TO: BOARD OF ADA COUNTY COMMISSIONERS

HEARING DATE: December 18th, 2019

STAFF: Jason Boal, Community Planning Manager

PROJECT NO.: 201901640 - CPA

APPLICANT: Galena Consulting for- Eagle Fire District, Kuna Rural Fire District, North Ada County Fire & Rescue, Star Fire Protection District

INTRODUCTION

This application is for a Comprehensive Plan amendment, to establish a portion of the “Ada County 2025” comprehensive plan to address impact fees. The proposed amendment would also incorporate capital improvement plans from local fire districts (Eagle Fire District, Kuna Rural Fire District, North Ada County Fire & Rescue, Star Fire Protection District) so that they enter into an agreement with Ada County to start collecting fire impact fees.

In order for Ada County to collect fire impact fees in the area of city impacts (AOI’s), the agreements Ada County has with each of the cities, which are also monumented in Title 9, must be modified to allow the new section of the Ada County Comprehensive Plan and the new Title 10 to be effective in the each applicable AOI. Ada County has reached out the cities of – Kuna, Garden City, Eagle and Star. As of the writing of this report,

Also, in order for Ada County to collect the fire impact fees, there is a need to adopt Title 10 For Ada County to collect the fire impact fees, there is a need to adopt Title 10 - Participating Fire Protection District Impact Fees. This title sets forth the provisions to:

• establishment of the participating fire districts’ service areas;
• the imposition of participating fire districts’ impact fees;
• the method of the collection of participating fire protection districts’ impact fees;
• the methodology for calculation of participating fire protection districts’ impact fees;
• the process for fee payer refunds;
• the use and expenditure of participating fire districts’ impact fees;
• the periodic reviews of the capital improvements plans (CIPs);
• the creation of joint development impact fee advisory committees; and other required ordinance elements;
• and other required elements of Idaho State Code 67-82XX
Idaho State Code 63-1311A also requires an advertisement and a public hearing informing the public of any new fees, before the new fees can be collected. This meeting also fulfills that requirement.

**EXECUTIVE SUMMARY**

The proposed comprehensive plan amendment application from Ada County Development Services amends the following portions of the “Ada County 2025” comprehensive plan.

**Amendment Table:**
- *Development Services is proposing the addition of a table that details all the amendments to the Ada County 2025 Comprehensive Plan.*

**Appendix E:**
- *Development Services is proposing to add Appendix E – Impact Fee Capital Improvement Plans. This section includes:*
  - *Purpose of Impact Fees* - this section includes a description of what impact fees are and why Ada County is interested in adopting them.
  - *Capital Improvement Plans (CIP)* - this section includes a description of what capital improvement plans are and what they are required to have included in them, per Idaho State Code (67-8208).
  - *Impact Fee Study and Capital Improvement Plans* – This is where the specific plans for the Eagle Fire District, North Ada County Fire & Rescue District, Kuna Rural Fire District and Star Fire Protection District are included.

At the time this staff report was written with the following agencies have provided comments:

Boise City - no comment.

Idaho Transportation Department (ITD) – they do not anticipate any significant traffic impact.

Eagle Fire - they fully support the amendment.

Idaho Fish and Game – no comment.

**RECOMMENDATION**

Based upon Staff’s review of the application, staff concludes that this application complies with the Ada County Code and recommends approval to the Board as set out in the proposed Findings of Fact and Conclusions of Law attached hereto.

On October 3, 2019 the Ada County Planning and Zoning Commission voted unanimously to recommend approval of the Comprehensive Plan Amendment 201901640-CPA.
The Board should consider the evidence and testimony presented during the public hearing prior to rendering its decision concerning this application.

EXHIBIT LIST – PROJECT NO: 201901640 CPA

1. Master Application and CPA Checklist submitted July 26, 2019 – 3 pages
2. Detailed Letter dated July 26, 2019 – 1 page
3. Proposed Ada County 2025 Comprehensive Plan Revisions – 6 pages
4. Proposed Eagle Fire District Impact Fee Study and Capital Improvement Plan – 16 pages
5. Proposed North Ada County Fire & Rescue District Impact Fee Study and Capital Improvement Plan – 17 pages
6. Proposed Kuna Rural Fire District Impact Fee Study and Capital Improvement Plan – 17 pages
8. Email from Scott Buck (Eagle Fire) received August 7, 2019 – 1 page
9. Comment from Boise City received August 9, 2019 – 1 page
10. Email from Sarah Arjona (ITD) received August 28, 2019 – 1 page
11. Ada County PZC Transmittal July 29, 2019 – 2 pages
12. Public Service Announcement released on September 17, 2019 – 1 page
13. Legal Notice published on September 16, 2019 – 1 page
14. Legal Notice published on September 24, 2019 – 1 page
15. Galena Consulting PowerPoint for Ada County PZC on October 3rd – 20 pages
16. Board of Ada County Commissioners Transmittal October 10, 2019 – 3 pages
17. Email from Scott Buck (Eagle Fire) received October 16, 2019 – 1 page
18. Email from Boise City received October 25, 2019 – 1 page
19. Email from Sarah Arjona (ITD) received October 29, 2019 – 1 page
20. Email from Bill Bosworth (IDFG) received October 10, 2019 – 1 page
21. Comments from Mark Ferm (Ada County Building Official) October 16, 2019 – 1 page
22. Public Service Announcement released on December 2nd, 2019 – 1 page
23. Legal Notices published on December 2nd- 9th – 2 pages
24. Legal Notices published on December 2nd – 16th – 1 pages
25. Resolution adopting changes to Ada County 2025 Comprehensive Plan – 88 pages
26. Proposed Title 9 Ordinance Text Amendment – 5 pages
27. Proposed Title 9 Ordinance Text Amendment Summary – 2 pages
28. Proposed Title 10 Ordinance Text Addition – 26 pages
29. Proposed Title 10 Ordinance Text Addition Summary - 3 pages
30. Letter from Kuna Mayor Joe Stear – 1 page
MASTER APPLICATION/PETITION

ADA COUNTY DEVELOPMENT SERVICES
Mailing: 200 W. Front Street, Boise, ID 83702 Website: adacounty.id.gov Phone: 208-287-7900 Fax: 208-287-7909

REQUIRED SUBMITTALS FOR ALL APPLICATIONS:
- DEED or evidence of proprietary interest
- APPLICATION SPECIFIC CHECKLIST(S)
- One (1) paper copy single-sided & One (1) electronic copy of all required application submittal documents.

ADMINISTRATIVE APPLICATIONS:
- ACCESSORY USE
- DRAINAGE PLAN
- EXPANSION NONCONFORMING USE
- FARM DEVELOPMENT RIGHT
- FLOODPLAIN PERMIT
- HILLSIDE DEVELOPMENT
- HIDDEN SPRINGS ADMINISTRATIVE
- HIDDEN SPRINGS SPECIAL EVENT
- LANDSCAPE PLAN
- LIGHTING PLAN
- MASTER SITE PLAN
- ONE-TIME DIVISION
- PLANNED UNIT DEVELOPMENT (PUD)
- PRIVATE ROAD
- PROPERTY BOUNDARY ADJUSTMENT
- SIGN PLAN
- TEMPORARY USE

HEARING LEVEL APPLICATIONS:
- CONDITIONAL USE
- DEVELOPMENT AGREEMENT
- PLANNED COMMUNITIES
- SUBDIVISION, PRELIMINARY
- SUBDIVISION, SKETCH PLAT
- VACATION
- VARIANCE
- ZONING MAP AMENDMENT
- ZONING TEXT AMENDMENT

HEARING LEVEL PETITION:
- COMPREHENSIVE PLAN MAP OR TEXT AMENDMENT PETITION CHECKLIST

ADDENDA ITEMS:
- ADMINISTRATIVE MODIFICATION
- APPEAL
- DEVELOPMENT AGREEMENT MODIFICATION
- FINAL PLAT
- TIME EXTENSION (ADMINISTRATIVE)
- TIME EXTENSION (HEARING)

OVERLAY DISTRICTS: Some Overlays require a separate checklist. All require additional information:
- BOISE AIR TERMINAL AIRPORT INFLUENCE AREAS (ACC 8-3A)
- BOISE RIVER GREENWAY (ACC 8-3G)
- FLOOD HAZARD (ACC 8-3F)
- HILLSIDE DEVELOPMENT (ACC 8-3H)
- PLANNED UNIT DEVELOPMENT (ACC 8-3D)
- SOUTHWEST PLANNING AREA (ACC 8-3D)
- WILDLAND-URBAN FIRE INTERFACE (ACC 8-3B)

SITE INFORMATION:
Section: ___________________ Township: ___________________ Range: ___________ Total Acres: ___________
Subdivision Name: __________________________________________ Lot: ___________________ Block: ___________
Site Address: ____________________________________________ City: ___________________
Tax Parcel Number(s): ____________________________________
Existing Zoning: ___________________ Proposed Zoning: ___________________ Area of City Impact: ___________________
Overlay District(s): _______________________________________

Page 1 of 2
VERSION: MARCH 2019

EXHIBIT 1
Project #201901640
Applicant - Galena Consulting

RECEIVED
JUL 26 2019
**APPLICANT/AGENT:**

<table>
<thead>
<tr>
<th>Company Name (if applicable):</th>
<th>Galena Consulting</th>
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<tbody>
<tr>
<td>Applicant Name:</td>
<td>Anne Wescott</td>
</tr>
<tr>
<td>Address:</td>
<td>14 S. Johnson</td>
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<tr>
<td>City:</td>
<td>Boise</td>
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<td>State:</td>
<td>ID</td>
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<td>Telephone:</td>
<td>208-860-0133</td>
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<tr>
<td>Fax:</td>
<td></td>
</tr>
<tr>
<td>Email:</td>
<td><a href="mailto:awescott@carleton.com">awescott@carleton.com</a></td>
</tr>
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I certify this information is correct to the best of my knowledge.

Signature: (Applicant)  
Date: 7/25/19

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**ADDITIONAL CONTACT, if applicable:**

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**ENGINEER/SURVEYOR, if applicable:**

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I consent to this application, I certify this information is correct, and allow Development Services staff to enter the property for related site inspections. I understand that as the property owner of record I will be required to enter into a Development Agreement with Ada County, either personally or on behalf of the entity owning the property, in the event this application includes a request for a Zoning Map Amendment. I agree to indemnify, defend and hold Ada County and its employees harmless from any claim or liability resulting from any dispute as to the statements contained in this application or as to the ownership of the property, which is the subject of the application.

Signature: All Owner(s) of Record  
Date: 

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Signature: All Owner(s) of Record  
Date: 

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**ALL OWNER(S) OF RECORD (ON THE CURRENT DEED) MUST SIGN**

(Additional signature pages are Available Online, if needed)

*If the property owner(s) are a business entity, include business entity documents, including those that indicate the person(s) who are eligible to sign documents.*
# COMPREHENSIVE PLAN TEXT AND/OR MAP AMENDMENT PETITION CHECKLIST

A Comprehensive Plan Text or Map Amendment Petition requires a public hearing.

## GENERAL INFORMATION:

<table>
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<tr>
<th>Applicant:</th>
<th>DESCRIPTION</th>
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<tr>
<td></td>
<td>DETAILED LETTER by the applicant fully describing the request or project and addressing the following:</td>
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<tr>
<td></td>
<td>Identify the proposed change(s) to the text and/or map of the Comprehensive Plan</td>
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<td></td>
<td>Reason for requested change(s)</td>
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<tr>
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<td>METES &amp; BOUNDS LEGAL DESCRIPTION. One (1) paper copy &amp; One (1) Microsoft Word electronic word document</td>
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<tr>
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<td>PRE-APPLICATION CONFERENCE NOTES</td>
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<tr>
<td>N/A</td>
<td>MUST COMPLY WITH SIGN POSTING REGULATIONS (ACC 8-7A-5) - (if applicable)</td>
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### APPLICATION FEES:

- Comprehensive Plan Map Amendment: **$1500 + $40/acre**
- Comprehensive Plan Text Amendment: **$800**

*NOTE: Building, Engineering, and Surveying applications and fees may be required and are separate from Planning & Zoning Applications and Fees.*

Application will not be accepted unless all applicable items on the form are submitted. This application shall not be considered complete until staff has received all required information.
To: Ada County Development Services Department
CC: Eagle Fire District, Kuna Rural Fire District, North Ada County Fire & Rescue, Star Fire Protection District, William Gigray
From: Anne Wescott, Galena Consulting
Date: July 26, 2019
Re: Application for Comprehensive Plan Amendment

Pursuant to our pre-application conference last week, I am submitting a petition for a text amendment to the Ada County Comprehensive Plan on behalf of the four rural fire districts copied above.

The purpose of the amendment to the Comprehensive Plans is to incorporate the capital improvement plans that have been adopted by each of the fire districts. These capital improvement plans will guide each district over the next ten years as they fund the facilities, apparatus and equipment required to continue the current level of service as growth occurs.

Attached please find complete reports for each fire district pursuant to Idaho Code, as well as four separate exhibits that are the specific items to be incorporated into the Comprehensive plan.
ADA COUNTY
2025
COMPREHENSIVE
PLAN
Originally adopted November 2016
December 2019 update
<table>
<thead>
<tr>
<th>Date Approved</th>
<th>Application Number</th>
<th>Summary of Amendment</th>
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<tr>
<td>12/XX/2019</td>
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<td>Text Amendment- (Appendix E) Inclusion of Impact Fee Capital Improvement Plans</td>
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<td>1/9/2019</td>
<td>201802132-CPA</td>
<td>Future Land Use Map Amendment</td>
</tr>
<tr>
<td>9/12/2018</td>
<td>201800839-CPA</td>
<td>Future Land Use Map Amendment</td>
</tr>
<tr>
<td>12/13/2017</td>
<td>201701687-CPA</td>
<td>Text Amendment- (Appendix D) Revisions to the Avimor Recreation Plan.</td>
</tr>
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<td>2/21/2017</td>
<td>201601258-CPA</td>
<td>Future Land Use Map Amendment- Text Amendment- (Appendix D) A amendment to the Dry Creek Ranch Planned Community</td>
</tr>
<tr>
<td>1/31/2017</td>
<td>201601401-CPA</td>
<td>Future Land Use Map Amendment- Adding 89 acres to Avimor Text Amendment- (Appendix D)- A comprehensive plan text amendment to revise the Land Use District Map in the Avimor Specific Plan and miscellaneous revisions to the Avimor Specific Plan, Avimor Wildlife Mitigation Plan/Recreation Plan and the Avimor Fire &amp; Vegetation Management Plan.</td>
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</table>
Appendix E: Impact Fee Capital Improvement Plans
APPENDIX E: IMPACT FEE CAPTIAL IMPRVEEMENT PLANS

Purpose of the Impact Fees

Development impact fees are defined 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" (Idaho Code Section 67–8203–9). Title 67, Chapter 82 of the Idaho Code provides the enabling legislation to allow for impact fees to be imposed collected by a local jurisdiction, such as Ada County, and sets the parameters to ensure that the fees are fair and equitable. Idaho State law also allows governmental entities, who are jointly affected by development, to enter into intergovernmental agreements with each other for the purpose of developing joint plans for capital improvements and/or to collect and expend impact fees for system improvements.

As Ada County grows, new residential and commercial development place heavier demands on existing public infrastructure and facilities. When this occurs, additional funds are necessary to meet the increased demand or the existing quality of services provided by these facilities may decline. General Funds, collected through property taxes, cannot meet the growing costs caused by the increased demand. To ensure future growth pays its fair share and the existing community isn't taxed to pay for future development, impact fees can be adopted to pay for the increased demand on public facilities and improvements.

Ada County does utilize "Development Agreements" to negotiate the development of public facilities. However, these agreements typically cover project related improvements while impact fees can provide a reliable source of funding for system improvements. Impact fees will not act as the sole funding source for public facilities, as Ada County will use a combination of sources to meet their future facility goals.

Capital Improvement Plans (CIP)

A capital improvement plan is a long range plan that identifies future capital needs, prioritizes capital projects and specifies funding sources. Idaho Code Section 67–8208 requires that capital improvement plans be adopted prior to imposing impact fees. The required contents are of the capital improvement plans include:
a) A general description of all existing public facilities and existing deficiencies;

b) A commitment by the County (or other governmental entity) to cure existing system deficiencies by using other available sources of funding where available;

c) An analysis of the total capacity and current level of use;

d) A description of land use assumptions used;

e) A definitive table establishing specific levels of use or consumption by service unit;

f) A description of all system improvements and costs attributed to the new development;

g) The total number of service units attributed to new development;

h) The projected demand for interim improvements over a specified time period (not to exceed 20 years);

i) Identification of all funding sources for system improvements;

j) Agreements for joint governmental improvements (if applicable);

k) A schedule for the estimated commencement and completion of improvements identified in the CIP.

Under Idaho State Law, governmental entities (such as Ada County), that undertake comprehensive planning pursuant to Idaho Code Section 67–6501, must incorporated the capital improvement plans as an element of the County Comprehensive Plan. Ada County is incorporating the capital improvement plans and impact fee studies as Element E of the Ada County 2025 Comprehensive Plan.

Impact Fee Study and Capital Improvement Plans:

1. Eagle Fire District.................................................................................................................E-3

2. North Ada County Fire & Rescue District.............................................................................E-22

3. Kuna Rural Fire District.......................................................................................................E-41

4. Star Fire Protection District.................................................................................................E-62
FINAL REPORT – May 2018
AMENDED – June 2019

Eagle 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 Eagle 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 Eagle 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.”

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.”

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. 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 and 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 unit” of development calculated in accordance with generally accepted engineering or planning standards for a particular category of capital improvement.” 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.

- 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.” 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.” 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. Equipment and vehicles with a useful life of 10 years or more are also impact fee eligible under the Impact Fee Act. 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 includes 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 department 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 service\(^9\), 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 Eagle Fire District within the next ten years to achieve the planned level of service of the District?\(^9\)

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 the 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 the 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 other 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 VI 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.


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 F.2d 899 (1981); Delian v. District of Tigard, 512 U.S. 374 (1994).
See Sections 67-8202(4) and 67-8203(29), Idaho Code.

See Section 67-8210(4), Idaho Code.

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

See Section 67-8210(1), Idaho Code

See Section 67-8205, Idaho Code.

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

See Section 67-8208, Idaho Code.

See Section 67-8207, Idaho Code.


See Section 67-8208, Idaho Code.


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.

See Section 67-8208, Idaho Code.

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

See Section 67-8207, Idaho Code.

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.

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

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

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.

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

See Section 67-8208(1(h).

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

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.

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

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 District. These projections were based on the most recent growth estimates from COMPASS, data provided by the City of Eagle, 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 Eagle, as well as portions of unincorporated Ada County. The following Exhibit II-1 presents the current and estimated future population for the District.

Exhibit II-1.
Current and Future Population within the boundaries of the Eagle Fire District

<table>
<thead>
<tr>
<th></th>
<th>2019</th>
<th>2029</th>
<th>Net Increase</th>
<th>Percent Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>37,400</td>
<td>60,455</td>
<td>23,055</td>
<td>62%</td>
</tr>
</tbody>
</table>

The District currently has approximately 37,400 persons residing within its service boundary. 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 Eagle, which is within the Fire District boundaries, as well as recent permit activity and the number of permits recently approved for future residential and non-residential construction. More multi-family projects are being approved within the District than before, increasing the capacity for population growth in the future.

Over the next ten years, COMPASS models indicate the District to grow by approximately 23,055 people, or at an annual growth rate of 6.2 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 District.
Exhibit II-2.
Current and Future Land Uses, Eagle Fire District

<table>
<thead>
<tr>
<th></th>
<th>2019</th>
<th>2029</th>
<th>Net Growth</th>
<th>Net increase in Square Feet</th>
<th>Percent of Total Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>37,400</td>
<td>60,455</td>
<td>23,055</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential (in units)</td>
<td>13,357</td>
<td>21,591</td>
<td>8,234</td>
<td>20,584,821</td>
<td>89%</td>
</tr>
<tr>
<td>Nonresidential (in square feet)</td>
<td>2,404,286</td>
<td>4,857,991</td>
<td>2,453,705</td>
<td>2,453,705</td>
<td>11%</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td>23,038,527</td>
<td>100%</td>
</tr>
</tbody>
</table>

As shown above, the Eagle Fire District is expected to grow by approximately 8,234 residential units and 2,453,705 nonresidential square feet over the next ten years. Eighty-nine percent of this growth is attributable to residential land uses, while the remaining eleven 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.
Impact Fee Calculation

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

1. **Who is currently served by the Eagle Fire District?**

As shown in Exhibit II-2, the District currently serves 13,357 residential units and approximately 2.4 million square feet of nonresidential land use.

2. **What is the current level of service provided by the Eagle Fire District?**

The Eagle 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 Eagle Fire District to provide this level of service?**

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

**Exhibit III-1.
Current Assets – Eagle Fire District**

<table>
<thead>
<tr>
<th>Type of Capital Asset</th>
<th>Square Footage</th>
<th>Replacement Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #1</td>
<td>21400</td>
<td>$8,560,000</td>
</tr>
<tr>
<td>Station #2</td>
<td>5258</td>
<td>$2,102,400</td>
</tr>
<tr>
<td>Station #3</td>
<td>8000</td>
<td>$3,200,000</td>
</tr>
<tr>
<td>Apparatus/Vehicles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 Engines</td>
<td></td>
<td>$1,950,000</td>
</tr>
<tr>
<td>1 Truck/Ladder</td>
<td></td>
<td>$1,300,000</td>
</tr>
<tr>
<td>4 Brush Trucks</td>
<td></td>
<td>$400,000</td>
</tr>
<tr>
<td>1 Tender</td>
<td></td>
<td>$350,000</td>
</tr>
<tr>
<td>1 Heavy Rescue</td>
<td></td>
<td>$500,000</td>
</tr>
<tr>
<td>8 Command Vehicles</td>
<td></td>
<td>$520,000</td>
</tr>
<tr>
<td>1 Water Rescue vehicle</td>
<td></td>
<td>$200,000</td>
</tr>
<tr>
<td>1 Safety Trailer</td>
<td></td>
<td>$100,000</td>
</tr>
<tr>
<td>2 Command Trailer</td>
<td></td>
<td>$100,000</td>
</tr>
<tr>
<td>Equipment</td>
<td></td>
<td></td>
</tr>
<tr>
<td>40 SCBAs</td>
<td></td>
<td>$240,000</td>
</tr>
<tr>
<td>1 generator</td>
<td></td>
<td>$13,000</td>
</tr>
<tr>
<td>42 Radios</td>
<td></td>
<td>$294,000</td>
</tr>
<tr>
<td>Air Compressor</td>
<td></td>
<td>$80,000</td>
</tr>
<tr>
<td><strong>Total Assets</strong></td>
<td></td>
<td><strong>$19,909,400</strong></td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$6,000</td>
<td></td>
</tr>
<tr>
<td>Plus Avimor Fund Balance</td>
<td>$100,000</td>
<td></td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td></td>
<td><strong>$19,915,400</strong></td>
</tr>
</tbody>
</table>
As shown above, the District currently owns approximately $19.9 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 Eagle Fire District has already invested $1,391 per existing residential unit and $0.56 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 Eagle Fire District?

As shown in Exhibit II-2, the Eagle Fire District is expected to grow by approximately 8,234 residential units and 2.4 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-2 displays the capital improvements planned for purchase by the Eagle Fire District over the next ten years.

**Exhibit III-2.**
**Eagle Fire District CIP 2019 to 2028**

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #4 - Northwest</td>
<td>$ 6,900,000</td>
<td>100%</td>
<td>$ 6,900,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Vehicles</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Engine for Station #4</td>
<td>$ 650,000</td>
<td>100%</td>
<td>$ 650,000</td>
<td>$ -</td>
</tr>
<tr>
<td>1 Heavy Brush Truck</td>
<td>$ 600,000</td>
<td>100%</td>
<td>$ 600,000</td>
<td>$ -</td>
</tr>
<tr>
<td>2 TRV for BLM trails and paths</td>
<td>$ 60,000</td>
<td>100%</td>
<td>$ 60,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Replacement of Existing Vehicles</td>
<td>$ 4,562,126</td>
<td>0%</td>
<td>$ -</td>
<td>$ 4,552,126</td>
</tr>
<tr>
<td>Equipment</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11 additional SCBAs</td>
<td>$ 88,000</td>
<td>100%</td>
<td>$ 88,000</td>
<td>$ -</td>
</tr>
<tr>
<td>9 handheld radios</td>
<td>$ 63,000</td>
<td>100%</td>
<td>$ 63,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Air trailer</td>
<td>$ 100,000</td>
<td>100%</td>
<td>$ 100,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Replacement of Existing Equipment</td>
<td>$ 553,000</td>
<td>0%</td>
<td>$ -</td>
<td>$ 553,000</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$ 13,566,126</td>
<td></td>
<td>$ 8,461,000</td>
<td>$ 5,105,125</td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$ 8,000</td>
<td>100%</td>
<td>$ 8,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Minus Avisor/Dry Creek Mitigation Fund Balance</td>
<td>$ 200,000</td>
<td>100%</td>
<td>$ 200,000</td>
<td>$ -</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$ 13,374,125</td>
<td></td>
<td>$ 8,269,000</td>
<td>$ 5,105,125</td>
</tr>
</tbody>
</table>
As shown above, the District plans to purchase approximately $13.4 million in capital improvements over the next ten years, $8.3 million of which is impact fee eligible. These new assets will allow the District to achieve its planned level of service in the future. Assuming current housing and development trends continue at projected rates and desired land for Station #4 is available for acquisition, the estimated date for the commencement of the construction of Station #4 and purchase of additional apparatus and equipment identified above is 2026. The additional heavy brush truck and two TRV are anticipated to be purchased in 2025.

The remaining approximately $5.1 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). The District has identified property tax revenue as the source for funding non growth-related capital improvements, and will replace its apparatus and equipment as they reach their industry life span throughout the 10-year period.

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 Eagle Fire District.

**Exhibit III-3.**
**Impact Fee Calculation, Eagle Fire District**

<table>
<thead>
<tr>
<th>Amount to Include in Impact Fee Calculation</th>
<th>$8,269,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of Future Growth</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>89%</td>
</tr>
<tr>
<td>Non Residential</td>
<td>11%</td>
</tr>
<tr>
<td>Amount Attributable to Future Growth</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>$7,388,315</td>
</tr>
<tr>
<td>Non Residential</td>
<td>$880,685</td>
</tr>
<tr>
<td>Future Growth 2017-2026</td>
<td></td>
</tr>
<tr>
<td>Residential (per unit)</td>
<td>8,234</td>
</tr>
<tr>
<td>Non Residential (per square foot)</td>
<td>2,453,705</td>
</tr>
<tr>
<td>Impact Fee</td>
<td></td>
</tr>
<tr>
<td>Residential (per unit)</td>
<td>$897</td>
</tr>
<tr>
<td>Non Residential (per square foot)</td>
<td>$0.36</td>
</tr>
</tbody>
</table>

As shown above, we have calculated impact fees for the Eagle Fire District at $897 per residential unit and $0.36 per nonresidential square foot. In comparison, as indicated in question #4 above, property taxpayers within the District have already invested $1,391 per residential unit and $0.56 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.
Section IV.
Fee Analysis and Administrative Recommendations

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

Exhibit IV-1.
DRAFT Impact Fee Comparison - Fire

<table>
<thead>
<tr>
<th>Eagle Fire District</th>
<th>Star Fire District</th>
<th>Kuna Fire District</th>
<th>North Ada Co. Fire and Rescue</th>
<th>City of Boise</th>
<th>City of Meridian</th>
<th>City of Caldwell/Caldwell Rural Fire Dept.</th>
<th>City of Nampa/Nampa Rural Fire District</th>
<th>Middleton Fire District</th>
<th>Wilder Fire District</th>
<th>Marsing Fire District</th>
</tr>
</thead>
<tbody>
<tr>
<td>$ 897</td>
<td>$ 829</td>
<td>$ 701</td>
<td>$ 647</td>
<td>$ 526</td>
<td>$ 693</td>
<td>$ 665</td>
<td>$ 560</td>
<td>$ 840</td>
<td>$ 825</td>
<td>$ 1,285</td>
</tr>
<tr>
<td>$ 0.36</td>
<td>$ 0.39</td>
<td>$ 0.35</td>
<td>$ 0.32</td>
<td>$ 0.15</td>
<td>$ 0.53</td>
<td>$ 0.33</td>
<td>$ 0.28</td>
<td>$ 0.42</td>
<td>$ 0.41</td>
<td>$ 0.64</td>
</tr>
</tbody>
</table>

The calculated impact fee for the Eagle Fire District is very close in range to the Star Rural Fire, Kuna Rural Fire, Middleton Rural Fire and Wilder Rural Fire District's fees. 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 been in service decades longer than the Eagle Fire District and 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), 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 Eagle 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, it needs another governmental entity to collect these fees on its behalf. Idaho Code 67-8204(a) authorizes the District to enter into an intergovernmental agreement with a city or county which can collect fire fees on their behalf. In the case of this District, which includes one municipality and one county, two intergovernmental agreements for the collection of Fire District impact fees would have to be developed and adopted by the corresponding bodies.

**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 Commission 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 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 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. 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(l)(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
FINAL REPORT

May 15, 2018

North Ada County Fire & Rescue District
Impact Fee Study and
Capital Improvement Plan

Prepared By

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Section I.
Introduction

This report regarding impact fees for the North Ada County Fire & Rescue District (NACFR) 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

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.”

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.”

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. 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. 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. 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.” 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.

Through data analysis and interviews with the District and 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. 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 unit of development calculated in accordance with generally accepted engineering or planning standards for a particular category of capital improvement.” 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.

- 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.” 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.” 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. Equipment and vehicles with a useful life of 10 years or more are also impact fee eligible under the Impact Fee Act. 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 includes 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 department 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 service, 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 NACFR within the next ten years to achieve the planned level of service of the District?

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 the District. In addition, these seven steps satisfy and follow the regulations set forth earlier in this section.

**“GRUM” Analysis**

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 a District invests in capital projects, the study team conducted a “GRUM” analysis on all projects listed in the 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.

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.


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.


7. See Section 67-8210(1), Idaho Code.


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

See Section 67-8208, Idaho Code.

See Section 67-8207, Idaho Code.


See Section 67-8208, Idaho Code.


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.

See Section 67-8208, Idaho Code.

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

See Section 67-8207, Idaho Code.

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.

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

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

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.

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

See Section 67-8208(1)(h).

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

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.

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

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 2017 through 2027 for the District. These projections were based on the most recent growth estimates from COMPASS, data provided by the City of Garden City, 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 Garden City, as well as portions of unincorporated Ada County. The following Exhibit II-1 presents the current and estimated future population for the District.

Exhibit II-1.
Current and Future Population within the boundaries of NACFR

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2027</th>
<th>Net Increase</th>
<th>Percent Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>16,380</td>
<td>23,000</td>
<td>6,620</td>
<td>40%</td>
</tr>
</tbody>
</table>

The District currently has approximately 16,380 persons residing within its service boundary. Of that, approximately 12,000 are within the Garden City limits. 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 Garden City, which is within the Fire District boundaries, as well as past permit activity and the number of permits projected for future residential and non-residential construction.

