

RESOLUTION No. 17-12

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF EAGLE, IDAHO, ADOPTING A REVISED DEVELOPMENT IMPACT FEE STUDY & CAPITAL IMPROVEMENTS PLAN DATED MARCH 2017 ADOPTING A PATHWAY LEVEL OF SERVICE, CORRECTED PATHWAY PLAN MAP AND PATHWAY CAPITAL IMPROVEMENT PLAN, AN UPDATED PARKS CAPITAL IMPROVEMENT PLAN, ADOPTING A REVISED PARK IMPACT FEE AND ADOPTING A PATHWAY IMPACT FEE; AND PROVIDING AN EFFECTIVE DATE.

WHEREAS, the City of Eagle is a municipal corporation operating under the laws of the state of Idaho; and

WHEREAS, Idaho Code §67-8208 requires a governmental entity imposing a development impact fee to update its capital improvements plan at least once every five years in accordance with the procedures set forth in Idaho Code §67-8206; and

WHEREAS, the City of Eagle previously adopted a capital improvements plan (the "Plan") pursuant to Idaho Code Title 67, Chapter 82, which identifies capital improvements for which development impact fees may be used as a funding source; and

WHEREAS, the City of Eagle has determined that the Plan should be reviewed, revised, and updated in conjunction with proposed amendments to the City's impact fee ordinance; and

WHEREAS, the City of Eagle, and its consultants, have analyzed growth and development projections and the City's levels of service in order to update the Plan; and

WHEREAS, the City of Eagle Development Impact Fee Advisory Committee has assisted the City in analyzing, monitoring, and revising land use assumptions and the implementation of the capital improvements, advised the City Council as to necessary revisions to the City's capital improvements plan and impact fee study, and has reviewed the draft revisions as set forth in Exhibit A attached hereto and incorporated herein by reference; and

WHEREAS, the City of Eagle held a public hearing, which was duly noticed pursuant to Idaho Code §67-8206, for the purpose of taking public comment on the proposed amendment to the "City of Eagle Development Impact Fee Study" entitled "Amendment and Updates to: Development Impact Fee Study & Capital Improvements Plan" dated March 2017, hereinafter referred to as the "Study;" and

WHEREAS, the Study and its updates/amendments contain the following information:

(a) A general description of all existing public parks and pathways facilities acknowledging the City's cure of previously existing deficiencies within the service area of the City;

(b) A commitment by the City to use other available sources of revenue to cure existing system deficiencies where practical;

(c) An analysis of the total capacity, the level of current usage, and commitments for usage of capacity of existing capital improvements, which was prepared by a qualified professional planner or by a qualified engineer licensed to perform engineering services in this state;

(d) A description of the land use assumptions by the City;

(e) A definitive table establishing the specific level or quantity of use, consumption, generation or discharge of a service unit for each category of system improvements and an equivalency or conversion table establishing the ratio of a service unit to various types of land uses;

(f) A description of all system improvements and their costs necessitated by and attributable to new development in the service area based on the approved land use assumptions, to provide a level of service not to exceed the level of service adopted in the development impact fee ordinance;

(g) The total number of additional park acreage necessitated by and attributable to new development within the service area based on the approved land use assumptions and calculated in accordance with generally accepted engineering or planning criteria;

(h) The projected demand for system improvements required by projected population growth over a reasonable period of time not to exceed twenty (20) years;

(i) Identification of all sources and levels of funding available to the City for the financing of the system improvements; and

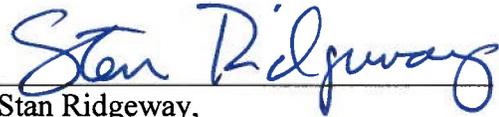
(j) A schedule setting forth a priority schedule for completion of improvements identified in the capital improvements plan; and

WHEREAS, the City Council, after careful consideration, hereby finds and declares that an impact fee imposed upon residential development to finance parks and pathways, the demand for which is created by such development, continues to be in the best interest of the general welfare of the City and its residents, is equitable, does not impose an unfair burden on such development by forcing developers and builders to pay more than their fair share or proportionate share of the cost, and therefore deems it advisable to adopt the updated and revised impact fee study and capital improvements plan.

NOW, THEREFORE, BE IT RESOLVED BY THE MAYOR AND COUNCIL OF THE CITY OF EAGLE, IDAHO that the "Amendment and Updates to: Development Impact Fee Study & Capital Improvements Plan" dated March 2017, attached hereto as Exhibit A and incorporated herein by this reference, is hereby adopted by the City.

This Resolution will be in full force and effect upon its adoption and approval this 9 day of May, 2017.

CITY OF EAGLE, IDAHO



Stan Ridgeway,
Mayor

ATTEST:



Sharon K. Bergmann,
City Clerk/Treasurer



City of Eagle



Update and Amendments to:

*Development Impact Fee Study &
Capital Improvements Plan*

March 2017



HOLLADAY ENGINEERING CO.

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Reference No. EG15-0341A

UPDATE AND AMENDMENTS TO:

DEVELOPMENT IMPACT FEE STUDY & CAPITAL IMPROVEMENTS PLAN

March 2017

Prepared for:



City of Eagle
Eagle, Idaho



Prepared By:



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ACKNOWLEDGEMENTS

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Executive Summary and Recommendations

The Idaho Development Impact Fee Act in Idaho Code, Title 67, Chapter 82, requires capital improvement plans upon which impact fee systems are based be “updated” every five years. This report represents the third amendment of the City of Eagle’s Development Impact Fee Study/Capital Improvements Plan dated May 11, 1999 (Hofman Study). The Hofman Study recommended a schedule of impact fees for parks and a schedule of impact fees for pathways. The City adopted only the impact fees for parks.

This Update and Amendment to the Development Impact Fee and Capital Improvement Plan (2017 Update) identifies changes to parks planning with the establishment of a Parks and Recreation Department (the Department).

The City Parks and Pathway Committee conducted a Parks and Path Survey of 2010. The overwhelming majority of survey respondents requested more trails for biking, walking, dog friendly parks, and wildlife observation paths. The Department responded to these requests by developing large portions of the Eagle Sports Complex for bike uses and planning for additional nature park areas along the Boise River. Portions of the Eagle Sports Complex leased from the County were returned to Ada County control in exchange for the purchase of 48.83 acres. In addition, the City purchased another 11.93 acres from Ada County in 2016. New park areas have been constructed for bike activities with new restrooms being added. The previous 2011 Update followed a master plan that included the construction of a Velodrome that was not funded. The result of these actions is a change in the value of the overall park system. At the “3.3 acres per 1,000 population” standard adopted in 1999, the City is in a 1.47 acre surplus in developed park acreage for the current population. Adjusting for the changes and credit for surplus acreage yields a recommended decrease of the park impact fee from \$466.06 per capita to \$395.65 per capita, or from \$1,314.29 to \$1,115.72 per single family dwelling unit.

