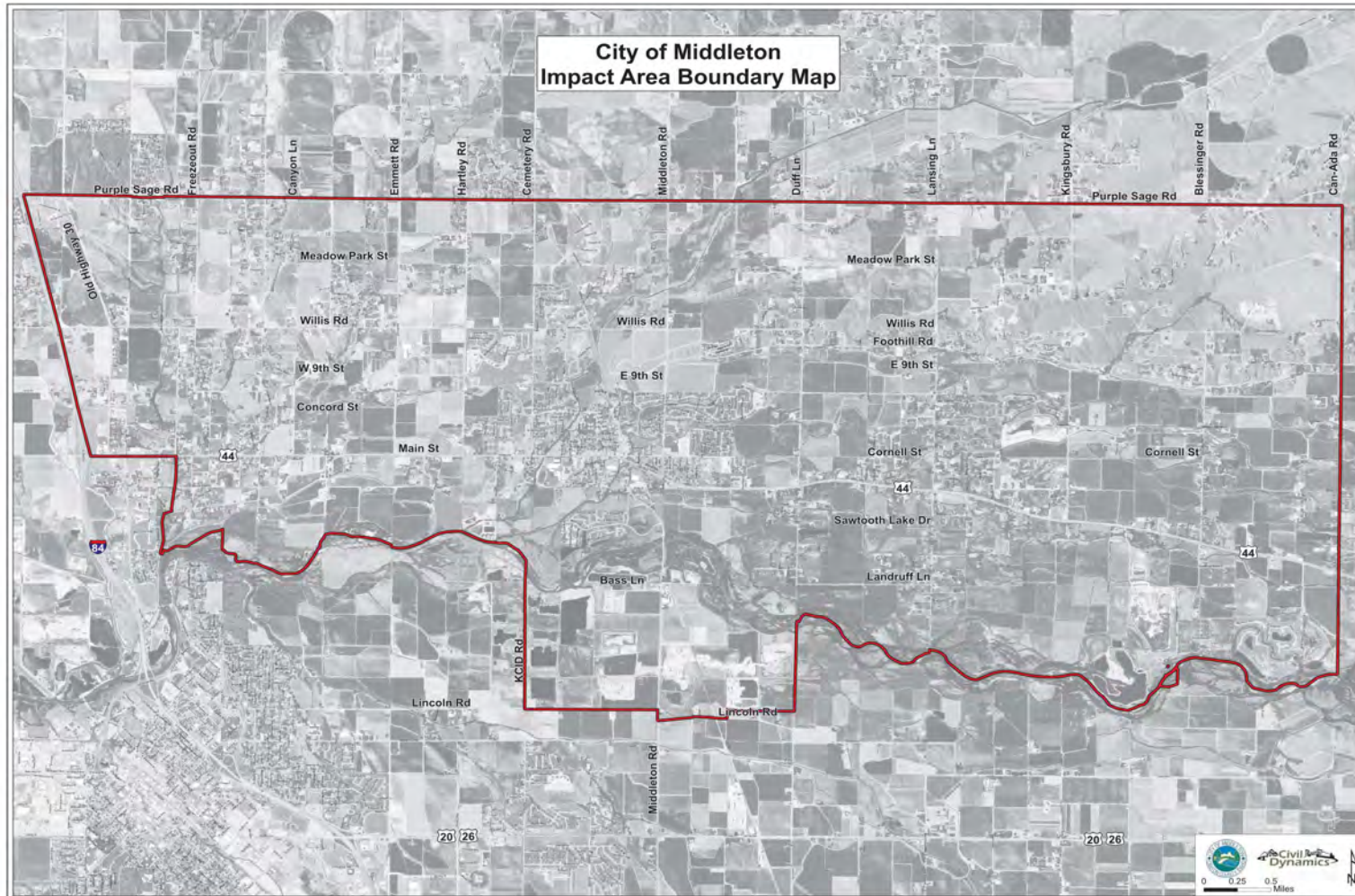


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Map 1: Capital Improvement Plan Service Boundary





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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