Over the next ten years, COMPASS models indicate the District to grow by approximately 6,620 people, or at an annual growth rate of four 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 District.
### Exhibit II-2.
**Current and Future Land Uses, NACFR**

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2026</th>
<th>Net Growth</th>
<th>Net Increase in Square Feet</th>
<th>Percent of Total Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>16,380</td>
<td>23,000</td>
<td>6,620</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential (in units)</td>
<td>6,658</td>
<td>9,350</td>
<td>2,692</td>
<td>5,383,323</td>
<td>87%</td>
</tr>
<tr>
<td>Nonresidential (in square feet)</td>
<td>1,997,380</td>
<td>2,804,878</td>
<td>807,498</td>
<td>807,498</td>
<td>13%</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td>6,190,821</td>
<td>100%</td>
</tr>
</tbody>
</table>

As shown above, NACFR is expected to grow by approximately 2,692 residential units and 807,498 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 sections to calculate the appropriate impact fees for the District.
Section III.
Impact Fee Calculation

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

1. Who is currently served by NACFR?

As shown in Exhibit II-2, the District currently serves 6,658 residential units and approximately 1,997,380 square feet of nonresidential land use.

2. What is the current level of service provided by NACFR?

NACFR 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 NACFR to provide this level of service?

The following Exhibit III-1 displays the current assets of NACFR.

Exhibit III-1.
Current Assets – NACFR

<table>
<thead>
<tr>
<th>Type of Capital Asset</th>
<th>Square Footage</th>
<th>Replacement Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #16 - Glenwood</td>
<td>7000</td>
<td>$2,800,000</td>
</tr>
<tr>
<td>Station #18 - Chinden</td>
<td>10500</td>
<td>$4,200,000</td>
</tr>
<tr>
<td>Station #20 - Hidden Springs</td>
<td>5374</td>
<td>$2,149,600</td>
</tr>
<tr>
<td>Apparatus/Vehicles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2017 Pierce Engine</td>
<td>$</td>
<td>650,000</td>
</tr>
<tr>
<td>2 2006 GMC Brush Trucks</td>
<td>$</td>
<td>600,000</td>
</tr>
<tr>
<td>2003 Water Tender</td>
<td>$</td>
<td>300,000</td>
</tr>
<tr>
<td>2008 Kawasaki Mule</td>
<td>$</td>
<td>25,000</td>
</tr>
<tr>
<td><strong>Total Assets</strong></td>
<td>$</td>
<td><strong>10,724,600</strong></td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$</td>
<td>4,000</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$</td>
<td><strong>10,728,600</strong></td>
</tr>
</tbody>
</table>

As shown above, the District currently owns approximately $10.7 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 and nonresidential square foot?

NACFR has already invested $1,439 per existing residential unit and $0.58 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 NACFR?

As shown in Exhibit II-2, NACFR is expected to grow by 2,692 residential units and 807,498 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 NACFR over the next ten years.

**Exhibit III-2.**
**NACFR CIP 2018 to 2027**

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adding physical capacity for bays/dorms to existing station</td>
<td>$700,000</td>
<td>100%</td>
<td>$700,000</td>
<td>-</td>
</tr>
<tr>
<td>Vehicles</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Engine for Station #18</td>
<td>$650,000</td>
<td>100%</td>
<td>$650,000</td>
<td>-</td>
</tr>
<tr>
<td>Engine for growth in NW</td>
<td>$650,000</td>
<td>100%</td>
<td>$650,000</td>
<td>-</td>
</tr>
<tr>
<td>Total Infrastructure</td>
<td>$2,000,000</td>
<td>100%</td>
<td>$2,000,000</td>
<td>-</td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research Impact Fee Study</td>
<td>$4,000</td>
<td>100%</td>
<td>$4,000</td>
<td>-</td>
</tr>
<tr>
<td>Grand Total</td>
<td>$2,004,000</td>
<td>100%</td>
<td>$2,004,000</td>
<td>-</td>
</tr>
</tbody>
</table>

The District has included *adding capacity to an existing or partnered station* in their CIP rather than planning for the construction of an additional station. Depending on actual growth patterns and call for service data, this additional capacity will be created by adding a bay and/or dorms to an existing station to allow the District to house an additional engine, and by adding another additional engine to Station #18. Increasing the number of responding units will enable the District to continue providing the current level of service as calls for service increase due to growth in the northwest portion of the District.

As shown above, the District plans to purchase approximately $2.0 million in capital improvements over the next ten years, all of which is entirely attributable to growth and therefore impact fee eligible. These new assets will allow the District to achieve its planned level of service in the future.
Assuming current housing and development trends continue at projected rates, the estimated date for the commencement of the construction of additional station capacity is 2026. One additional engine is anticipated to be purchased in 2024, and the second additional engine is anticipated to be purchased in 2027.

The District has no existing deficiencies to be cured in the next ten years, and as such no non growth-related capital improvements are listed on the CIP. Accordingly, no property tax revenue is being obligated. However, should any existing deficiencies develop, the District would identify property tax revenue as the funding source.

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 NACFR.

Exhibit III-3.
DRAFT Impact Fee Calculation, NACFR

| Amount to Include in Impact Fee Calculation | $2,004,000 |
| Percentage of Future Growth | 87% |
| Residential | Non Residential |
| Amount Attributable to Future Growth | $1,742,609 |
| Residential | Non Residential |
| Future Growth 2017-2026 | $261,391 |
| Residential (per unit) | 2,692 |
| Non Residential (per square foot) | 807,498 |
| Impact Fee | 647 |
| Residential (per unit) | Non Residential (per square foot) | 0.32 |

As shown above, we have calculated impact fees for NACFR at $647 per residential unit and $0.32 per nonresidential square foot. In comparison, as indicated in question #4 above, property taxpayers within the District have already invested $1,449 per residential unit and $0.58 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.
Section IV.  
Fee Analysis and Administrative Recommendations

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

Exhibit IV-1.  
DRAFT Impact Fee Comparison – Fire Fees

<table>
<thead>
<tr>
<th></th>
<th>NACFR DRAFT</th>
<th>Eagle Fire DRAFT</th>
<th>Kuna Fire Adopted</th>
<th>Star Fire DRAFT</th>
<th>Middleton DRAFT</th>
<th>City of Meridian</th>
<th>City of Boise</th>
</tr>
</thead>
<tbody>
<tr>
<td>per Residential Unit</td>
<td>$ 647</td>
<td>$ 677</td>
<td>$ 701</td>
<td>$ 794</td>
<td>$ 819</td>
<td>$ 681</td>
<td>$ 526</td>
</tr>
<tr>
<td>per Non-Residential sf</td>
<td>$ 0.32</td>
<td>$ 0.29</td>
<td>$ 0.35</td>
<td>$ 0.39</td>
<td>$ 0.41</td>
<td>$ 0.35</td>
<td>$ 0.27</td>
</tr>
</tbody>
</table>

The calculated impact fee for NACFR is very close in range to the Eagle Fire District, which is contiguous to NACFR, and the City of Meridian's fee. It is lower than the calculated fees for the Kuna Rural Fire District, Star Fire District and Middleton Fire District. The calculated impact fee is higher than the average fire impact fee currently being charged by the City of Boise. This is generally because Boise Fire has created some capacity in their system of stations with which to provide service to new growth.

Parks impact fees are not assessed within the NACFR boundaries. Each of the comparison districts/cities also assesses parks impact fees. A comparison of the calculated Fire impact fee for NACFR and the combined fire and parks fees of these other jurisdictions is provided in Exhibit IV-2:
Exhibit IV-2. 
DRAFT Impact Fee Comparison – Fire and Parks

FOR DISCUSSION PURPOSES ONLY

<table>
<thead>
<tr>
<th></th>
<th>NACFR DRAFT</th>
<th>Eagle Fire DRAFT</th>
<th>Kuna Fire Adopted</th>
<th>Star Fire DRAFT</th>
<th>Middleton DRAFT</th>
<th>City of Meridian</th>
<th>City of Boise</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>per Residential Unit</td>
<td>$647</td>
<td>$677</td>
<td>$701</td>
<td>$794</td>
<td>$819</td>
<td>$681</td>
<td>$526</td>
</tr>
<tr>
<td>per Non-Residential sf</td>
<td>$0.32</td>
<td>$0.29</td>
<td>$0.35</td>
<td>$0.38</td>
<td>$0.41</td>
<td>$0.35</td>
<td>$0.27</td>
</tr>
<tr>
<td>Parks</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>per residential unit</td>
<td>$ -</td>
<td>$1,333</td>
<td>$983</td>
<td>$2,050</td>
<td>$2,010</td>
<td>$1,081</td>
<td>$1,390</td>
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<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>per Residential Unit</td>
<td>$647</td>
<td>$2,010</td>
<td>$1,684</td>
<td>$2,844</td>
<td>$2,829</td>
<td>$1,762</td>
<td>$1,916</td>
</tr>
<tr>
<td>per Non-Residential sf</td>
<td>$0.32</td>
<td>$0.29</td>
<td>$0.35</td>
<td>$0.38</td>
<td>$0.41</td>
<td>$0.35</td>
<td>$0.27</td>
</tr>
</tbody>
</table>

Because parks impact fees are not collected within the NACFR boundaries, the combined fire and parks fee for NACFR is significantly lower than in each of the comparison jurisdictions. The cities of Meridian, Nampa, Caldwell and Boise also collect Police fees. All of the cities within Ada County collect streets impact fees for the Ada County Highway District. The actual total impact fee a development will pay around the valley depends on the jurisdiction and the size of the development.

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), 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.** NACFR 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, it needs another governmental entity to collect these fees on its behalf. Idaho Code 67-8204(a) authorizes the District to enter into an intergovernmental agreement with a city or county which can collect fire fees on their behalf. In the case of this District, which includes one municipality and one county, two intergovernmental agreements for the collection of NACFR impact fees would have to be developed and adopted by the corresponding bodies.

Fire 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.

Although Ada County collects parks impact fees for the City of Boise and streets fees for the Ada County Highway District, it does not currently collect fire fees for any jurisdiction within its boundaries. No cities in Ada 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 Ada County Commission and various municipalities may be prepared to consider collecting on the behalf of growth-related fire capital needs.

**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 Commission 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 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 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. 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.

**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(1)(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.

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37 See Section 67-8209(3), Idaho Code.
38 See Section 67-8209(4), Idaho Code
Kuna 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 Kuna 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 Kuna 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.”

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.”

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. 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;  

• 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;  

• Impact fees must not exceed the proportionate share of the cost of capital improvements needed to serve new growth and development;  

• Impact fees must be maintained in one or more interest-bearing accounts within the capital projects fund.

In addition, the Impact Fee Act requires the following:

• Establishment of and consultation with a development impact fee advisory committee (Advisory Committee);  

• 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;  

• Identification of the growth-related portion of the District’s Capital Improvement Plan;  

• Analysis of cash flow stemming from impact fees and other capital improvement funding sources;  

• 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;  

• Preparation and adoption of a Capital Improvement Plan pursuant to state law and public hearings regarding the same; and  

• Preparation and adoption of a resolution authorizing impact fees pursuant to state law and public hearings regarding the same.
**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. 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. 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.” 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.

Through data analysis and interviews with the District and 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 2019 to 2029. This is consistent with the Impact Fee Act. 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 unit” of development calculated in accordance with generally accepted engineering or planning standards for a particular category of capital improvement.” 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.

- 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.” 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.” 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. Equipment and vehicles with a useful life of 10 years or more are also impact fee eligible under the Impact Fee Act. 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 includes 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 department 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 service, 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 Kuna Rural Fire District Fire Department within the next ten years to achieve the planned level of service of the District?

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 the 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 the 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 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 VI 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.


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); Dulan v. District of Tigar, 512 U.S. 374 (1994).
See Sections 67-8202(4) and 67-8203(29), Idaho Code.

See Section 67-8210(4), Idaho Code.

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

See Section 67-8210(1), Idaho Code

See Section 67-8205, Idaho Code.

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

See Section 67-8208, Idaho Code.

See Section 67-8207, Idaho Code.


See Section 67-8208, Idaho Code.


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.

See Section 67-8208, Idaho Code.

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

See Section 67-8207, Idaho Code.

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.

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

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

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.

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

See Section 67-8208(1)(h).

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

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.

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

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 District. These projections were based on the most recent growth estimates from COMPASS, data provided by the City of Kuna, 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 Kuna, as well as portions of unincorporated Ada and Canyon Counties. As the following map indicates, the District’s service area borders the Whitney Fire District to the east; Meridian Fire District to the north; and the Nampa Fire District to the west.

The following Exhibit II-1 presents the current and estimated future population for the District.

Exhibit II-1.
Current and Future Population within the boundaries of the Kuna Rural Fire District

<table>
<thead>
<tr>
<th></th>
<th>2019</th>
<th>2029</th>
<th>Net Increase</th>
<th>Percent Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>28,259</td>
<td>52,541</td>
<td>24,282</td>
<td>86%</td>
</tr>
</tbody>
</table>

The District currently has approximately 28,259 persons residing within its service boundary. 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 Kuna, which is within the Fire District boundaries.

Over the next ten years, COMPASS models indicate the District to grow by approximately 24,282 people, or at an annual growth rate of 8.6 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 District.
Exhibit II-2.
Current and Future Land Uses, Kuna Rural Fire District

<table>
<thead>
<tr>
<th></th>
<th>2019</th>
<th>2029</th>
<th>Net Growth</th>
<th>Net Increase in Square Feet</th>
<th>Percent of Total Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>28,259</td>
<td>52,541</td>
<td>24,282</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential (in units)</td>
<td>8,831</td>
<td>16,419</td>
<td>7,588</td>
<td>15,176,014</td>
<td>86%</td>
</tr>
<tr>
<td>Nonresidential (in square feet)</td>
<td>883,108</td>
<td>3,283,818</td>
<td>2,400,710</td>
<td>2,400,710</td>
<td>14%</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td>17,576,723</td>
<td>100%</td>
</tr>
</tbody>
</table>

As shown above, the Kuna Rural Fire District is expected to grow by approximately 7,588 residential units and 2.4 million nonresidential square feet over the next ten years. Eighty-six percent of this growth is attributable to residential land uses, while the remaining fourteen 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.

Over the past few years, projected growth has been estimated at approximately 7% annually which was between 4,500 and 5,500 new homes. However, in 2019 the City of Kuna approved a future development of up to 2,300 additional homes by the Falcon Crest Golf Course, increasing growth estimates for the ten-year period.

Non-residential development (office, retail and industrial) is harder to predict. Generally, “retail follows rooftops” but it is unclear how quickly this development will occur over the next ten years. Other areas in the Treasure Valley have approximately 300 square feet of non-residential development per residential household. As Kuna is primarily a residential community, we estimated only 100 square feet of non-residential development per household over 10 years of residential development.

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1 Kuna School District Analysis; City of Kuna permit application data; Idaho Business Review 2018.
Section III. Impact Fee Calculation

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

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

As shown in Exhibit II-2, the District currently serves 8,831 residential units and approximately 883,108 square feet of nonresidential land use.

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

The Kuna Rural Fire District provides a level of service of a 90 percent fractile response time of between 4 minutes (in the urban area) to 6 minutes (in the rural portions of the District). 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 Kuna Rural Fire District to provide this level of service?

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

Exhibit III-1. Current Assets — Kuna Rural Fire District

<table>
<thead>
<tr>
<th>Type of Capital Asset</th>
<th>Replacement Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
</tr>
<tr>
<td>Station #1</td>
<td>$ 6,000,000</td>
</tr>
<tr>
<td>Station #2 - unstaffed</td>
<td>$ 1,400,000</td>
</tr>
<tr>
<td>Apparatus/Vehicles</td>
<td></td>
</tr>
<tr>
<td>2015 Pierce Engine</td>
<td>$ 750,000</td>
</tr>
<tr>
<td>1993 Pierce Engine</td>
<td>$ 750,000</td>
</tr>
<tr>
<td>Water Tender</td>
<td>$ 250,000</td>
</tr>
<tr>
<td>2001 Brush Truck</td>
<td>$ 340,000</td>
</tr>
<tr>
<td>2003 Brush Truck</td>
<td>$ 340,000</td>
</tr>
<tr>
<td>2016 Ambulance</td>
<td>$ 235,000</td>
</tr>
<tr>
<td>2012 Ambulance</td>
<td>$ 235,000</td>
</tr>
<tr>
<td>2001 Ambulance</td>
<td>$ 235,000</td>
</tr>
<tr>
<td>Equipment</td>
<td></td>
</tr>
<tr>
<td>22 SCBAs</td>
<td>$ 255,000</td>
</tr>
<tr>
<td>SCBA Compressor and Charging Station</td>
<td>$ 60,000</td>
</tr>
<tr>
<td>Total Assets</td>
<td>$ 10,850,000</td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research</td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$ 8,000</td>
</tr>
<tr>
<td>Plus Current Fund Balance</td>
<td>$ 552,058</td>
</tr>
<tr>
<td>Grand Total</td>
<td>$ 11,410,058</td>
</tr>
</tbody>
</table>
As shown above, the District currently owns approximately $11.4 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 Kuna Rural Fire District has already invested $1,231 per residential unit and $0.62 per 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 Kuna Rural Fire District?**

As shown in Exhibit II-2, the Kuna Rural Fire District is expected to grow by approximately 7,588 residential units and 2.4 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-2 displays the capital improvements planned for purchase by the Kuna Rural Fire District over the next ten years.

**Exhibit III-2.**
**Kuna Rural Fire District CIP 2019 to 2028**

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #2</td>
<td>$ 6,000,000</td>
<td>100%</td>
<td>$ 6,000,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Remodel and Expand Station #1</td>
<td>$ 500,000</td>
<td>50%</td>
<td>$ 250,000</td>
<td>$ 250,000</td>
</tr>
<tr>
<td>Vehicles</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ladder Truck</td>
<td>$ 1,000,000</td>
<td>50%</td>
<td>$ 500,000</td>
<td>$ 500,000</td>
</tr>
<tr>
<td>Additional Engine for Station #2</td>
<td>$ 800,000</td>
<td>100%</td>
<td>$ 800,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Additional Ambulance for Station #2</td>
<td>$ 235,000</td>
<td>100%</td>
<td>$ 235,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Replace 2 Command Vehicles</td>
<td>$ 110,000</td>
<td>0%</td>
<td>$ -</td>
<td>$ 110,000</td>
</tr>
<tr>
<td>Replace 1 Engines (used)</td>
<td>$ 300,000</td>
<td>0%</td>
<td>$ -</td>
<td>$ 300,000</td>
</tr>
<tr>
<td>Replace 2 Brush Trucks</td>
<td>$ 680,000</td>
<td>0%</td>
<td>$ -</td>
<td>$ 680,000</td>
</tr>
<tr>
<td>Replace 2 Ambulances</td>
<td>$ 470,000</td>
<td>0%</td>
<td>$ -</td>
<td>$ 470,000</td>
</tr>
<tr>
<td>Equipment</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SCBAs - scheduled replacement</td>
<td>$ 300,000</td>
<td>0%</td>
<td>$ -</td>
<td>$ 300,000</td>
</tr>
<tr>
<td>Cardiac Monitors - scheduled replacement</td>
<td>$ 105,000</td>
<td>0%</td>
<td>$ -</td>
<td>$ 105,000</td>
</tr>
<tr>
<td>Mobile Radios - scheduled replacement</td>
<td>$ 112,500</td>
<td>0%</td>
<td>$ -</td>
<td>$ 112,500</td>
</tr>
<tr>
<td>Portable Radios - scheduled replacement</td>
<td>$ 240,000</td>
<td>0%</td>
<td>$ -</td>
<td>$ 240,000</td>
</tr>
<tr>
<td>Total Infrastructure</td>
<td>$10,852,600</td>
<td></td>
<td>$ 7,785,000</td>
<td>$ 3,067,600</td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$ 8,000</td>
<td>100%</td>
<td>$ 8,000</td>
<td></td>
</tr>
<tr>
<td>Minus Current Fund Balance</td>
<td>$ 552,058</td>
<td></td>
<td>$ 552,058</td>
<td></td>
</tr>
<tr>
<td>Grand Total</td>
<td>$10,388,442</td>
<td></td>
<td>$ 7,243,942</td>
<td></td>
</tr>
</tbody>
</table>
As shown above, the District plans to purchase approximately $10.8 million in capital improvements over the next ten years, $7.2 million of which is impact fee eligible. These new assets will allow the District to achieve its planned level of service in the future. The acquisition of a ladder truck is partially necessitated by growth due to increasing height of development. This acquisition will improve the District’s ISO rating which should positively impact the insurance premiums of property owners in the District. Assuming current housing and development trends continue at projected rates and desired land for Station #2 is available for acquisition, the estimated date for the commencement of the construction of Station #2 and purchase of the additional engine and ambulance identified above is 2026. The purchase of the ladder truck and expansion of Station #1 are estimated to occur in 2025.

The remaining $3.0 million is the price for the District to replace existing apparatus, vehicles and other equipment; and for the non-growth-related portion of the expansion of Station #1 and the ladder truck for Station #2. Replacement of existing capital and non-growth-related capital are 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). The District has identified property tax revenue as the source for funding non growth-related capital improvements. This revenue will fund the non growth-related portion of the purchase of the ladder truck and expansion of Station #1 in 2025. The District will replace its non growth-related apparatus and equipment as they reach their industry life span throughout the 10-year period.

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 Kuna Rural Fire District.

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

| Amount to Include in Impact Fee Calculation | $ 7,240,942 |
| Percentage of Future Growth |  |
| Residential | 86% |
| Non Residential | 14% |
| Amount Attributable to Future Growth |  |
| Residential | $ 6,251,941 |
| Non Residential | $ 989,001 |
| Future Growth 2019-2028 |  |
| Residential (per unit) | 7,588 |
| Non Residential (per square foot) | 2,400,710 |
| Impact Fee |  |
| Residential (per unit) | $ 824 |
| Non Residential (per square foot) | $ 0.41 |

As shown above, we have calculated impact fees for the Kuna Rural Fire District at $824 per residential unit and $0.41 per nonresidential square foot. In comparison, as indicated in question #4 above, property taxpayers within the District have already invested $1,231 per residential unit and $0.62 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.

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). The District has identified property tax revenue as the source for funding non growth-related capital improvements.

To arrive at this participation amount, the expected impact fee revenue needs to be subtracted from the total CIP value. Exhibit IV-3 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 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 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 III-4.
Kuna Rural Fire District Participation Summary, 2019-2028

<table>
<thead>
<tr>
<th></th>
<th>Required</th>
<th>Discretionary</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire</td>
<td>$ 750,000</td>
<td>$ 2,317,500</td>
<td>$ 3,067,500</td>
</tr>
</tbody>
</table>

The total amount the District would be required to contribute over 10 years, should the District adopt fees at the calculated amount, is $750,000 for the non-growth portion of the expansion to Station #1 and the non-growth portion of the ladder truck.

The District could also choose to fund the discretionary infrastructure of $2.3 million for apparatus and equipment replacement. While District has the option to fund these capital improvements over the 10-year period, these payments are not required.

The District has identified property tax revenue as the source for funding non growth-related capital improvements.
Section IV.
Fee Analysis and Administrative Recommendations

A comparison of the calculated Fire impact fee to similar fees to that being assessed by fire departments and fire districts within Ada and Canyon County is shown in Exhibit IV-1:

Exhibit IV-1.
DRAFT Impact Fee Comparison - Fire

<table>
<thead>
<tr>
<th></th>
<th>Kuna Fire District</th>
<th>Star Fire District</th>
<th>Eagle Fire District</th>
<th>City of Meridian</th>
<th>Meridian Rural</th>
<th>City of Boise</th>
<th>City of Nampa</th>
<th>Nampa Rural Fire</th>
<th>City of Caldwell</th>
<th>Caldwell Rural Fire</th>
<th>Middleton Fire District</th>
<th>Winder Fire District</th>
<th>Nampa Fire District</th>
<th>North Ada Co. Fire and Rescue</th>
</tr>
</thead>
<tbody>
<tr>
<td>per Residential Unit</td>
<td>$ 624</td>
<td>$ 820</td>
<td>$ 807</td>
<td>$ 593</td>
<td>$ 576</td>
<td>$ 580</td>
<td>$ 656</td>
<td>$ 849</td>
<td>$ 826</td>
<td>$ 1,285</td>
<td>$ 647</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>per Non-Residential sf</td>
<td>$ 0.41</td>
<td>$ 0.39</td>
<td>$ 0.38</td>
<td>$ 0.53</td>
<td>$ 0.15</td>
<td>$ 0.28</td>
<td>$ 0.33</td>
<td>$ 0.42</td>
<td>$ 0.41</td>
<td>$ 0.64</td>
<td>$ 0.92</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The calculated impact fee for the Kuna Rural Fire District is in line with similarly sized fire districts in Ada and Canyon Counties. The calculated fee is lower than the fire impact fees being assessed by municipal fire departments in the valley for several reasons. First, these fire departments have been in service decades longer than the Kuna Rural Fire District, and 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 this is not the case. 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.

On the positive side, an impact fee program will enable the District to plan for growth without decreasing its service levels (response time), 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.

At the recommendation of the Development Impact Fee Advisory Committee, the Commission may wish to incorporate into its enacting resolution means for a development to seek an exemption from impact fees when it can be proven that this development will contribute significant benefits to the taxpayers of the District. This issue is discussed in more detail in the following section.
Implementation Recommendations

The following implementation recommendations should be considered:

**Intergovernmental Agreements.** The Kuna 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, it needs another governmental entity to collect these fees on its behalf. Idaho Code 67-8204(a) authorizes the District to enter into an intergovernmental agreement with a city of county which can collect fire fees on their behalf. In the case of this District, which includes one municipality and two counties, three intergovernmental agreements for the collection of Fire District impact fees would have to be developed and adopted by the corresponding bodies.

Fire 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.

Although Ada County collects impact fees for the City of Boise and the Ada County Highway District, it does not currently collect fire fees for any jurisdiction within its boundaries. Canyon County does not currently collect impact fees for any jurisdictions within its boundaries. No cities in Ada or 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 two county commissions and various municipalities may be prepared to consider collecting on the behalf of growth-related fire capital needs. If the Kuna Rural Fire District chooses to pursue fire impact fees, the Chief would join Galena Consulting and other fire agencies in a broad discussion about how to execute the required intergovernmental agreements.

**Capital Improvements Plan.** The District should 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 Commission 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 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 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. 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.

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(1)(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.

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37 See Section 67-8209(3), Idaho Code.
38 See Section 67-8209(4), Idaho Code
FINAL REPORT
June 30, 2018

Star Fire Protection District
Idaho Impact Fee Study and Capital Improvement Plan

Prepared for
Star Fire Protection District
10831 West State Street
Star, Idaho 83669

Prepared By
Galena Consulting
Anne Wescott
1925 North Montclair Drive
Boise, ID 83702
Section I. Introduction

This report regarding impact fees for the Star Fire Protection 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 Star Fire Protection 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.”

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.”

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. 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;⁵

- 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;⁶

- Impact fees must not exceed the proportionate share of the cost of capital improvements needed to serve new growth and development;⁷

- Impact fees must be maintained in one or more interest-bearing accounts within the capital projects fund.⁸

In addition, the Impact Fee Act requires the following:

- Establishment of and consultation with a development impact fee advisory committee (Advisory Committee);⁹

- 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;¹⁰

- Identification of the growth-related portion of the District’s Capital Improvement Plan;¹¹

- Analysis of cash flow stemming from impact fees and other capital improvement funding sources;¹²

- 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;¹³

- Preparation and adoption of a Capital Improvement Plan pursuant to state law and public hearings regarding the same;¹⁴ and

- Preparation and adoption of a resolution authorizing impact fees pursuant to state law and public hearings regarding the same.¹⁵
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. 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. 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.” 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.

Through data analysis and interviews with the District and 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 2026. This is consistent with the Impact Fee Act. 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 unit” of development calculated in accordance with generally accepted engineering or planning standards for a particular category of capital improvement.” 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.” 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.” 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. Equipment and vehicles with a useful life of 10 years or more are also impact fee eligible under the Impact Fee Act. 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 includes 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 department 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 service, 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 Star Fire Protection District Fire Department within the next ten years to achieve the planned level of service of the District?

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 the 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 the 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 VI 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.


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); Dollan v. District of Tigard, 512 U.S. 374 (1994).
See Sections 67-8202(4) and 67-8203(29), Idaho Code.

See Section 67-8210(4), Idaho Code.

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

See Section 67-8210(1), Idaho Code

See Section 67-8205, Idaho Code.

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

See Section 67-8208, Idaho Code.

See Section 67-8207, Idaho Code.


See Section 67-8208, Idaho Code.


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.

See Section 67-8208, Idaho Code.

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

See Section 67-8207, Idaho Code.

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.

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

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

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.

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

See Section 67-8208(1)(d).

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

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.

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

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 2017 through 2026 for the District. These projections were based on the most recent growth estimates from COMPASS, 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 two incorporated cities (Star and a portion of Middleton), as well as portions of unincorporated Ada and Canyon Counties. As the following map indicates, the District’s service area borders the Eagle Fire District to the east; City of Meridian Fire Department to the southeast; Caldwell and Nampa Fire Districts to the southwest; and the Middleton Fire District to the west.

The following Exhibit II-1 presents the current and estimated future population for the District.

Exhibit II-1.
Current and Future Population within the boundaries of the Star Fire Protection District

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2026</th>
<th>Net Increase</th>
<th>Percent Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>12,280</td>
<td>26,000</td>
<td>13,721</td>
<td>112%</td>
</tr>
</tbody>
</table>

The District currently has approximately 12,280 persons residing within its service boundary. As indicated above, the service boundary of the District is larger than the City of Star, and larger than the Star Area of Impact.

Current and future population estimates were derived by isolating the population within each Transportation Analysis Zone (TAZ) within the District boundaries according to current COMPASS data. This data was augmented by more recent building permit and annexation approval data. Over the next ten years, these models indicate the District will grow by approximately 13,721 persons, or at an annual growth rate of 11 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 District.
Exhibit II-2.
Current and Future Land Uses, Star Fire Protection District

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2027</th>
<th>Net Growth</th>
<th>Net Increase in Square Feet</th>
<th>Percent of Total Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>12,280</td>
<td>26,000</td>
<td>13,721</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential (in units)</td>
<td>4,099</td>
<td>8,666.67</td>
<td>4,567</td>
<td>9,637,073</td>
<td>90%</td>
</tr>
<tr>
<td>Nonresidential (in square feet)</td>
<td>204,967</td>
<td>1,300,000</td>
<td>1,095,033</td>
<td>1,095,033</td>
<td>10%</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td>10,732,107</td>
<td>100%</td>
</tr>
</tbody>
</table>

As shown above, the Star Fire Protection District is expected to grow by approximately 4,567 residential units and 1,095,033 nonresidential square feet over the next ten years. Ninety percent of this growth is attributable to residential land uses, while the remaining ten 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.

While there has been an average of 200 new homes built in Star each year for the past five years, plat activity and a survey of local developers indicate the residential market will continue to increase dramatically in this area. In 2018 COMPASS data projected over 400 new homes would be built within the District each year over the next ten years which is consistent with the population estimates for the area, as well as facilities plans for the West Ada School District. Recent annexations into the City of Star indicate even more residential building will occur in the next ten years.

Non-residential development (office, retail and industrial) is harder to predict. Generally, “retail follows rooftops” but it is unclear how quickly this development will occur over the next ten years. Other areas in the Treasure Valley have approximately 300 square feet of non-residential development per residential household. For the purpose of this study, given the evolving growth patterns in the District’s service area, we estimated only 50 square feet of non-residential development per current household, and projected 150 square feet of non-residential development per household by 2027. This estimate does not seem unrealistic given the known non-residential development planned for the area (Bi-Mart, a grocery store, a high school, two new middle schools and 2 new elementary schools) and a conservatively projected amount of other retail and office uses (i.e., fast food, medical/dental offices, insurance offices, etc.).
Section III.  
Impact Fee Calculation

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

1. Who is currently served by the Star Fire Protection District?

As shown in Exhibit II-2, the District currently serves 4,099 residential units and approximately 205,000 square feet of nonresidential land use.