The 2017 Update readdresses the issue of development impact fees for pathways. The Hofman Study Pathway Facilities section was guided by an October 14, 1997, Pathway Plan map that contained information that misguided the calculation of pathway impact fees, to wit: it identified substantial pathway corridors that lay within the jurisdiction of the Idaho Transportation Department, Ada County Highway District, Garden City, Idaho Department of Lands, and the Farmer’s Union Canal Company. Pathway impact fee projections resulted in stirring significant public controversy. After several attempted revisions to the Hofman Study, Pathway Facilities section, the City chose not to adopt an impact fee for pathways.





Each time the pathway system issue is addressed by public surveys, by Comprehensive Plan amendments, or in any other forum on the City’s quality of life, continued pathway development is foremost among the goals of the residents of Eagle. With the adoption of the Corrected Pathway Map, a revised level of service that reflects historic and current conditions is possible. Using the corrected map and population data, the current and recommended level of service is 2,700 linear feet of pathways per 1,000 population¹. Based upon this level of service and the value of the existing greenbelt and pathway system owned by the City, an impact fee of \$117.20 per capita, or \$330.50 per residential unit is recommended to preserve the existing level of service over the next ten year growth increment. At this level of service, pathway funding from the City’s general fund is not required for new pathways.

¹ The Hofman Study used the term “population” in reference to specific numeric values and the term “residents” in non-numeric references to citizens of Eagle. This reference convention is continued in this 2017 Update.





Section 1: Introduction

The 1992 Idaho Legislature passed House Bill No. 804, Title 67, Chapter 82, Idaho Code, known as the Impact Fee Act that set forth the requirements for the calculation and accounting of impact fees. To require impact fees, a local governmental entity must adopt a Comprehensive Plan, an Impact Fee Ordinance, and a Capital Improvement Plan to comply with Idaho law.² These plans must be reviewed annually with respect to capital improvements with a full update at least every five years.³



The purpose of impact fees is to provide for an “equitable program for planning and financing public facilities to serve new growth”⁴ Stated another way, new growth will “pay its own way” for development of new public parks and pathways. Prominent features of the law include restrictions disallowing the use of impact fees for any other purpose than to fund system capital improvement costs for new public facilities identified in the Capital Improvement Plan and that impact fees must not exceed the proportionate share of the cost of improvements needed to serve new growth and development. Proportionate share is that portion of cost of system improvements incurred to serve new development after any credits, contributions, land dedications, or constructed improvements and other funding sources are considered.

The 1992 Impact Fee Act, as amended, is essentially the same as when Eagle first passed the park impact fee on May 11, 1999. Impact fees for parks and pathways are calculated from new population data since increased demand for parks and pathways is, by Eagle’s definition of level of service, correlated to City residents and housing units. The Impact Fee Ordinance is codified as Eagle City Code, Title 7, Chapter 6.

The Hofman Study contained two principal sections, Park Facilities and Pathway Facilities. In 1999, the City adopted only the Park Facilities portion and impact fee recommendation component of the Study. In 2004, the first amendment to the initial study was prepared to update park inventory, cost, and to recalculate the park deficiency condition. A second update was prepared in 2011 to address changes in population data, park land acquisition, an updated Capital Improvement Plan, and updated values including costs of construction. The Pathway Facility component of the Hofman Study has not been updated since the initial report and recommendation in 1999.

² Idaho Code § 67-8208(k)

³ Idaho Code § 67-8205(d)

⁴ Idaho Code § 67-8202





Under the leadership of the Parks and Recreation Department, the City has prepared a corrected version of the original Pathway Plan map. The result is a Corrected Pathway Plan map with an emphasis on greenbelt pathways under City ownership and control.

In its Comprehensive Plan the City adopted as one of its primary objectives for a pathway system the establishment of greenbelts⁵ along the Boise River and Dry Creek. Most recently five of the 19 objectives within the Pathway and Greenbelt section of the updated 2015 Comprehensive Plan are specifically directed toward the continued development of the greenbelt system.

Implementation bullet points from the Comprehensive Plan include:

- Construct bridges to provide access to existing and future greenbelt pathway system easements.
- Prioritize greenbelt and pathway development: 1) greenbelt/pathway system along the Boise River, 2) greenbelt/pathway system along Dry Creek.

Reconsideration of impact fees for pathways based upon corrected and updated information is consistent with the goals and objectives of the 2015 Comprehensive Plan.

Limited Scope of the Development Impact Fee 2017 Update

This 2017 Update is focused on specific, eligible capital projects that are anticipated to be completed within a ten year capital planning horizon to maintain service levels currently enjoyed by residents of the City. The City has developed a Citywide Parks Master Plan and is planning for a complementary Citywide Pathway Master Plan. Typically master plans will consider all aspects of the park and pathway system including, in the instance of pathways, bike lanes and routes under the jurisdiction of transportation agencies, pathways on state owned property, and agency or privately maintained pathways available for public use. Impact fees, by contrast, are limited to specific capital projects consistent with Idaho Code⁶ and adopted by the City. Development of parks and pathways outside City jurisdiction or on property not controlled by the City have not historically been funded through City impact fees. As such, they have not been included in this 2017 Update.

The City contains numerous pathways available for public use, but remaining under the jurisdiction and maintenance provisions of Home Owner's Associations. Capital improvements on these pathways are ineligible for impact fee funding.

Residential Units and Allocation of Impact Fees

Since the Hofman Study, the City has experienced unprecedented growth resulting in substantive modifications to its land use map and to the City's Comprehensive Plan reflecting rapid expansion

⁵ "Greenbelts are typically land areas that border scenic features or hazard areas (i.e. the Boise River and Dry Creek) and are designed to prevent undesirable encroachment." 2015 Eagle Comprehensive Plan, p. 115.

⁶ Idaho Code § 50-1703





and urbanization of the area. After the 2011 Update, the City’s population grew by 5,331 residents to a total of 25,510 in 2016.⁷ Under the land use assumptions currently adopted by the City, the projected growth rate is 4.5% per year.⁸ At this rate the population will grow from 25,510 to 39,616 by 2026 and to 58,874 by 2035. The 2010 U.S. Census identified the average number of persons per residential unit in the City at 2.82 persons and was used for this update.

**Figure 1
Units & Populations**

Projected Residential Units and Population				
Year	2016	2020	2025	2026
Residential Units	9,046	10,788	13,443	14,048
Population	25,510	30,421	37,910	39,616

The Hofman Study and subsequent impact fee updates utilized information from the City of Boise Parks and Recreation Department as guidance to allocate fees among dwelling types including multi-family housing, apartments and hotel rooms. A review of census data from the 2011-2015 American Community Survey (ACS) 5-Year Estimates for Eagle does not support continuation of this practice. The ratio of single-family to multi-family units are significantly distinct from those of the larger metropolitan areas in the Treasure Valley. Eagle has fewer than six hundred multiple-family units and a single hotel which means a person-per-housing-unit-type number was not sufficiently defined to support a park or pathway fee portioned by housing unit type.