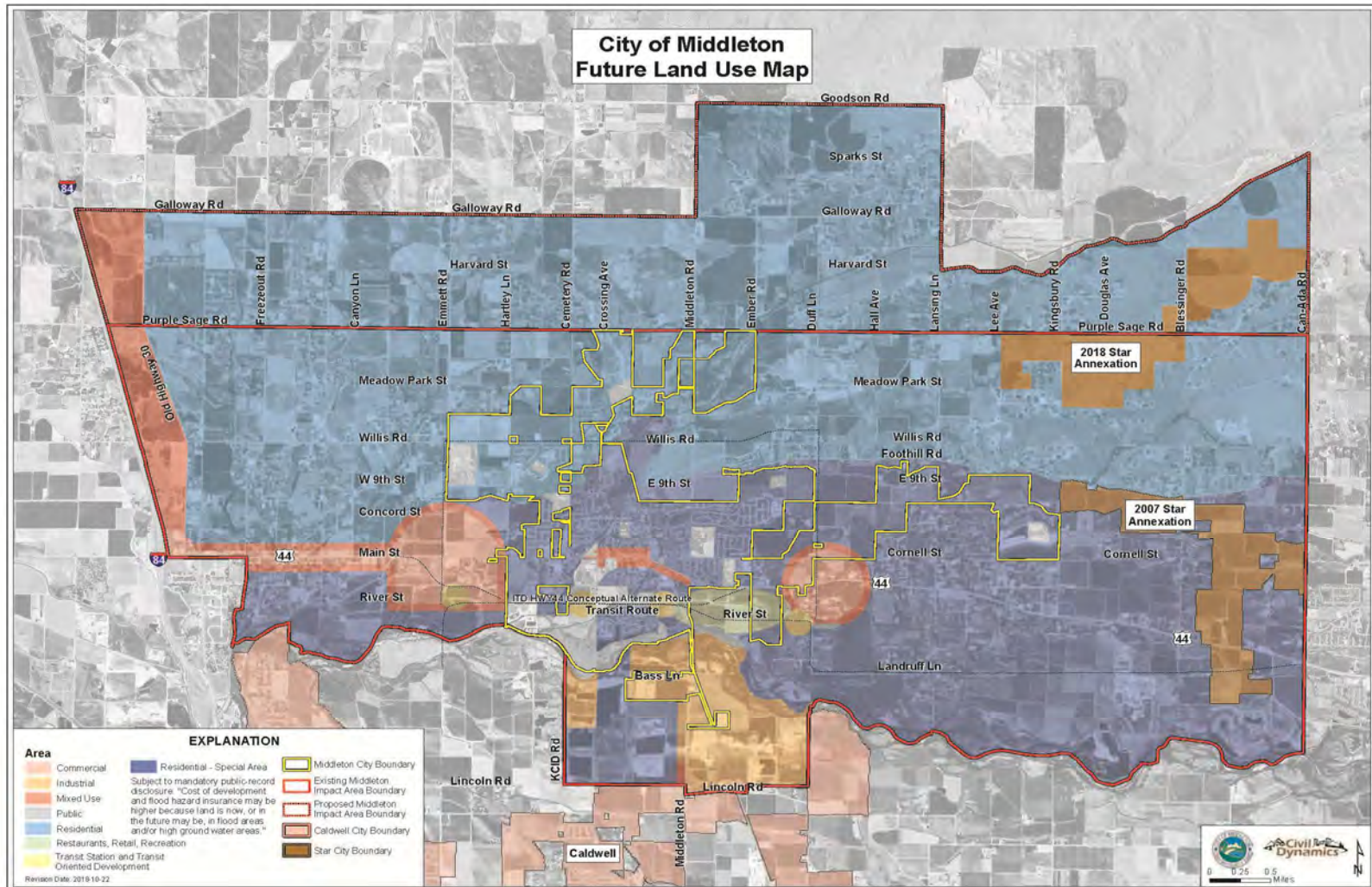


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MAP 2 COMPREHENSIVE PLAN Future Land Use Map