2. What is the current level of service provided by the Star Fire Protection District?

The Star Fire Protection District provides a level of service of a 90 percent fractile response time of 6 minutes and 41 seconds for fire response and 4 minutes and 1 second for emergency medical response. 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 Star Fire Protection District to provide this level of service?

The following Exhibit III-1 displays the current assets of the Star Fire Protection District.

Exhibit III-1.  
Current Assets – Star Fire Protection District

<table>
<thead>
<tr>
<th>Type of Capital Asset</th>
<th>Replacement Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
</tr>
<tr>
<td>Station #1</td>
<td>$ 1,760,000</td>
</tr>
<tr>
<td>Station #2</td>
<td>$ 2,085,000</td>
</tr>
<tr>
<td>Apparatus/Vehicles</td>
<td></td>
</tr>
<tr>
<td>1992 E52 Dash Fire Engine</td>
<td>$ 506,000</td>
</tr>
<tr>
<td>2002 Ford Explorer</td>
<td>$ 30,000</td>
</tr>
<tr>
<td>Comm 551 Ford F150 Command Vehicle</td>
<td>$ 35,000</td>
</tr>
<tr>
<td>Brush F51 - 2010 Dodge RAM 5500</td>
<td>$ 75,000</td>
</tr>
<tr>
<td>E51 Rosenbauer Engine SN 4566</td>
<td>$ 506,000</td>
</tr>
<tr>
<td>Maint 51 2002 Ford F550 Truck</td>
<td>$ 50,000</td>
</tr>
<tr>
<td>W/TSI 2011 Rosenbauer Water Tender</td>
<td>$ 375,000</td>
</tr>
<tr>
<td>2017 Chev 1500 Comm Vehicle</td>
<td>$ 32,709</td>
</tr>
<tr>
<td>Equipment</td>
<td></td>
</tr>
<tr>
<td>Caterpillar Generator D60P4</td>
<td>$ 50,000</td>
</tr>
<tr>
<td>TNT Extrication Equipment</td>
<td>$ 18,000</td>
</tr>
<tr>
<td>Generator (Station 2)</td>
<td>$ 50,000</td>
</tr>
<tr>
<td>700 Meg Hand Held Radios (14)</td>
<td>$ 91,000</td>
</tr>
<tr>
<td>Extractor - Unimax</td>
<td>$ 7,129</td>
</tr>
<tr>
<td>Thermal Imager - Bullard</td>
<td>$ 8,996</td>
</tr>
<tr>
<td>SCBA's (12 @ $6,500/each)</td>
<td>$ 78,000</td>
</tr>
<tr>
<td>Phone System</td>
<td>$ 24,033</td>
</tr>
<tr>
<td>Bizhub C280 Printer/ Copier</td>
<td>$ 5,000</td>
</tr>
<tr>
<td>Total Assets</td>
<td>$ 5,816,287</td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research</td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$ 4,000</td>
</tr>
<tr>
<td>Grand Total</td>
<td>$ 5,820,287</td>
</tr>
</tbody>
</table>
As shown above, the District currently owns approximately $5.8 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 Star Fire Protection District has already invested $1,322 per residential unit and $1.95 per 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 Star Fire Protection District?**

As shown in Exhibit II-2, the Star Fire Protection District is expected to grow by approximately 4,567 residential units and 1,095,033 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 Star Fire Protection District over the next ten years.

---

### Exhibit III-2.
**Star Fire Protection District CIP 2018 to 2027**

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Demand 2016-2027</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Star Fire District Station #3</td>
<td>$4,000,000</td>
<td>100%</td>
<td>80%</td>
<td>$3,200,000</td>
<td>$800,000</td>
</tr>
<tr>
<td>Expansion of Station #1 - additional bay and training area</td>
<td>$1,000,000</td>
<td>50%</td>
<td>80%</td>
<td>$400,000</td>
<td>$600,000</td>
</tr>
<tr>
<td>Vehicles</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 additional engine for Station #3</td>
<td>$600,000</td>
<td>100%</td>
<td>80%</td>
<td>$480,000</td>
<td>$120,000</td>
</tr>
<tr>
<td>1 replacement engine</td>
<td>$600,000</td>
<td>0%</td>
<td>0%</td>
<td>$0</td>
<td>$600,000</td>
</tr>
<tr>
<td>1 replacement Type 3 brush truck</td>
<td>$130,000</td>
<td>0%</td>
<td>0%</td>
<td>$0</td>
<td>$130,000</td>
</tr>
<tr>
<td>Equipment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6 complete SCBA units for Station #3</td>
<td>$39,000</td>
<td>100%</td>
<td>80%</td>
<td>$31,200</td>
<td>$7,800</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$5,369,000</td>
<td></td>
<td></td>
<td>$4,111,200</td>
<td>$2,257,800</td>
</tr>
<tr>
<td><strong>Plus Cost of Fee-Related Research</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$6,000</td>
<td>100%</td>
<td>100%</td>
<td>$6,000</td>
<td></td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$6,375,000</td>
<td>$5,145,000</td>
<td>$4,117,200</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

As shown above, the District plans to purchase approximately $6.4 million in capital improvements over the next ten years, $5.1 million of which is necessitated by new growth. Of this $5.1 million, 80% or $4.1 million can be attributed to growth that occurs in the next ten years, with the remaining 20% to be collected from growth after 2027. These new assets will allow the District to achieve its planned level of service in the future.
Assuming current housing and development trends continue at projected rates, the estimated date for the commencement of the construction of Station #3 and purchase of related apparatus and equipment identified above is 2026. The expansion of Station #1 is estimated to occur in 2021.

The remaining approximately $1.3 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). The District has identified property tax revenue as the source for funding non growth-related capital improvements. This revenue will fund the non growth-related portion of the expansion of Station #1 in 2021. The District will replace its non growth-related apparatus and equipment as they reach their industry life span throughout the 10-year period.

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 Star Fire Protection District.

**Exhibit III-3.**
**DRAFT Impact Fee Calculation, Star Fire Protection District**

<table>
<thead>
<tr>
<th>Amount to Include in Impact Fee Calculation</th>
<th>$4,117,200</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of Future Growth</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>90%</td>
</tr>
<tr>
<td>Non Residential</td>
<td>10%</td>
</tr>
<tr>
<td>Amount Attributable to Future Growth</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>$3,697,108</td>
</tr>
<tr>
<td>Non Residential</td>
<td>$420,092</td>
</tr>
<tr>
<td>Future Growth 2017-2026</td>
<td></td>
</tr>
<tr>
<td>Residential (per unit)</td>
<td>4,567</td>
</tr>
<tr>
<td>Non Residential (per square foot)</td>
<td>1,095,033</td>
</tr>
</tbody>
</table>

| Impact Fee                               |          |
| Residential (per unit)                   | $809     |
| Non Residential (per square foot)        | $0.38    |

As shown above, we have calculated impact fees for the Star Fire Protection District at $809 per residential unit and $0.38 per nonresidential square foot. In comparison, as indicated in question #4 above, property taxpayers within the District have already invested $1,322 per residential unit and $1.95 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.
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). The District has identified property tax revenue as the source for funding non growth-related capital improvements.

To arrive at this participation amount, the expected impact fee revenue needs to be subtracted from the total CIP value. Exhibit IV-3 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 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 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 III-4.

Star Fire Protection District Participation Summary,
2018-2027

<table>
<thead>
<tr>
<th></th>
<th>Required</th>
<th>Discretionary</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire</td>
<td>$500,000</td>
<td>$730,000</td>
<td>$1,230,000</td>
</tr>
</tbody>
</table>

The total amount the District would be required to contribute over 10 years, should the District adopt fees at the calculated amount, is $500,000 for the non-growth portion of the expansion to Station #1. The District could also choose to fund the discretionary infrastructure of $730,000 for apparatus replacement. While District has the option to fund these capital improvements over the 10-year period, these payments are not required.

The District has identified property tax revenue as the source for funding non growth-related capital improvements.
Section IV.
Fee Analysis and Administrative Recommendations

The calculated impact fee based on the draft capital improvement plan is higher than the fee currently being assessed by neighboring communities. A comparison of the calculated Fire impact fee to similar fees to that being assessed by other fire departments and districts is provided in Exhibit IV-1:

Exhibit IV-1.
DRAFT Impact Fee Comparison - Fire

<table>
<thead>
<tr>
<th></th>
<th>Star Fire DRAFT</th>
<th>Eagle Fire DRAFT</th>
<th>Middleton DRAFT</th>
<th>Kuna Fire Adopted</th>
<th>NACFR DRAFT</th>
<th>City of Meridian</th>
<th>City of Caldwell</th>
<th>City of Boise</th>
<th>City of Nampa</th>
</tr>
</thead>
<tbody>
<tr>
<td>per Residential Unit</td>
<td>$ 809</td>
<td>$ 677</td>
<td>$ 819</td>
<td>$ 701</td>
<td>$ 647</td>
<td>$ 681</td>
<td>$ 617</td>
<td>$ 526</td>
<td>$ 155</td>
</tr>
<tr>
<td>per Non-Residential sf</td>
<td>$ 0.38</td>
<td>$ 0.29</td>
<td>$ 0.41</td>
<td>$ 0.35</td>
<td>$ 0.32</td>
<td>$ 0.35</td>
<td>$ 0.10</td>
<td>$ 0.27</td>
<td>$ 0.12</td>
</tr>
</tbody>
</table>

The calculated impact fee for the Star Fire Protection District is on the higher end of the range for fire impact fees, but consistent with the Middleton Rural Fire District, its adjoining district. The calculated fee for the Eagle Fire District and Kuna Rural Fire district is somewhat lower than that calculated for the Star Fire Protection District because they are able to spread similar total CIP costs among a greater number of projected residential and non-residential growth. The North Ada County Fire and Rescue will not be building a new station in the next ten years, so their capital costs and therefore calculated fees are lower. Municipal fire impact fees tend to be lower than district fire impact fees because they have greater density and have more capacity already built into their infrastructure system than rural districts. The City of Nampa is updating its fire impact fee and it is anticipated to be commensurate with the City of Meridian.

Some communities express concern that impact fees will stifle growth. Empirical data indicates this is not the case. 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.

On the positive side, an impact fee program will enable the District to plan for growth without decreasing its service levels (response time), 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 Star Fire Protection 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, it needs another governmental entity to collect these fees on its behalf. Idaho Code 67-8204(a) authorizes the District to enter into an intergovernmental agreement with a city or county which can collect fire fees on their behalf. In the case of this District, which includes Kuna and two counties, three intergovernmental agreements for the collection of Fire District impact fees would have to be developed and adopted by the corresponding bodies.

Fire 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 Commission 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 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 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. 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.

**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(1)(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
Jason,

The Eagle Fire Department fully supports the application for the Comp. Plan Amendment regarding Impact Fees. Please contact me if you have any questions.

Scott Buck  
Deputy Chief / Fire Marshal  
O 208-939-6463  
Cell 208-914-8294
BOISE CITY PUBLIC WORKS DEPARTMENT

DEPARTMENT CORRESPONDENCE

To: Boise City Planning & Zoning
Re: 201901352 ZOA

Date: August 9, 2019

CONDITIONS OF APPROVAL

SEWER CONDITIONS – MIKE SHEPPARD (208-608-7504)
No comment

STORMWATER CONDITIONS – BRIAN MURPHY (208-608-7148)
No comment

STREET LIGHT CONDITIONS – TOM MARSHALL (208-608-7526)
No comment

PERSON MAKING OTHER COMMENTS – None

JASON TAYLOR - PUBLIC WORKS

MIKE SHEPPARD - PUBLIC WORKS
Good morning,

ITD has received application 201901640-CPA for review. ITD does not anticipate any significant traffic impact to the State Highway system from this development and has no objections to the proposed development.

Thank you,

Sarah Arjona
Development Services Coordinator
ITD District 3
(208) 334-8338

From: Jason Boal <jboal@idadounty.id.gov>
Sent: Monday, July 29, 2019 4:28 PM
To: boisedrycreekcemetery@gmail.com; lmoser@eaglesewer.com; adam.straubinger@idpr.idaho.gov; jmaffuccio@idahopower.com; jmaffuccio@idahopower.com; cjacky@idahopower.com; yochum.joe@westada.org; john.lee@unitedwater.com; roger.greaves@suez-na.com; kclare@usbr.gov; ddoan@cityofboise.org; rjohnson@cityofboise.org; Annette Yates <ayates@idadounty.id.gov>; Scott Williams <opwillis@idadounty.id.gov>; scottpruett@cableone.net; lanette.daw@boiseschools.org; caria.bernardi@cableone.biz; newts@q.com; lbadigia@cdhd.idaho.gov; becca3646@gmail.com; mwigley@cityofboise.org; sbreeham@cityofboise.org; tlaws@cityofboise.org; bdmoore@cityofboise.org; kyokom@cityofboise.org; bvaughan@cityofeagle.org; mwilliams@cityofeagle.org; wendy@cityofkuna.org; cward@staridaho.org; Greg Timinsky <cgtiminski@starfirerescue.org>; xraygal2012@aol.com; sdeklo1@hotmail.com; cmiller@compassidaho.org; masserhna@gmail.com; pkgann8061@aol.com; bryce@sawtoothlaw.com; twononas@msn.com; sbuck@eaglefire.org; boisecook@yahoo.com; scott.eaton@faa.gov; smm5156@gmail.com; farmers.union.ditch@gmail.com; jamie.huff@dhs.gov; fergyriver@msn.com; borahna@gmail.com; bran.compton@idfg.idaho.gov; bill.bosworth@idfg.idaho.gov; peoplesm@dhw.idaho.gov; aaron.golart@idwr.idaho.gov; nick.miller@idwr.idaho.gov; Shona Tonkin <Shona.Tonkin@itd.idaho.gov>; Ken Couch <Ken.Couch@itd.idaho.gov>; D3 Development Services <D3Development.Services@itd.idaho.gov>; Mark Wasdahl <Mark.Wasdahl@itd.idaho.gov>; russ.nishikawa@mdu.idaho.edu; idprospect@aol.com; mbeatty345@aol.com; ppalmer@kunafire.com; kbekkedal@kunaschools.org; agrover@melbaschools.org; cjcoles@meridiancity.org; cjhnson@meridiancity.org; gretchen@epl.org; mm_mj@junco.com; newdrycreek@gmail.com; velta@nyid.org; rgervais@cityofboise.org; rjohnson@cityofboise.org; ross@whitneyfiredistrict.org; nwbsd@msn.com; mark@pioneerirrigation.com; dgoron@cityofboise.org; mack@settlersirrigation.com; testrada@starswd.com; sunset <boise@yahoo.com>; jangels10@gmail.com; mkeithboise@gmail.com; adaswdc@gmail.com; wbtestes@aol.com; bpr@cityofboise.org; bryce@sawtoothlaw.com; prsb@sageidaho.com; dmorriss@ctctele.com; hsta@hiddensprings.com; fromm.carla@epa.gov; matt.halitsky@ishs.idaho.gov; sbumgarner@cityofeagle.org; Darby Weston <darby@idadounty.id.gov>; Scott Koberg <skoberg@idadounty.id.gov>; Candy Hahlbeck <chahlbeck@idadounty.id.gov>; Bob Batista <bbatista@expohidaho.com>; info@westernada.com; cfernswo@junco.com; cityofmelba@aol.com; Ryan Strain <rstrain@idadounty.id.gov>; mark@meridiancemetary.com; tjmcmorrow@gmail.com; tonym222@msn.com; president@collistercna.org; edmiller@givenspursley.com; teslamydog@yahoo.com; boisecc@qwestoffice.net; bryce@sawtoothlaw.com; Adam
Ada County Development Services is requesting comments and recommendations on the application referenced above. To review detailed information about the request please either click on the file number identified above, or visit the Ada County Development Services Application Tracking System (ATS) web
site at
https://gis.adacounty.id.gov/apps/application_tracker and search by file number. Hover over the pushpin that appears on the map with your mouse and select “Additional Info” from the pop-up box. You will then be able to review individual documents, drawings and other information detailing the request.

We request that you submit your comments or recommendations by 9/12/2019. When responding, please reference the file number identified above. If responding by email, please send comments to jboal@adacounty.id.gov.

To request a hard copy of materials associated with this application, for additional information, or to provide comment on Ada County’s Development Services ATS, please call me at the number listed below.

Sincerely yours,
JASON BOAL, CURRENT PLANNING MANAGER
200 W Front Street
Boise ID 83702
jboal@adacounty.id.gov
(208) 287-7916

Jason Boal, AICP, CFM
Current Planning Manager
Ada County Development Services
200 W. Front St., Boise, ID 83702
(208) 287-7916 office
(208) 287-7909 fax
FOR IMMEDIATE RELEASE  
September 17, 2019

PUBLIC HEARING NOTICE

(Media Outlets: The following announcement is intended to help notify Ada County residents of proposed development applications.)

The Ada County Planning & Zoning Commission will hold a public hearing on October 3, 2019, at 6:00 p.m. in the Commissioners Main Hearing Room #1235, on the first floor, at 200 W. Front Street, Boise, ID to discuss 201901640-CPA, ADA COUNTY DEVELOPMENT SERVICES; Ada County Comprehensive Plan text amendment on behalf of fire districts: Eagle Fire, Kuna Rural, North Ada and Star Fire. The amendment would add Impact Fee Studies and Capital Improvement Plans to the Ada County Comprehensive Plan.

Auxiliary aids or services for persons with disabilities are available upon request. Please call 208-287-7900 or 208-287-7979 (TDD) by 5:00 p.m. prior to this public hearing so that arrangements can be made.

Planner assigned to project: Jason Boal, 208-287-7916.

#  #  #
LEGAL NOTICE OF PUBLIC HEARING Legal notice is hereby given that the Ada County Planning and Zoning Commission will hold a public hearing on Thursday, October 3 at 6:00 p.m. in the Commissioners Main Hearing Room #1235, on the first floor, 200 W. Front Street, Boise, ID, to hear a request for: 201601258-S-HD-FP, BOISE HUNTER HOMES: A preliminary plat, hillside development, and floodplain application for Dry Creek Ranch Village south of Dry Creek Road. The property is located at W. Dry Creek Rd, Boise, ID 83714, in Section 35, T.5N, R.1E. Brent Danielson, (208) 287-7913. 201901123-DA-PBA-ZC, JESSE L. RUTLEDGE: A preliminary plat, private road, floodplain, and variance application to create a private road and an 8 lot subdivision in the floodplain. The property is located at 4900 S. Ridgewood Rd, Nampa, ID 83651, in Section 33, T.3N, R1W. Brent Danielson, (208) 287-7913. 201901640-CPA, ADA COUNTY: Ada County Comprehensive Plan text amendment on behalf of fire districts: Eagle Fire, Kuna Rural, North Ada and Star Fire. The amendment would add Impact Fee Studies and Capital Improvement Plans to the Ada County Comprehensive Plan. Jason Boal, (208) 287-7916. Staff Reports Available On-Line 5 Days before Hearing Date adaweb.net Auxiliary aids or services for persons with disabilities are available upon request. Please call (208) 287-7900 or (208) 287-7979 (TDD) by 5:00 p.m. three days prior to this public hearing so that arrangements can be made. ADA COUNTY PLANNING & ZONING COMMISSION Jason Boal Community Planning Manager PUBLISH: September 16, 2019 Publish Dates: 9/16/2019 -9/30/2019
LEGAL NOTICE OF PUBLIC HEARING: Legal notice is hereby given that the Ada County Planning and Zoning Commission will hold a public hearing on Thursday, October 3 at 6:00 p.m. in the Commissioners Main Hearing Room #1235, on the first floor, 200 W. Front Street, Boise, ID, to hear a request for: 201601258-S-HD-FP, BOISE HUNTER HOMES: A preliminary plat, hillside development, and floodplain application for Dry Creek Ranch Village south of Dry Creek Road. The property is located at W. Dry Creek Rd, Boise, ID 83714, in Section 35, T.5N, R.1E. Brent Danielson, (208) 287-7913. 201901123-DA-PBA-ZC, JESSE L. RUTLEDGE: A preliminary plat, private road, floodplain, and variance application to create a private road and an 8 lot subdivision in the floodplain. The property is located at 4900 S. Ridgewood Rd, Nampa, ID 83651, in Section 33, T.3N, R.1W. Brent Danielson, (208) 287-7913. 201901640-CPA, ADA COUNTY: Ada County Comprehensive Plan text amendment on behalf of fire districts: Eagle Fire, Kuna Rural, North Ada and Star Fire. The amendment would add Impact Fee Studies and Capital Improvement Plans to the Ada County Comprehensive Plan. Jason Boal, (208) 287-7916. Staff Reports Available On-Line 5 Days before Hearing Date adaweb.net Auxiliary aids or services for persons with disabilities are available upon request. Please call (208) 287-7900 or (208) 287-7979 (TDD) by 5:00 p.m. three days prior to this public hearing so that arrangements can be made. ADA COUNTY PLANNING & ZONING COMMISSION Jason Boal Community Planning Manager PUBLISH: September 16, 2019 Publish Dates: 9/16/2019 -9/30/2019

https://www.legalnotice.org/pl/Templates/PrivateLabel//popup/PrinterFriendly.aspx?ID=11622544
Ada County Fire Districts:
Planning for Growth

Ada County Planning
and Zoning Commission

October 3 2019
Ada County residents look to eight cooperating but separate jurisdictions for fire protection and emergency medical response

- County has urbanized areas, agricultural uses and wildland interfaces
- River and Foothills present unique demands
- Effective mutual aid response between entities
Fire Service is delivered by well-trained companies of firefighters, paramedics and other essential safety personnel dispatched from well-located station facilities via industry-standard apparatus and with the aid of various types of life and property-saving equipment.

Level of service for fire and medical services is measured in RESPONSE TIME - a combination of dispatch, turnout and travel time

National standard is 4 minute travel time
Growth is eroding ability to meet ideal response times
## Fire District Household Growth Projections 2018-2028

<table>
<thead>
<tr>
<th></th>
<th>2018 Households</th>
<th>2028 Households</th>
<th>New Households</th>
<th>Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eagle Fire District</td>
<td>12,143</td>
<td>20,643</td>
<td>8,500</td>
<td>70%</td>
</tr>
<tr>
<td>Kuna Rural</td>
<td>7,747</td>
<td>13,169</td>
<td>5,422</td>
<td>70%</td>
</tr>
<tr>
<td>NACFR</td>
<td>6,658</td>
<td>9,350</td>
<td>2,692</td>
<td>40%</td>
</tr>
<tr>
<td>Star Rural Fire</td>
<td>4,099</td>
<td>8,666</td>
<td>4,567</td>
<td>111%</td>
</tr>
</tbody>
</table>

**21,181 households**
### Fire District Non-Residential Growth Projections 2018-2028

<table>
<thead>
<tr>
<th></th>
<th>2018 Non-Res</th>
<th>2028 Non-Res</th>
<th>New Non-Res</th>
<th>Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eagle Fire District</td>
<td>2,100,000</td>
<td>4,335,030</td>
<td>2,235,030</td>
<td>106%</td>
</tr>
<tr>
<td>Kuna Rural</td>
<td>774,656</td>
<td>1,975,373</td>
<td>1,200,717</td>
<td>155%</td>
</tr>
<tr>
<td>NACFR</td>
<td>1,997,380</td>
<td>2,804,878</td>
<td>807,498</td>
<td>40%</td>
</tr>
<tr>
<td>Star Rural Fire</td>
<td>204,967</td>
<td>1,300,000</td>
<td>1,095,033</td>
<td>534%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>5,338,278</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Growth’s Impact on Level of Service

- Significant growth is putting a strain on the Districts’ ability to respond to calls within the desired amount of time.
- There are not enough stations and apparatus, and/or not ideally located stations to provide current levels of service to new growth
- Risks of not adding stations now include longer response times, increased mortality, increased property loss and increased property insurance rates for residents
- Each fire district has areas with declining ISO ratings because there are no existing stations within close enough travel time to new residential developments
- Homeowners in these areas are paying $500 more in fire insurance premiums per year than those within adequate distance to an existing station
How Can Districts Maintain Their Level of Service in the Midst of Significant Growth?

- Increased revenues from property taxes generated by new growth can help pay for operating costs associated with adding new stations (salaries, fuel, maintenance, etc.).

- There is not enough revenue “left over” to pay for the capital expenditures (station construction and purchase of apparatus and equipment).

- Existing residents do not want to have their taxes increased or be asked to approve a bond for these capital expenditures.
What are the Districts Seeking from the County?

Fire Districts are asking Ada County to collect impact fees in the unincorporated areas of their boundaries

- Requires that County Comprehensive Plan be amended to include the capital improvement plans for each District (P&Z public hearing)
- Requires public hearing with County Commission to adopt the fees.
What Are Impact Fees?

Fees paid by new development projects as a condition of permit approval to support infrastructure needed to serve the proposed development.

Fees are calculated to cover a proportionate share of the capital cost for that infrastructure.

Cannot be used to cure deficiencies, or pay for operating expenses.
Study Methodology

1. Who is currently served by the District?
2. What is the current level of service provided by the District?
3. What assets allow the District to provide this level of service?
4. What is the current investment per household/sf?
5. What future growth is expected in the District?
6. What new infrastructure is required to serve future growth?
7. What impact fee is required to pay for the new infrastructure?
**Fee Calculation**

**Numerator:** what you need to build or buy to support future growth

\[
\div
\]

**Denominator:** who is coming
(# of residential units/non-residential square feet)

\[
= 
\]

**Full Cost Recovery Impact Fee per unit**
## Current Capital Assets Needed For Current Level of Service

<table>
<thead>
<tr>
<th>District</th>
<th>Value</th>
<th>per HH</th>
<th>per SF</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eagle Fire District</td>
<td>$19,915,400</td>
<td>$1,534</td>
<td>$0.61</td>
</tr>
<tr>
<td>Kuna Rural</td>
<td>$7,206,000</td>
<td>$886</td>
<td>$0.44</td>
</tr>
<tr>
<td>NACFR</td>
<td>$10,728,600</td>
<td>$1,439</td>
<td>$0.58</td>
</tr>
<tr>
<td>Star Rural Fire</td>
<td>$5,820,267</td>
<td>$1,322</td>
<td>$1.95</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$43,670,267</strong></td>
<td><strong>$1,295</strong></td>
<td><strong>$0.90</strong></td>
</tr>
</tbody>
</table>

"How much has everyone already here invested in the capital infrastructure to provide this level of service?"
## Value of 10-Year Capital Improvement Plans by District

<table>
<thead>
<tr>
<th>District</th>
<th>Total Cost</th>
<th>Growth Related</th>
<th>Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eagle Fire District</td>
<td>$12,404,125</td>
<td>$6,399,000</td>
<td>$6,005,125</td>
</tr>
<tr>
<td>Kuna Rural</td>
<td>$8,213,500</td>
<td>$4,221,000</td>
<td>$3,992,500</td>
</tr>
<tr>
<td>NACFR</td>
<td>$2,004,000</td>
<td>$2,004,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Star Rural Fire</td>
<td>$6,375,000</td>
<td>$5,145,000</td>
<td>$1,230,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$28,996,625</strong></td>
<td><strong>$17,769,000</strong></td>
<td><strong>$11,227,625</strong></td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>$7,249,156</strong></td>
<td><strong>$4,442,250</strong></td>
<td><strong>$2,806,906</strong></td>
</tr>
</tbody>
</table>
# Eagle Fire District Capital Improvement Plan 2018-2027

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #4 - Northwest</td>
<td>$4,000,000</td>
<td>100%</td>
<td>$4,000,000</td>
<td>$-</td>
</tr>
<tr>
<td>Add bay to Station #2</td>
<td>$900,000</td>
<td>50%</td>
<td>$450,000</td>
<td>$450,000</td>
</tr>
<tr>
<td>Add bay to Station #3</td>
<td>$900,000</td>
<td>50%</td>
<td>$450,000</td>
<td>$450,000</td>
</tr>
<tr>
<td><strong>Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Engine for Station #4</td>
<td>$650,000</td>
<td>100%</td>
<td>$650,000</td>
<td>$-</td>
</tr>
<tr>
<td>1 Heavy Brush Truck</td>
<td>$600,000</td>
<td>100%</td>
<td>$600,000</td>
<td>$-</td>
</tr>
<tr>
<td>2 TRV for BLM trails and paths</td>
<td>$60,000</td>
<td>100%</td>
<td>$60,000</td>
<td>$-</td>
</tr>
<tr>
<td>Replacement of Existing Vehicles</td>
<td>$4,552,125</td>
<td>0%</td>
<td>$-</td>
<td>$4,552,125</td>
</tr>
<tr>
<td><strong>Equipment</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>20 additional SCBAs</td>
<td>$120,000</td>
<td>100%</td>
<td>$120,000</td>
<td>$-</td>
</tr>
<tr>
<td>9 handheld radios</td>
<td>$63,000</td>
<td>100%</td>
<td>$63,000</td>
<td>$-</td>
</tr>
<tr>
<td>Air trailer</td>
<td>$100,000</td>
<td>100%</td>
<td>$100,000</td>
<td>$-</td>
</tr>
<tr>
<td>Replacement of Existing Equipment</td>
<td>$553,000</td>
<td>0%</td>
<td>$-</td>
<td>$553,000</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$12,498,125</td>
<td></td>
<td>$6,493,000</td>
<td>$6,005,125</td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$6,000</td>
<td>100%</td>
<td>$6,000</td>
<td>$-</td>
</tr>
<tr>
<td>Minus Avimor Fund Balance</td>
<td>$100,000</td>
<td>100%</td>
<td>$100,000</td>
<td>$-</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$12,404,125</td>
<td></td>
<td>$6,399,000</td>
<td>$6,005,125</td>
</tr>
</tbody>
</table>
## Kuna Fire Capital Improvement Plan 2018-2027

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #2</td>
<td>$3,180,000</td>
<td>100%</td>
<td>$3,180,000</td>
<td>$0</td>
</tr>
<tr>
<td>Remodel and Expand Station #1</td>
<td>$500,000</td>
<td>50%</td>
<td>$250,000</td>
<td>$250,000</td>
</tr>
<tr>
<td><strong>Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ladder Truck for Station #2</td>
<td>$1,200,000</td>
<td>50%</td>
<td>$600,000</td>
<td>$600,000</td>
</tr>
<tr>
<td>Additional Ambulance for Station #2</td>
<td>$185,000</td>
<td>100%</td>
<td>$185,000</td>
<td>$0</td>
</tr>
<tr>
<td>Replace 2 Engines</td>
<td>$1,200,000</td>
<td>0%</td>
<td>$0</td>
<td>$1,200,000</td>
</tr>
<tr>
<td>Replace 2 Brush Trucks</td>
<td>$680,000</td>
<td>0%</td>
<td>$0</td>
<td>$680,000</td>
</tr>
<tr>
<td>Replace 3 Ambulances</td>
<td>$555,000</td>
<td>0%</td>
<td>$0</td>
<td>$555,000</td>
</tr>
<tr>
<td><strong>Equipment</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SCBAs - scheduled replacement</td>
<td>$255,000</td>
<td>0%</td>
<td>$0</td>
<td>$255,000</td>
</tr>
<tr>
<td>Cardiac Monitors - scheduled replacement</td>
<td>$100,000</td>
<td>0%</td>
<td>$0</td>
<td>$100,000</td>
</tr>
<tr>
<td>Mobile Radios - scheduled replacement</td>
<td>$112,500</td>
<td>0%</td>
<td>$0</td>
<td>$112,500</td>
</tr>
<tr>
<td>Portable Radios - scheduled replacement</td>
<td>$240,000</td>
<td>0%</td>
<td>$0</td>
<td>$240,000</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$8,207,500</td>
<td></td>
<td>$4,215,000</td>
<td>$3,992,500</td>
</tr>
<tr>
<td><strong>Plus Cost of Fee-Related Research</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$6,000</td>
<td>100%</td>
<td>$6,000</td>
<td></td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$8,213,500</td>
<td></td>
<td>$4,221,000</td>
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</tr>
</tbody>
</table>
## NACFR Fire Capital Improvement Plan 2018-2027