**Figure 2
Single vs. Multi-Family Units**

Notes:
(1) Residential Units 2015 estimate from COMPASS Communities in Motion 2040.
(2) Percentage of single and multi-family units from ACS, 2011 to 2015 estimate.

Percentage of Single vs. Multi-Family Units COMPASS and ACS Comparison			
	Ada County	City of Boise	City of Eagle
Residential Units, 2015 ⁽¹⁾	157,657	99,630	8,510
Residential Units, ACS	164,992	92,167	8,454
Single Family Units ⁽²⁾	83.0%	74.7%	93.2%
Multi-Family Units	17.0%	25.3%	6.8%

⁷ Community Planning Association (COMPASS) and the City of Eagle Planning Department.

⁸ “Staff is requesting City Council approval of a 4.5% annual average growth rate for planning purposes within the City’s Comprehensive Plan Update.” April 18, 2016, Memorandum from Nichoel Baird Spencer to Mayor and City Council; subsequently adopted at the April 26, 2016, City Council meeting.





The comparison of Boise single-family residential units to Eagle’s single-family residential units as proportions of the total population does not provide a basis for mirroring the historic City of Boise impact fee proportions for multi-family units.⁹ Similarly, the City of Meridian 2013 Impact Fee Study cited a lack of empirical evidence to support fee differentials.¹⁰ As a result, it is recommended single and multi-family residential units have equivalent impact fees.

Level of Service

Level of service is “a measure of the relationship between the service capacity and the service demand for public facilities.”¹¹ Level of service is the basis for evaluating additional capacity needed for new facilities serving new development. Service levels must be quantifiable and specific as they set the amount of benefits for payment of impact fees. The quantifiable development unit recommended for parks and pathways is the “Residential [Dwelling] Unit” consistent with Title 7, Chapter 6, Eagle City Code.

The relative value of investment relating to the level of service also has a role in the evaluation process. To provide an accurate impact fee calculation, the value of the various parks and pathway types or features are estimated and factored into the overall system value. This value is used to forecast the cost of establishing new facilities utilizing the same approximate mix of uses and features that exist for current residents. A project that would substantially increase total park value by the addition of, for example, a regional water park would be considered an increase in the current level of service which may be ineligible for funding through park impact fees.

A level of service acceptable to the City must be adopted by ordinance. Once adopted, this standard becomes the basis for new development to construct comparable facilities or to pay impact fees for the specific capital improvements necessary to allow the City to continue to offer the quality and quantity of public facilities enjoyed by current residents.

Parks Level of Service

The Hofman Study, following the recommendation of the Development Impact Fee Advisory Committee, recommended a level of service standard of 3.3 acres of developed park land per 1,000 population. This standard, adopted by the City Council in 1999, is the basis for analyzing park land surplus or deficiency as the city develops its park system. The Hofman Study did not distinguish between park types, uses or amenities to meet various needs of the community. It did recognize that functional distinctions in park size and amenities may result in a range of development costs.

To address the broad range of activities offered by current park facilities, two new park categories have been used in the valuation process to denote non-irrigated, natural parks in Eagle: Foothill

⁹ The City of Boise recently discussed a lack of demographic data to support a given number of persons living in any certain type of residential unit. Development Impact Fee Advisory Committee Minutes, June 10, 2015.

¹⁰ Impact Fee Study and Capital Improvement Plans, prepared for the City of Meridian, BBC Research and Consulting, 2013.

¹¹ Idaho Code § 67-8203(17)





Parks and River Wildlife Parks. The park categories were developed in response to consistent feedback from park users and non-users as most recently exemplified by public input to Eagle's Citywide Park Master Plan (CPMP).¹² They serve to broaden the park experience options requested by City residents. The additional park categories provided the basis for a refined estimate of park values which are incorporated into the impact fee calculation.

A ten year horizon for park development is not an unrealistic development horizon. Continued park facility growth is in demand as evidenced by public input from the 2010 Parks and Pathways Survey and from the 2015 Citywide Park Master Plan ranking of needed facilities. Park acquisition and infrastructure development historically involves several City budget funding cycles to complete.

Park investment is directly related to the quality of City parks as measured by costs of amenities and features. Once the acreage element is identified, the system improvements and costs are estimated to quantify a value per acre. This provides a basis for the cost of system improvements to be paid for by new development through various funding options or through contributions. This aspect of impact fees allows the City to maintain its unit value of park acreage as the park system develops to meet demands of growth. This is addressed in the Capital Improvement Plan for parks.

Pathways Level of Service

The Hofman Study established a pathway level of service by “totaling the lengths of all [existing and planned] Multiple-Use Paths and Multiple-Use Trails and dividing that amount by the build out population.” It set an initial target level of service at “4,670 linear feet [of pathway] per 1,000 population.” This level of service and the resulting cost of implementation was revised numerous times by alternative projections ranging from 3,058 to 9,205 linear feet per 1,000 population. As stated above, the level of service controversy resulted in the Council voting not to adopt a pathway impact fee.

Utilizing the actual population and developed pathway inventory data that existed at the time of the Hofman Study, the level of service available to City residents may be measured by the calculation:

$$\text{Linear Feet Pathway} / (\text{Population} / 1,000) = \text{Level of Service (1999).}$$

Calculating the level of service by this method yields a value that reflects an actual 1999 facility-to-population ratio indicative of the public's pathway experience. This level of service value was 2,442 linear feet per 1,000 population.

In the ten year impact fee planning period from 2017 to 2026, the population is expected to grow from 25,510 to 39,616. By expanding development of the pathway system on pace with residential growth, the Greenbelt users will not see a reduction in capacity or overall variety of experience. Applying the 2026 population projection to the corrected Pathway Plan map of

¹² City of Eagle - Citywide Park Master Plan, 2015, Prepared by The Land Group (Draft Copy)





current and future pathways demonstrates the need for an additional 38,086 linear feet of pathway to maintain the current level of service for City residents.

**Figure 3
Pathway Level of
Service**

Notes:
(1) Pathway footage derived from map scale using Google Earth.

Pathway Level of Service			
	Population	Pathways, Linear Feet	Level of Service
1999 Hofman Study	10,625	25,950	2,442
2017 Update	25,510	68,540 ⁽¹⁾	2,687
2026 Population	39,616	102,040 ⁽¹⁾	2,576

From a historical and current planning perspective, 2,700 linear feet or 0.51 miles per 1,000 population compares well with past levels of service. It is recommended the City use this value when considering adoption of a level of service to establish an impact fee for pathways.

For comparative purposes, pathways were evaluated using current investment value and the estimated value of future capital projects. A ten year horizon for continued greenbelt development is not unreasonable based on current use and public input from the 2010 Parks and Pathways Survey and from the 2015 Citywide Park Master Plan ranking of needed facilities. The discussion of pathway value per residential unit is included below in the Capital Improvement Plan section for pathways.





Section 2: Parks

The City currently has eight developed parks totaling 85.65 acres. These consist of four neighborhood parks, Heritage Park, and three large park areas. Each park offers unique amenities offering a wide range of recreational experiences.