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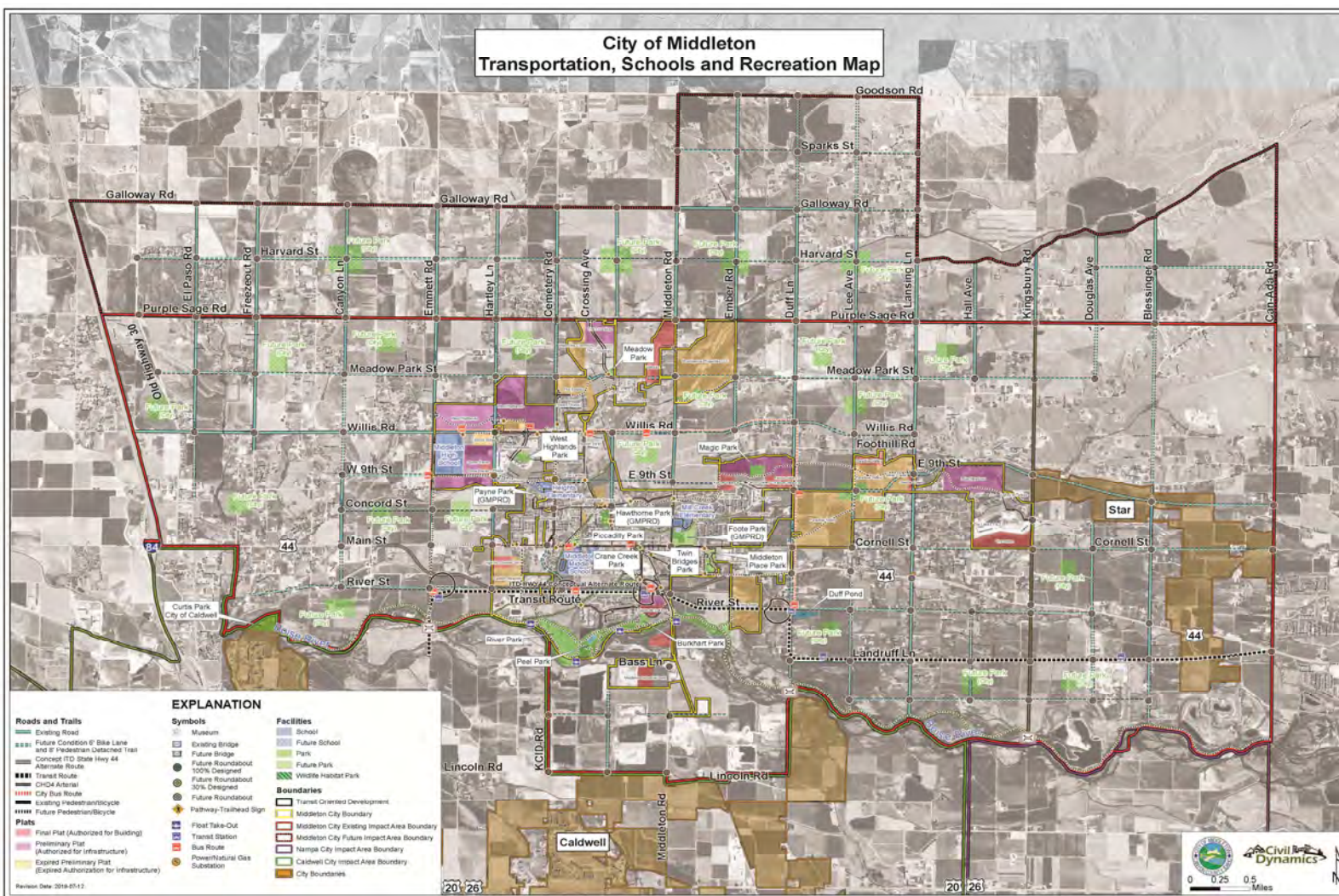
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Map 3: COMPREHENSIVE PLAN - Transportation, Schools, and Recreation Map