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adding physical capacity for bays/dorms to existing station</td>
<td>$700,000</td>
<td>100%</td>
<td>$700,000</td>
<td>$-</td>
</tr>
<tr>
<td><strong>Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Engine for Station #18</td>
<td>$650,000</td>
<td>100%</td>
<td>$650,000</td>
<td>$-</td>
</tr>
<tr>
<td>Engine for growth in NW</td>
<td>$650,000</td>
<td>100%</td>
<td>$650,000</td>
<td>$-</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$2,000,000</td>
<td></td>
<td>$2,000,000</td>
<td>$-</td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$4,000</td>
<td>100%</td>
<td>$4,000</td>
<td>$-</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$2,004,000</td>
<td></td>
<td>$2,004,000</td>
<td>$-</td>
</tr>
</tbody>
</table>
# Star Fire Capital Improvement Plan 2018-2027

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Demand 2018-2027</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Star Fire District Station #3</td>
<td>$4,000,000</td>
<td>100%</td>
<td>80%</td>
<td>$3,200,000</td>
<td>$800,000</td>
</tr>
<tr>
<td>Expansion of Station #1 - additional bay and training area</td>
<td>$1,000,000</td>
<td>50%</td>
<td>80%</td>
<td>$400,000</td>
<td>$600,000</td>
</tr>
<tr>
<td><strong>Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 additional engine for Station #3</td>
<td>$600,000</td>
<td>100%</td>
<td>80%</td>
<td>$480,000</td>
<td>$120,000</td>
</tr>
<tr>
<td>1 replacement engine</td>
<td>$600,000</td>
<td>0%</td>
<td>0%</td>
<td>$0</td>
<td>$600,000</td>
</tr>
<tr>
<td>1 replacement Type 3 brush truck</td>
<td>$130,000</td>
<td>0%</td>
<td>0%</td>
<td>$0</td>
<td>$130,000</td>
</tr>
<tr>
<td><strong>Equipment</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6 complete SCBA units for Station #3</td>
<td>$39,000</td>
<td>100%</td>
<td>80%</td>
<td>$31,200</td>
<td>$7,800</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$6,369,000</td>
<td></td>
<td></td>
<td>$4,111,200</td>
<td>$2,257,800</td>
</tr>
<tr>
<td><strong>Plus Cost of Fee-Related Research</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$6,000</td>
<td>100%</td>
<td>100%</td>
<td>$6,000</td>
<td></td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$6,375,000</td>
<td></td>
<td></td>
<td>$5,145,000</td>
<td>$4,117,200</td>
</tr>
</tbody>
</table>
The average residential fire impact fee for Boise is approximately $500; this is less than those proposed for the fire districts because 1) Boise already has invested in 15 stations spread out through the service area; and 2) recent station infrastructure was primarily bond funded. Therefore, Boise has a relatively small CIP compared with these growing districts, and therefore a lower impact fee.
Fee Comparisons

- Impact fees will vary by jurisdiction due to differences in current assets, level of service, growth projections, growth patterns, etc.
- Proposed impact fees for the fire districts are relatively similar to each other
- Keeps the “playing field” level for development
- All fire districts in Canyon County are currently in the process of proposing impact fees as well. These fees may be slightly higher than those in Ada County.
Legal Process

- Fire districts have conducted their impact-fee studies and developed 10-Year CIPs in compliance with State statute.
- Advisory Committees made up of community members in development, real estate, lending, construction, etc. have given their unanimous recommendation to adopt the proposed fees.
- District Commissions have reviewed these proposals and have determined they would like to pursue the adoption of fees with the cities and Ada County.
- The cities of Kuna and Star have already adopted and are collecting their fire districts’ fees
- The cities of Garden City and Eagle have indicated support for adoption once Ada County indicates its support
From: Jason Boal
Sent: Thursday, October 10, 2019 12:17 PM
To: jboal@cityofboise.org; jjohnson@cityofboise.org; Annette Yates; Scott Williams; scottpruett@cableone.net; lanette.daw@boiseschools.org; carla.bernardi@cableone.biz; newts@q.com; lbadigia@cdhd.idaho.gov; becca3646@gmail.com; midge.a.kline@andeavor.com; mwigley@cityofboise.org; sbeecham@cityofboise.org; tlaws@cityofboise.org; bdmoore@cityofboise.org; kyokom@cityofboise.org; bvaughan@cityfeagle.org; mwilliams@cityofboage.org; whowell@kuna.id.gov; tward@staridaho.gov; gtiminsky@starfire rescue.org; xraygal2012@aol.com; sdenel101@hotmail.com; cmiller@compassidaho.org; masserhna@gmail.com; pkgann8061@aol.com; bryce@sawtoothlaw.com; twononas@msn.com; sbuck@eaglefire.com; boisecook@yahoo.com; scott.eaton@fao.gov; smm5156@gmail.com; farmers.union.ditch@gmail.com; jamie.huff@dhs.gov; fergyriver@msn.com; borahna@gmail.com; mark.lesser@itd.idaho.gov; brad.compton@idfg.idaho.gov; bill.bosworth@idfg.idaho.gov; peoplems@dhw.idaho.gov; aaron.golart@idwr.idaho.gov; nick.miller@idwr.idaho.gov; shona.tonkin@itd.idaho.gov; ken.couch@itd.idaho.gov; d3development.services@itd.idaho.gov; mark.wasdahl@itd.idaho.gov; russ.nishikawa@mdu.com; idprospect@aol.com; mbbeatty345@aol.com; ppalmer@kunafire.com; kbeekekda@kunaschools.org; agrover@melbaschools.org; jcoles@meridiancity.org; cjohnson@meridiancity.org; gretchen@mld.org; mm_mi@juno.com; newdrycreek@gmail.com; velta@nyid.org; rgervais@cityofboise.org; jjohnson@cityofboise.org; irross@whitneyfiredistrict.org; nwbsd@msn.com; mark@pioneeerirrigation.org; dgordon@cityofboise.org; mack@settlersirrigation.org; testrada@starwd.com; sunset; jangels10@gmail.com; mkelthboise@gmail.com; adaswcd@gmail.com; wbestates@aol.com; bpr@cityofboise.org; bryce@sawtoothlaw.com; prsb@sageidaho.org; dmorriss@cctelecom.com; hsta@hiddensprings.com; fromm.carla@epa.gov; mattsaltzky@ishs.idaho.gov; sbumgarner@cityofboage.org; Darby Weston; Scott Koberg; Candy Hahlbeck; Bob Batista; info@westernada.com; cfersnsworth@juno.com; cityofmelba@aol.com; Ryan Strain; mark@meridiancemetery.com; tjmcmorrow@gmail.com; tonym222@msn.com; president@collistercn.org; edmiller@givenspursley.com; teslmydog@yahoo.com; boisegcc@qwestoffice.net; bryce@sawtoothlaw.com; Adam Schroeder; tonymette@cwiidaho.cc; Brent Danielson; mdewalt@adali.org; tyler.fortunati@deq.idaho.gov; bradp@avimor.com; gordon@cityofkuna.com; tdrb@hiddensprings.com; Mark Fern; Zach Kirk; Jerry Hastings; Dale Meyers; Jean Schaffer; Street NameMail; Jerry Servatius; jthorn@gardencityidaho.org; samuel.shearman@us.af.mil; wbromann@republicservices.com; board@bvna Boise.org; brandon.w.hobbs@usace.army.mil; dave.spencer@noanet.net; cdishner@idm.idaho.gov; vansickle@gmail.com; the_cruiser39@yahoo.com; dannmar47@aol.com; lnorthey@boisehunterhomes.com; jmcal@boisecity.org; mike kulchak; mailto:rgervais@cityofboise.org; rjohnson@cityofboise.org; info@preservationidaho.org; Jason Boal

Subject: Ada County Application Transmittal Notice.
File Number: 201901640-CPA  X-Reference: NONE

Description: Ada County Comprehensive Plan text amendment on behalf of fire districts: Eagle Fire, Kuna Rural, North Ada and Star Fire. The amendment would add Impact Fee Studies and Capital Improvement Plans to the Ada County Comprehensive Plan.

Reviewing Body: BOCC  Hearing Date:
Applicant: Galena Consulting  P&Z Recommendation:
Property: The property contains 8.119 acres and is located at 200 W FRONT ST, Section 3N/2E/10.

Ada County Development Services is requesting comments and recommendations on the application referenced above. To review detailed information about the request please either click on the file number identified above, or visit the Ada County Development Services Application Tracking System (ATS) web site at

https://gis.adacounty.id.gov/apps/application_tracker and search by file number. Hover over the pushpin that appears on the map with your mouse and select “Additional Info” from the pop-up box. You will then be able to review individual documents, drawings and other information detailing the request.

We request that you submit your comments or recommendations by 10/25/2019. When responding, please reference the file number identified above. If responding by email, please send comments to jboal@adacounty.id.gov.

To request a hard copy of materials associated with this application, for additional information, or to provide comment on Ada County's Development Services ATS, please call me at the number listed below.
Please be aware that Ada County Code regarding public comments has changed. All comments must be submitted to Ada County staff by November 28th to be included in the public record for the December 4th BoCC hearing.

Sincerely yours,

JASON BOAL, CURRENT PLANNING MANAGER

200 W Front Street

Boise ID 83702

jboal@adacounty.id.gov

(208) 287-7916
Dear Jason,

The Eagle Fire Department would fully support the text amendment to the Ada County Comprehensive Plan. Please contact me if you have any questions.

Respectfully,
Scott Buck
Deputy Chief / Fire Marshal
O 208-939-6463
Cell 208-914-8294
BOISE CITY PUBLIC WORKS DEPARTMENT

DEPARTMENT CORRESPONDENCE

To: Boise City Planning & Zoning

Re: 201901640 - CPA

CONDITIONS OF APPROVAL

SEWER CONDITIONS – MIKE SHEPPARD (208-608-7504)
No comment

STORMWATER CONDITIONS – BRIAN MURPHY (208-608-7148)
No comment

STREET LIGHT CONDITIONS – TOM MARSHALL (208-608-7526)
No comment

PERSON MAKING OTHER COMMENTS – None

JASON TAYLOR - PUBLIC WORKS

MIKE SHEPPARD - PUBLIC WORKS

Date: October 25th, 2019
From: D3 Development Services
To: Jason Boal
Subject: RE: [EXTERNAL] Ada County Application Transmittal Notice.
Date: Tuesday, October 29, 2019 9:00:25 AM
Attachments: image001.png

Good morning,

My apologies for the tardiness of our response. We are working thru a backlog of applications. ITD has received application 201901640-CPA for review. ITD does not anticipate any significant traffic impact to the State Highway system from the proposed comprehensive plan amendment and has no objections.

Thank you,

Sarah Arjona
Development Services Coordinator
ITD District 3
(208) 334-8338

From: Jason Boal <jboal@adacounty.id.gov>
Sent: Thursday, October 10, 2019 12:17 PM
To: boisedrycreekcemetery@gmail.com <boisedrycreekcemetery@gmail.com>; lmoser@eaglesewer.com <lmoser@eaglesewer.com>; adam.straubinger@idpr.idaho.gov <adam.straubinger@idpr.idaho.gov>; jmaffuccio@idahopower.com <jmaffuccio@idahopower.com>; jmaffuccio@idahopower.com <jmaffuccio@idahopower.com>; clackey@idahopower.com <clackey@idahopower.com>; yochum.joe@westada.org <yochum.joe@westada.org>; john.lee@unitedwater.com <john.lee@unitedwater.com>; roger.greaves@suez-na.com <roger.greaves@suez-na.com>; kclare@usbr.gov <kclare@usbr.gov>; ddoan@cityofboise.org <ddoan@cityofboise.org>; rjohnson@cityofboise.org <rjohnson@cityofboise.org>; Annette Yates <ayates@adacounty.id.gov>; Scott Williams <opwillis@adacounty.id.gov>; scottpruett@cableone.net <scottpruett@cableone.net>; lanette.daw@boiseschools.org <lanette.daw@boiseschools.org>; carla.bernardi@cableone.biz <carla.bernardi@cableone.biz>; newts@q.com <newts@q.com>; lbadigia@cdhd.idaho.gov <lbadigia@cdhd.idaho.gov>; becca3645@gmail.com <becca3645@gmail.com>; m.kline@andeavor.com <m.kline@andeavor.com>; mwigley@cityofboise.org <mwigley@cityofboise.org>; sbbeam@cityofboise.org <sbbeam@cityofboise.org>; tlaws@cityofboise.org <tlaws@cityofboise.org>; bdmoore@cityofboise.org <bdmoore@cityofboise.org>; kyokom@cityofboise.org <kyokom@cityofboise.org>; bvaughan@cityofegale.org <bvaughan@cityofegale.org>; mwilliams@cityofegale.org <mwilliams@cityofegale.org>; whowell@kunaid.gov <whowell@kunaid.gov>; cward@staridaho.org <cward@staridaho.org>; Greg Timinsky <gtiminsky@starfirerescue.org>; xraygal2012@aol.com <xraygal2012@aol.com>; sdkel01@hotmail.com <sdkel01@hotmail.com>
CAUTION: This email originated from outside Ada County email servers. Do not click on links or open attachments unless you recognize the sender and know the content is safe. Verify the sender by mouse-hovering over their display name in order to see the sender’s full email address and confirm it is not suspicious. If you are unsure an email is safe, please report the email by using the 'Phish Alert' button in Outlook.

Jason,

IDFG has no comments on the application.

Thank you,
Bill

Bill Bosworth
Staff Biologist, Southwest Region
Idaho Department of Fish and Game
15950 N. Gate Boulevard
Nampa, ID 83687
208-854-8967

[EmailLogo]
MEMORANDUM

DATE: 10/16/2019

RE: 201901640 – CPA Fire Impact Study

TO: Jason Boal, Current Planning Manager

FROM: Mark Ferm, Ada County Building Official

Summary of Project:
Ada County Comprehensive Plan text amendment on behalf of fire districts: Eagle Fire, Kuna Rural, North Ada and Star Fire. The amendment would add Impact Fee Studies and Capital Improvement Plans to the Ada County Comprehensive Plan.

Findings and Conditions:
The building division has no objection to the Comprehensive Plan text amendment.

Conclusion:
Approved as submitted

Mark Ferm
Ada County Building Official
200 W Front Suite 2125
Boise Idaho 83702
Phone 287-7910
markf@adarweb.net
FOR IMMEDIATE RELEASE
December 2, 2019

PUBLIC HEARING NOTICE

(Media Outlets: The following announcement is intended to help notify Ada County residents of proposed development applications.)

The Ada County Planning & Zoning Commission will hold a public hearing on December 18, 2019, at 6:00 p.m. in the Commissioners Main Hearing Room #1235, on the first floor, at 200 W. Front Street, Boise, ID to discuss 201901640-CPA, ADA COUNTY DEVELOPMENT SERVICES; Ada County Comprehensive Plan text amendment on behalf of fire districts: Eagle Fire, Kuna Rural, North Ada and Star Fire. The amendment would add Impact Fee Studies and Capital Improvement Plans to the Ada County Comprehensive Plan.

An ordinance amending Ada County Code Title 9, Chapters 1, 2, 3, 4, 5, and 6 to provide for the adoption of regulations to collect taxing district impact fees on property located within areas of city impact.

An ordinance amending the Ada County Code by the addition of a New Title 10, Chapter 1 entitled Participating Fire Protection District Impact Fees; providing for: the establishment of the participating fire districts' service areas; the imposition of participating fire districts’ impact fees; the method of the collection of participating fire protection districts' impact fees; the methodology for calculation of participating fire protection districts' impact fees; the process for fee payer refunds; the use and expenditure of participating fire districts' impact fees; the periodic reviews of the capital improvements plans (CIPs); the creation of joint development impact fee advisory committees; and other required ordinance elements.

Any member of the public affected by the proposed CIPs and/or ordinances shall have the right to appear at the public hearing and present evidence regarding the proposed CIPs and/or ordinances. The proposed land use assumptions, copies of the proposed CIPs and Impact Fee Studies, and proposed ordinances are available upon request.

Auxiliary aids or services for persons with disabilities are available upon request. Please call 208-287-7900 or 208-287-7979 (TDD) by 5:00 p.m. prior to this public hearing so that arrangements can be made.

Planner assigned to project: Jason Boal, 208-287-7916.
NOTICE OF PUBLIC HEARING PROPOSED NEW IMPACT FEES FOR EAGLE AND STAR FIRE PROTECTION DISTRICTS, KUNA RURAL FIRE DISTRICT AND NORTH ADA COUNTY FIRE AND RESCUE DISTRICT IN ADA COUNTY In accordance with Idaho State Code § 63-1311A, The Board of Ada County Commissioners will hold a public hearing at 6:00 p.m. on December 18, 2019, in the Commissioners' Hearing Room at 200 West Front Street, Boise, Idaho to receive public comment on the proposed new fees. The new impact fees are intended to cover the capital improvement costs of increased fire protection service generated by development activity within the aforementioned Fire Protection Districts in Ada County. A copy of the Impact Fee Ordinance is available online at Ada County Development Services, https://adacounty.id.gov/developmentservices/ or in person at 200 W. Front Street, during regular business hours. Publish Dates: 12/2/2019 - 12/9/2019
LEGAL NOTICE OF PUBLIC HEARING Legal notice is hereby given that the Board of Ada County Commissioners will hold a public hearing on Wednesday, December 18 at 6:00 p.m. in the Commissioners Main Hearing Room #1235, on the first floor, 200 W. Front Street, Boise, ID, to hear a request for: 201901640-CPA, Galena Consulting: Ada County Comprehensive Plan text amendment on behalf of fire districts: Eagle Fire, Kuna Rural, North Ada and Star Fire. The amendment would add Impact Fee Studies (IFSs) and Capital Improvement Plans (CIPs) to the Ada County Comprehensive Plan. Jason Boal, (208) 287-7916. Any member of the public affected by the proposed IFSs and CIPs shall have the right to appear at the public hearing and present evidence regarding the proposed CIPs. The proposed land use assumptions and copies of the proposed CIPs are available upon request. Staff Reports and Documents Available On-Line 5 Days before Hearing Date adaweb.net Auxiliary aids or services for persons with disabilities are available upon request. Please call (208) 287-7900 or (208) 287-7979 (TDD) by 5:00 p.m. three days prior to this public hearing so that arrangements can be made. BOARD OF ADA COUNTY COMMISSIONERS Jason Boal Community Planning Manager Publish Dates: 12/2/2019 -12/9/2019
LEGAL NOTICE OF PUBLIC HEARING

Legal notice is hereby given that the Board of Ada County Commissioners will hold a public hearing on Wednesday, December 18 at 6:00 p.m. in the Commissioners Main Hearing Room #1235, on the first floor, 200 W. Front Street, Boise, ID, to hear comments regarding: An ordinance amending Ada County Code Title 9, Chapters 1, 2, 3, 4, 5, and 6 to provide for the adoption of regulations to collect taxing district impact fees on property located within areas of city impact. An ordinance amending the Ada County Code by the addition of a New Title 10, Chapter 1 entitled Participating Fire Protection District Impact Fees; providing for: the establishment of the participating fire districts' service areas; the imposition of participating fire districts' impact fees; the method of the collection of participating fire protection districts' impact fees; the methodology for calculation of participating fire protection districts' impact fees; the process for fee payer refunds; the use and expenditure of participating fire districts' impact fees; the periodic reviews of the capital improvements plans (CIPs); the creation of joint development impact fee advisory committees; and other required ordinance elements. Any member of the public affected by the proposed CIPs and/or ordinances shall have the right to appear at the public hearing and present evidence regarding the proposed CIPs and/or ordinances. The proposed land use assumptions, copies of the proposed CIPs and Impact Fee Studies, and proposed ordinances are available upon request. Staff Reports and Documents Available On-Line 5 Days before Hearing Date adaweb.net
Auxiliary aids or services for persons with disabilities are available upon request. Please call (208) 287-7900 or (208) 287-7979 (TDD) by 5:00 p.m. three days prior to this public hearing so that arrangements can be made. BOARD OF ADA COUNTY COMMISSIONERS Jason Boal Community Planning Manager Publish Dates: 12/2/2019 -12/16/2019
RESOLUTION NO. ____________

RESOLUTION OF THE BOARD OF ADA COUNTY COMMISSIONERS AMENDING THE 2025 ADA COUNTY COMPREHENSIVE PLAN TO ADOPT PARTICIPATING FIRE DISTRICT CAPITAL IMPROVEMENT PLANS AS ELEMENTS OF THE 2025 COMPREHENSIVE PLAN

At a meeting of the Board of Ada County Commissioners, State of Idaho, held on the 4th day of December, 2019, the following Resolution was adopted, to wit:

WHEREAS, on November 9, 2016, the Board of Ada County Commissioners ("Board") initially adopted the 2025 Ada County Comprehensive Plan ("2025 Plan") by Resolution No. 2187; and

WHEREAS, the 2025 Plan was further amended by Resolutions Nos. 2208, 2215, 2291, 2357, and 2388; and

WHEREAS, within unincorporated Ada County, the County is experiencing considerable growth and development; and

WHEREAS, the new growth and development occurring within unincorporated Ada County will place ever-increasing demands on fire protection districts whose boundaries include land in unincorporated Ada County to provide, improve and expand existing fire protection districts' public safety facilities to serve that new growth and development and the tax revenues generated from that new growth and development often does not generate sufficient funds to provide the necessary improvements and expansion of the public safety facilities to protect the public health, safety and welfare; and

WHEREAS, those users that create the increased demand should bear their proportionate share of the cost of public safety facilities needed to serve the new growth and development; and

WHEREAS, under the Idaho Development Impact Fee Act, in Chapter 82, Title 67, Idaho Code, to adopt fire district impact fees Ada County must adopt the participating fire districts' capital improvements plans ("CIPs") as an element of Ada County's 2025 Plan; and

WHEREAS, a petition for the adoption of the participating fire districts' CIPs as elements of the 2025 Plan was prepared and submitted on July 26, 2019; and

WHEREAS, Development Services staff scheduled the addition of the CIPs as elements of the 2025 Plan for public hearing before the Planning and Zoning Commission of Ada County ("Commission"), which was scheduled to be held on September 11, 2019, and on July 29, 2019, notified the six cities and other agencies of this application and solicited their comments; and

WHEREAS, legal notice of the Commission's hearing was published in The Idaho Statesman on September 16 and 24, 2019, and a public service announcement was sent to radio and television stations on September 17, 2019; and
WHEREAS, Idaho Code § 67-6509(a) allows the Commission to recommend the plan, amendment to the plan, or repeal of the plan to the governing board; and

WHEREAS, on September 11, 2019, the Commission tabled the public hearing on the adoption of the CIPs as elements to the 2025 Plan to October 3, 2019; and

WHEREAS, the Commission held the public hearing on October 3, 2019, and made a recommendation to adopt the CIPs as an element to the 2025 Plan to the Board; and

WHEREAS, Development Services staff scheduled the 2025 Plan amendment adopting the CIPs for public hearing before the Board, to be held on December 4, 2019, notified the six cities and other agencies of the proposed 2025 Plan amendments and solicited their comments on October 10, 2019; and

WHEREAS, legal notice of the Board’s December 4, 2019 hearing was published in The Idaho Statesman on November 18th and November 26th, 2019, and a public service announcement was sent to radio and television stations on November 18, 2019; and

WHEREAS, Idaho Code § 67-6509(b) provides that the Board may adopt, amend or repeal a Comprehensive Plan.

BE IT THEREFORE RESOLVED by the Board of Ada County Commissioners that the 2025 Plan is amended for unincorporated Ada County except for those areas of city impact where the applicable city and Ada County have agreed that the applicable city’s comprehensive plan governs pursuant to Idaho Code § 67-6526 to adopt amendments to the 2025 Plan as shown by Exhibit A attached hereto and adopting the participating fire districts’ CIP’s as elements to the 2025 Plan as appendix E to the 2025 Plan as shown by Exhibit B attached hereto.

APPROVED AND ADOPTED this 4th day of December, 2019.

Board of Ada County Commissioners

By: __________________________________________
    Kendra Kenyon, Commissioner

By: __________________________________________
    Diana Lachiondo, Commissioner

By: __________________________________________
    Rick Visser, Commissioner

ATTEST:

Phil McGrane, Ada County Clerk

RESOLUTION NO. _______ – PAGE 2
EXHIBIT A

ADA COUNTY 2025 COMPREHENSIVE PLAN AMENDMENTS

(3 pages – attached)
EXHIBIT A

ADA COUNTY
2025
COMPREHENSIVE
PLAN

Originally adopted November 2016
List of Amendments to Ada County 2025 Comprehensive Plan:

<table>
<thead>
<tr>
<th>Date Approved</th>
<th>Application Number</th>
<th>Summary of Amendment</th>
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</thead>
<tbody>
<tr>
<td>12/04/2019</td>
<td>201901640-CPA</td>
<td>Text Amendment- (Appendix E) Inclusion of Impact Fee Capital Improvement Plans</td>
</tr>
<tr>
<td>1/9/2019</td>
<td>201802132-CPA</td>
<td>Future Land Use Map Amendment</td>
</tr>
<tr>
<td>9/12/2018</td>
<td>201800839-CPA</td>
<td>Future Land Use Map Amendment</td>
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<tr>
<td>12/13/2017</td>
<td>201701687-CPA</td>
<td>Text Amendment- (Appendix D) Revisions to the Avimor Recreation Plan,</td>
</tr>
<tr>
<td>2/21/2017</td>
<td>201601258-CPA</td>
<td>Future Land Use Map Amendment- Text Amendment- (Appendix D) A amendment to the Dry Creek Ranch Planned Community</td>
</tr>
<tr>
<td>1/31/2017</td>
<td>201601401-CPA</td>
<td>Future Land Use Map Amendment- Adding 89 acres to Avimor Text Amendment- (Appendix D)- A comprehensive plan text amendment to revise the Land Use District Map in the Avimor Specific Plan and miscellaneous revisions to the Avimor Specific Plan, Avimor Wildlife Mitigation Plan/Recreation Plan and the Avimor Fire &amp; Vegetation Management Plan.</td>
</tr>
</tbody>
</table>
EXHIBIT B

IMPACT FEE CAPITAL IMPROVEMENT PLANS

(81 pages – attached)
EXHIBIT B

Appendix E: Impact Fee Capital Improvement Plans
APPENDIX E: IMPACT FEE CAPITAL IMPROVEMENT PLANS

Purpose of the Impact Fees

Development impact fees are defined 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” (Idaho Code Section 67–8203–9). Title 67, Chapter 82 of the Idaho Code provides the enabling legislation to allow for impact fees to be imposed collected by a local jurisdiction, such as Ada County, and sets the parameters to ensure that the fees are fair and equitable. Idaho State law also allows governmental entities, who are jointly affected by development, to enter into intergovernmental agreements with each other for the purpose of developing joint plans for capital improvements and/or to collect and expend impact fees for system improvements.

As Ada County grows, new residential and commercial development place heavier demands on existing public infrastructure and facilities. When this occurs, additional funds are necessary to meet the increased demand or the existing quality of services provided by these facilities may decline. General Funds, collected through property taxes, cannot meet the growing costs caused by the increased demand. To ensure future growth pays its fair share and the existing community isn’t taxed to pay for future development, impact fees can be adopted to pay for the increased demand on public facilities and improvements.

Ada County does utilize “Development Agreements” to negotiate the development of public facilities. However, these agreements typically cover project related improvements while impact fees can provide a reliable source of funding for system improvements. Impact fees will not act as the sole funding source for public facilities, as Ada County will use a combination of sources to meet their future facility goals.

Capital Improvement Plans (CIP)

A capital improvement plan is a long range plan that identifies future capital needs, prioritizes capital projects and specifies funding sources. Idaho Code Section 67–8208 requires that capital improvement plans be adopted prior to imposing impact fees. The required contents are of the capital improvement plans include:
a) A general description of all existing public facilities and existing deficiencies;

b) A commitment by the County (or other governmental entity) to cure existing system deficiencies by using other available sources of funding where available;

c) An analysis of the total capacity and current level of use;

d) A description of land use assumptions used;

e) A definitive table establishing specific levels of use or consumption by service unit;

f) A description of all system improvements and costs attributed to the new development;

g) The total number of service units attributed to new development;

h) The projected demand for interim improvements over a specified time period (not to exceed 20 years);

i) Identification of all funding sources for system improvements;

j) Agreements for joint governmental improvements (if applicable);

k) A schedule for the estimated commencement and completion of improvements identified in the CIP.

Under Idaho State Law, governmental entities (such as Ada County), that undertake comprehensive planning pursuant to Idaho Code Section 67-6501, must incorporate the capital improvement plans as an element of the County Comprehensive Plan. Ada County is incorporating the capital improvement plans and impact fee studies as Element E of the Ada County 2025 Comprehensive Plan.

Impact Fee Study and Capital Improvement Plans:

1. Eagle Fire District ...........................................................................................................Attached

2. North Ada County Fire & Rescue District .................................................................Attached

3. Kuna Rural Fire District ..........................................................................................Attached

4. Star Fire Protection District ....................................................................................Attached

EXHIBIT B
Eagle 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 Eagle 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 Eagle 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.”

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.”

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. 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;

- 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;

- Impact fees must not exceed the proportionate share of the cost of capital improvements needed to serve new growth and development;

- Impact fees must be maintained in one or more interest-bearing accounts within the capital projects fund.

In addition, the Impact Fee Act requires the following:

- Establishment of and consultation with a development impact fee advisory committee (Advisory Committee);

- 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;

- Identification of the growth-related portion of the District’s Capital Improvement Plan;

- Analysis of cash flow stemming from impact fees and other capital improvement funding sources;

- 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;

- Preparation and adoption of a Capital Improvement Plan pursuant to state law and public hearings regarding the same; and

- Preparation and adoption of a resolution authorizing impact fees pursuant to state law and public hearings regarding the same.
**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. 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. 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." 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.

Through data analysis and interviews with the District and 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. 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 unit" of development calculated in accordance with generally accepted engineering or planning standards for a particular category of capital improvement." 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.

- 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." 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." 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. Equipment and vehicles with a useful life of 10 years or more are also impact fee eligible under the Impact Fee Act. 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 includes 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 department 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 service, 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 Eagle Fire District within the next ten years to achieve the planned level of service of the District?

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 the 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 the 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 VI 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.


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).

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

See Section 67-8210(4), Idaho Code.

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

See Section 67-8210(1), Idaho Code.

See Section 67-8205, Idaho Code.

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

See Section 67-8208, Idaho Code.

See Section 67-8207, Idaho Code.


See Section 67-8208, Idaho Code.


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.

See Section 67-8208, Idaho Code.

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

See Section 67-8207, Idaho Code.

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.

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

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

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.

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

See Section 67-8208(1)(h).

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

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.

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

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 District. These projections were based on the most recent growth estimates from COMPASS, data provided by the City of Eagle, 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 Eagle, as well as portions of unincorporated Ada County. The following Exhibit II-1 presents the current and estimated future population for the District.