Figure 4 Existing Parks

Park Name	Acreage
<p>Arboretum Park <i>The total acreage owned by the City is 1.29 acres. For the Impact Fee Study, only a portion of the property was included as developed park since the Senior Center building and the majority of the parking lots are not being utilized as developed park. Using the actual park area and two parking stalls, the developed acreage was estimated to be 0.40 acres.</i></p>	0.40
<p>Ada Eagle Sports Park <i>The total acreage of the City owned portion of the Ada Eagle Sports Park is 63.792 acres (with the 11.93 acres purchased from Ada County). The City's water system reservoir is located on a parcel with approximately 0.39 acres located within the fence around the reservoir and excluded from the calculation. In addition, 6.2 acres of the undeveloped/unusable velodrome area was excluded from the calculation. With these exclusions, the developed acreage was estimated to be 57.20 acres as summarized below:</i></p> <ul style="list-style-type: none"> ▪ Skate Board Park (5.05 acres) ▪ BMX Track (6.00 acres) ▪ Bike Downhill Skills Course (10.10 acres) ▪ Reservoir Site-outside fence (2.64 acres) ▪ Hell Mary Trail Parcel (4.51 acres) – purchased from Ada County in 2016 ▪ Low Rider Trail Parcel (7.42 acres) – purchased from Ada County in 2016 ▪ Trails and previous seasonal snow park (21.48 acres) 	57.20
Friendship Park	1.30
Heritage Park	0.48
<p>Orval Krasen Park <i>The total acreage owned by the City of Eagle within this park is 2.42 acres. However, a portion of this area is excluded from use as a park due to the New Dry Creek Canal running along the south boundary. A fence lies along the canal protecting park users from the canal. With this area excluded, the developed acreage was estimated to be 1.65 acres.</i></p>	1.65
Reid Merrill Park	8.92
<p>Guerber Park <i>The total acreage owned by the City of Eagle within this park is 14.80 acres. However, the City of Eagle has a lease agreement on the 0.399 acre parcel owned by the Chaumont HOA located at the corner of Hill Road and N. Dicky Drive. With this parcel included, the developed acreage of 15.20 acres was used.</i></p>	15.20
<p>Plaza Drive Park <i>The total acreage owned by the City of Eagle between S. 2nd Street and S. Eagle Road is 0.52 acres. However, approximately half of the acreage is located within the canal and behind a fence. With the canal area excluded, the developed acreage was estimated to be 0.25 acres. Also, there is an additional 0.25 acres at the corner of Plaza and Eagle Road fronting McDonalds.</i></p>	0.50
Total Acreage	85.65





At the adopted level of service of 3.3 acres per 1,000 population, the required developed park area adjusted to Eagle’s December, 2016, population of 25,510 is 84.18 acres. This places the City in a surplus position with respect to the adopted level of service by 1.47 acres.

**Figure 5
Park Inventory
History**

History of Park Inventory				
Report	Year	Developed Park (acres)	Park Need (acres)	Surplus or (Deficiency) (acres)
Hofman Study	1999	4.08	35.06	(30.98)
First Amendment	2004	17.08	50.42	(33.34)
Second Amendment	2011	77.33	66.59	10.74
Third Amendment	2017	85.65	84.18	1.47

The City owns 6.2 acres of undeveloped land (previous Velodrome site) within the Eagle Sports Park Complex, 3.2 acres of undeveloped land in the Mace Ranch Subdivision on Eagle Road, and 9.6 acres in the floodway along the river west of Merrill park.

Park Development to Maintain Level of Service

By 2026, the City will need a minimum of 130.73 acres of developed parks to serve a population of 39,616 at the level of service of 3.3 acres per 1,000 population. The expected growth of 14,106 new residents over the next 10 years will require 46.55 additional park acres to maintain the level of service. However, with the City currently having 1.47 acres of surplus, the total required amount to maintain the level of service in 2026 will be 45.08 acres.

Value of Developed Parks

The costs per acre for development of parks presented in the 2011 update were used in the 2017 update adjusted to 2016 values. The previous park definitions in the 2011 update were maintained, but supplemented with the addition of two new park definitions to include non-irrigated foothill park development and nature park areas. The improvement costs per acre for each park definition is presented in Table 6.





**Figure 6
Park Development
Costs**

Notes:

(1) Includes costs for potential restroom and parking area improvement per each 10 acre increment at river access points.

Park Development Costs, Less Land Costs	
Park Description by Cost	Development Cost/Acre
Foothills Park Development	\$10,000
Nature Park Development ⁽¹⁾	\$16,000
Lower Cost Development	\$115,000
Moderate Cost Development	\$126,250
Higher Cost Development	\$173,750
Special Use Amenities	\$312,500

To arrive at an average cost per acre of developed parks, land values were divided into three categories. Existing park land was valued at \$125,000 per acre, irrigated land for future parks was valued at \$50,000 per acre (consistent with the 2011 Update) and non-irrigated or floodway land was valued at \$7,500 per acre. Land values of existing parks also vary according to the predicted likelihood of flooding based on maps produced by FEMA. Estimated costs for various park facilities are applied to land values across the spectrum of locations to arrive at a weighted average cost value. Combining land and amenities, the average cost per acre for developed parks is \$123,801.52.

Using this average cost, the value of the current 85.65 acre developed park system is \$10,603,600. The value per acre is less than the value of \$179,580 per acre established in the 2011 Update due in part to the development of large non-irrigated foothill bike parks and facilities which are less expensive to construct than a comparable acreage of irrigated parks with playground equipment and other amenities. This resulted in a decrease in the overall value per acre of developed parks.

As new developed acres are added to the inventory at the rate necessary to maintain the level of service, it is recommended the impact fee analysis be reviewed annually. This will permit the impact fee to reflect any significant swings in park land value and development cost.

**Figure 7
Park Summary**

Summary of Park Values for Current Level of Service	
Park Level of Service	3.3 Acres per 1,000 Population
Current Value of Parks	\$10,603,600
Value per Capita	\$415.66
Value per Residential Unit	\$1,172.17





2017 – 2026 Capital Improvement Plan

In keeping with the goals and objectives of the 2011 Comprehensive Plan and the Development Impact Fee Ordinance, the City is working with land owners to acquire additional park land. Planned but as yet undeveloped park acreages have been identified in several areas of the City. For river access parks, planned improvements consist of a restroom facility and paved parking with some minor trail work in keeping with the natural setting. These will eventually be located at all river access points. Identified on the attached map.

A river wildlife area identified below is that portion of the floodway lying east of Eagle Road adjacent to Merrill Park on the North Channel of the Boise River. The proposed Lakemoor and Gateway South parks are identified park acreages within larger development tracts that have received preliminary plat approval. At the present time this land remains in private ownership and actual developed acreage remains undetermined. Sites for the Western Park and the Sport/Ballfield Complex have yet to be determined. At least one larger park will be located west of Linder to better serve residents in the western area. Guerber Park will be expanded to the east to include a grass seating area for sports events and to provide better drainage and accommodation of runoff water.