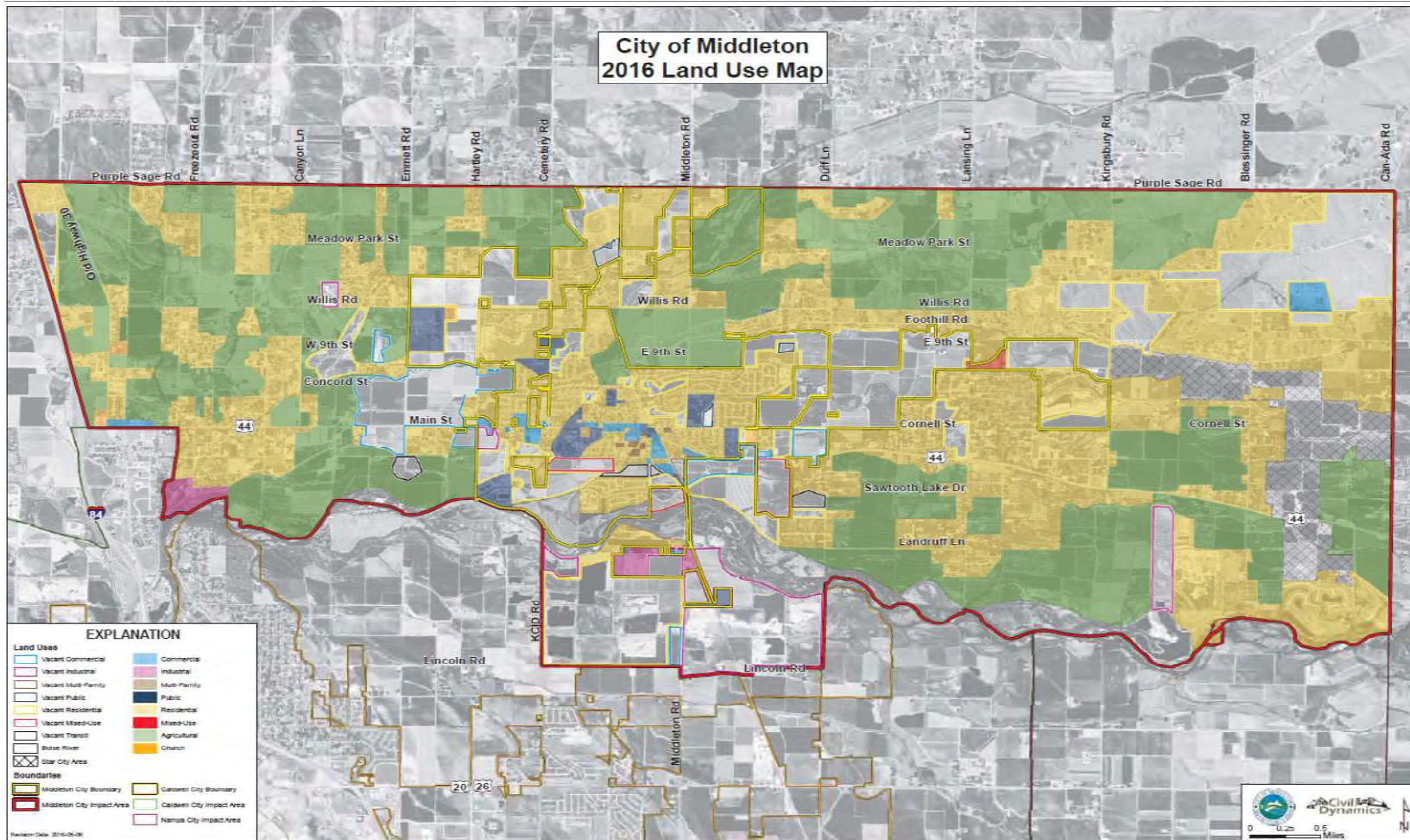


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Map 4: COMPREHENSIVE PLAN 2016 Land Use map. Existing land use in the service area.





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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.