Exhibit II-1.
Current and Future Population within the boundaries of the Eagle Fire District

<table>
<thead>
<tr>
<th></th>
<th>2019</th>
<th>2029</th>
<th>Net Increase</th>
<th>Percent Increase</th>
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<tr>
<td>Population</td>
<td>37,400</td>
<td>60,455</td>
<td>23,055</td>
<td>62%</td>
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</table>

The District currently has approximately 37,400 persons residing within its service boundary. 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 Eagle, which is within the Fire District boundaries, as well as recent permit activity and the number of permits recently approved for future residential and non-residential construction. More multi-family projects are being approved within the District than before, increasing the capacity for population growth in the future.

Over the next ten years, COMPASS models indicate the District to grow by approximately 23,055 people, or at an annual growth rate of 6.2 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 District.
Exhibit II-2.
Current and Future Land Uses, Eagle Fire District

<table>
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<tr>
<th></th>
<th>2019</th>
<th>2029</th>
<th>Net Growth</th>
<th>Net Increase in Square Feet</th>
<th>Percent of Total Growth</th>
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<tbody>
<tr>
<td>Population</td>
<td>37,400</td>
<td>60,455</td>
<td>23,055</td>
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<td></td>
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<tr>
<td>Residential (in units)</td>
<td>13,357</td>
<td>21,591</td>
<td>8,234</td>
<td>20,584,821</td>
<td>89%</td>
</tr>
<tr>
<td>Nonresidential (in square feet)</td>
<td>2,404,286</td>
<td>4,857,991</td>
<td>2,453,705</td>
<td>2,453,705</td>
<td>11%</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td>23,038,527</td>
<td>100%</td>
</tr>
</tbody>
</table>

As shown above, the Eagle Fire District is expected to grow by approximately 8,234 residential units and 2,453,705 nonresidential square feet over the next ten years. Eighty-nine percent of this growth is attributable to residential land uses, while the remaining eleven 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.
Impact Fee Calculation

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

1. Who is currently served by the Eagle Fire District?

As shown in Exhibit II-2, the District currently serves 13,357 residential units and approximately 2.4 million square feet of nonresidential land use.

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

The Eagle 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 Eagle Fire District to provide this level of service?

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

Exhibit III-1.
Current Assets – Eagle Fire District
<table>
<thead>
<tr>
<th>Type of Capital Asset</th>
<th>Square Footage</th>
<th>Replacement Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #1</td>
<td>21400</td>
<td>$8,560,000</td>
</tr>
<tr>
<td>Station #2</td>
<td>5256</td>
<td>$2,102,400</td>
</tr>
<tr>
<td>Station #3</td>
<td>8000</td>
<td>$3,200,000</td>
</tr>
<tr>
<td>Apparatus/Vehicles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 Engines</td>
<td></td>
<td>$1,950,000</td>
</tr>
<tr>
<td>1 Truck/Ladder</td>
<td></td>
<td>$1,300,000</td>
</tr>
<tr>
<td>4 Brush Trucks</td>
<td></td>
<td>$400,000</td>
</tr>
<tr>
<td>1 Tender</td>
<td></td>
<td>$350,000</td>
</tr>
<tr>
<td>1 Heavy Rescue</td>
<td></td>
<td>$500,000</td>
</tr>
<tr>
<td>8 Command Vehicles</td>
<td></td>
<td>$520,000</td>
</tr>
<tr>
<td>1 Water Rescue vehicle</td>
<td></td>
<td>$200,000</td>
</tr>
<tr>
<td>1 Safety Trailer</td>
<td></td>
<td>$100,000</td>
</tr>
<tr>
<td>2 Command Trailer</td>
<td></td>
<td>$100,000</td>
</tr>
<tr>
<td>Equipment</td>
<td></td>
<td></td>
</tr>
<tr>
<td>40 SCBAs</td>
<td></td>
<td>$240,000</td>
</tr>
<tr>
<td>1 generator</td>
<td></td>
<td>$13,000</td>
</tr>
<tr>
<td>42 Radios</td>
<td></td>
<td>$294,000</td>
</tr>
<tr>
<td>Air Compressor</td>
<td></td>
<td>$80,000</td>
</tr>
<tr>
<td><strong>Total Assets</strong></td>
<td>$19,909,400</td>
<td></td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research</td>
<td>$6,000</td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plus Avimor Fund Balance</td>
<td></td>
<td>$100,000</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$19,915,400</td>
<td></td>
</tr>
</tbody>
</table>

As shown above, the District currently owns approximately $19.9 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 Eagle Fire District has already invested $1,391 per existing residential unit and $0.56 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 Eagle Fire District?

As shown in Exhibit II-2, the Eagle Fire District is expected to grow by approximately 8,234 residential units and 2.4 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-2 displays the capital improvements planned for purchase by the Eagle Fire District over the next ten years.
### Exhibit III-2.
Eagle Fire District CIP 2019 to 2028

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #4 - Northwest</td>
<td>$6,900,000</td>
<td>100%</td>
<td>$6,900,000</td>
<td>$-</td>
</tr>
<tr>
<td><strong>Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Engine for Station #4</td>
<td>$650,000</td>
<td>100%</td>
<td>$650,000</td>
<td>$-</td>
</tr>
<tr>
<td>1 Heavy Brush Truck</td>
<td>$600,000</td>
<td>100%</td>
<td>$600,000</td>
<td>$-</td>
</tr>
<tr>
<td>2 TRV for BLM trails and paths</td>
<td>$60,000</td>
<td>100%</td>
<td>$60,000</td>
<td>$-</td>
</tr>
<tr>
<td>Replacement of Existing Vehicles</td>
<td>$4,552,125</td>
<td>0%</td>
<td>$-</td>
<td>$4,552,125</td>
</tr>
<tr>
<td><strong>Equipment</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11 additional SCBAs</td>
<td>$88,000</td>
<td>100%</td>
<td>$88,000</td>
<td>$-</td>
</tr>
<tr>
<td>9 handheld radios</td>
<td>$63,000</td>
<td>100%</td>
<td>$63,000</td>
<td>$-</td>
</tr>
<tr>
<td>Air trailer</td>
<td>$100,000</td>
<td>100%</td>
<td>$100,000</td>
<td>$-</td>
</tr>
<tr>
<td>Replacement of Existing Equipment</td>
<td>$553,000</td>
<td>0%</td>
<td>$-</td>
<td>$553,000</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$13,556,125</td>
<td></td>
<td>$8,451,000</td>
<td>$5,105,128</td>
</tr>
<tr>
<td><strong>Plus Cost of Fee-Related Research</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$8,000</td>
<td>100%</td>
<td>$8,000</td>
<td>$-</td>
</tr>
<tr>
<td>Minus Avmor/Dry Creek Mitigation Fund Balance</td>
<td>$200,000</td>
<td>100%</td>
<td>$200,000</td>
<td>$-</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$13,374,125</td>
<td></td>
<td>$8,289,000</td>
<td>$5,105,128</td>
</tr>
</tbody>
</table>
As shown above, the District plans to purchase approximately $13.4 million in capital improvements over the next ten years, $8.3 million of which is impact fee eligible. 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.

The remaining approximately $5.1 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 Eagle Fire District.

Exhibit III-3.
Impact Fee Calculation, Eagle Fire District

<table>
<thead>
<tr>
<th>Amount to Include in Impact Fee Calculation</th>
<th>$8,269,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of Future Growth</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>89%</td>
</tr>
<tr>
<td>Non Residential</td>
<td>11%</td>
</tr>
<tr>
<td>Amount Attributable to Future Growth</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>$7,388,315</td>
</tr>
<tr>
<td>Non Residential</td>
<td>$880,685</td>
</tr>
<tr>
<td>Future Growth 2017-2026</td>
<td></td>
</tr>
<tr>
<td>Residential (per unit)</td>
<td>8,234</td>
</tr>
<tr>
<td>Non Residential (per square foot)</td>
<td>2,453,705</td>
</tr>
<tr>
<td>Impact Fee</td>
<td></td>
</tr>
<tr>
<td>Residential (per unit)</td>
<td>$897</td>
</tr>
<tr>
<td>Non Residential (per square foot)</td>
<td>$0.36</td>
</tr>
</tbody>
</table>

As shown above, we have calculated impact fees for the Eagle Fire District at $897 per residential unit and $0.36 per nonresidential square foot. In comparison, as indicated in question #4 above, property taxpayers within the District have already invested $1,391 per residential unit and $0.56 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.
Section IV.
Fee Analysis and Administrative Recommendations

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

Exhibit IV-1.
DRAFT Impact Fee Comparison - Fire

<table>
<thead>
<tr>
<th>Eagle Fire District</th>
<th>Star Fire District</th>
<th>Kuna Fire District</th>
<th>North Ada Co. Fire and Rescue District</th>
<th>City of Boise</th>
<th>City of Meridian</th>
<th>City of Caldwell Rural Fire District</th>
<th>City of Nampa Rural Fire District</th>
<th>Middleton Rural Fire District</th>
<th>Wilder Fire District</th>
<th>Marsing Fire District</th>
</tr>
</thead>
<tbody>
<tr>
<td>$ 897</td>
<td>$ 829</td>
<td>$ 701</td>
<td>$ 647</td>
<td>$ 526</td>
<td>$ 693</td>
<td>$ 665</td>
<td>$ 560</td>
<td>$ 849</td>
<td>$ 825</td>
<td>$ 1,285</td>
</tr>
<tr>
<td>$ 0.36</td>
<td>$ 0.39</td>
<td>$ 0.35</td>
<td>$ 0.32</td>
<td>$ 0.15</td>
<td>$ 0.53</td>
<td>$ 0.33</td>
<td>$ 0.28</td>
<td>$ 0.42</td>
<td>$ 0.41</td>
<td>$ 0.84</td>
</tr>
</tbody>
</table>

The calculated impact fee for the Eagle Fire District is very close in range to the Star Rural Fire, Kuna Rural Fire, Middleton Rural Fire and Wilder Rural Fire District’s fees. 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 been in service decades longer than the Eagle Fire District and 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), 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.
<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #4 - Northwest</td>
<td>$ 6,900,000</td>
<td>100%</td>
<td>$ 6,900,000</td>
<td>$ -</td>
</tr>
<tr>
<td><strong>Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Engine for Station #4</td>
<td>$ 650,000</td>
<td>100%</td>
<td>$ 650,000</td>
<td>$ -</td>
</tr>
<tr>
<td>1 Heavy Brush Truck</td>
<td>$ 600,000</td>
<td>100%</td>
<td>$ 600,000</td>
<td>$ -</td>
</tr>
<tr>
<td>2 TRV for BLM trails and paths</td>
<td>$ 60,000</td>
<td>100%</td>
<td>$ 60,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Replacement of Existing Vehicles</td>
<td>$ 4,562,126</td>
<td>0%</td>
<td>$ -</td>
<td>$ 4,552,126</td>
</tr>
<tr>
<td><strong>Equipment</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11 additional SCBAs</td>
<td>$ 88,000</td>
<td>100%</td>
<td>$ 88,000</td>
<td>$ -</td>
</tr>
<tr>
<td>9 handheld radios</td>
<td>$ 63,000</td>
<td>100%</td>
<td>$ 63,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Air trailer</td>
<td>$ 100,000</td>
<td>100%</td>
<td>$ 100,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Replacement of Existing Equipment</td>
<td>$ 553,000</td>
<td>0%</td>
<td>$ -</td>
<td>$ 553,000</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$ 13,566,125</td>
<td></td>
<td>$ 8,481,000</td>
<td>$ 5,105,125</td>
</tr>
<tr>
<td><strong>Plus Cost of Fee-Related Research</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$ 8,000</td>
<td>100%</td>
<td>$ 8,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Minus Avimar/Dry Creek Mitigation Fund Balance</td>
<td>$ 200,000</td>
<td>100%</td>
<td>$ 200,000</td>
<td>$ -</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$ 13,374,125</td>
<td></td>
<td>$ 8,289,000</td>
<td>$ 5,105,125</td>
</tr>
</tbody>
</table>
FINAL REPORT
May 15, 2018

North Ada County Fire & Rescue 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 North Ada County Fire & Rescue District (NACFR) 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

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;¹⁴

• 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;⁵

• 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.¹ 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 and 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.²⁷ 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 unit” of development calculated in accordance with generally accepted engineering or planning standards for a particular category of capital improvement.” 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.

- 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.” 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.” 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. Equipment and vehicles with a useful life of 10 years or more are also impact fee eligible under the Impact Fee Act. 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 includes 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 department 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 service, 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 NACFR within the next ten years to achieve the planned level of service of the District?

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 the District. In addition, these seven steps satisfy and follow the regulations set forth earlier in this section.

"GRUM" Analysis

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 a District invests in capital projects, the study team conducted a “GRUM” analysis on all projects listed in the 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.

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.


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 Bambury Development Corp. v. South Jordan, 631 P.2d 899 (1981); Dollas v. District of Tigard, 512 U.S. 374 (1994).

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

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

See Section 67-8210(1), Idaho Code

See Section 67-8205, Idaho Code.

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

See Section 67-8208, Idaho Code.

See Section 67-8207, Idaho Code.


See Section 67-8208, Idaho Code.


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.

See Section 67-8208, Idaho Code.

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

See Section 67-8207, Idaho Code.

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.

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

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

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.

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

See Section 67-8208(1)(h).

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

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.

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

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 2017 through 2027 for the District. These projections were based on the most recent growth estimates from COMPASS, data provided by the City of Garden City, 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 Garden City, as well as portions of unincorporated Ada County. The following Exhibit II-1 presents the current and estimated future population for the District.

Exhibit II-1.  
Current and Future Population within the boundaries of NACFR

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2027</th>
<th>Net Increase</th>
<th>Percent Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>16,380</td>
<td>23,000</td>
<td>6,620</td>
<td>40%</td>
</tr>
</tbody>
</table>

The District currently has approximately 16,380 persons residing within its service boundary. Of that, approximately 12,000 are within the Garden City limits. 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 Garden City, which is within the Fire District boundaries, as well as past permit activity and the number of permits projected for future residential and non-residential construction.

Over the next ten years, COMPASS models indicate the District to grow by approximately 6,620 people, or at an annual growth rate of four 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 District.
Exhibit II-2.
Current and Future Land Uses, NACFR

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2026</th>
<th>Net Growth</th>
<th>Net Increase in Square Feet</th>
<th>Percent of Total Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>16,380</td>
<td>23,000</td>
<td>6,620</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residential (in units)</td>
<td>6,658</td>
<td>9,350</td>
<td>2,692</td>
<td>5,383,323</td>
<td>87%</td>
</tr>
<tr>
<td>Nonresidential (in square feet)</td>
<td>1,997,380</td>
<td>2,804,876</td>
<td>807,498</td>
<td>807,498</td>
<td>13%</td>
</tr>
<tr>
<td>Total</td>
<td>6,190,821</td>
<td></td>
<td></td>
<td>6,190,821</td>
<td>100%</td>
</tr>
</tbody>
</table>

As shown above, NACFR is expected to grow by approximately 2,692 residential units and 807,498 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 sections to calculate the appropriate impact fees for the District.
Section III.
Impact Fee Calculation

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

1. Who is currently served by NACFR?

As shown in Exhibit II-2, the District currently serves 6,658 residential units and approximately 1,997,380 square feet of nonresidential land use.

2. What is the current level of service provided by NACFR?

NACFR 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 NACFR to provide this level of service?

The following Exhibit III-1 displays the current assets of NACFR.

Exhibit III-1.
Current Assets – NACFR

<table>
<thead>
<tr>
<th>Type of Capital Asset</th>
<th>Square Footage</th>
<th>Replacement Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #16 - Glenwood</td>
<td>7000</td>
<td>$2,800,000</td>
</tr>
<tr>
<td>Station #18 - Chinden</td>
<td>10500</td>
<td>$4,200,000</td>
</tr>
<tr>
<td>Station #20 - Hidden Springs</td>
<td>5374</td>
<td>$2,149,600</td>
</tr>
<tr>
<td>Apparatus/Vehicles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2017 Pierce Engine</td>
<td></td>
<td>$650,000</td>
</tr>
<tr>
<td>2006 GMC Brush Trucks</td>
<td></td>
<td>$600,000</td>
</tr>
<tr>
<td>2003 Water Tender</td>
<td></td>
<td>$300,000</td>
</tr>
<tr>
<td>2008 Kawasaki Mule</td>
<td></td>
<td>$25,000</td>
</tr>
<tr>
<td>Total Assets</td>
<td></td>
<td>$10,724,600</td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td></td>
<td>$4,000</td>
</tr>
<tr>
<td>Grand Total</td>
<td></td>
<td>$10,728,600</td>
</tr>
</tbody>
</table>

As shown above, the District currently owns approximately $10.7 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 and nonresidential square foot?**

NACFR has already invested $1,439 per existing residential unit and $0.58 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 NACFR?**

As shown in Exhibit II-2, NACFR is expected to grow by 2,692 residential units and 807,498 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 NACFR over the next ten years.

**Exhibit III-2.**
**NACFR CIP 2018 to 2027**

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adding capacity for growth to existing or partnered station</td>
<td>$700,000</td>
<td>100%</td>
<td>$700,000</td>
<td>$-</td>
</tr>
<tr>
<td>Vehicles</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Engine for Station #16</td>
<td>$650,000</td>
<td>100%</td>
<td>$650,000</td>
<td>$-</td>
</tr>
<tr>
<td>Engine for growth in NW</td>
<td>$650,000</td>
<td>100%</td>
<td>$650,000</td>
<td>$-</td>
</tr>
<tr>
<td>Total Infrastructure</td>
<td>$2,000,000</td>
<td></td>
<td>$2,000,000</td>
<td>$-</td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research Impact Fee Study</td>
<td>$4,000</td>
<td>100%</td>
<td>$4,000</td>
<td>$-</td>
</tr>
<tr>
<td>Grand Total</td>
<td>$2,004,000</td>
<td></td>
<td>$2,004,000</td>
<td>$-</td>
</tr>
</tbody>
</table>
As shown above, the District plans to purchase approximately $2.0 million in capital improvements over the next ten years, all of which is entirely attributable to growth and therefore impact fee eligible. 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.

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 NACFR.

**Exhibit III-3.**
**DRAFT Impact Fee Calculation, NACFR**

| Amount to Include in Impact Fee Calculation | $2,004,000 |
| Percentage of Future Growth               |           |
| Residential                               | 87%       |
| Non Residential                           | 13%       |
| Amount Attributable to Future Growth      |           |
| Residential                               | $ 1,742,609 |
| Non Residential                           | $  261,391 |
| Future Growth 2017-2026                   |           |
| Residential (per unit)                    | 2,692     |
| Non Residential (per square foot)         | 807,498   |
| Impact Fee                                |           |
| Residential (per unit)                    | $  647    |
| Non Residential (per square foot)         | $  0.32   |

As shown above, we have calculated impact fees for NACFR at $647 per residential unit and $0.32 per nonresidential square foot. In comparison, as indicated in question #4 above, property taxpayers within the District have already invested $1,449 per residential unit and $0.58 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.
Section IV.
Fee Analysis and Administrative Recommendations

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

Exhibit IV-1.
DRAFT Impact Fee Comparison – Fire Fees

FOR DISCUSSION PURPOSES ONLY

<table>
<thead>
<tr>
<th></th>
<th>NACFR DRAFT</th>
<th>Eagle Fire DRAFT</th>
<th>Kuna Fire Adopted</th>
<th>Star Fire DRAFT</th>
<th>Middleton DRAFT</th>
<th>City of Meridian</th>
<th>City of Boise</th>
</tr>
</thead>
<tbody>
<tr>
<td>per Residential Unit</td>
<td>$ 647</td>
<td>$ 677</td>
<td>$ 701</td>
<td>$ 794</td>
<td>$ 819</td>
<td>$ 681</td>
<td>$ 526</td>
</tr>
<tr>
<td>per Non-Residential sf</td>
<td>$ 0.32</td>
<td>$ 0.29</td>
<td>$ 0.35</td>
<td>$ 0.38</td>
<td>$ 0.41</td>
<td>$ 0.35</td>
<td>$ 0.27</td>
</tr>
</tbody>
</table>

The calculated impact fee for NACFR is very close in range to the Eagle Fire District, which is contiguous to NACFR, and the City of Meridian’s fee. It is lower than the calculated fees for the Kuna Rural Fire District, Star Fire District and Middleton Fire District. The calculated impact fee is higher than the average fire impact fee currently being charged by the City of Boise. This is generally because Boise Fire has created some capacity in their system of stations with which to provide service to new growth.

Parks impact fees are not assessed within the NACFR boundaries. Each of the comparison districts/cities also assesses parks impact fees. A comparison of the calculated Fire impact fee for NACFR and the combined fire and parks fees of these other jurisdictions is provided in Exhibit IV-2:
### Exhibit IV-2.
DRAFT Impact Fee Comparison – Fire and Parks

**FOR DISCUSSION PURPOSES ONLY**

<table>
<thead>
<tr>
<th></th>
<th>NACFR Draft</th>
<th>Eagle Fire Draft</th>
<th>Kuna Fire Adopted</th>
<th>Star Fire Draft</th>
<th>Middleton Draft</th>
<th>City of Meridian</th>
<th>City of Boise</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>per Residential Unit</td>
<td>$ 647</td>
<td>$ 677</td>
<td>$ 701</td>
<td>$ 794</td>
<td>$ 819</td>
<td>$ 661</td>
<td>$ 526</td>
</tr>
<tr>
<td>per Non-Residential sf</td>
<td>$ 0.32</td>
<td>$ 0.29</td>
<td>$ 0.35</td>
<td>$ 0.38</td>
<td>$ 0.41</td>
<td>$ 0.35</td>
<td>$ 0.27</td>
</tr>
<tr>
<td>Parks</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>per residential unit</td>
<td>$ -</td>
<td>$ 1,333</td>
<td>$ 983</td>
<td>$ 2,050</td>
<td>$ 2,010</td>
<td>$ 1,081</td>
<td>$ 1,390</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>per Residential Unit</td>
<td>$ 647</td>
<td>$ 2,010</td>
<td>$ 1,664</td>
<td>$ 2,844</td>
<td>$ 2,829</td>
<td>$ 1,762</td>
<td>$ 1,916</td>
</tr>
<tr>
<td>per Non-Residential sf</td>
<td>$ 0.32</td>
<td>$ 0.29</td>
<td>$ 0.35</td>
<td>$ 0.38</td>
<td>$ 0.41</td>
<td>$ 0.35</td>
<td>$ 0.27</td>
</tr>
</tbody>
</table>

Because parks impact fees are not collected within the NACFR boundaries, the combined fire and parks fee for NACFR is significantly lower than in each of the comparison jurisdictions. The cities of Meridian, Nampa, Caldwell and Boise also collect Police fees. All of the cities within Ada County collect streets impact fees for the Ada County Highway District. The actual total impact fee a development will pay around the valley depends on the jurisdiction and the size of the development.

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), 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.** NACFR 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, it needs another governmental entity to collect these fees on its behalf. Idaho Code 67-8204(a) authorizes the District to enter into an intergovernmental agreement with a city or county which can collect fire fees on their behalf. In the case of this District, which includes one municipality and one county, two intergovernmental agreements for the collection of NACFR impact fees would have to be developed and adopted by the corresponding bodies.

Fire 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.

Although Ada County collects parks impact fees for the City of Boise and streets fees for the Ada County Highway District, it does not currently collect fire fees for any jurisdiction within its boundaries. No cities in Ada 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 Ada County Commission and various municipalities may be prepared to consider collecting on the behalf of growth-related fire capital needs.

**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 Commission 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.
North Ada County Fire & Rescue  
Capital Improvement Plan 2019-2028

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adding capacity for growth to existing or partnered station</td>
<td>$700,000</td>
<td>100%</td>
<td>$700,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Vehicles</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Engine for Station #18</td>
<td>$650,000</td>
<td>100%</td>
<td>$850,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Engine for growth in NW</td>
<td>$650,000</td>
<td>100%</td>
<td>$850,000</td>
<td>$ -</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$2,000,000</td>
<td></td>
<td>$2,000,000</td>
<td>$ -</td>
</tr>
<tr>
<td>Plus Cost of Fee-Related Research Impact Fee Study</td>
<td>$4,000</td>
<td>100%</td>
<td>$4,000</td>
<td>$ -</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$2,004,000</td>
<td></td>
<td>$2,004,000</td>
<td>$ -</td>
</tr>
</tbody>
</table>
Kuna Rural Fire District
Impact Fee Study and
Capital Improvement Plan

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

EXHIBIT B
Section I.
Introduction

This report regarding impact fees for the Kuna 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 Kuna 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.”

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.”

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. 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;\(^5\)

- 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. 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. 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.” 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.

Through data analysis and interviews with the District and 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 2019 to 2029. This is consistent with the Impact Fee Act. 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 unit” 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 includes 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 department 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 service, 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 Kuna Rural Fire District Fire Department within the next ten years to achieve the planned level of service of the District?

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 the 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 the 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 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 VI 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.


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 substantively advance legitimate local government interests. This relationship must be of "rough proportionality." Adequate consideration of the factors outlined in Section 67-8207(2) ensures that rough proportionality is reached. See Banbury Development Corp. v. South Jordan, 631 P.2d 899 (1981); Dollar v. District of Tigard, 512 U.S. 374 (1994).

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

See Section 67-8210(4), Idaho Code.

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

See Section 67-8210(1), Idaho Code

See Section 67-8205, Idaho Code.

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

See Section 67-8208, Idaho Code.

See Section 67-8207, Idaho Code.


See Section 67-8208, Idaho Code.


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.

See Section 67-8208, Idaho Code.

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

See Section 67-8207, Idaho Code.

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.

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

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

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.

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

See Section 67-8208(1(b).

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

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.

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

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 District. These projections were based on the most recent growth estimates from COMPASS, data provided by the City of Kuna, 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 Kuna, as well as portions of unincorporated Ada and Canyon Counties. As the following map indicates, the District’s service area borders the Whitney Fire District to the east; Meridian Fire District to the north; and the Nampa Fire District to the west.

The following Exhibit II-1 presents the current and estimated future population for the District.

Exhibit II-1.
Current and Future Population within the boundaries of the Kuna Rural Fire District

<table>
<thead>
<tr>
<th></th>
<th>2019</th>
<th>2029</th>
<th>Net Increase</th>
<th>Percent Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>28,259</td>
<td>52,541</td>
<td>24,282</td>
<td>86%</td>
</tr>
</tbody>
</table>

The District currently has approximately 28,259 persons residing within its service boundary. 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 Kuna, which is within the Fire District boundaries.

Over the next ten years, COMPASS models indicate the District to grow by approximately 24,282 people, or at an annual growth rate of 8.6 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 District.
Exhibit II-2.
Current and Future Land Uses, Kuna Rural Fire District

<table>
<thead>
<tr>
<th></th>
<th>2019</th>
<th>2029</th>
<th>Net Growth</th>
<th>Net Increase in Square Feet</th>
<th>Percent of Total Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>28,259</td>
<td>52,541</td>
<td>24,282</td>
<td>15,178,014</td>
<td>86%</td>
</tr>
<tr>
<td>Residential (in units)</td>
<td>8,631</td>
<td>16,419</td>
<td>7,588</td>
<td>2,400,710</td>
<td>14%</td>
</tr>
<tr>
<td>Nonresidential (in square feet)</td>
<td>883,108</td>
<td>3,283,818</td>
<td>2,400,710</td>
<td>17,576,723</td>
<td>100%</td>
</tr>
</tbody>
</table>

As shown above, the Kuna Rural Fire District is expected to grow by approximately 7,588 residential units and 2.4 million nonresidential square feet over the next ten years. Eighty-six percent of this growth is attributable to residential land uses, while the remaining fourteen 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.

Over the past few years, projected growth has been estimated at approximately 7% annually which was between 4,500 and 5,500 new homes.\(^1\) However, in 2019 the City of Kuna approved a future development of up to 2,500 additional homes by the Falcon Crest Golf Course, increasing growth estimates for the ten-year period.

Non-residential development (office, retail and industrial) is harder to predict. Generally, “retail follows rooftops” but it is unclear how quickly this development will occur over the next ten years. Other areas in the Treasure Valley have approximately 300 square feet of non-residential development per residential household. As Kuna is primarily a residential community, we estimated only 100 square feet of non-residential development per current households, increasing to 200 square feet of non-residential development per household over 10 years of residential development.

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\(^1\) Kuna School District Analysis; City of Kuna permit application data; Idaho Business Review 2018.
Section III. Impact Fee Calculation

In this section, we calculate impact fees for the Kuna Rural Fire District according to the seven-question method outlined in Section 1 of this report.

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

As shown in Exhibit II-2, the District currently serves 8,831 residential units and approximately 883,108 square feet of nonresidential land use.

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

The Kuna Rural Fire District provides a level of service of a 90 percent fractile response time of between 4 minutes (in the urban area) to 6 minutes (in the rural portions of the District). 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 Kuna Rural Fire District to provide this level of service?