Figure 8 Capital Improvement Plan

2017 -2026 Capital Improvement Plan					
Park Area Description	Acres	Land Value	Improvement Value	Total CIP Value	Growth Related Portion
Riverside Wildlife Park	9.6	City Owned	\$153,600	\$153,600	100%
Lakemoor Park (TBD)	6.0	\$45,000	\$690,000	\$735,000	100%
Gateway South Park (TBD) ⁽¹⁾	12.0	\$90,000	\$1,380,000	\$1,470,000	100%
Western Community Park (TBD)	15.0	\$750,000	\$2,606,300	\$3,356,300	100%
Mace Park	3.2	City Owned	\$51,200	\$48,000	100%
East Plaza Drive (Extension) Park	0.5	\$25,000	\$48,000	\$73,000	100%
Sport/Ballfield Complex (TBD)	30.0	\$1,500,000	\$3,450,000	\$4,950,000	100%
Eagle Sports Park (undeveloped)	6.2	City Owned	\$62,000	\$62,000	100%
River Access Park (Linder Rd.)	1.0	\$7,500	\$16,000	\$23,500	100%
River Access Park (Edgewood)	1.0	\$7,500	\$16,000	\$23,500	100%
Guerber Park Expansion	2.5	City Owned	\$287,500	\$287,500	100%
Park-Pathway Maintenance Facility	2.0	City Owned	\$400,000	\$400,000	35.6%
Impact Fee Study Update				\$15,000	100%
Total Amount of CIP Improvements				\$11,600,600	

⁽¹⁾ Water surface area of aesthetic amenity ponds has not been included in development cost.



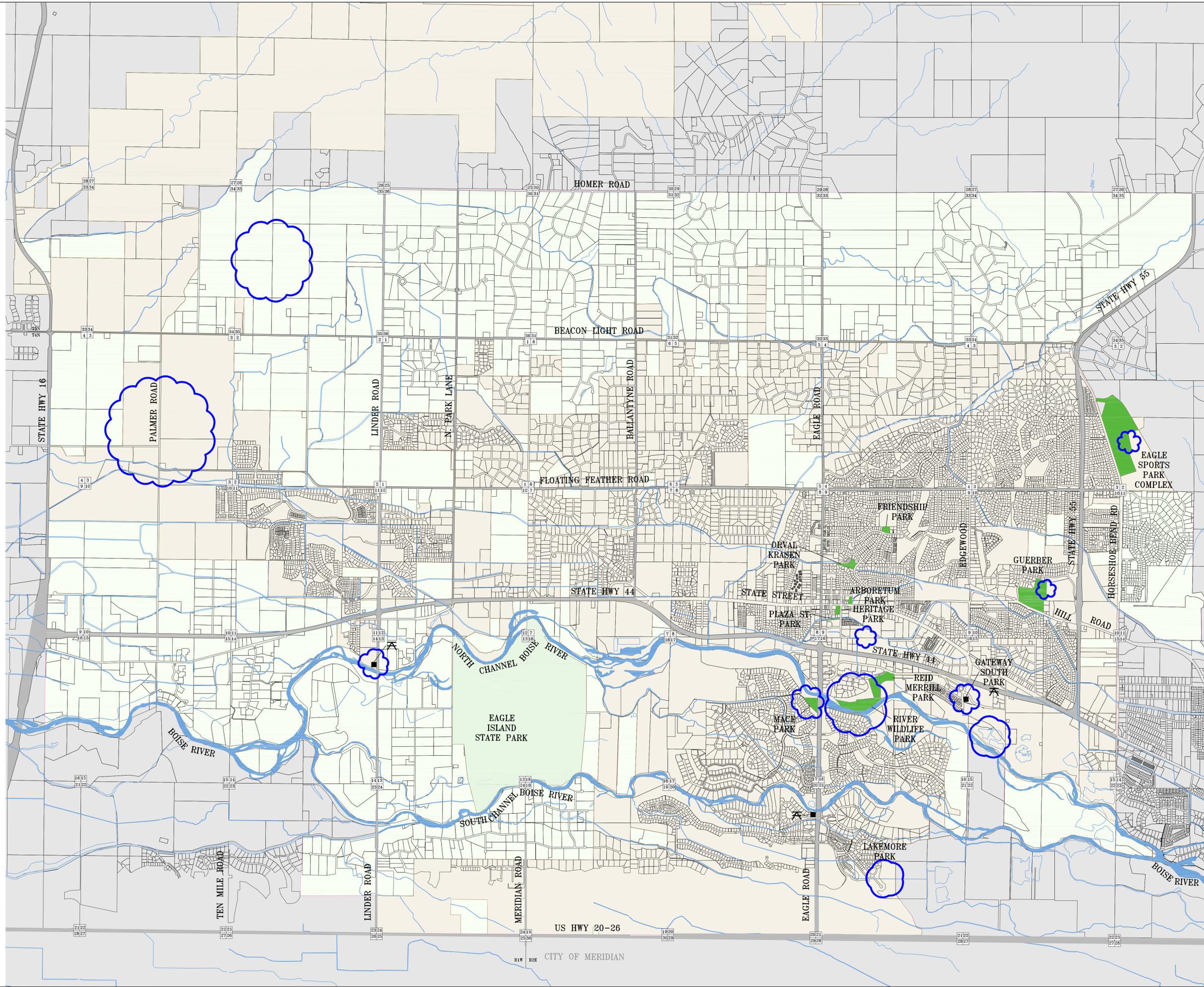
City Of Eagle

Parks Plan Map

Draft



- SECTION CORNERS 
- RIVER ACCESS PARK 
- CONCEPT LEVEL - VICINITY OF PLANNED PARK 
- CITY OWNED PROPERTY 



This map represents a compilation of public information from diverse records gathered by the City of Eagle and Holladay Engineering Company. The purpose for which this map is prepared is an overall general representation of positional relationships, and not a definitive description of location of any class of objects or conditions. Hence, no responsibility for errors can be or is assumed. The City of Eagle and Holladay Engineering Company CANNOT AND DO NOT GUARANTEE the absence of errors or the corrections of all information furnished to them for the preparation of this map.



Park Impact Fee

Park impact fee calculation is summarized in Figure 9.

Figure 9
Park Impact Fee

Park Impact Fee	
Population (2026)	39,616
Population (2016)	25,510
Population Increase (2017-2026)	14,106
New Acres Needed to Maintain Level of Service	46.55
Park Cost per Acre	\$123,801.52
Value of future Parks to Maintain Level of Service	\$5,762,961
Credit for 1.47 Acre Surplus	-\$181,988
New Park Costs, Net of Credit	\$5,580,973
Impact Fee per Capita	\$395.65
Impact Fee per Residential Unit	\$1,115.72





Section 3: Pathways

The foundation study for establishing pathway impact fees, the Hofman Study, evolved from community discussions calling for a citywide pathway system along the Boise River greenbelt that would complement a regional greenbelt pathway system. Numerous updates to the Comprehensive Plan, the 2011 Eagle Parks and Pathways Survey, and focus groups with a citizen survey developed for the draft 2015 CPMP have consistently ranked pathways and access to the greenbelt at the top of a list of desired City amenities.¹³ More than 90% of respondents reported some pathway use and use of the Boise River greenbelt ranked number one in terms of park and path visitation.