CURRENT LAND USE DISTRIBUTION BY TYPE AND AREA

Trip Generation

		<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 ft2	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 ft2	\$ 4,557,920	\$ 5,739,046
Industrial ac	\$ 3,403,331	\$ 6,726,456

Future Growth to 2040

Residential	units	5429
Commercial	ft2	1968874
Industrial	ac	828
Other	ac	0

Impact Fee Calculated by Land Use

Residential /dwelling	\$ 2,572	\$ 1,742
Commercial /1000 ft2	\$ 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		



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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

FINAL REPORT – May 2018
AMENDED – January 2019

Middleton Rural Fire District Impact Fee Study and Capital Improvement Plan

Prepared By

Galena Consulting
Anne Wescott
1925 North Montclair Drive
Boise, ID 83702



Section I. Introduction

This report regarding impact fees for the Middleton Rural Fire 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 Rural Fire 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 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, 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 the district by answering the following seven questions:

1. **Who is currently served by the 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 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 and nonresidential square feet?
5. **What future growth is expected in the District?** How many new residential households and nonresidential square footage will the District serve over the CIP period?
6. **What new infrastructure is required to serve future growth?** For example, how many stations will be needed by the Middleton Rural Fire 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 and nonresidential 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 District. In addition, these seven steps satisfy and follow the regulations set forth earlier in this section.

"GRUM" Analysis

In the District, 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 each District 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 District still need this capital project if it weren’t growing at all?” “G” projects are only necessary to maintain the District’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 District 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 District’s current level of service?” and “Would the District 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 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.

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

⁵ See Sections 67-8202(4) and 67-8203(29), Idaho Code.

⁶ See Section 67-8210(4), Idaho Code.

⁷ See Sections 67-8204(1) and 67-8207, Idaho Code.

⁸ See Section 67-8210(1), Idaho Code.

⁹ See Section 67-8205, Idaho Code.

¹⁰ See Section 67-8206(2), Idaho Code.

¹¹ See Section 67-8208, Idaho Code.

¹² See Section 67-8207, Idaho Code.

¹³ See Sections 67-8209 and 67-8210, Idaho Code.

¹⁴ See Section 67-8208, Idaho Code.

¹⁵ See Sections 67-8204 and 67-8206, Idaho Code.

¹⁶ 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.

¹⁸ See Section 67-8203(23), Idaho Code.

¹⁹ See Section 67-8207, Idaho Code.

²⁰ 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.

²¹ See Section 67-8203(27), Idaho Code.

²² See Section 67-8203(27), Idaho Code.

²³ 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.

²⁴ See Section 67-8208(1)(e), Idaho Code.

²⁵ See Section 67-8208(1)(h).

²⁶ This assumes the planned levels of service do not exceed the current levels of service.

²⁷ 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.

²⁸ This assumes that the planned level of service does not exceed the current level of service.

²⁹ 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 2018 through 2028 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 the 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 Rural Fire District.

Exhibit II-1.

Current and Future Population within the boundaries of the Middleton Rural Fire District

	2018	2028	Net Increase	Percent Increase
Population	20,000	32,000	12,000	60%

The Middleton Rural Fire 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 Fire 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 Rural Fire District will grow by approximately 12,000 people, or at an annual growth rate of six percent. Based on this population, the following Exhibit II-2 presents the current and future number of residential units and nonresidential square feet for the Middleton Rural Fire District.

Exhibit II-2.**Current and Future Land Uses, Middleton Rural Fire District**

	2018	2028	Net Growth	Net Increase in Square Feet	Percent of Total Growth
Population	20,000	32,000	12,000		
Residential (in units)	6,300	10,667	4,367	8,733,333	93%
Nonresidential (in square feet)	630,000	1,333,333	703,333	703,333	7%
Total				9,436,667	100%

As shown above, the Middleton Rural Fire District is expected to grow by approximately 4,367 residential units and 703,000 nonresidential square feet over the next ten years. Ninety-three percent of this growth is attributable to residential land uses, while the remaining seven percent is attributable to nonresidential growth. These growth projections will be used in the following sections to calculate the appropriate impact fees for the District.

Section III.

Middleton Rural Fire District

Impact Fee Calculation

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

1. Who is currently served by the Middleton Rural Fire District?

As shown in Exhibit II-2, the District currently serves 6,300 residential units and approximately 630,000 square feet of nonresidential land use.