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

Exhibit III-1. Current Assets – Kuna Rural Fire District
### Table: Replacement Value of Capital Assets

<table>
<thead>
<tr>
<th>Type of Capital Asset</th>
<th>Replacement Value</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
</tr>
<tr>
<td>Station #1</td>
<td>$ 6,000,000</td>
</tr>
<tr>
<td>Station #2 - unstaffed</td>
<td>$ 1,400,000</td>
</tr>
<tr>
<td><strong>Apparatus/Vehicles</strong></td>
<td></td>
</tr>
<tr>
<td>2015 Pierce Engine</td>
<td>$ 750,000</td>
</tr>
<tr>
<td>1993 Pierce Engine</td>
<td>$ 750,000</td>
</tr>
<tr>
<td>Water Tender</td>
<td>$ 250,000</td>
</tr>
<tr>
<td>2001 Brush Truck</td>
<td>$ 340,000</td>
</tr>
<tr>
<td>2003 Brush Truck</td>
<td>$ 340,000</td>
</tr>
<tr>
<td>2016 Ambulance</td>
<td>$ 235,000</td>
</tr>
<tr>
<td>2012 Ambulance</td>
<td>$ 235,000</td>
</tr>
<tr>
<td>2001 Ambulance</td>
<td>$ 235,000</td>
</tr>
<tr>
<td><strong>Equipment</strong></td>
<td></td>
</tr>
<tr>
<td>22 SCBAs</td>
<td>$ 255,000</td>
</tr>
<tr>
<td>SCBA Compressor and Charging Station</td>
<td>$ 60,000</td>
</tr>
<tr>
<td><strong>Total Assets</strong></td>
<td>$ 10,850,000</td>
</tr>
<tr>
<td><strong>Plus Cost of Fee-Related Research</strong></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$ 8,000</td>
</tr>
<tr>
<td>Plus Current Fund Balance</td>
<td>$ 552,058</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$ 11,410,058</td>
</tr>
</tbody>
</table>

As shown above, the District currently owns approximately $11.4 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 Kuna Rural Fire District has already invested $1,231 per residential unit and $0.62 per 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 Kuna Rural Fire District?**

As shown in Exhibit II-2, the Kuna Rural Fire District is expected to grow by approximately 7,588 residential units and 2.4 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-2 displays the capital improvements planned for purchase by the Kuna Rural Fire District over the next ten years.
## Exhibit III-2.
Kuna Rural Fire District CIP 2019 to 2028

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #2</td>
<td>$ 6,000,000</td>
<td>100%</td>
<td>$ 6,000,000</td>
<td>$ 0</td>
</tr>
<tr>
<td>Remodel and Expand Station #1</td>
<td>$ 500,000</td>
<td>50%</td>
<td>$ 250,000</td>
<td>$ 250,000</td>
</tr>
<tr>
<td><strong>Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ladder Truck</td>
<td>$ 1,000,000</td>
<td>50%</td>
<td>$ 500,000</td>
<td>$ 500,000</td>
</tr>
<tr>
<td>Additional Engine for Station #2</td>
<td>$ 800,000</td>
<td>100%</td>
<td>$ 800,000</td>
<td>$ 0</td>
</tr>
<tr>
<td>Additional Ambulance for Station #2</td>
<td>$ 235,000</td>
<td>100%</td>
<td>$ 235,000</td>
<td>$ 0</td>
</tr>
<tr>
<td>Replace 2 Command Vehicles</td>
<td>$ 110,000</td>
<td>0%</td>
<td>$</td>
<td>$ 110,000</td>
</tr>
<tr>
<td>Replace 1 Engine (used)</td>
<td>$ 300,000</td>
<td>0%</td>
<td>$</td>
<td>$ 300,000</td>
</tr>
<tr>
<td>Replace 2 Brush Trucks</td>
<td>$ 680,000</td>
<td>0%</td>
<td>$</td>
<td>$ 680,000</td>
</tr>
<tr>
<td>Replace 2 Ambulances</td>
<td>$ 470,000</td>
<td>0%</td>
<td>$</td>
<td>$ 470,000</td>
</tr>
<tr>
<td><strong>Equipment</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SCBAs - scheduled replacement</td>
<td>$ 300,000</td>
<td>0%</td>
<td>$</td>
<td>$ 300,000</td>
</tr>
<tr>
<td>Cardiac Monitors - scheduled replacement</td>
<td>$ 105,000</td>
<td>0%</td>
<td>$</td>
<td>$ 105,000</td>
</tr>
<tr>
<td>Mobile Radios - scheduled replacement</td>
<td>$ 112,500</td>
<td>0%</td>
<td>$</td>
<td>$ 112,500</td>
</tr>
<tr>
<td>Portable Radios - scheduled replacement</td>
<td>$ 240,000</td>
<td>0%</td>
<td>$</td>
<td>$ 240,000</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$10,852,500</td>
<td></td>
<td>$ 7,785,000</td>
<td>$ 3,067,500</td>
</tr>
<tr>
<td><strong>Plus Cost of Fee-Related Research</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$ 8,000</td>
<td>100%</td>
<td>$ 8,000</td>
<td>$</td>
</tr>
<tr>
<td>Minus Current Fund Balance</td>
<td>$ 552,058</td>
<td></td>
<td>$ 552,058</td>
<td>$</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$10,308,442</td>
<td></td>
<td>$ 7,240,942</td>
<td></td>
</tr>
</tbody>
</table>
As shown above, the District plans to purchase approximately 10.8 million in capital improvements over the next ten years, $7.2 million of which is impact fee eligible. These new assets will allow the District to achieve its planned level of service in the future. The acquisition of a ladder truck is partially necessitated by growth due to increasing height of development. This acquisition will improve the District’s ISO rating which should positively impact the insurance premiums of property owners in the District. The commencement and completion dates for the District’s growth-related capital infrastructure depend on the timing and pace of the projected growth.

The remaining $3.0 million is the price for the District to replace existing apparatus, vehicles and other equipment; and for the non-growth-related portion of the expansion of Station #1 and the ladder truck for Station #2. Replacement of existing capital and non-growth-related capital are 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 Code67- 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 Kuna Rural Fire District.

**Exhibit III-3.**

**DRAFT Impact Fee Calculation, Kuna Rural Fire District**

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amount to Include in Impact Fee Calculation</td>
<td>$7,240,942</td>
</tr>
<tr>
<td>Percentage of Future Growth</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>86%</td>
</tr>
<tr>
<td>Non Residential</td>
<td>14%</td>
</tr>
<tr>
<td>Amount Attributable to Future Growth</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>$6,251,941</td>
</tr>
<tr>
<td>Non Residential</td>
<td>$989,001</td>
</tr>
<tr>
<td>Future Growth 2019-2028</td>
<td></td>
</tr>
<tr>
<td>Residential (per unit)</td>
<td>7,588</td>
</tr>
<tr>
<td>Non Residential (per square foot)</td>
<td>2,400,710</td>
</tr>
<tr>
<td><strong>Impact Fee</strong></td>
<td>$</td>
</tr>
<tr>
<td>Residential (per unit)</td>
<td>$824</td>
</tr>
<tr>
<td>Non Residential (per square foot)</td>
<td>$0.41</td>
</tr>
</tbody>
</table>

As shown above, we have calculated impact fees for the Kuna Rural Fire District at $824 per residential unit and $0.41 per nonresidential square foot. In comparison, as indicated in question #4 above, property taxpayers within the District have already invested $1,231 per residential unit and $0.62 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.

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-3 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 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 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 III-4.**

**Kuna Rural Fire District Participation Summary, 2019-2028**

<table>
<thead>
<tr>
<th></th>
<th>Required</th>
<th>Discretionary</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire</td>
<td>$ 750,000</td>
<td>$ 2,317,500</td>
<td>$ 3,067,500</td>
</tr>
</tbody>
</table>

The total amount the District would be required to contribute over 10 years, should the District adopt fees at the calculated amount, is $750,000 for the non-growth portion of the expansion to Station #1 and the non-growth portion of the ladder truck. The District could also choose to fund the discretionary infrastructure of $2.3 million for apparatus and equipment replacement. While District has the option to fund these capital improvements over the 10-year period, these payments are not required.
Section IV.
Fee Analysis and Administrative Recommendations

A comparison of the calculated Fire impact fee to similar fees to that being assessed by fire departments and fire districts within Ada and Canyon County is shown in Exhibit IV-1:

Exhibit IV-1.
DRAFT Impact Fee Comparison - Fire

<table>
<thead>
<tr>
<th></th>
<th>Kuna Fire District</th>
<th>Star Fire District</th>
<th>Eagle Fire District</th>
<th>City of Meridian/ Meridian Rural</th>
<th>City of Boise</th>
<th>City of Nampa/ Nampa Rural Fire</th>
<th>City of Caldwell/ Caldwell Rural Fire</th>
<th>Middleton Rural Fire District</th>
<th>Wilder Fire District</th>
<th>Manning Fire District</th>
<th>North Ada Co. Fire and Rescue</th>
</tr>
</thead>
<tbody>
<tr>
<td>per Residential Unit</td>
<td>$ 824</td>
<td>$ 829</td>
<td>$ 807</td>
<td>$ 693</td>
<td>$ 628</td>
<td>$ 560</td>
<td>$ 605</td>
<td>$ 849</td>
<td>$ 825</td>
<td>$ 1,285</td>
<td>$ 647</td>
</tr>
<tr>
<td>per Non-Residential sf</td>
<td>$ 0.41</td>
<td>$ 0.39</td>
<td>$ 0.36</td>
<td>$ 0.53</td>
<td>$ 0.15</td>
<td>$ 0.28</td>
<td>$ 0.33</td>
<td>$ 0.42</td>
<td>$ 0.41</td>
<td>$ 0.64</td>
<td>$ 0.32</td>
</tr>
</tbody>
</table>

The calculated impact fee for the Kuna Rural Fire District is in line with similarly sized fire districts in Ada and Canyon Counties. The calculated fee is lower than the fire impact fees being assessed by municipal fire departments in the valley for several reasons. First, these fire departments have been in service decades longer than the Kuna Rural Fire District, and 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 this is not the case. 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.

On the positive side, an impact fee program will enable the District to plan for growth without decreasing its service levels (response time), 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.

At the recommendation of the Development Impact Fee Advisory Committee, the Commission may wish to incorporate into its enacting resolution means for a development to seek an exemption from impact fees when it can be proven that this development will contribute significant benefits to the taxpayers of the District. This issue is discussed in more detail in the following section.
Implementation Recommendations

The following implementation recommendations should be considered:

**Intergovernmental Agreements.** The Kuna 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, it needs another governmental entity to collect these fees on its behalf. Idaho Code 67-8204(a) authorizes the District to enter into an intergovernmental agreement with a city of county which can collect fire fees on their behalf. In the case of this District, which includes one municipality and two counties, three intergovernmental agreements for the collection of Fire District impact fees would have to be developed and adopted by the corresponding bodies.

Fire 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.

Although Ada County collects impact fees for the City of Boise and the Ada County Highway District, it does not currently collect fire fees for any jurisdiction within its boundaries. Canyon County does not currently collect impact fees for any jurisdictions within its boundaries. No cities in Ada or 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 two county commissions and various municipalities may be prepared to consider collecting on the behalf of growth-related fire capital needs. If the Kuna Rural Fire District choses to pursue fire impact fees, the Chief would join Galena Consulting and other fire agencies in a broad discussion about how to execute the required intergovernmental agreements.

**Capital Improvements Plan.** The District should 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 Commission 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 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 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. 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.

**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.
# Kuna Rural Fire District

## Capital Improvement Plan 2019-2028

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Station #2</td>
<td>$8,000,000</td>
<td>100%</td>
<td>$6,000,000</td>
<td>$</td>
</tr>
<tr>
<td>Remodel and Expand Station #1</td>
<td>$500,000</td>
<td>50%</td>
<td>$250,000</td>
<td>$250,000</td>
</tr>
<tr>
<td><strong>Vehicles</strong></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ladder Truck</td>
<td>$1,000,000</td>
<td>50%</td>
<td>$500,000</td>
<td>$500,000</td>
</tr>
<tr>
<td>Additional Engine for Station #2</td>
<td>$800,000</td>
<td>100%</td>
<td>$800,000</td>
<td>$</td>
</tr>
<tr>
<td>Additional Ambulance for Station #2</td>
<td>$235,000</td>
<td>100%</td>
<td>$235,000</td>
<td>$</td>
</tr>
<tr>
<td>Replace 2 Command Vehicles</td>
<td>$110,000</td>
<td>0%</td>
<td>$-</td>
<td>$110,000</td>
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<tr>
<td>Replace 1 Engine (used)</td>
<td>$300,000</td>
<td>0%</td>
<td>$-</td>
<td>$300,000</td>
</tr>
<tr>
<td>Replace 2 Brush Trucks</td>
<td>$680,000</td>
<td>0%</td>
<td>$-</td>
<td>$680,000</td>
</tr>
<tr>
<td>Replace 2 Ambulances</td>
<td>$470,000</td>
<td>0%</td>
<td>$-</td>
<td>$470,000</td>
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<tr>
<td><strong>Equipment</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>SCBAs - scheduled replacement</td>
<td>$300,000</td>
<td>0%</td>
<td>$-</td>
<td>$300,000</td>
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<tr>
<td>Cardiac Monitors - scheduled replacement</td>
<td>$105,000</td>
<td>0%</td>
<td>$-</td>
<td>$105,000</td>
</tr>
<tr>
<td>Mobile Radios - scheduled replacement</td>
<td>$112,500</td>
<td>0%</td>
<td>$-</td>
<td>$112,500</td>
</tr>
<tr>
<td>Portable Radios - scheduled replacement</td>
<td>$240,000</td>
<td>0%</td>
<td>$-</td>
<td>$240,000</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$10,852,500</td>
<td>$7,785,000</td>
<td>$3,067,500</td>
<td></td>
</tr>
<tr>
<td><strong>Plus Cost of Fee-Related Research</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$8,000</td>
<td>100%</td>
<td>$8,000</td>
<td></td>
</tr>
<tr>
<td><strong>Minus Current Fund Balance</strong></td>
<td>$552,058</td>
<td></td>
<td>$552,058</td>
<td></td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>$10,300,442</td>
<td>$7,240,942</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*EXHIBIT B*
FINAL REPORT

June 30, 2018

Star Fire Protection District
Idaho Impact Fee Study and Capital Improvement Plan

Prepared for
Star Fire Protection District
10831 West State Street
Star, Idaho 83669

Prepared By
Galena Consulting
Anne Wescott
1925 North Montclair Drive
Boise, ID 83702
Section I.
Introduction

This report regarding impact fees for the Star Fire Protection 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 Star Fire Protection 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.”

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.”

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. 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;

- 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;

- Impact fees must not exceed the proportionate share of the cost of capital improvements needed to serve new growth and development;

- Impact fees must be maintained in one or more interest-bearing accounts within the capital projects fund.

In addition, the Impact Fee Act requires the following:

- Establishment of and consultation with a development impact fee advisory committee (Advisory Committee);

- 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;

- Identification of the growth-related portion of the District’s Capital Improvement Plan;

- Analysis of cash flow stemming from impact fees and other capital improvement funding sources;

- 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;

- Preparation and adoption of a Capital Improvement Plan pursuant to state law and public hearings regarding the same; and

- Preparation and adoption of a resolution authorizing impact fees pursuant to state law and public hearings regarding the same.
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. 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. 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.” 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.

Through data analysis and interviews with the District and 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 2026. This is consistent with the Impact Fee Act. 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 unit" of development calculated in accordance with generally accepted engineering or planning standards for a particular category of capital improvement.\(^{22}\) 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.\(^{23}\)

- 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."\(^{24}\) 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."\(^{25}\) 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 includes 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 department 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 service, 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 Star Fire Protection District Fire Department within the next ten years to achieve the planned level of service of the District?

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 the 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 the 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 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 VI 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.


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 Benbury Development Corp. v. South Jordan, 631 P.2d 899 (1981); Dolan v. District of Tigard, 512 U.S. 374 (1994).

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

See Section 67-8210(4), Idaho Code.

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

See Section 67-8210(1), Idaho Code.

See Section 67-8205, Idaho Code.

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

See Section 67-8208, Idaho Code.

See Section 67-8207, Idaho Code.


See Section 67-8208, Idaho Code.


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.

See Section 67-8208, Idaho Code.

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

See Section 67-8207, Idaho Code.

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(1f) and 67-8208(1g), Idaho Code.

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

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

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.

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

See Section 67-8208(1f).

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

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.

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

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 2017 through 2026 for the District. These projections were based on the most recent growth estimates from COMPASS, 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 two incorporated cities (Star and a portion of Middleton), as well as portions of unincorporated Ada and Canyon Counties. As the following map indicates, the District’s service area borders the Eagle Fire District to the east; City of Meridian Fire Department to the southeast; Caldwell and Nampa Fire Districts to the southwest; and the Middleton Fire District to the west.
The following Exhibit II-1 presents the current and estimated future population for the District.

**Exhibit II-1.**
**Current and Future Population within the boundaries of the Star Fire Protection District**

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2026</th>
<th>Net Increase</th>
<th>Percent Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>12,280</td>
<td>26,000</td>
<td>13,721</td>
<td>112%</td>
</tr>
</tbody>
</table>

The District currently has approximately 12,280 persons residing within its service boundary. As indicated above, the service boundary of the District is larger than the City of Star, and larger than the Star Area of Impact.

Current and future population estimates were derived by isolating the population within each Transportation Analysis Zone (TAZ) within the District boundaries according to current COMPASS data. This data was augmented by more recent building permit and annexation approval data. Over the next ten years, these models indicate the District will grow by approximately 13,721 persons, or at an annual growth rate of 11 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 District.

**Exhibit II-2.**
**Current and Future Land Uses, Star Fire Protection District**

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2027</th>
<th>Net Growth</th>
<th>Net Increase in Square Feet</th>
<th>Percent of Total Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>12,280</td>
<td>26,000</td>
<td>13,721</td>
<td>9,637,073</td>
<td>90%</td>
</tr>
<tr>
<td>Residential (in units)</td>
<td>4,099</td>
<td>8,688.87</td>
<td>4,587</td>
<td>1,095,033</td>
<td>10%</td>
</tr>
<tr>
<td>Nonresidential (in square feet)</td>
<td>204,967</td>
<td>1,300,000</td>
<td>1,095,033</td>
<td>10,732,107</td>
<td>100%</td>
</tr>
</tbody>
</table>

As shown above, the Star Fire Protection District is expected to grow by approximately 4,567 residential units and 1,095,033 nonresidential square feet over the next ten years. Ninety percent of this growth is attributable to residential land uses, while the remaining ten 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.

While there has been an average of 200 new homes built in Star each year for the past five years, plat activity and a survey of local developers indicate the residential market will continue to increase dramatically in this area. In 2018 COMPASS data projected over 400 new homes would be built within the District each year over the next ten years which is consistent with the population estimates for the area, as well as facilities plans for the West Ada School District. Recent annexations into the City of Star indicate even more residential building will occur in the next ten years.
Non-residential development (office, retail and industrial) is harder to predict. Generally, "retail follows rooftops" but it is unclear how quickly this development will occur over the next ten years. Other areas in the Treasure Valley have approximately 300 square feet of non-residential development per residential household. For the purpose of this study, given the evolving growth patterns in the District's service area, we estimated only 50 square feet of non-residential development per current household, and projected 150 square feet of non-residential development per household by 2027. This estimate does not seem unrealistic given the known non-residential development planned for the area (Bi-Mart, a grocery store, a high school, two new middle schools and 2 new elementary schools) and a conservatively projected amount of other retail and office uses (i.e., fast food, medical/dental offices, insurance offices, etc.).
Section III.
Impact Fee Calculation

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

1. Who is currently served by the Star Fire Protection District?

As shown in Exhibit II-2, the District currently serves 4,099 residential units and approximately 205,000 square feet of nonresidential land use.

2. What is the current level of service provided by the Star Fire Protection District?

The Star Fire Protection District provides a level of service of a 90 percent fractile response time of 6 minutes and 41 seconds for fire response and 4 minutes and 1 second for emergency medical response. 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 Star Fire Protection District to provide this level of service?

The following Exhibit III-1 displays the current assets of the Star Fire Protection District.

**Exhibit III-1.**
Current Assets—Star Fire Protection District

<table>
<thead>
<tr>
<th>Type of Capital Asset</th>
<th>Replacement Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilities</td>
<td></td>
</tr>
<tr>
<td>Station #1</td>
<td>$1,750,000</td>
</tr>
<tr>
<td>Station #2</td>
<td>$2,085,000</td>
</tr>
<tr>
<td>Apparatus/Vehicles</td>
<td></td>
</tr>
<tr>
<td>1992 E52 Dash Fire Engine</td>
<td>$506,000</td>
</tr>
<tr>
<td>2002 Ford Explorer</td>
<td>$30,000</td>
</tr>
<tr>
<td>Comm S51 Ford F150 Command Vehicle</td>
<td>$35,000</td>
</tr>
<tr>
<td>Brush 51 - 2010 Dodge RAM 5500</td>
<td>$75,000</td>
</tr>
<tr>
<td>E51 Rosenbauer Engine SN 4568</td>
<td>$506,000</td>
</tr>
<tr>
<td>Maint 51 2002 Ford F550 Truck</td>
<td>$50,000</td>
</tr>
<tr>
<td>W751 2011 Rosenbauer Water Tender</td>
<td>$375,000</td>
</tr>
<tr>
<td>2017 Chev 1500 Comm Vehicle</td>
<td>$32,709</td>
</tr>
<tr>
<td>Equipment</td>
<td></td>
</tr>
<tr>
<td>Caterpillar Generator D60P4</td>
<td>$50,000</td>
</tr>
<tr>
<td>TNT Extrication Equipment</td>
<td>$18,000</td>
</tr>
<tr>
<td>Generator (Station 2)</td>
<td>$50,000</td>
</tr>
<tr>
<td>700 Meg Hand Held Radios (14)</td>
<td>$91,000</td>
</tr>
<tr>
<td>Extractor - Unmax</td>
<td>$7,129</td>
</tr>
<tr>
<td>Thermal Imager - Bullard</td>
<td>$8,366</td>
</tr>
<tr>
<td>SCBA's (12 @ $6,500/each)</td>
<td>$78,000</td>
</tr>
<tr>
<td>Phone System</td>
<td>$24,033</td>
</tr>
<tr>
<td>Bishub C280 Printer/ Copier</td>
<td>$5,000</td>
</tr>
<tr>
<td><strong>Total Assets</strong></td>
<td><strong>$5,616,267</strong></td>
</tr>
<tr>
<td><strong>Plus Cost of Fee-Related Research</strong></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$4,000</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td><strong>$5,620,267</strong></td>
</tr>
</tbody>
</table>
As shown above, the District currently owns approximately $5.8 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 Star Fire Protection District has already invested $1,322 per residential unit and $1.95 per 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 Star Fire Protection District?**

As shown in Exhibit II-2, the Star Fire Protection District is expected to grow by approximately 4,567 residential units and 1,095,033 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 Star Fire Protection District over the next ten years.

### Exhibit III-2.
**Star Fire Protection District CIP 2018 to 2027**

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Demand 2018-2027</th>
<th>Amount to Include in Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Star Fire District Station #3</td>
<td>$4,000,000</td>
<td>100%</td>
<td>80%</td>
<td>$2,000,000</td>
<td>$800,000</td>
</tr>
<tr>
<td>Expansion of Station #1 - additional bay and training area</td>
<td>$1,000,000</td>
<td>50%</td>
<td>80%</td>
<td>$400,000</td>
<td>$800,000</td>
</tr>
<tr>
<td><strong>Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 additional engine for Station #3</td>
<td>$600,000</td>
<td>100%</td>
<td>80%</td>
<td>$480,000</td>
<td>$120,000</td>
</tr>
<tr>
<td>1 replacement engine</td>
<td>$600,000</td>
<td>0%</td>
<td>0%</td>
<td>$0</td>
<td>$600,000</td>
</tr>
<tr>
<td>1 replacement Type 3 brush truck</td>
<td>$130,000</td>
<td>0%</td>
<td>0%</td>
<td>$0</td>
<td>$130,000</td>
</tr>
<tr>
<td><strong>Equipment</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6 complete SCBA units for Station #3</td>
<td>$39,000</td>
<td>100%</td>
<td>80%</td>
<td>$31,200</td>
<td>$7,800</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$6,369,000</td>
<td></td>
<td></td>
<td>$4,117,200</td>
<td>$2,251,800</td>
</tr>
</tbody>
</table>

As shown above, the District plans to purchase approximately $6.4 million in capital improvements over the next ten years, $5.1 million of which is necessitated by new growth. Of this $5.1 million, 80% or $4.1 million can be attributed to growth that occurs in the next ten years, with the remaining 20% to be collected from growth after 2027. 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.

The remaining approximately $1.3 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 Star Fire Protection District.

**Exhibit III-3.**
**DRAFT Impact Fee Calculation, Star Fire Protection District**

<table>
<thead>
<tr>
<th>Amount to Include in Impact Fee Calculation</th>
<th>$4,117,200</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of Future Growth</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>90%</td>
</tr>
<tr>
<td>Non Residential</td>
<td>10%</td>
</tr>
<tr>
<td>Amount Attributable to Future Growth</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>$3,697,108</td>
</tr>
<tr>
<td>Non Residential</td>
<td>$420,092</td>
</tr>
<tr>
<td>Future Growth 2017-2026</td>
<td></td>
</tr>
<tr>
<td>Residential (per unit)</td>
<td>4,567</td>
</tr>
<tr>
<td>Non Residential (per square foot)</td>
<td>1,095,033</td>
</tr>
<tr>
<td>Impact Fee</td>
<td></td>
</tr>
<tr>
<td>Residential (per unit)</td>
<td>$809</td>
</tr>
<tr>
<td>Non Residential (per square foot)</td>
<td>$0.38</td>
</tr>
</tbody>
</table>

As shown above, we have calculated impact fees for the Star Fire Protection District at $809 per residential unit and $0.38 per nonresidential square foot. In comparison, as indicated in question #4 above, property taxpayers within the District have already invested $1,322 per residential unit and $1.95 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.

Because not all the capital improvements listed in the CIP is 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-3 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 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 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 III-4.**

**Star Fire Protection District Participation Summary, 2018-2027**

<table>
<thead>
<tr>
<th></th>
<th>Required</th>
<th>Discretionary</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire</td>
<td>$ 500,000</td>
<td>$ 730,000</td>
<td>$ 1,230,000</td>
</tr>
</tbody>
</table>

The total amount the District would be required to contribute over 10 years, should the District adopt fees at the calculated amount, is $500,000 for the non-growth portion of the expansion to Station #1. The District could also choose to fund the discretionary infrastructure of $730,000 for apparatus replacement. While District has the option to fund these capital improvements over the 10-year period, these payments are not required.
Section IV.
Fee Analysis and Administrative Recommendations

The calculated impact fee based on the draft capital improvement plan is higher than the fee currently being assessed by neighboring communities. A comparison of the calculated Fire impact fee to similar fees to that being assessed by other fire departments and districts is provided in Exhibit IV-1:

Exhibit IV-1.
DRAFT Impact Fee Comparison - Fire
FOR DISCUSSION PURPOSES ONLY

<table>
<thead>
<tr>
<th></th>
<th>Star Fire</th>
<th>Eagle Fire</th>
<th>Middleton</th>
<th>Kuna Fire</th>
<th>NACFR</th>
<th>City of Meridian</th>
<th>City of Caldwell</th>
<th>City of Boise</th>
<th>City of Nampa</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire per Residential Unit</td>
<td>$809</td>
<td>$677</td>
<td>$819</td>
<td>$701</td>
<td>$647</td>
<td>$681</td>
<td>$517</td>
<td>$526</td>
<td>$185</td>
</tr>
<tr>
<td>Fire per Non-Residential sf</td>
<td>$0.38</td>
<td>$0.29</td>
<td>$0.41</td>
<td>$0.35</td>
<td>$0.32</td>
<td>$0.35</td>
<td>$0.10</td>
<td>$0.27</td>
<td>$0.12</td>
</tr>
</tbody>
</table>

The calculated impact fee for the Star Fire Protection District is on the higher end of the range for fire impact fees, but consistent with the Middleton Rural Fire District, its adjoining district. The calculated fee for the Eagle Fire District and Kuna Rural Fire district is somewhat lower than that calculated for the Star Fire Protection District because they are able to spread similar total CIP costs among a greater number of projected residential and non-residential growth. The North Ada County Fire and Rescue will not be building a new station in the next ten years, so their capital costs and therefore calculated fees are lower. Municipal fire impact fees tend to be lower than district fire impact fees because they have greater density and have more capacity already built into their infrastructure system than rural districts. The City of Nampa is updating its fire impact fee and it is anticipated to be commensurate with the City of Meridian.

Some communities express concern that impact fees will stifle growth. Empirical data indicates this is not the case. 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.

On the positive side, an impact fee program will enable the District to plan for growth without decreasing its service levels (response time), 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.
## Star Fire Protection District
### Capital Improvement Plan 2019-2028

<table>
<thead>
<tr>
<th>Type of Capital Infrastructure</th>
<th>CIP Value</th>
<th>Growth Portion</th>
<th>Growth 2019-2028</th>
<th>Amount from Impact Fees</th>
<th>Amount from Other Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Facilities</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Star Fire District Station #3</td>
<td>$4,000,000</td>
<td>100%</td>
<td>100%</td>
<td>$4,000,000</td>
<td>$0</td>
</tr>
<tr>
<td>Replacement of Station #1</td>
<td>$3,600,000</td>
<td>50%</td>
<td>100%</td>
<td>$1,800,000</td>
<td>$1,800,000</td>
</tr>
<tr>
<td><strong>Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 additional engine for Station #3</td>
<td>$600,000</td>
<td>100%</td>
<td>100%</td>
<td>$600,000</td>
<td>$0</td>
</tr>
<tr>
<td>1 replacement engine</td>
<td>$600,000</td>
<td>0%</td>
<td>100%</td>
<td>$0</td>
<td>$600,000</td>
</tr>
<tr>
<td>1 replacement Type 3 brush truck</td>
<td>$130,000</td>
<td>0%</td>
<td>100%</td>
<td>$0</td>
<td>$130,000</td>
</tr>
<tr>
<td><strong>Equipment</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6 complete SCBA units for Station #3</td>
<td>$39,000</td>
<td>100%</td>
<td>100%</td>
<td>$39,000</td>
<td>$0</td>
</tr>
<tr>
<td><strong>Total Infrastructure</strong></td>
<td>$6,969,000</td>
<td></td>
<td></td>
<td>$5,439,000</td>
<td>$2,530,000</td>
</tr>
<tr>
<td><strong>Plus Cost of Fee-Related Research</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Impact Fee Study</td>
<td>$8,000</td>
<td>100%</td>
<td>100%</td>
<td>$8,000</td>
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<tr>
<td>Minus Revenue From Sale of Old Station #1 to City</td>
<td>$600,000</td>
<td>100%</td>
<td>100%</td>
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<td>Minus Fund Balance</td>
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<td>100%</td>
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<tr>
<td><strong>Grand Total</strong></td>
<td>$8,265,225</td>
<td></td>
<td></td>
<td>$5,739,225</td>
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**EXHIBIT B**
ORDINANCE NO. __________

AN ORDINANCE AMENDING ADA COUNTY CODE TITLE 9, CHAPTERS 1, 2, 3, 4, 5, AND 6 TO PROVIDE FOR THE ADOPTION OF REGULATIONS TO COLLECT TAXING DISTRICT IMPACT FEES ON PROPERTY LOCATED WITHIN AREAS OF CITY IMPACT.

BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF ADA COUNTY, IDAHO, THAT ADA COUNTY CODE, TITLE 9, CHAPTERS 1, 2, 3, 4, 5, AND 6 BE AMENDED AS FOLLOWS:

Section 1: Amending Ada County Code § 9-1-2 to adopt Ada County Code Title 10 and Appendix E to the Ada County Comprehensive Plan as applying to properties within the Kuna City Areas of City Impact to allow for the collection of impact fees as follows:

9-1-2: APPLICABLE PLAN, POLICIES AND ORDINANCES:

A. The 1998 City of Kuna Comprehensive Plan as adopted by Ada County Resolution No. 2212, shall apply to property within unincorporated part of the Kuna Area of City Impact A as adopted by Ada County Ordinance No. 862.

B. The Ada County Comprehensive Plan as adopted by Ada County Resolution No. 2187, shall apply to property outside of the boundaries of Kuna Area of City Impact A but within the unincorporated part of the Kuna Area of City Impact B as adopted by Ada County ordinance no. 862.

C. The Ada County zoning ordinance (title 8 of this Code) shall apply to all unincorporated property within both Kuna Area of City Impact A and B.

D. Ada County Code Title 10 along with Appendix E of the Ada County Comprehensive Plan initially adopted by Ada County Resolution No. ______, or as they may be amended from time to time, shall apply to all unincorporated properties located within both Kuna areas of city impact A and B boundaries to enable the collection of impact fees to support the cost-effective delivery of public services.

Section 2: Amending Ada County Code § 9-2-3 to adopt Ada County Code Title 10 and Appendix E to the Ada County Comprehensive Plan as applying to properties within the city of Eagle Area of City Impact to allow for the collection of impact fees as follows:

9-2-3: APPLICABLE PLAN POLICIES AND ORDINANCES:

A. The Eagle comprehensive plan, as amended by the city of Eagle on September 14, 2005, by Resolution 04-15, and as further amended by Ada County resolution 1720, shall apply within the Eagle area of city impact.
B. Applications for subdivision development in the Eagle area of city impact shall be evaluated for conformance to the design and improvement standards contained in the Eagle city code, title 9, chapter 3, and in chapter 4, sections 9-4-1-1 through 9-4-1-12.

C. All subdivision plats situated within the area of city impact shall be submitted to the city of Eagle for their recommendation.

D. The Ada County zoning ordinance shall be used to implement this chapter.

E. Ada County Code Title 10 along with Appendix E of the Ada County Comprehensive Plan initially adopted by Ada County Resolution No. _______, or as they may be amended from time to time, shall apply to all unincorporated properties located within the Eagle area of city impact boundary to enable the collection of impact fees to support the cost-effective delivery of public services.