The Pathway Facilities portion of the Hofman Study was guided by an October 14, 1997, Pathway Plan map containing information that misguided the calculation of pathway impact fees. It identified portions of pathway corridors that lay within the jurisdiction of the Idaho Transportation Department, Ada County Highway District, Garden City, the Idaho Department of Lands, and the Farmer's Union Canal Company. Pathway impact fee projections were presented that included proposed improvements outside the jurisdiction of the City. The proposed level of service at 4,670 linear feet per 1,000 population would have resulted in the City beginning its impact fee process with a million dollar pathway deficit. These report conclusions produced significant public controversy and testimony before the City Council. After several revisions to the study report were advanced and rejected, the City elected not to adopt an impact fee for pathways.

A corrected map was prepared in 2016 based on recognized easements and rights of way controlled and maintained by the City. Trail segments in corridors within the state or county jurisdictions have been removed. Trails along canal banks owned by Farmer's Union Canal Company were withdrawn due to Farmer's Union policies based on functional and liability concerns for the public. Trails currently owned and maintained by the City were highlighted to create an accurate basis for reassessing a pathway level of service. Finally, certain areas of the October, 1997 map that projected greenbelt trails through state lands or in areas that cannot be realistically improved due to current subdivision encroachment or environmental concerns have been modified to reflect those realities. The result is a revised Corrected Pathway Plan map of City owned and maintained paths demonstrating the historic emphasis on greenbelt pathways.

An inventory of all identifiable sections of pathways was conducted incorporating plat information and photographic evidence from Google Earth.¹⁴ Pathway construction and materials were verified with City staff. Proposed pathway connections and bridges linking existing paths were added to the inventory to provide a basis for a Pathway Capital Improvement Plan. Existing and proposed rights-of-way were estimated to develop a basis for property acquisition costs. Concept level bridge estimates were prepared from approximate distances utilizing Google Earth and Ada County map data.¹⁵ This information is identified on the pathway map as existing and planned improvements.

¹³ Ibid, Draft CPMP, 2015

¹⁴ Inventory of Existing and Proposed Pathways, Appendix

¹⁵ Source: Google Earth Pro, 2016

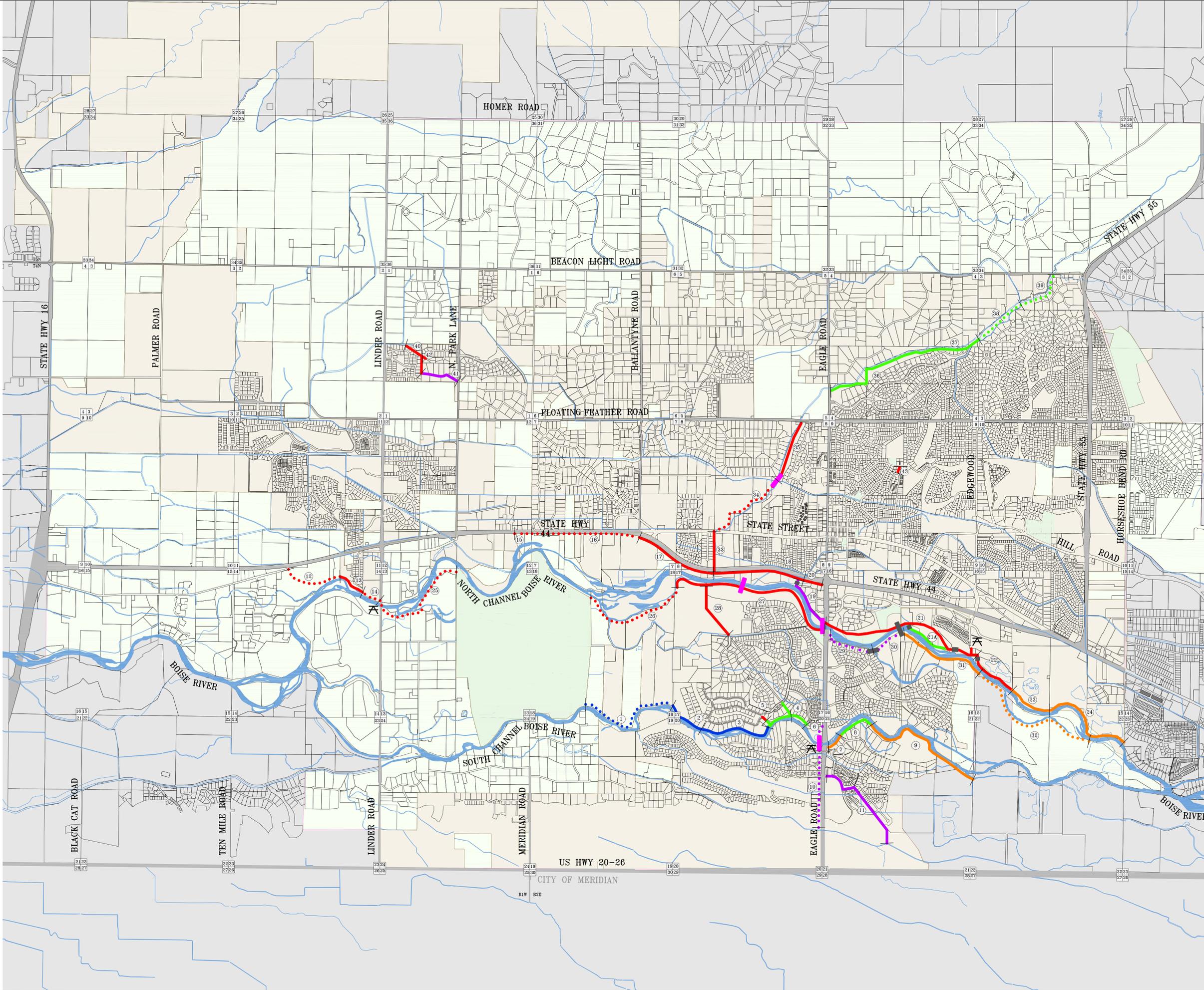


City Of Eagle Corrected Pathway Plan Map

Draft



- 10 FOOT ASPHALT PATH, EXISTING ———
- 10 FOOT ASPHALT PATH, PLANNED
- 10 FOOT CONCRETE PATH, EXISTING ———
- 10 FOOT CONCRETE PATH, PLANNED
- 8 FOOT COMPACT GRAVEL PATH, EXISTING ———
- 8 FOOT COMPACT GRAVEL PATH, PLANNED
- 8 FOOT IMPROVED TRAIL, EXISTING ———
- 8 FOOT IMPROVED TRAIL, PLANNED
- NATIVE MATERIAL NATURE TRAIL, EXISTING ———
- NATIVE MATERIAL NATURE TRAIL, PLANNED
- PEDESTRIAN BRIDGE, EXISTING ■
- PEDESTRIAN BRIDGE, PLANNED ■
- RIVER ACCESS PARKING A
- SECTION CORNERS 9 10
16 15



This Pathway Plan Map corrects jurisdictional inaccuracies found in the Pathway Plan Map adopted October 14, 1997 included in the City of Eagle, Development Impact Fee Study / Capital Improvements Plan by Hofman Planning Associates approved by the City in 1999.