2. What is the current level of service provided by the Middleton Rural Fire District?

The Middleton Rural Fire District provides a level of service of an 85 percent fractile response time of 4 minutes. 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 Rural Fire District to provide this level of service?

The following Exhibit III-1 displays the current assets of the Middleton Rural Fire District.

Exhibit III-1. Current Assets – Middleton Rural Fire District

Type of Capital Asset	Replacement Value
Facilities	
Middleton Fire Station #1 - Highway 44 (2002)	\$ 4,320,000
Middleton Fire Station #2 Harvey Road (2000)	\$ 980,000
Apparatus/Vehicles	
Engine #1 2002 Pierce Enforcer	\$500,000
Engine #2 2000 BME Penetrator	\$500,000
Ladder Truck 1988 Pierce Quint	\$1,000,000
Water Tender 2000 Kenworth T800	\$375,000
Brush Truck 1995 International 4800	\$275,000
Brush Truck 1996 International 4800	\$275,000
Brush Truck 2005 International 7400	\$275,000
2003 Ford F450	\$40,000
2006 GMC Sierra	\$40,000
2005 Ford F250	\$40,000
2001 Support Trailer	\$5,000
Equipment	
27 SCBA Units	\$175,500
12 Cardiac Monitors/AEDs	\$22,800
3 Thermal Imagers	\$24,800
2 Generators	\$100,000
2 Extrication Equipment Units	\$45,600
Total Assets	\$ 6,993,500
Plus Cost of Fee-Related Research	
Impact Fee Study	\$ 4,000
Grand Total	\$ 8,997,500

As shown above, the District currently owns approximately \$8.9 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 and nonresidential square foot?

The Middleton Rural Fire District District has already invested \$1,360 per existing residential unit and \$0.68 per existing nonresidential square foot in the 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 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 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 Rural Fire District?

As shown in Exhibit II-2, the Middleton Rural Fire District is expected to grow by approximately 4,367 residential units and 703,000 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-2 displays the capital improvements planned for purchase by the Middleton Rural Fire District over the next ten years.

**Exhibit III-2.
Middleton Rural Fire District CIP 2018 to 2027**

Type of Capital Infrastructure	CIP Value	Growth Portion <i>times</i>	Demand 2018-2027 <i>times</i>	Amount to Include in Fees <i>equals</i>	Amount from Other Sources or post 2028
Facilities					
Middleton Station - North	\$ 3,500,000	100%	80%	\$2,800,000	\$700,000
Vehicles					
Additional Engine for new station	\$ 600,000	100%	80%	\$480,000	\$120,000
Additional tender for new station	\$ 375,000	100%	80%	\$300,000	\$75,000
Additional brush truck	\$ 275,000	100%	80%	\$220,000	\$55,000
Additional command vehicles - 2	\$ 80,000	100%	80%	\$64,000	\$16,000
Replace 2 engines	\$ 1,200,000	0%	-	\$0	\$1,200,000
Replace command vehicles	\$ 120,000	0%	-	\$0	\$120,000
Replace brush trucks	\$ 825,000	0%	-	\$0	\$825,000
Replace ladder truck	\$ 1,000,000	0%	-	\$0	\$1,000,000
Equipment					
Replace SCBA	\$ 175,500	0%	-	\$0	\$175,500
Additional Extrication Unit	\$ 22,800	100%	80%	\$18,240	\$4,560
Replace 3 Thermal Imagers	\$ 24,600	0%	-	\$0	\$24,600
Additional SCBA Units	\$ 78,000	100%	80%	\$62,400	\$15,600
Additional Thermal Imager	\$ 18,000	100%	80%	\$14,400	\$3,600
Additional Generator	\$ 50,000	100%	80%	\$40,000	\$10,000
3 Additional Cardiac Monitors/AEDs	\$ 5,700	100%	80%	\$4,560	\$1,140
Total Infrastructure	\$ 6,349,600			\$4,003,600	\$4,346,000
Plus Cost of Fee-Related Research					
Impact Fee Study	\$ 4,000	100%		\$4,000	\$0
Grand Total	\$ 8,353,600	\$ 5,008,600		\$4,007,600	\$4,346,000