FF. Ada County shall use the following standard in calculating density of residential development: The total number of dwelling units within a proposed development, divided by the total land area. Fractional amounts greater than those designated on the Eagle comprehensive plan land use map will not be allowed except where the Eagle comprehensive plan details a fractional density, and then the density shall not exceed the number described in the Eagle comprehensive plan. Floodway areas and land used for public uses such as schools or public service facilities will not be included in the total land area calculation.

Section 3: Amending Ada County Code § 9-3-3 to adopt Ada County Code Title 10 and Appendix E to the Ada County Comprehensive Plan as applying to properties within the Boise City Area of City Impact to allow for the collection of impact fees as follows:

9-3-3: APPLICABLE PLAN POLICIES AND ORDINANCES:

A. The Boise City comprehensive plan, adopted by Ada County resolution 2031, and including the Boise City comprehensive park and recreation system plan, as amended on October 5, 2004, by Boise City resolution 18344 and as further amended on November 15, 2005, by Boise City resolution 18866 shall apply within the unincorporated part of the Boise City area of city impact.

B. Title 8 of this code shall be used to implement this chapter. All land use applications shall also comply with the provisions of this chapter.

C. Title 4, chapter 12 of the Boise City code, known also as the Boise City impact fee ordinance 5685, dated November 28, 1995, and as amended by ordinance 6114 on December 11, 2001, and as amended by ordinance 6462 on April 11, 2006, shall be applicable within the Boise City area of city impact.

D. Ada County Code Title 10 along with Appendix E of the Ada County Comprehensive Plan initially adopted by Ada County Resolution No. _______, or as they may be amended
from time to time, shall apply to all unincorporated properties located within the Boise City area of city impact boundary to enable the collection of impact fees to support the cost-effective delivery of public services.

DE. The Boise City uniform street and address number ordinance, title 9, chapter 6 of the Boise City code, as may be amended from time to time, shall apply to all property within the Boise City area of city impact. Street names and addresses shall be assigned by Boise City. Existing street names and addresses in the Boise City area of city impact, not in compliance with the Boise City uniform street and address number ordinance at the time this section goes into effect, shall not be changed until address changes are necessary for address continuity.

Section 4: Amending Ada County Code § 9-4-3 to adopt Ada County Code Title 10 and Appendix E to the Ada County Comprehensive Plan as applying to properties within the city of Meridian Area of City Impact to allow for the collection of impact fees as follows:

9-4-3: APPLICABLE PLAN POLICIES AND ORDINANCES:

A. The Meridian comprehensive plan, adopted by Ada County resolution 2044, shall apply to the Meridian area of city impact.

B. All subdivision plats, situated within the area of impact, shall be submitted to the city of Meridian for approval, in addition to Ada County approval, as provided in Idaho Code section 50-1306.

C. All subdivision plat applications in the urban service planning area for land zoned RUT (rural-urban transition) shall require a street and utility easement plan. Said plan shall provide for future resubdivision to urban densities and shall be included on the final plat. This requirement may be waived if a letter of waiver is submitted to the director from the Meridian council prior to preliminary plat approval by the board.

D. A condition of approval for all subdivision plats in the urban service planning area for land zoned RUT (rural-urban transition) shall require that, prior to occupancy of the subdivision’s first dwelling unit, dry line sewer and water lines shall be installed to accommodate the future resubdivision to urban densities. This requirement may be waived if a letter of waiver is submitted to the director from the Meridian city council prior to preliminary plat approval by the board.

E. Title 8 of this code shall be used to implement this chapter. All land use applications shall also comply with the provisions of this chapter.

F. Ada County Code Title 10 along with Appendix E of the Ada County Comprehensive Plan initially adopted by Ada County Resolution No._____, or as they may be amended from time to time, shall apply to all unincorporated properties located within the Meridian area of city impact boundary to enable the collection of impact fees to support the cost-effective delivery of public services.
FG. The Meridian comprehensive plan shall apply to the property described in Ada County ordinance 508. The land use designation of the adjacent property shall apply to the area described in Ada County ordinance 508.

Section 5: Amending Ada County Code section 9-5-3 to adopt Ada County Code Title 10 and Appendix E to the Ada County Comprehensive Plan as applying to properties within the Garden city Area of City Impact to allow for the collection of impact fees as follows:

9-5-3: APPLICABLE PLAN POLICIES AND ORDINANCES:

A. The Garden City comprehensive plan, as adopted and amended by Garden City resolution 845-06 on July 24, 2006, shall apply within the Garden City area of city impact.

B. Applications for subdivision development in the Garden City area of city impact shall be evaluated by Garden City for conformance to the design and improvement standards contained in the February 9, 1988, Garden City planning and zoning ordinance 443, title 9, chapter 3, and in chapter 4, subsections 9-4-1 through 9-4-1-12.

C. All subdivision plats situated within the area of city impact shall be submitted to Garden City for approval, in addition to Ada County approval, as provided in Idaho Code section 50-1306.

D. The Ada County zoning ordinance (title 8 of this code) shall be used to implement this chapter.

E. Ada County Code Title 10 along with Appendix E of the Ada County Comprehensive Plan initially adopted by Ada County Resolution No. ____________, or as they may be amended from time to time, shall apply to all unincorporated properties located within the Garden City area of city impact boundary to enable the collection of impact fees to support the cost-effective delivery of public services.

Section 6: Amending Ada County Code § 9-6-3 to adopt Ada County Code Title 10 and Appendix E to the Ada County Comprehensive Plan as applying to properties within the city of Star Area of City Impact to allow for the collection of impact fees as follows:

9-6-3: APPLICABLE PLANS, POLICIES AND ORDINANCES:

A. Star Area Of City Impact:

1. The Star comprehensive plan, as adopted and amended by the city of Star as of October 5, 2004, by resolution 2004-6, with the amended land use designation map adopted by resolution 2005-9 dated August 19, 2005, shall apply within the Star area of city impact.

2. The Ada County zoning ordinance shall apply within the Star area of city impact.
3. Ada County Code Title 10 along with Appendix E of the Ada County Comprehensive Plan initially adopted by Ada County Resolution No. _______ or as they may be amended from time to time, shall apply to all unincorporated properties located within the Star area of city impact boundary to enable the collection of impact fees to support the cost-effective delivery of public services.

34. All subdivision final plats situated within the Star area of city impact shall be submitted to the city of Star for approval.

ADOPTED this ____ day of ____________, 2019.

Board of Ada County Commissioners

By: ____________________________
   Kendra Kenyon, Commissioner

By: ____________________________
   Diana Lachiondo, Commissioner

By: ____________________________
   Rick Visser, Commissioner

ATTEST:

______________________________
Phil McGrane, Ada County Clerk
SUMMARY OF ORDINANCE NO. _______

AN ORDINANCE AMENDING ADA COUNTY CODE TITLE 9, CHAPTERS 1, 2, 3, 4, 5, AND 6 TO PROVIDE FOR THE ADOPTION OF REGULATIONS TO COLLECT TAXING DISTRICT IMPACT FEES ON PROPERTY LOCATED WITHIN AREAS OF CITY IMPACT.

BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF ADA COUNTY, IDAHO, THAT ADA COUNTY CODE, TITLE 9, CHAPTERS 1, 2, 3, 4, 5, AND 6 BE AMENDED AS FOLLOWS:

ORDINANCE NO. _____ SHALL BE EFFECTIVE UPON PUBLICATION. A FULL TEXT OF THE ORDINANCE IS AVAILABLE FOR PUBLIC INSPECTION AT THE OFFICE OF THE ADA COUNTY CLERK, 200 W. FRONT STREET, BOISE, IDAHO.

APPROVED BY THE BOARD OF ADA COUNTY COMMISSIONERS THIS _____ DAY OF ____________________, 2019.

Board of Ada County Commissioners

By: __________________________________________
   Kendra Kenyon, Commissioner

By: __________________________________________
   Diana Lachiondo, Commissioner

By: __________________________________________
   Rick Visser, Commissioner

ATTEST:

____________________________________________
   Phil McGrane, Ada County Clerk

PUBLISHED: __________________________
STATEMENT OF APPROVAL

I, Phil McGrane, Ada County Clerk, do hereby declare that the attached summary of the Ada County Ordinance No. ____ is true and complete and provides adequate notice to the public, pursuant to Idaho Code § 31-715A.

Phil McGrane
Ada County Clerk

[SEAL]
ORDINANCE NO. ________

AN ORDINANCE AMENDING THE ADA COUNTY CODE BY THE ADDITION OF A NEW TITLE 10, CHAPTER 1 ENTITLED PARTICIPATING FIRE PROTECTION DISTRICT IMPACT FEES; PROVIDING FOR: A SHORT TITLE, AUTHORITY, APPLICABILITY, AND PURPOSE; DEFINITIONS; THE ESTABLISHMENT OF FIRE DISTRICT SERVICE AREAS, THE IMPOSITION OF PARTICIPATING FIRE PROTECTION DISTRICTS' IMPACT FEES, AND EXEMPTIONS; THE METHOD OF THE COLLECTION OF PARTICIPATING FIRE PROTECTION DISTRICT IMPACT FEES AND ENFORCEMENT THEREOF; ESTABLISHING A PROCESS FOR IMPACT FEE CERTIFICATION; ESTABLISHING A PROCESS FOR INDIVIDUAL ASSESSMENT; DEVELOPER CREDITS AND REIMBURSEMENTS; THE METHODOLOGY FOR CALCULATION OF PARTICIPATING FIRE PROTECTION DISTRICTS' IMPACT FEES; THE ESTABLISHMENT OF A PROCESS FOR EXTRAORDINARY IMPACTS; A PROCESS FOR FEE PAYER REFUNDS; ESTABLISHMENT OF IMPACT FEE TRUST FUNDS AND TRUST ACCOUNTS; THE USE AND EXPENDITURE OF PARTICIPATING FIRE DISTRICT IMPACT FEES; THE ESTABLISHMENT FOR APPEALS, PROTEST AND MEDIATION; THE PERIODIC REVIEWS OF THE CAPITAL IMPROVEMENTS PLANS; THE FILING OF AN ANNUAL REPORT AS A PART OF EACH PARTICIPATING FIRE PROTECTION DISTRICT'S ANNUAL AUDIT; THE CREATION OF JOINT DEVELOPMENT IMPACT FEE ADVISORY COMMITTEES; MISCELLANEOUS PROVISIONS; CONSTRUCTION OF ORDINANCE INTENT.

BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF ADA COUNTY, IDAHO, THAT ADA COUNTY CODE BE AMENDED TO ADOPT A NEW TITLE 10, CHAPTER 1, TO READ AS FOLLOWS:

TITLE 10
IMPACT FEES

CHAPTER 1 – PARTICIPATING FIRE PROTECTION DISTRICT DEVELOPMENT IMPACT FEES

10-1-1: SHORT TITLE, APPLICABILITY, EXEMPTIONS, AND PURPOSE:

A. Short title: This chapter shall be known and may be cited as the Ada County Participating Fire Protection District Development Impact Fee Ordinance.

B. Findings: The Board of Ada County Commissioners finds that:

1. Within unincorporated Ada County, the County is experiencing considerable growth and development.

2. The new growth and development occurring within unincorporated Ada County will place ever-increasing demands on fire protection districts whose boundaries include land in unincorporated Ada County to provide, improve and expand

ORDINANCE NO. ________ – PAGE 1
existing fire protection districts’ public safety facilities to serve that new growth and development and the tax revenues generated from that new growth and development often does not generate sufficient funds to provide the necessary improvements and expansion of the public safety facilities to protect the public health, safety and welfare. Those users that create the increased demand should bear their proportionate share of the cost of public safety facilities needed to serve the new growth and development.

3. Fire protection districts organized pursuant to Idaho Code §§ 31-1401, et seq. do not have authority to make and adopt ordinances as a method of carrying out their statutory duties.

4. The Idaho Development Impact Fee Act (Act) at Idaho Code §§ 67-8201, et seq. requires an entity to adopt an ordinance in order to impose and collect development impact fees.

5. The Act does provide, pursuant to Idaho Code § 67-8204A, in circumstances where the County and the Participating Fire Protection Districts are both affected by the considerable growth and development as is occurring within the County, that the County and the Participating Fire Protection Districts may enter into an intergovernmental agreement for the purpose of agreeing to collect and expend development impact fees for System Improvements which provides for a new funding mechanism for those System Improvements Costs incurred by the Participating Fire Protection Districts to meet the demand and growth occurring within the County and which promotes and accommodates orderly growth and development and protects the public health, safety and general welfare of the people, residential and non-residential establishments within the boundaries of the County.

6. The County has statutory authority to make and adopt ordinances pursuant to Idaho Code § 31-714.

C. Authority: This ordinance is enacted pursuant to the County’s general police powers, its authority to enact ordinances, and its authority as provided by the Act and other applicable laws of the state of Idaho to impose and collect development impact fees on behalf of the Participating Fire Protection Districts; and the County’s and the Participating Fire Protection Districts’ authority to enter into an Intergovernmental Agreement as provided for in Idaho Code § 67-8204A when jointly affected by growth and development for the purpose of agreeing to impose, collect and expend development impact fees in order for new growth and development pay their proportionate share of the cost of public facilities to serve that new growth and development.

D. Applicability: This chapter shall apply to the Development of property located within the boundaries of a Participating Fire Protection District in unincorporated Ada County.
E. Purpose: The intent of this chapter is to ensure that new residential and non-residential development bears a proportionate share of the cost of System Improvements; to ensure that such proportionate share does not exceed the cost of such System Improvements required to accommodate new Development; and to ensure that funds collected from new Development are actually used for System Improvements in accordance with the Act.

10-1-2: DEFINITIONS:

As used in this chapter, the following words and terms shall have the following meanings, unless another meaning is plainly intended and words and terms appearing in the singular number includes the plural and the plural the singular:

APPROPRIATE shall mean to legally obligate by contract or otherwise commit to the expenditure of funds by appropriation or other official act of the Board of Commissioners of any Participating Fire Protection District.

BOARD OF COMMISSIONERS shall mean the Board of Commissioners of a Participating Fire Protection District, which is its governing board.

BUILDING PERMIT shall mean the permit required for foundations, new construction and additions pursuant to Chapter 2, Title 7, Ada County Code.

CAPITAL IMPROVEMENTS shall mean improvements with a useful life of ten (10) years or more, by new construction or other action, which increases the service capacity of a Participating Fire Protection District’s Capital Facilities.

CAPITAL IMPROVEMENTS ELEMENT shall mean a component of the Capital Improvements Plan of each Participating Fire Protection District adopted by the Participating Fire Protection District and the County pursuant to Chapters 65 and 82 of Title 67, Idaho Code, as they may be amended, which component meets the requirements of the capital improvements plan required by the Act.

CAPITAL IMPROVEMENTS PLAN shall mean with respect to each Participating Fire Protection District, the Impact Fee Study and Capital Improvements Plan recommended by their Joint Advisory Committee and adopted by each Participating Fire Protection District and the County that identifies Fire District Capital Facilities for which each Participating Fire Protection District’s Impact Fees may be used as a funding source.

COUNTY shall mean Ada County, Idaho.

COUNTY BOARD OF COMMISSIONERS shall mean the Board of Commissioners of Ada County.
DEVELOPER shall mean any person or legal entity undertaking Development and/or the subdivision of property pursuant to Idaho Code §§ 50-1301 through 50-1334, as may be amended.

DEVELOPMENT shall mean any construction or installation of a building or structure, or any change in use of a building or structure, or any change in the use, character or appearance of land, which creates additional demand and need for public facilities and/or subdivision of property that would permit any change in the use, character or appearance of land.

DEVELOPMENT APPROVAL shall mean any written duly authorized document from the County which authorizes the commencement of a Development.

DEVELOPMENT REQUIREMENT shall mean a requirement attached to a Developmental approval or other County governmental action approving or authorizing a particular Development project including, but not limited to, a rezoning, which requirement compels the payment, dedication or contribution of goods, services, land or money as condition of approval.

DWELLING UNIT shall mean any structure, or portion thereof, providing living facilities for one family as herein defined, including provisions for living, sleeping, eating, cooking and sanitation.

EXTRAORDINARY COSTS shall mean those costs incurred as result of an extraordinary impact.

EXTRAORDINARY IMPACT shall mean an impact which is reasonably determined by the Participating Fire Protection District to: (i) result in the need for Fire District system improvements, the cost of which will significantly exceed the sum of the development impact fees to be generated from the project or the sum agreed to be paid pursuant to a development agreement as allowed by Idaho Code § 67-8214(2), as it may be amended; or (ii) result in the need for Fire District system improvements which are not identified in the Capital Improvements Plan.

FAMILY shall mean:

1. A person living alone or two (2) or more persons related by blood or marriage.

2. A group of not more than ten (10) persons who need not be related by blood or marriage living together in a dwelling unit.

3. Eight (8) or fewer unrelated mentally and/or physically handicapped or elderly persons residing in a dwelling unit who are supervised at the dwelling in connection with their handicap or age related infirmity, provided that no more than two (2) staff members reside in the dwelling unit at any one time. (Resident staff shall not be counted toward the "8 or fewer" criterion.)
FEE PAYER shall mean the person who pays or is required to pay a Participating Fire Protection District’s Impact Fee. A fee payer may include a Developer.

FIRE DISTRICT ADMINISTRATOR shall mean the Fire District Administrator of each Participating Fire Protection District, and their designee.

FIRE DISTRICT CAPITAL FACILITIES shall mean stations and equipment of each Participating Fire Protection District which is identified in Exhibit III-2 of each Participating Fire Protection District’s Capital Improvements Plan as adopted by the County, and specifically including those related costs including System Improvements Costs, but not including maintenance, operations, or improvements that do not expand their capacity.

FIRE DISTRICT IMPACT FEE shall mean a payment of money imposed as condition of Development Approval to pay for a proportionate share of the costs of System Improvements needed to serve the Development. The term does not include the following:

1. A charge or fee to pay the administrative plan review, or inspection cost associated with permits required for Development;

2. Connection or hookup charges;

3. Availability charges for drainage, sewer, water or transportation charges for services provided directly to the development; or

4. Amounts collected from a Developer in a transaction in which the Participating Fire Protection District has incurred expenses in constructing Capital Improvements for the Development if the owner or developer has agreed to be financially responsible for the construction or installation of those Capital Improvements, unless a written agreement is made, pursuant to Idaho Code § 67-8209(3) as it may be amended, for credit or reimbursement.

INTERGOVERNMENTAL AGREEMENT shall mean and refer to each Participating Fire Protection District’s intergovernmental agreement with the County pursuant to Idaho Code § 67-8204A for the collection and expenditure of Fire District Impact Fees established pursuant to this chapter.

JOINT ADVISORY COMMITTEE shall mean the County and each of the Participating Fire Protection District’s Joint Development Impact Fee Advisory Committee formed and staffed by each of the Participating Fire Protection Districts pursuant to Idaho Code § 67-8205 to prepare and recommend each Participating Fire Protection District’s Capital Improvements Plan and any amendments, revisions or updates of the same.

LAND USE ASSUMPTIONS shall mean a description of the service area and projections of land uses, densities, intensities and population in the service area over at least a ten (10) year period.
LEVEL OF SERVICE shall mean a measure of the relationship between service capacity and service demand for Public Facilities.

MANUFACTURED/MOBILE HOME shall mean a structure, constructed according to HUD/FHA mobile home construction and safety standards, transportable in one (1) or more sections, which, in the traveling mode, is eight (8) feet or more in width or is forty (40) body feet or more in length, or when erected on site, is three hundred twenty (320) or more square feet, and which is built on a permanent chassis and designed to be used as a dwelling with or without a permanent foundation when connected to required utilities, and includes the plumbing, heating, air conditioning and electrical systems contained in such structure, except that such term shall include any structure which meets all the requirements of this subsection except the size requirements and with respect to which the manufacturer voluntarily files a certification required by the secretary of housing and urban development and complies with the standards established under 42 U.S.C. §§ 5401, et seq.

MODULAR BUILDING shall mean any building or building component other than a manufactured/mobile home, which is constructed according to the International Building Code, as adopted or any amendments thereto, which is of closed construction and is either entirely or substantially prefabricated or assembled at a place other than the building site.

PARTICIPATING FIRE PROTECTION DISTRICT shall mean and refer to a fire protection district organized and existing by virtue of the Fire Protection District Law, Chapter 14, Title 31, Idaho Code and which has entered into an intergovernmental agreement with the County for the collection and expenditure of development impact fees.

PARTICIPATING FIRE PROTECTION DISTRICT DEVELOPMENT IMPACT FEE CAPITAL PROJECTS TRUST FUND (the “Trust Fund”) shall mean and refer to each Participating Fire Protection District’s Trust Fund established by action of the Board of Commissioners of the Participating Fire Protection District as set forth respectively in each Board of Commissioners’ Resolutions and pursuant to § 10-1-11 of this chapter and Idaho Code § 67-8210(1) are the respective Trust Funds into which each Participating Fire Protection District’s Impact Fees shall be deposited and maintained by the Participating Fire Protection District.

PRESENT VALUE shall mean the total current monetary value of past, present or future payments, contributions or dedications of goods, services, materials, construction or money.

PROJECT shall mean a particular Development on an identified parcel of land.

PROJECT IMPROVEMENTS, in contrast to System Improvements, shall mean site improvements and facilities that are planned and designed to provide service for a particular Development Project and that are necessary for the use and convenience of the occupants or users of the Project.
PROPORTIONATE SHARE shall mean that portion of System Improvements Costs determined pursuant to Idaho Code § 67-8207 which reasonably relates to the service demands and needs of the Project.

PUBLIC FACILITIES shall mean land, buildings and equipment used for fire protection, emergency medical and rescue, and water supply production, storage and distribution facilities which have a useful life of ten (10) years or more.

RECREATIONAL VEHICLE shall mean a vehicular type unit primarily designed as temporary quarters for recreational, camping, or travel use, which either has its own motive power or is mounted on or drawn by another vehicle.

SERVICE AREA shall mean land within the boundaries of a Participating Fire Protection District within unincorporated Ada County as established pursuant Chapter 14, Title 31, Idaho Code, in which specific Public Facilities provide service to Development on the basis of sound planning or engineering principles or both as identified in the Participating Fire Protection District’s Capital Improvements Plan.

SERVICE UNIT shall mean a standardized measure of consumption, use, generation or discharge attributable to an individual unit of Development calculated in accordance with generally accepted engineering or planning standards for a particular category of Capital Improvements. As specifically used in this Ordinance, service units include all dwelling units as defined herein and includes, on the square foot basis, nonresidential Development.

SYSTEM IMPROVEMENTS, in contrast to Project Improvements, shall mean Capital Improvements to Public Facilities which are designed to provide service to a Service Area. For the purpose of this chapter, System Improvements are for Participating Fire Protection District Capital Facilities.

SYSTEM IMPROVEMENTS COSTS shall mean costs incurred for construction or reconstruction of System Improvements, including design, acquisition, engineering and other costs, and also including, without limitation, the type of costs described in Idaho Code § 50-1702(h), as it may be amended, to provide additional Public Facilities needed to service new growth and Development. For clarification, System Improvements Costs do not include:

1. Construction, acquisition or expansion of Public Facilities other than Capital Improvements identified in the Capital Improvements Plan;

2. Improvements, repair, operation or maintenance of existing or new capital;

3. Upgrading, updating, expanding or replacing existing Capital Improvements to serve existing Development in order to meet stricter safety, efficiency, environmental or regulatory standards;

4. Upgrading, updating, expanding or replacing existing Capital Improvements to provide better service to existing Development;
5. Administrative and operating costs of the Participating Fire Protection District and/or the County unless such costs are attributable to Development of the Capital Improvements Plan, as provided in Idaho Code § 67-8208, as it may be amended; and

6. Principal payments and interest or other finance charges on bonds or other indebtedness except financial obligations issued by or on behalf of the Participating Fire Protection District to finance Capital Improvements identified in the Capital Improvements Plan.

TRUST ACCOUNTS shall mean any of one or more interest bearing accounts within each of the Participating Fire Protection District’s Impact Fee Capital Projects Trust Fund as established in this chapter.

10-1-3: ESTABLISHMENT OF FIRE DISTRICT SERVICE AREAS; IMPOSITION OF FIRE DISTRICT IMPACT FEE; FEE SCHEDULE; EXEMPTIONS:

A. Establishment of Participating Fire Protection District Service Areas. There is hereby established a Service Area for each of the Participating Fire Protection Districts which Service Area includes all land in unincorporated Ada County within the boundaries of each Participating Fire Protection District as established pursuant to chapter 14, title 31, Idaho Code.

B. Imposition of Fire District Impact Fees. Fire District Impact Fees for each Participating Fire Protection District is hereby imposed on all new Development located within the boundaries of the Participating Fire Protection District in unincorporated Ada County.

C. Fee Schedule. Each Participating Fire Protection District’s Impact Fees shall be calculated in accordance with the fee schedule set forth below providing for standard fees based on the total number of Dwelling Units or square feet of nonresidential space in the Development, unless (a) the Fee Payer requests an individual assessment pursuant to section 10-1-6 of this chapter; or (b) the Participating Fire Protection District finds the Development will have an Extraordinary Impact pursuant to section 10-1-9 of this chapter. The methodology for determining the costs per service unit provided for in the fee schedule is set forth in each Participating Fire Protection District’s Capital Improvements Plan as adopted by the County pursuant to Idaho Code § 67-8208, as it may be amended.

1. Participating Fire Protection District Impact Fee Schedule:

   a. North Ada County Fire & Rescue Impact Fee:
      Residential (per Dwelling Unit) $647.00
      Non Residential (per square foot) $0.32
b. Eagle Fire District Impact Fee:
Residential (per Dwelling Unit) $897.00
Non Residential (per square foot) $0.36

c. Kuna Rural Fire District Impact Fee:
Residential (per Dwelling Unit) $824.00
Non Residential (per square foot) $0.41

d. Star Fire Protection District Impact Fee:
Residential (per Dwelling Unit) $809.00
Non Residential (per square foot) $0.38

D. Developer’s Election. A Developer shall have the right to elect to pay a project’s proportionate share of System Improvements Costs by payment of Fire District Impact Fee according to the fee schedule as full and complete payment of the Development project’s proportionate share of System Improvements Costs, except as provided in Idaho Code § 67-8214(3), as it may be amended.

E. Procedures:

1. BUILDING PERMIT. Upon submittal of complete building permit plans or manufactured home installation permit for the Development to the County, the County shall calculate the Fire District Impact Fee for the Development within thirty (30) days of submittal unless:

a. The Fee Payer had previously requested and been granted an individual assessment pursuant to this chapter; or

b. The Participating Fire Protection District has previously determined the Development may have an Extraordinary Impact pursuant to this chapter.

F. Exemptions. The provisions of this chapter shall not apply to the following:

1. Rebuilding the same amount of floor space of a structure which is destroyed by fire or other catastrophe, provided the structure is rebuilt and ready for occupancy within two (2) years of its destruction;

2. Remodeling or repairing a structure which does not increase the number of Service Units;

3. Replacing a residential unit, including a manufactured/mobile home, with another residential unit on the same lot; provided that, the number of Service Units does not increase;

4. Placing a temporary construction trailer or office on a lot;
5. Constructing an addition on a residential structure which does not increase the number of Service Units;

6. Adding uses that are typically accessory to residential uses, such as tennis court or a clubhouse, unless it can be clearly demonstrated that the use creates a significant impact on the capacity of System Improvements; or

7. The installation of a modular building, manufactured/mobile home or recreational vehicle if the Fee Payer can demonstrate by documentation such as utility bills and tax records that either: (a) a modular building, manufactured/mobile home or recreational vehicle was legally in place on the lot or space prior to the effective date of this chapter; or (b) a Fire District Impact Fee has been paid previously for the modular building, manufactured/mobile home or recreational vehicle on that same lot or space.

G. Exemption Claim Process. A Fee Payer shall claim an exempt development activity upon application of a building permit or manufactured/mobile home installation permit, or if no building permit or manufactured/mobile home installation permit required, prior to the time construction commences. Any exemption not so claimed shall be deemed waived by the Fee Payer. Claims for exemption shall be determined by the County within fifteen (15) days of receipt of the claim for exemption.

10-1-4: COLLECTION OF FIRE DISTRICT IMPACT FEES; ENFORCEMENT:

A. Payment of Fees. The Fire District Impact Fee shall be paid either to the County or to the Participating Fire Protection District at the following times:

1. If a Building Permit or manufactured/mobile home installation permit is required, then before or at the time the permit is issued;

2. If no Building Permit or manufactured/mobile home installation permit is required, then at the time that construction commences; or

3. At such other time as the Fee Payer or Developer and the Fire District have agreed upon in writing with notice to the County.

B. Enforcement. When any Fire District Impact Fee is due pursuant to this chapter, or pursuant to the terms of any written agreement between a Fee Payer and the Participating Fire Protection District, and such Fire District Impact Fee has not been paid in a timely manner, the County may exercise any or all of the following powers as applicable to its authority, in any combination, to enforce the collection of the Fire District Impact Fee:

1. Withhold Building Permits, manufactured home installation permits, or other County Development Approval related to the Development for which the Fire
District Impact Fee is due until all Fire District Impact Fees due have been paid, and issue stop work orders, and revoke or suspend a Building Permit;

2. Withhold utility services from the Development for which the Fire District Impact Fee is due until all Fire District Impact Fees due have been paid;

3. Add interest to the Fire District Impact Fee not paid in full at the legal rate provided for in Idaho Code § 28-22-104, as it may be amended, plus five percent (5%) beginning on the date at which the payment of the Fire District Impact Fee was due until paid in full;

4. Impose a penalty of five percent (5%) of the total Fire District Impact Fee (not merely the portion dishonored, late or not paid in full) per month beginning on the date at which the payment of the Fire District Impact Fee was due until paid in full; and

5. Impose a lien pursuant to the authority of Idaho Code § 67-8213(4) for failure to timely pay a Fire District Impact Fee following the procedures contained in Idaho Code Title 45, Chapter 5.

C. In the event a Fire District Impact Fee is paid to the Participating Fire Protection District, then the Fire District Administrator shall immediately notify the County of said payment.

D. All Fire District Impact Fees paid to the County shall be transferred to the Fire District Administrator on a once-a-month basis.

10-1-5: CERTIFICATION:

A. A Fee Payer may request a written certification of the impact fee schedule or individual assessment which shall establish the impact fee for that Development. Such certification shall establish the Fire District Impact Fee so long as there is no material change to the particular Development as identified in the individual assessment application, or the impact fee schedule. A certification may be applied for in the following manner:

1. Requests for certification shall be in writing and made to the applicable Fire District Administrator. Within thirty (30) days after receiving such request, the Fire District Administrator shall issue a written certification of the amount of the Fire District Impact Fee due for the proposed Development. The certification shall include an explanation of the calculation of the Fire District Impact Fee including an explanation of factors considered under Idaho Code § 67-8207 and shall also specify the System Improvement(s) for which the Fire District Impact Fee is intended to be used. The Fire District Administrator shall provide the certification to the Fee Payer and the County.
10-1-6: INDIVIDUAL ASSESSMENT:

A. In lieu of calculating the amount of the Fire District Impact Fee using the impact fee schedules in section 10-1-3 of this chapter, an individual assessment of Impact Fees is permitted.