This map represents a compilation of public information from diverse records gathered by the City of Eagle and Holladay Engineering Company. The purpose for which this map is prepared is an overall general representation of positional relationships, and not a definitive description of location of any class of objects or conditions. Hence, no responsibility for errors can be or is assumed. The City of Eagle and Holladay Engineering Company CANNOT AND DO NOT GUARANTEE the absence of errors or the corrections of all information furnished to them for the preparation of this map.



This pathway system is generally distributed along designated Greenbelts along the Boise River and Dry Creek. Greenbelt pathways have been identified by location and type to facilitate evaluation of function, capacity, and condition. Several non-greenbelt pathway segments have been accepted by the City. These segments are also identified on the referenced map.

**Figure 10
Current Greenbelt**

Notes:
(1) See Figure 11 for Pathway Type description.

Current Greenbelt Pathways, Location, and Type		
Location	Pathway Type⁽¹⁾	Linear Feet
Boise River		
South Channel, South Side	1C	3,700
South Channel, South Side	2	5,200
South Channel, South Side	4	1,600
South Channel, North Side	3	350
South Channel, North Side	4	6,300
North Channel, South Side	1	8,450
North Channel, South Side	2	5,850
North Channel, North Side	1	16,500
North Channel, North Side	1C	2,000
North Channel, North Side	3	7,150
Dry Creek		
South Side	1	2,300
South Side	2	<u>6,000</u>
Sub-Total Greenbelt Pathways		65,400
Other, Non-Greenbelt Pathways		<u>3,140</u>
Total Pathways		68,540

The current pathway system includes seven pedestrian bridges to link pathway segments. As bridges are integral to a riparian pathway system, they are identified by separate segment numbers and are included in the valuation of the overall greenbelt pathway system.





Developed Pathways

The City’s pathway system is made up of five types of pathways constructed primarily along greenbelt routes bordering the Boise River and Dry Creek. The five types are defined by surfacing materials, pathway width, and designated uses. Highly utilized sections are surfaced with asphalt pavement or concrete befitting their traffic volumes and urban environment. Greenbelt sections in the areas of low use reflect low impact materials or the simple clearing of the greenbelt pathway or trail varying between 4 and 8 feet in width to conform to permit requirements of the US Army Corps of Engineers. Frequently these low volume pathways meander with undulating slopes conforming to natural riverbank contours. The current variety and relative scale of components of the pathway system is illustrated in the inventory summary below.

**Figure 11
Pathway Inventory**

Inventory of Pathways				
Summary by Type		Width, FT	Linear Feet	Percent of Total
Type 1	Paved, Asphalt	10	28,990	42%
Type 1C	Paved, Concrete	10	7,100	10%
Type 2	Gravel or Aggregate Surface	8	17,050	25%
Type 3	Soil – Aggregate Mix	8	7,500	11%
Type 4	Native Riparian Soils	4	7,900	12%
Total Pathways			68,540	

Construction standards have been applied by the City for Type 1, Type 1C, and Type 2 improved pathways. Type 3 and Type 4 unsurfaced pathways utilize native materials including gravel, chips, or bark and minimal constructed improvements to retain the natural feel of the riparian ecosystem. Negotiated easements, neighborhood agreements, agency permits, soil types, intended uses, and user volume define the placement and types of pathways utilized by the City.

Value of Developed Pathways

Total pathway value is derived from an assessment of land value and from estimates based on construction methods and materials. Land was valued in broad terms based on its location with respect to flood designation maps by FEMA. Land within the floodway was valued at a lessor amount per acre than land in the 100-year flood plain, 500-year flood plain, or land outside a designated flood boundary, respectively. Construction values reflecting 2016 costs as Public Works projects are applied to the various pathway material types and quantities.¹⁶ Pathway bridge costs gathered from the City’s seven existing pathway bridges are used to arrive at a unit

¹⁶ Recent pathway capital costs were favorably comparable to values from RS Means Construction Cost Index, 2016.





price per square foot for new bridges planned for four new crossings. The overall value of the current pathway system complete with bridges is \$4,109,114, or \$59.95 per linear foot. Applying another unit of measure, the pathway system is valued at \$454.24 per residential unit.

**Figure 12
Pathway Summary**

Summary of Pathway Values for Current Level of Service	
Pathway Level of Service	2,700 LF per 1,000 Population
Current Value of Pathways	\$4,109,114
Value per Capita	\$161.08
Value per Residential Unit	\$454.24

Pathway System Growth to Maintain Level of Service

To maintain the pathway system level of service for the next ten year increment of growth, the City will want to develop an additional 38,086 linear feet of greenbelt pathways. This will allow the City to fill in gaps in the greenbelt system, add additional bridges for interconnectivity, and add new pathways of all types in keeping with the goals of the Comprehensive Plan and desires of residents as evidenced by community surveys conducted by the Parks and Pathway Committee and by consultants.

Expansion of the pathway system is guided by the adoption of the Corrected Pathway Plan map featuring greenbelt improvements along the Boise River and Dry Creek. Funding sources were considered in the cost and local match components of the estimate. Maintenance and improvement to the existing pathway system are ineligible for funding from impact fees. Pathways not identified on the Corrected Pathway Plan map and identified in the Capital Improvement Plan are also ineligible for development through impact fees. Developer contributions, including right-of-way and construction cost, to the pathway system are only eligible for reimbursements or credits if the pathway is one identified on the Corrected Pathway Plan map or Capital Improvement Plan.