As shown above, the District plans to purchase approximately \$8.4 million in capital improvements over the next ten years, \$5.0 million of which is necessitated by growth. Of this \$5.0 million, \$4.0 million is necessitated by growth through 2028. These new assets will allow the District to achieve its planned 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 \$4.3 million, \$1.0 million will need to be collected by projected growth from 2029-2031. The remaining \$3.3 million is the price for the District to replace existing apparatus, vehicles and other equipment. Replacement of existing capital is not eligible for inclusion in the impact fee calculations. The District 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-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 Rural Fire District.

Exhibit III-3.**DRAFT Impact Fee Calculation, Middleton Rural Fire District**

Amount to Include in Impact Fee Calculation		\$4,007,600
Percentage of Future Growth		
Residential		93%
Non Residential		7%
Amount Attributable to Future Growth		
Residential		\$ 3,708,906
Non Residential		\$ 298,694
Future Growth 2017-2026		
Residential (per unit)		4,367
Non Residential (per square foot)		703,333
Impact Fee		
Residential (per unit)	\$	849
Non Residential (per square foot)	\$	0.42

As shown above, we have calculated impact fees for the Middleton Rural Fire District at \$849 per residential unit and \$0.42 per nonresidential square foot. In comparison, as indicated in question #4 above, property taxpayers within the District have already invested \$1,360 per residential unit and \$0.68 per nonresidential square foot 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.

It should be noted that the \$3.3 million associated with purely non-growth improvements is discretionary. The 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).

Section IV.

Fee Analysis and Administrative Recommendations

A comparison of the calculated Fire impact fee to similar fees being assessed by the Kuna Rural Fire District, Star Fire District, North Ada County Fire and Rescue District, City of Meridian, City of Nampa and City of Boise; as well as being considered by the Wilder Rural Fire District, Marsing Rural Fire District, City of Caldwell/Caldwell Rural Fire District and Eagle Fire District is provided in Exhibit IV-1:

Exhibit IV-1.

DRAFT Impact Fee Comparison - Fire

FOR DISCUSSION PURPOSES ONLY	Middleton Rural Fire District	City of Caldwell/Caldwell Rural Fire	City of Nampa/Nampa Rural Fire	Wilder Fire District	Marsing Fire District	City of Boise/ ACHD	City of Meridian/ ACHD	City of Eagle/ Fire District/ ACHD	City of Star/ Fire District/ ACHD	City of Kuna/ Fire District/ ACHD	North Ada Fire and Rescue ACHD
	draft	draft		draft	draft		being updated				
per Residential Unit	\$ 842	\$ 720	\$ 560	\$ 608	\$ 1,285	\$ 526	\$ 881	\$ 828	\$ 809	\$ 701	\$ 647
per Non-Residential sf	\$ 0.42	\$ 0.36	\$ 0.28	\$ 0.30	\$ 0.64	\$ 0.15	\$ 0.35	\$ 0.33	\$ 0.33	\$ 0.35	\$ 0.32

The calculated impact fee for the Middleton Rural Fire District is very close in range to the Star and Eagle Fire Protection Districts, to which it is most similar development-wise. The calculated impact fee is higher than those fees currently being assessed by some municipal fire departments in the valley for several reasons. First, these fire departments have created capacity in their capital facilities and other assets with which to provide service to new growth. Second, growth in these areas has begun to become more dense and urban, which does not necessitate new stations being built to serve new growth as there are stations already appropriately located to serve this growth.

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 (response time 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 fees 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 Rural Fire 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.

Canyon County does not currently collect impact fees for any jurisdiction within its boundaries. No cities in Canyon County currently collect fire impact fees for any fire district.

Pursuant to an ongoing effort to educate elected officials on the impacts of growth to various jurisdictions, fire chiefs around the valley have determined that the Canyon County Commission and various municipalities may be prepared to consider collecting on the behalf of growth-related fire capital needs. If the Middleton Rural Fire District chose to pursue fire impact fees, the Chief and Director would join Galena Consulting and other fire agencies in a broad discussion with Canyon County about how to execute the required intergovernmental agreements.