1. INDIVIDUAL ASSESSMENT PROCESS. A Fee Payer may file a written request for an individual assessment of the Development by the Participating Fire Protection District with the Fire District Administrator prior to the receipt of a building permit or other necessary approvals or entitlements from Ada County. A request for an individual assessment process shall involve consideration of studies, data, and any other relevant information submitted by the Fee Payer to adjust the amount of the Fire District Impact Fee.

a. Each individual assessment request and supporting documentation submitted by the Fee Payer shall be based on the same level of service standards and unit costs for System Improvements used in the applicable Participating Fire Protection District’s Capital Improvements Plan, shall use an average cost (not a marginal cost) methodology, and shall document the relevant methodologies and assumptions used.

b. Each individual assessment request delivered to the Fire District Administrator may then be accepted, rejected, or accepted with modifications by the Fire District Administrator as the basis for calculating the Fire District Impact Fee. The criteria for acceptance, rejection or acceptance with modifications shall be whether the individual assessment is a more accurate measure of demand for System Improvements element(s) created by the proposed Development, or the costs of those facilities, than the applicable fee shown in the fee schedule, based on the standards in Section 67-8207, Idaho Code.

c. The Fire District Administrator shall issue a written decision within thirty (30) days following receipt of a completed request for individual assessment together with all supporting information from the Fee Payer, so as not to unreasonably delay the Developer’s (Fee Payer’s) subsequent applications to the County for Building Permits.

d. The decision by the Fire District Administrator on an application for an individual assessment shall include an explanation of the calculation of the Fire District Impact Fee, shall specify the System Improvement(s) for which the Fire District Impact Fee is intended to be used, and shall include an explanation of those factors identified in Idaho Code § 67-8207.

e. If an individual assessment is accepted or accepted with modifications by the Fire District Administrator then the Fire District Impact Fee due
under this chapter for such Development shall be calculated according to such individual assessment.

f. The Fire District Administrator shall provide notice of final determination of an individual assessment to the Fee Payer and Ada County.

10-1-7: DEVELOPER CREDITS AND REIMBURSEMENT:

A. When a Developer or their predecessor in title or interest has constructed System Improvements of the same category as a Participating Fire Protection District’s Capital Improvements Element, or contributed or dedicated land or money towards the completion of System Improvements of the same category as the Participating Fire Protection District’s Capital Improvements Element, and the Participating Fire Protection District has accepted such construction, contribution or dedication, the Participating Fire Protection District shall issue a credit against the Participating Fire Protection District’s Impact Fees otherwise due for the same Participating Fire Protection District’s Capital Improvements Element in connection with the proposed Development, as set forth in this section, credit shall be issued regardless of whether the contribution or dedication to System Improvements was required by the Participating Fire Protection District as a condition of Development Approval or was offered by the Developer and accepted by the Participating Fire Protection District in writing, and regardless of whether the contribution or dedication was contributed by the Developer or by a local improvement district controlled by the Developer.

B. Credits against a Fire District Impact Fee shall not be given for: (a) Project Improvements; or (b) any construction, contribution or dedication not agreed to in writing by the Participating Fire Protection District prior to commencement of the construction, contribution, or dedication. Credits issued for one Fire District Capital Improvements Element may not be used to reduce Fire District Impact Fees due for a different capital improvement. No credits shall be issued for System Improvements contributed or dedicated prior to the effective date of this chapter. Prior contributions may only be taken into account pursuant to an individual assessment.

C. Valuation of Credit at Present Value:

1. LAND. Credit for qualifying land dedications shall, at the Fee Payer’s option, be valued at the present value of: (a) one hundred percent (100%) of the most recent assessed value for such land as shown in the records of the county assessor; or (b) that fair market value established by a private appraiser acceptable to the Participating Fire Protection District in an appraisal paid for by the Fee Payer.

2. IMPROVEMENTS. Credit for qualifying acquisition or construction of System Improvements shall be valued by the Participating Fire Protection District at the present value of such improvements based on complete engineering drawings,
specifications, and construction cost estimates submitted by the Fee Payer to the Participating Fire Protection District. The Fire District Administrator shall determine the amount of credit due based on the information submitted, or, if it determines that such information is inaccurate or unreliable, then on alternative engineering or construction costs acceptable to the Participating Fire Protection District as a more accurate measure of the value of the offered System Improvements to the Participating Fire Protection District.

D. When Credits Become Effective:

1. LAND. Approved credits for land dedications shall become effective when the land has been conveyed to the Participating Fire Protection District in a form acceptable to the Participating Fire Protection District, at no cost to the Participating Fire Protection District, and has been accepted by the Participating Fire Protection District. Upon request of the Fee Payer, the Participating Fire Protection District shall issue a letter stating the amount of credit available.

2. IMPROVEMENTS. Approved credits for acquisition or construction of System Improvements shall generally become effective when (a) all required construction has been completed and has been accepted by the Participating Fire Protection District, (b) a suitable maintenance and warranty bond has been received and approved by the Participating Fire Protection District, and (c) all design, construction, inspection, testing, bonding, and acceptance procedures have been completed in compliance with all applicable requirements of the Participating Fire Protection District and the state of Idaho. Upon request of the Fee Payer, the Participating Fire Protection District shall issue a letter stating the amount of credit available.

E. Credit Request Process:

1. REQUEST. In order to obtain a credit against a Fire District Impact Fee otherwise due, a Fee Payer shall submit to the Fire District Administrator a written offer of request to dedicate to the Participating Fire Protection District specific parcels of qualifying land or a written offer to contribute or construct specific System Improvements to the Fire District Capital Facilities in accordance with all applicable State or County design and construction standards, and shall specifically request a credit against the type of Fire District Impact Fee for which the land dedication or System Improvements is offered.

2. REVIEW. After receipt of the written offer of request for credit, the Fire District Administrator shall review the request and determine whether the land or System Improvements offered for credit will reduce the costs of providing Fire District Capital Facilities by an amount at least equal to the value of the credit. If the Fire District Administrator determines that the offered credit satisfies that criteria and will be acceptable to the Participating Fire Protection District’s Board of Commissioners, then the credit shall be issued. The
Participating Fire Protection District shall complete its review and determination of an application within thirty (30) days after receipt of an application for credit.

3. CREDITS EXCEEDING FEE AMOUNTS DUE. If the credit due to a Fee Payer pursuant to subsection 10-1-7D exceeds the Fire District Impact Fee that would otherwise be due from the Fee Payer pursuant to the chapter (whether calculated through the Impact Fee schedule in section 10-1-3 of this chapter or through an individual assessment), the Fee Payer may choose to receive such credit in the form of either: (a) a credit against future Fire District Impact Fee due for the same System Improvements; or (b) a reimbursement from Fire District Impact Fees paid by future Development that impacts the System Improvements contributed or dedicated by the Fee Payer. Unless otherwise stated in an agreement with the Fee Payer, the Participating Fire Protection District shall be under no obligation to use any of the Participating Fire Protection District funds – other than Fire District Impact Fees paid by other Development for the same System Improvements – to reimburse the Fee Payer for any credit in excess of Fire District Impact Fees that are due.

4. WRITTEN AGREEMENT REQUIRED. If credit or reimbursement is due to the Fee Payer pursuant to this section, the Participating Fire Protection District shall enter into a written agreement with the Fee Payer, negotiated in good faith, prior to the contribution, dedication, or funding of the System Improvements giving rise to the credit. The agreement shall provide for the amount of credit or the amount, time and form of reimbursement, and shall have a term not exceeding ten (10) years.

5. The Fire District Administrator’s determination on the written offer of request for credit shall be provided to the Fee Payer and the County.

10-1-8: METHODOLOGY FOR THE CALCULATION OF FIRE DISTRICT IMPACT FEES:

A. General Provisions.

1. ACCOUNTING PRINCIPLES. The calculation of the Fire District Impact Fee shall be in accordance with generally accepted accounting principles. A development impact fee shall not be deemed invalid because payment of the fee may result in an incidental benefit to owners or Developers within the service area other than the Fee Payer.

2. LEVELS OF SERVICE. The Fire District Impact Fee shall be calculated on the basis of levels of service for Public Facilities in the applicable adopted Capital Improvement Plan that are applicable to existing Development as well as new growth and Development. The construction, improvement, expansion or enlargement of new or existing Public Facilities for which the Fire District
Impact Fee is imposed must be attributable to the capacity demands generated by the new Development.

B. Methodology; Proportionate Methodology. The Fire District Impact Fee shall not exceed a proportionate share of the cost of the System Improvements determined in accordance with Idaho Code § 67-8207, as it may be amended. Fire District Impact Fees shall be based on actual System Improvements Costs or reasonable estimates of such costs. The amount of the Fire District Impact Fee shall be calculated using the methodology contained in the adopted Capital Improvements Plan.

C. Proportionate Share Determination.

1. The Fire District Impact Fee shall be based on a reasonable and fair formula or method under which the Fire District Impact Fee imposed does not exceed a proportionate share of the costs incurred or to be incurred by the Participating Fire Protection District in the provision of System Improvements to serve the new Development. The proportionate share is the costs attributable to the new Development after the Participating Fire Protection District considers the following:

   a. Any appropriate credit, offset or contribution of money, dedication of land or construction of System Improvements;

   b. 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;

   c. That portion of general tax or other revenues allocated by the Participating Fire Protection District to System Improvements; and

   d. All other available sources of funding such System Improvements.

2. In determining the proportionate share of the cost of System Improvements to be paid by the Developer, the following factors shall be considered by the Participating Fire Protection District and accounted for in the calculation of the Participating Fire Protection District's Impact Fee:

   a. The costs of existing System Improvements within the Service area;

   b. The means by which existing System Improvements have been financed;

   c. The extent to which the new Development will contribute to System Improvements Costs through taxation, assessments, or developer or landowner contributions, or has previously contributed to System Improvements Costs through Developer or landowner contributions;
d. The extent to which the new development is required to contribute to the cost of existing System Improvements in the future;

e. The extent to which the new Development should be credited for providing System Improvements, without charge to other properties within the Service Area;

f. Extraordinary costs, if any, incurred in serving the new Development;

g. The time and price differential inherent in a fair comparison of fees paid at different times; and

h. The availability of other sources of funding System Improvements including, but not limited to, user charges, general tax levies, intergovernmental transfers and special taxation.

10-1-9: EXTRAORDINARY IMPACT:

A. A Participating Fire Protection District may make an initial determination that Development may impose an Extraordinary Impact due to a review of a development application transmitted by the County to a Participating Fire District pursuant to the County’s zoning authority under the Local Land Use Planning Act, chapter 65, title 67, Idaho Code.

B. Process:

1. Within thirty (30) days after Fire District Administrator’s receipt from the County of the development application, the Fire District Administrator will notify the Fee Payer and the County of the Fire District Administrator’s initial determination that the Development may impose an Extraordinary Impact. Such notice shall include that a supplemental study, at the Fee Payer’s expense will be required.

2. Within thirty (30) days following the designation of a Development with Extraordinary Impact, the Fire District Administrator shall meet with the Fee Payer to discuss whether the Fee Payer wants to: (a) pay for the supplemental study necessary to determine the System Improvements Costs related to the proposed Development; (b) modify the proposal to avoid generating Extraordinary Impact; or (c) withdraw the application for certification, or Development approval.

3 If the Fee Payer agrees to pay for the supplemental study required to document the proposed Development’s proportionate share of System Improvements Costs, then the Participating Fire Protection District and the Fee Payer shall jointly select an individual or organization acceptable to both to perform such study. The Fee Payer shall enter into a written agreement with such individual
or organization to pay the costs of such study. Such agreement shall require the supplemental study to be completed within thirty (30) days of such written agreement, unless the Fee Payer agrees to a longer time.

4. Once the study has been completed, the Fee Payer may choose to: (a) pay the proportionate share of System Improvements Costs documented by the supplemental study; or (b) modify the proposed Development to reduce such costs; or (c) withdraw the application. The Fire District Administrator shall notify the County of the Fee Payer’s choice within fifteen (15) days of the Fee Payer’s decision.

5. If the Fee Payer agrees to pay the System Improvements Costs documented in the supplemental study, that agreement shall be reduced to writing between the Participating Fire Protection District and the Fee Payer prior to review and consideration of any application for any Development approval or Building Permit related to the proposed Development. The Fire District Administrator shall provide a copy of the agreement to the County within fifteen (15) days after the agreement has been signed by both parties.

6. Notwithstanding any agreement by the Fee Payer to pay the proportionate share of System Improvements Costs documented by the supplemental study, nothing in this ordinance shall obligate the County to approve Development that results in an Extraordinary Impact to the Participating Fire Protection District.

10-1-10: FEE PAYER REFUNDS:

A. Duty to Refund:

1. A Participating Fire Protection District’s Impact Fee shall be refunded to a Fee Payer, or successor in interest, or a property owner in the following circumstances:

   a. Service is available but never provided;

   b. A Building Permit, or permit for installation of a manufactured home, is denied or abandoned;

   c. The Fee Payer pays a Fire District Impact Fee under protest and a subsequent review of the fee paid or the completion of an individual assessment determines that the fee paid exceeded the proportionate share to which the Participating Fire Protection District was entitled to receive;

   d. The Participating Fire Protection District has collected a Fire District Impact Fee and the Participating Fire Protection District has failed to appropriate or expend the collected fees pursuant to 10-1-10.A.2 below; or
e. Failure of the Participating Fire Protection District to commence construction or encumber the fund in the Participating Fire Protection District’s Development Impact Fee Capital Projects Trust Fund.

2. Any Fire District Impact Fee paid shall be refunded if the Participating Fire Protection District has failed to commence construction of System Improvements in accordance with this chapter, or to appropriate funds for such construction, within eight (8) years after the date on which such fee was collected by the Participating Fire Protection District. Any refund due shall be paid to the owner of record of the parcel for which the Participating Fire Protection District’s Impact Fee was paid. The Participating Fire Protection District may hold Fire District Impact Fees for longer than eight (8) years but in no event longer than eleven (11) years from the date collected if the Participating Fire Protection District identifies in writing: (a) a reasonable cause why the fees should be held longer than eight (8) years; and (b) an anticipated date by which the fees will be expended. If the Participating Fire Protection District complies with the previous sentence, then any Fire District Impact Fees so identified shall be refunded to the Fee Payer if the Participating Fire Protection District has failed to commence construction of System Improvements in accordance with the written notice, or to Appropriate Funds for such construction on or before the date identified in such writing.

3. After a Fire District Impact Fee has been paid pursuant to this chapter and after a certificate of occupancy has been issued by the County, no refund of any part of such fee shall be made if the project for which the fee was paid is later demolished, destroyed, or is altered, reconstructed, or reconfigured so as to reduce the size of the project or the number of units in the project.

4. Each refund shall include a refund of interest at one-half the legal rate provided for in Idaho Code § 28-22-104 from the date on which the fee was originally paid.

B. Process: The Participating Fire Protection District shall make a determination of whether a refund is due within thirty (30) days after receipt of a written request for a refund from the Fee Payer, successor in interest, or an owner of record of the property for which the fee was paid. When the right to a refund exists, the Participating Fire Protection District shall send the refund within ninety (90) days after the Participating Fire Protection District determines that a refund is due.

10-1-11: ESTABLISHMENT OF FIRE DISTRICT TRUST FUNDS; TRUST ACCOUNTS:

A. Trust Funds Established. The Trust Fund established by each Participating Fire Protection District will be maintained by the Participating Fire Protection District for the purpose of ensuring that all Fire District Impact Fees collected, pursuant to this
chapter, are used to address impacts reasonably attributable to new Development for which the Fire District Impact Fees are paid. The Trust Fund shall be divided into the Trust Accounts. All funds in all Trust Accounts in the Trust Fund shall be maintained in an interest bearing account. The interests earned on each Trust Account pursuant to Idaho Code § 67-8210(1) shall not be governed by Idaho Code § 57-127, as it may be amended, but shall be considered funds of the Trust Accounts and shall be subject to the same restrictions on uses of funds as the Fire District Impact Fees on which the interest is generated.

B. Deposit of Fire District Impact Fees. All monies paid by a Fee Payer, pursuant to this chapter, shall be identified as Fire District Impact Fees and upon receipt by the Participating Fire Protection District shall be promptly deposited by the Fire District Administrator in the appropriate Trust Accounts of the Trust Fund.

1. Monies in each Trust Account shall be spent in the order collected, on a first-in/first-out basis.

2. The Participating Fire Protection District shall maintain and keep accurate financial records for each of their Trust Accounts which records shall:

   a. Show the source and disbursement of all revenues;

   b. Account for all monies received;

   c. Ensure that the disbursement of funds from each Trust Account shall be used solely and exclusively for the provisions of projects specified in the Capital Improvements Plan; and

   d. Provide an annual accounting for each Fire District Impact Fee Trust Account showing the source and amount of all funds collected and the projects that were funded, which annual accounting shall be provided to the County as part of the annual audit process of this chapter.

10-1-12: EXPENDITURE OF FIRE DISTRICT IMPACT FEES:

A. Expenditures. Expenditures of Fire District Impact Fees collected and deposited in the Trust Fund shall be made only for System Improvements within the Service Area for which the Impact Fee was collected in accordance with the Capital Improvements Plan.

B. Capital Improvements Plan Reimbursement; Surcharge. A portion of each Impact Fee collected shall be designated as a surcharge for reimbursement of the Participating Fire Protection District for the cost of preparing the Capital Improvements Plan in accordance with Idaho Code § 67-8208. The surcharge shall not exceed the Development’s proportionate share of the cost of preparing the Capital Improvements Plan.
10-1-13: APPEALS, PROTEST AND MEDIATION:

A. Appeals. Any Fee Payer that is or may be obligated to pay a Fire District Impact Fee, individual assessment or an Extraordinary Impact, or that claims a right to receive a refund, reimbursement, exemption or credit under this chapter, and who is dissatisfied with a decision made either by the County or by the Fire District Administrator in applying this chapter, may appeal such decision. The Fee Payer shall have the burden on appeal of demonstrating that the decision was in error.

B. Appeal Process.

1. Appeals of denials of an exemption from Impact Fees under section 10-1-3 of this chapter.

   a. A Fee Payer shall file a written notice of the appeal with the Ada County Development Services Department within thirty (30) days after the date of a denial of an exemption. Such notice of appeal shall include a statement describing why the Fee Payer believes that the appealed decision was in error, together with copies of any documents that the Fee Payer believes support the claim.

   b. The Ada County Development Services Department shall schedule a hearing in front of the County Board of Commissioners within thirty (30) days of receiving the appeal. The Fee Payer or its representative shall have a right to be present and to present evidence in support of the appeal. The County personnel who made the decision under appeal or their representatives shall likewise have the right to be present and to present evidence in support of the decision.

   c. The County Board of Commissioners shall consider the decision denying the exemption and also consider any additional evidence that may be offered by the Fee Payer and County staff. The County Board of Commissioners may affirm, reverse, or modify in whole or in part the decision appealed from and issue a written decision within thirty (30) days.

   d. A final decision of the County Board of Commissioners may be judicially reviewed pursuant to Idaho Code § 31-1506.

2. Appeals of impact fee schedule assessments, refunds, reimbursements, credits, individual assessments, or extraordinary impacts under this chapter.

   a. The Fee Payer shall file a written notice of the appeal with the Fire District Administrator within thirty (30) days after the date of the Fire District Administrator’s decision, or the date on which the Fee Payer submitted a payment of the Fire District Impact Fee under protest,
whichever is later. Such written application shall include a statement describing why the Fee Payer believes that the appealed decision was in error, together with copies of any documents that the Fee Payer believes support the claim.

b. The Participating Fire Protection District’s Board of Commissioners, shall hear the appeal within sixty (60) days after receipt of a written notice of appeal. The Fee Payer or its representative shall have a right to be present and to present evidence in support of the appeal. The Fire District Administrator who made the decision under appeal or its representatives shall likewise have the right to be present and to present evidence in support of the decision. The criteria to be used by the Participating Fire Protection District’s Board of Commissioners in considering the appeal shall be whether: (a) the decision or interpretation made by the Fire District Administrator; or (b) the alternative decision or interpretation offered by the Fee Payer, more accurately reflects the intent of this chapter that new development in the Service Area pay its proportionate share of the costs of system improvements to Fire District facilities necessary to serve new development and whether the chapter has been correctly applied. The Participating Fire Protection District’s Board of Commissioners shall issue a decision upholding, reversing, or modifying the decision being appealed within thirty (30) days after hearing the appeal.

C. Payment Under Protest. A Fee Payer may pay a Fire District Impact Fee under protest in order not to delay in the issuance of a Building Permit by the County. A Fee Payer making a payment under protest shall not be estopped from exercising the right to appeal provided herein, nor shall such Fee Payer be estopped from receiving a refund of any amount deemed to have been illegally collected.

D. Mediation.

1. Any Fee Payer that has a disagreement with a decision made by the County or a decision made by the Fire District Administrator regarding a Fire District Impact Fee determination that is or may be due for a proposed Development pursuant to this chapter, may enter into a voluntary agreement with the County, or the Participating Fire Protection District, as the case may be, to subject the disagreement to mediation by a qualified independent party acceptable to both parties to the mediation.

2. Mediation may take place at any time following the filing of a timely appeal, or as an alternative to such appeal, provided that the request for mediation is filed no later than the last date on which a timely appeal could be filed pursuant to this section.
3. Participation in mediation does not preclude the Fee Payer from pursuing other remedies provided for in this section.

4. If mediation is requested, any related mediation costs shall be shared equally by the parties to the mediation, the Participating Fire Protection District, or the County, and a written agreement regarding the payment of such costs shall be executed prior to the commencement of mediation.

5. In the event that mediation does not resolve the issues, the Fee Payer retains all rights of appeal as set forth in this section.

10-1-14: PERIODIC REVIEWS; ANNUAL BUDGET:

A. Review and Modification of Capital Improvements Plan. Unless the Board of Commissioners of a Participating Fire Protection District deems some other period is appropriate, the Board of Commissioners of a Participating Fire Protection District shall, at least once every five (5) years, commencing from the date of the original adoption of the Capital Improvements Plan, review the Development potential and update the Capital Improvements Plan in cooperation with the County and in accordance with the procedures set forth in Idaho Code § 67-8206, as it may be amended. Each update shall be prepared by the Fire District Administrator in consultation with the Joint Development Impact Fee Advisory Committee.

B. Annual budget. Each Participating Fire Protection District shall annually adopt a capital budget and deliver a copy to the County within 30 days of adoption.

10-1-15: AUDIT: As part of its annual audit process, each Participating Fire Protection District shall prepare and forward to the County an annual report: (a) describing the amount of all Fire District Impact Fees collected, appropriated or spent during the preceding year by category of Public Facility; and (b) describing the percentage of taxes and revenues from sources other than the Fire District Impact Fees collected, appropriated or spent for System Improvements during the preceding year by Systems Improvements category of Fire District Capital Facilities.

10-1-16: JOINT ADVISORY COMMITTEE:

A. Establishment and Purpose. Pursuant to Idaho Code § 67-8205, there is hereby established jointly with each of the Participating Fire Protection Districts a Joint Development Impact Fee Advisory Committee (Committee), whose purpose is to carry out the duties as set forth in Idaho Code § 67-8205(3), as it may be amended.

B. Membership. Each Committee shall be composed of not fewer than five (5) members. Two (2) members or more shall be active in the business of development, building or real estate.

C. Meetings. Meetings may be called by each Committee by giving reasonable notice of the time and place of the meeting in accordance with the Open Meetings Law, Idaho Code
§§ 74-201, et seq., as may be amended. Each Committee shall adopt reasonable rules as are necessary to carry out the duties and responsibilities of the committee subject to the joint approval of the Fire Protection District and County, and elect such officers as deemed necessary.

D. Continuation of existing Committees. Each development impact fee advisory committee established by each Participating Fire Protection District as part of the preparation of their respective Capital Improvements Plan shall become the Joint Development Impact Fee Advisory Committee and shall continue in existence.

10-1-17: MISCELLANEOUS PROVISIONS:

A. Nothing in this chapter shall prevent any Participating Fire Protection District from requiring a Developer to construct reasonable Project Improvements, as are required by the fire codes and other rules that are adopted by the state fire marshal, in conjunction with a Development.

B. Nothing in this chapter shall be construed to prevent or prohibit private agreements between property owners or developers, the Idaho Transportation Department and governmental entities in regard to the construction or installation of System Improvements or providing for credits or reimbursements for System Improvements Costs incurred by a Developer including inter-project transfers of credits or providing for reimbursement for Project Improvements which are used or shared by more than one (1) Development project.

C. Nothing in this chapter shall obligate the County to approve Development which results in an Extraordinary Impact.

D. Nothing in this chapter shall obligate and Participating Fire Protection District to approve any Development request which may reasonably be expected to reduce levels of service below minimum acceptable levels established in this chapter.

E. Nothing in this chapter shall be construed to create any additional right to develop real property or diminish the County in regulating the orderly development of real property within its boundaries.

F. Nothing in this chapter shall work to limit the use by the County of the power of eminent domain or supersede or conflict with requirements or procedures authorized in the Idaho Code for local improvement districts or general obligation bond issues.

G. Each Participating Fire Protection District shall develop a plan for alternative sources of revenue, which shall include but not necessarily be limited to plans generated during each Participating Fire Protection District’s annual budget process, lobbying efforts, tax increment financing, and implementation of user fees, administrative and regulatory fees and other forms of revenue.
H. Notwithstanding any other provision of this chapter, that portion of a Project for which a complete application for a Building Permit has been received by the County, prior to the effective date of this chapter, shall not be subject to the Fire District Impact Fee imposed by this chapter. If the resulting Building Permit is later revised or replaced after the effective date of the ordinance codified in this chapter, and the new Building Permit(s) reflects a development density, intensity, development size or number of Service Units more than ten percent (10%) higher than that reflected in the original Building Permit, then the Fire District Impact Fee may be charged on the difference in density, intensity, development size or number of Service Units between the original and the revised or replacement Building Permit.

I. Any monies, including any accrued interest not assigned to specific System Improvements within such Capital Improvements Plan and not expended or refunded pursuant to this chapter shall be retained in the same account until the next Participating Fire Protection District fiscal year.

J. If the Participating Fire Protection District discovers an error in the Capital Improvements Plan that results in assessment or payment of more than a proportionate share of System Improvements Costs on any proposed Development, the Fire District Administrator shall: (a) adjust the Fire District Impact Fee to collect no more than a proportionate share; or (b) discontinue the collection of any Fire District Impact Fees until the error is corrected by ordinance.

K. If Fire District Impact Fees are calculated and paid based on a mistake or misrepresentation, they shall be recalculated. Any amounts overpaid by a Fee Payer shall be refunded by the Participating Fire Protection District within thirty (30) days after the Participating Fire Protection District’s acceptance of the recalculated amount, with interest at the legal rate provided for in Idaho Code § 28-22-104 from the date on which the fee was paid. Any amounts underpaid by the Fee Payer shall be paid to the Participating Fire Protection District within thirty (30) days after the Fire District Administrator’s acceptance of the recalculated amount, with interest at the legal rate provided for in Idaho Code § 28-22-104 from the date on which the fee was paid. In the case of an underpayment to the Participating Fire Protection District, the Fire District Administrator may request the County and the County may withhold issuance of the Building Permits or Development Approval for the project for which the Fire District Impact Fee was paid until such underpayment is corrected, and if amounts owed to the Participating Fire Protection District are not paid within such thirty-day (30) period, the Fire District Administrator may also ask the County to and the County may revoke any Building Permits or Development Approval issued in reliance on the previous payment of such Fire District Impact Fee and refund such fee to the Fee Payer.

10-1-18: RULES OF CONSTRUCTION: All provisions, terms, phrases and expressions contained in this chapter shall be liberally construed in order that the true intent and meaning of the Act and the Ada County Board of Commissioners and each Board of Commissioners of the Participating Fire Protection Districts may be fully carried out.
ADOPTED this _____ day of ______________________, 2019.

Board of Ada County Commissioners

By: ____________________________
Kendra Kenyon, Commissioner

By: ____________________________
Diana Lachiondo, Commissioner

By: ____________________________
Rick Visser, Commissioner

ATTEST:

______________________________
Phil McGrane, Ada County Clerk

PUBLISHED: ____________________
SUMMARY OF ORDINANCE NO. ______

AN ORDINANCE AMENDING THE ADA COUNTY CODE BY THE ADDITION OF A NEW TITLE 10, CHAPTER 1 ENTITLED PARTICIPATING FIRE PROTECTION DISTRICT IMPACT FEES; PROVIDING FOR: A SHORT TITLE, AUTHORITY, APPLICABILITY, AND PURPOSE; DEFINITIONS; THE ESTABLISHMENT OF FIRE DISTRICT SERVICE AREAS, THE IMPOSITION OF PARTICIPATING FIRE PROTECTION DISTRICTS' IMPACT FEES, AND EXEMPTIONS; THE METHOD OF THE COLLECTION OF PARTICIPATING FIRE PROTECTION DISTRICT IMPACT FEES AND ENFORCEMENT THEREOF; ESTABLISHING A PROCESS FOR IMPACT FEE CERTIFICATION; ESTABLISHING A PROCESS FOR INDIVIDUAL ASSESSMENT; DEVELOPER CREDITS AND REIMBURSEMENTS; THE METHODOLOGY FOR CALCULATION OF PARTICIPATING FIRE PROTECTION DISTRICTS' IMPACT FEES; THE ESTABLISHMENT OF A PROCESS FOR EXTRAORDINARY IMPACTS; A PROCESS FOR FEE PAYER REFUNDS; ESTABLISHMENT OF IMPACT FEE TRUST FUNDS AND TRUST ACCOUNTS; THE USE AND EXPENDITURE OF PARTICIPATING FIRE DISTRICT IMPACT FEES; THE ESTABLISHMENT FOR APPEALS, PROTEST AND MEDIATION; THE PERIODIC REVIEWS OF THE CAPITAL IMPROVEMENTS PLANS; THE FILING OF AN ANNUAL REPORT AS A PART OF EACH PARTICIPATING FIRE PROTECTION DISTRICT'S ANNUAL AUDIT; THE CREATION OF JOINT DEVELOPMENT IMPACT FEE ADVISORY COMMITTEES; MISCELLANEOUS PROVISIONS; CONSTRUCTION OF ORDINANCE INTENT.

ORDINANCE NO. ______ SHALL BE EFFECTIVE UPON PUBLICATION. A FULL TEXT OF THE ORDINANCE IS AVAILABLE FOR PUBLIC INSPECTION AT THE OFFICE OF THE ADA COUNTY CLERK, 200 W. FRONT STREET, BOISE, IDAHO.

/// INTENTIONALLY LEFT BLANK ///
APPROVED BY THE BOARD OF ADA COUNTY COMMISSIONERS THIS ___ DAY OF ________________, 2019.

Board of Ada County Commissioners

By: ____________________________
    Kendra Kenyon, Commissioner

By: ____________________________
    Diana Lachiondo, Commissioner

By: ____________________________
    Rick Visser, Commissioner

ATTEST:

______________________________
Phil McGrane, Ada County Clerk

PUBLISHED: ________________
STATEMENT OF APPROVAL

I, Phil McGrane, Ada County Clerk, do hereby declare that the attached summary of the Ada County Ordinance No. _____ is true and complete and provides adequate notice to the public, pursuant to Idaho Code § 31-715A.

Phil McGrane
Ada County Clerk

[SEAL]
November 18, 2019

Richard Beck
rbeck@adacounty.id.gov

RE: Kuna Rural Fire District – Impact Fees

Dear Mr. Beck

Kuna is aware of the proposed amendments to Title 9 and adoption of Title 10 enacting impact fees and do not have any concerns.

Sincerely,

Joe Stear
Mayor

cc
Kuna Rural Fire District