**Figure 13
Capital
Improvement**

2017 – 2026 Capital Improvement Plan			
Pathway and Bridge Description	Pathway Type	CIP Value	Growth Related Portion
Eagle Island State Park to Water's Edge Boundary	4	\$38,600	100%
Eagle Road to New South Channel Bridge	1C	\$4,400	100%
New South Channel Bridge to Banbury No. 1	1C	\$290,400	100%
W. Moon Valley Road to HCR Subdivision	1	\$100,700	100%
Bel Aire Subdivision	1	\$50,100	100%
Fischer Park to Ballantyne Road	1	\$240,300	100%
Linder Road to Eagle Island	1	\$132,300	100%
Eagle Island to Mace Pathway	1	\$118,100	100%
Island Woods Sub. to east Eagle Island	2	\$75,600	100%
State Street to Dry Creek Canal	1	\$146,400	100%
Dry Creek – Highway 44 to State Street	1	\$25,800	100%
Edgewood Road to Farmer's Union Canal	3	\$24,400	100%
Farmer's Union Canal to Beacon Light Road	3	\$20,700	100%
Eagle Road Pedestrian Bridge, North Channel	200 FT	\$1,020,600	100%
Dry Creek Pedestrian Bridge, North Channel	200 FT	\$1,020,600	100%
Dry Creek Pedestrian Bridge to Clear Creek Sub.	40 FT	\$100,000	100%
Eagle Road Pedestrian Bridge, South Channel	140 FT	\$714,400	100%
Impact Fee Update		\$10,000	100%
Total Amount of CIP Improvements		\$4,133,400	
Funding from non-City Sources		\$2,480,000	
Amount from Impact Fees		\$1,653,400	





The pathway system is accessible to the public: existing and new residents. New construction is not to increase the level of service to existing residents, but to maintain the level of service available to current residents as the population increases.

By adopting a pathway level of service of 2,700 linear feet per 1,000 population for greenbelt development, which reflects the level of service currently enjoyed by residents of the City, there is no deficit correcting contribution required of the general fund.

Pathway impact fees are shown in Figure 14.

Figure 14
Pathway Impact
Fees

Pathway Impact Fees	
2017-2026 Population Increase	14,106 Population
2017-2026 Residential Units	5,002
Pathway Needed to Maintain Level of Service(2700 x 14,106/1000)	38,086 Linear Feet
Value of New Pathway from CIP	\$4,133,400
Funding from non-City Sources	\$2,480,000
Impact Fee Portion of Estimated Costs	\$1,653,400
Pathway Impact Fee per Capita	\$117.20
Pathway Impact Fee per Residential Unit	\$330.50





Section 4: Funding and Implementation

There are various sources that may be used to fund parks and pathways in addition to impact fees. Often the successful financing of a complex project requires combining several sources. Projects requiring multiple years or phases to complete may draw from grant or partnership opportunities that have constraints for timing or qualifying criteria. A funding strategy that emphasizes the diligent pursuit all options is vital for achieving success.

Funding Sources

General Fund: Use of the general fund provides the most flexibility for municipal park and pathway projects, but this fund is used to operate all other general functions of a city. In the instance of a level of service deficit, this fund will be used to correct the deficiency.

General Obligation Bonds: This source borrows money for public facilities that is repaid through funds generated through increased taxes. Bond approval requires a vote from the citizens and passage by two thirds of the voters. Normally, General Obligation Bonds are used to fund larger projects due to the effort required to prepare and present a project sufficient to gain voter approval.

Revenue Bonds: These bonds depend upon repayment from cash flow generated by the facility being constructed. This funding requires voter approval.

Grants: Grants are available from a variety of sources, both public and private. All grants have qualifying criteria that must be met and most applications are competing with other municipal applicants. For most grants from public agencies there are calendar cycles for making applications. When competing for grants, success is determined by the quality of the application and the project's ability to achieve the purpose and objectives of the granting agency.

Public Private Partnerships: Developing a Public Private Partnership requires an agreement signed by all parties to address purpose, financial obligations, and other contractual matters required to fund and operate a facility. Performance under this framework is often guaranteed by a construction bond to protect the public funding element.

Public or Private Donations: Donations to the City's general fund may be used for any park or recreation improvement. Donations that are not a requirement to offset a level of service standard may be earmarked by the City in accordance with the request of the donor. These funds pass through the general fund to be used in the manner identified by the donor or at the discretion of the City.

Donations made for improvements necessitated by growth to maintain the level of service go into the impact fee fund and can be used only for capital projects identified in the Capital Improvement Plan. The donor is entitled to a dollar for dollar reduction in impact fees. Documentation of the transaction is identified as a credit or reimbursement to the donor. Donations in excess of the donor's obligations under the impact fee requirements are credited as general fund donations.





Implementation

Continued success in funding the development of the parks and pathway system through impact fees requires a commitment by City leadership to implement those elements of the study required by the Idaho Development Impact Fee Act. Within that framework, the City may adopt or modify the recommendations of this Update to reflect its selected capital projects or sequence for implementation adopted by the City Council.

Corrected Pathway Plan Map:

Since the Hofman Study was predicated on an incorrect map, a first step to open the discussion of pathways is the adoption of a corrected map with accurate representations of current pathways and pathway types.

Advisory Committee:

The City shall appoint a development impact fee Advisory Committee to assist in review of land use assumptions, review the parks and pathway capital improvement plans, and monitor and evaluate implementation.¹⁷ The Committee shall make recommendations for consideration by the City Council and should periodically report progress on the implementation of the capital improvement plan.

Impact Fee Ordinance:

Currently Eagle City Code, Title 7, Chapter 6, Development Impact Fee, prohibits the collection of impact fees for pathways. Acting on the recommendations of the Advisory Committee, the Council will consider adoption of the initial or amended park and pathway capital improvement plans. Ordinance 358 may be amended and adopted pursuant to Idaho Code¹⁸, to incorporate the 2017 Update and Amendments to the Development Impact Fee Study by reference, including:

- a pathway level of service,
- a pathway Capital Improvement Plan,
- an updated parks Capital Improvement Plan, and
- additional language updates as recommended by legal counsel.

Impact Fee Accounting:

Tracking collections, expenditures, and improvements by the City should continue in the manner prescribed by Idaho Code¹⁹ and ECC 7-6-8. This process should be reviewed periodically by the Advisory Committee and projects may be adjusted according to both impact fees and other funds made available for parks and pathway projects. Particular attention should be given to the expenditure of impact fees within eight (8) years on a first-in, first out basis to prevent the refund of unexpended fees.

¹⁷ Idaho Code § 67-8205

¹⁸ Idaho Code § 67-8206

¹⁹ Idaho Code § 67-8210





A Financial Plan for Parks and Recreation:

Parks and pathways are typically not revenue generating sources. Funding for capital improvements may be used to create infrastructure and amenities, but large amounts of operation and maintenance costs are incurred to operate these systems. Operation and maintenance costs are not eligible for funding from impact fees. The City should establish a financial plan that includes all costs of development and operation.

An element of the financial plan should be setting the policy of developer credits and reimbursements. Following ECC 7-6-7, General Methodology for Calculation, developers and the City have the ground rules for assessing the value of donations and in-kind work to determine the proportional share of fees allocated for a capital project or from a specific development. A written policy addressing credits, donations, dedication of land and construction of improvements could assist both parties in planning for costs and budgets.

2017 Update Impact Fee Summary

Impact fees, calculated in the manner prescribed by Title 67, Chapter 82, Idaho Code, and recommended to the City are summarized in Figure 15.

**Figure 15
Summary**

Summary of Impact Fees	
Source	\$ per Residential Unit
Park Impact Fee	\$1,115.72
Pathway Impact Fee	\$330.50
Park & Pathway Impact Fee Total	\$1,446.22