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 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 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

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.

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 are 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 invest in additional infrastructure beyond what is listed in this report, and/or as the District' 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 E

FINAL REPORT

May 14, 2018

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

Prepared By

Galena Consulting
Anne Wescott
1925 North Montclair Drive
Boise, ID 83702



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

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

Galena Consulting
Anne Wescott
1925 North Montclair Drive
Boise, ID 83702



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

RESOLUTION 2019-435

A RESOLUTION OF THE MIDDLETON CITY COUNCIL, MIDDLETON, CANYON COUNTY, IDAHO, AMENDING THE CITY'S COMPREHENSIVE PLAN TO UPDATE MAPS TO REMOVE THE CITY OF STAR'S INCOMPLETE AND WITHDRAWN 2018 ANNEXATION OF 750+/- ACRES IN CANYON COUNTY, IDAHO; UPDATING CITY CAPITAL IMPROVEMENT PLANS FOR TRANSPORTATION AND PARKS; ADDING CAPITAL IMPROVEMENT PLANS MIDDLETON RURAL FIRE DISTRICT, GREATER MIDDLETON PARKS AND RECREATION DISTRICT, CALDWELL RURAL FIRE DISTRICT; REMOVING THE ANNEXATION PLAN MAP AND UPDATING THE ANNEXATION ORIENTATION MAP, FUTURE ACQUISITIONS MAP, FUTURE LAND USE MAP, TRANSPORTATION SCHOOLS AND RECREATION MAP; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, 67-6508 Idaho Code allows the City of Middleton to adopt a comprehensive plan, including maps, charts, reports, etc.;

WHEREAS, 67-6509 Idaho Code requires that the comprehensive plan be adopted by resolution of the city council; and

WHEREAS, the Middleton Planning and Zoning Commission conducted a public hearing, noticed and held pursuant to Idaho Code 67-6509 on November 4, 2019 after which the Commission recommended City Council adopt the amended comprehensive plan text and maps; and

WHEREAS, the City Council of the City of Middleton conducted a public hearing, noticed and held pursuant to Idaho Code 67-6509, on December 4, 2019; and

WHEREAS, City Council of the City of Middleton believes that it is in the City's best interest to amend the current comprehensive plan text and maps to remove the City of Star's incomplete and withdrawn 2018 annexation of 750+/- acres in Canyon County, Idaho; updating city capital improvement plans for transportation and parks; adding capital improvement plans Middleton Rural Fire District, Greater Middleton Parks and Recreation District, Caldwell Rural Fire District; removing the annexation plan map and updating the annexation orientation map, future acquisitions map, future land use map, transportation schools and recreation map.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND CITY COUNCIL OF THE CITY OF MIDDLETON, CANYON COUNTY, IDAHO, as follows:

Section 1: The City of Middleton hereby repeals the existing comprehensive plan text and maps and replaces the same with the comprehensive plan text and maps, a true and correct copy of which is attached hereto as Exhibit A.

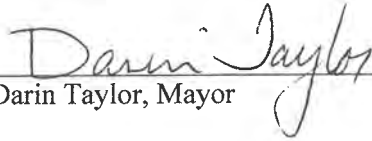
Section 2: This Resolution shall be effective as of the date of its adoption.

{signature page to follow}

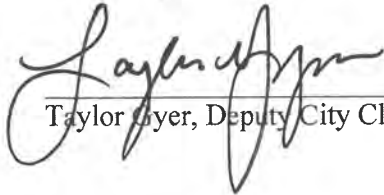
Resolution 2019-435
Exhibit G

PASSED BY THE COUNCIL OF THE CITY OF MIDDLETON, IDAHO THIS 4th DAY OF
DECEMBER, 2019.

CITY OF MIDDLETON


Darin Taylor, Mayor

ATTEST:


Taylor Oyler, Deputy City Clerk

(SEAL)

