Envision Fruitland!

Comprehensive Plan

City of Fruitland, Idaho | July 2013

City of Fruitland

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Kelly Henggeler

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Terry Heitz

Carrie Grant

Michelle Rosales

Comprehensive Plan prepared by:

HDR Engineering, Inc.

Jed Glavin

Karen Doherty

Plan Makers

John Bertram

Intermountain Demographics

Dale Rosebrock

www.fruitland.org

(208) 452-4421

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Fruitland's vision is incorporated into the elements of the Plan. Integrating and repeating this vision throughout the document make it both dynamic and conclusive.

The Vision

Through a proactive citizen-driven planning process, the residents of Fruitland helped to identify a vision for community growth in the coming century. In this vision of how our future is defined, the City of Fruitland is committed to establishing a unified community with a sustaining quality of life and a vibrant community heritage. These values are embodied in this Comprehensive Plan update. In order to achieve this vision, Fruitland strives to support the following values:

- **Be Visionary:** Having foresight and a sense of idealism that motivates successful and effective decisions.
- **Be Proactive:** Initiating action in anticipation of an expected occurrence or situations.
- **Be Progressive:** Promoting forward thinking that stimulates better conditions or new policies and ideas.
- **Be Community-Driven:** Encouraging an active community that is involved in decision-making and drives public outcomes.

Community Characteristics

Fruitland's quality of life is defined by the following community characteristics:

- **Community safety:** Maintain public services that foster safety and provide a strong community sense of place in Fruitland.
- **Aesthetically pleasing surroundings:** Set standards for the quality and placement of new development and improve the visual character of the City by encouraging compatible land uses, landscaping and roadway design.
- **Livability:** Foster livable neighborhoods, accessible facilities and community services, a safe and functional transportation system, and interconnected streets and walkways.
- **Emphasizing high quality education:** Education and educational institutions help to retain lifelong residents and strengthen the local economy.
- **An entrepreneurial spirit:** Institute a healthy local economy that provides a strong tax base and good job opportunities, and attracts others to live, work, and invest in our community.

Envision Fruitland

Plan Process and Design

Introduction

Presents the Envision Fruitland vision statement that describes the measures and actions that the City will follow in the coming century. The goal is for Fruitland to be a holistic community that respects nature, is prosperous, livable, interconnected, educated, creative, promotes sustainability, and has strong and clear values. The vision statement defines the destination that the Plan policies, actions, and programs are designed to reach. This section also introduces the document and outlines the planning process and the Plan layout.

Section One: The Framework

Sets the foundation for why a Comprehensive Plan is needed. This section outlines core elements needed to achieve a livable future. These elements include the goals, objectives, and strategies as well as community priorities that define the vision for Fruitland. It discusses how to apply the core elements through best practices, strategies and policies. It also outlines an implementation plan for key community priorities. This section summarizes the process of the entire Plan.

Section Two: Trends & Forecasts

Contains information on the current state of Fruitland and what it means for the City's future. Issues such as regional history, trends in growth, housing, economics, development, and education are discussed. Since these issues are critical for Fruitland's future, there are associated strategies and policies identified that help to shape the City's future. This section provides the technical data to outline where Fruitland is heading.

Section Three: Shaping Fruitland

Includes the remaining core elements that are Fruitland's building blocks for a successful future (e.g., Land Use, Transportation, Recreation). This chapter includes key issues, challenges, and goals and policies for creating a better future. This section includes many of the core elements in the document.

Section Four: Community Assets

Details some priority programs and goals that are based on ideas conceptualized by the public. These priority programs and goals are identified as community "assets" because they received the greatest support from community members through the public process.

Section Five: Policy Options

Highlights potential policy options that the City could execute to achieve the plans and improvements identified by community members.

Appendices

Appendix A contains the maps and Appendix B contains the supporting documentation that were created and utilized to support the comprehensive planning process.

This Comprehensive Plan Update is meant to be concise, direct, and creative. Policymakers and residents want a clean and clear outline of the future of their community.

Introduction

The Comprehensive Plan provides a framework for the future and serves as an advisory guide for effective and informed decision-making. In order to fulfill Fruitland's goals of being proactive and visionary, the Plan is designed to be flexible, general in nature, and should be periodically reviewed and updated.

This Plan update outlines the concerns and desires of city residents and provides recommendations for how the City should grow and develop. Through a public involvement effort, city residents developed the goals, objectives, and strategies that will guide Fruitland's future.

The biggest challenge for Fruitland's future will be to accommodate continued growth while upholding the same quality of life and a sustained expectation for the future. This requires the City to have continued and active engagement in the comprehensive planning process.

This Plan is not a charter that explicitly outlines specific future development patterns. Instead it is a guidebook that provides suggestions and direction based on a community-driven process.

The key functions of this Plan are to:

1. Consider how the community's values, needs, people, and places are interrelated.
2. Identify problems and opportunities that can be addressed over time.
3. Provide an outlook of how the City can develop and grow in the next century.
4. Provide policymakers with a framework to make future decisions on development issues and public expenditures.
5. Ensure coordinated decision-making through successive City administrations.

Planning Goals

Attaining the goals of the City of Fruitland Comprehensive Plan is an ongoing process. As development occurs and conditions change over time, it is likely that public values, needs, and concerns will also change. Moreover, as change occurs to the area so will the objectives and policies of the City's elected officials. When the City's goals have been accomplished or determined outdated, it is time to update the Plan. If there is marked discontent with the conditions of the Plan, it is also in need of change. This makes the comprehensive planning process both dynamic and challenging and drives the need to regularly update the Comprehensive Plan to ensure its livelihood.

Even though change over time is inevitable, the vision and principles of this Comprehensive Plan need to be respected. The Plan is a costly and dedicated undertaking and is meant to be long-range and visionary.

Comprehensive Planning Theory

The Comprehensive Plan goes beyond land use zoning regulation, development controls, open space preservation, or environmental protection. These issues are addressed in other technical documents and regulations.

Through the adoption and implementation of a Comprehensive Plan, the City intends to preserve, promote, protect and improve the values identified in the Community Vision (Page Intro-2).

In addition to the values fostered in the community vision, issues such as public health and safety, comfort, order, appearance, convenience and general welfare; preventing incompatible and irregular land uses; adequate and efficient transportation, water, wastewater, schools, parks, recreational facilities, housing, community sites, services and other facilities, and the conservation, and appropriate uses of natural resources are fostered within this Plan.

Holistic Thinking

This Comprehensive Plan considers themes like livability, sustainability, and a cohesive community. In addition to planning for land use, transportation, and other physical issues, it considers provisions for public services, economic development, cultural needs, public health, resource efficiency, and equity. It provides a framework for how the physical, economic, and social components of the city and the region interconnect.

Comprehensive Plan Background

This Comprehensive Plan is an update of the Fruitland Comprehensive Plan adopted in 2004. This Plan update includes the following broad tasks and activities:

1. Defining community issues and concerns, goals, objectives, and strategies.
2. Public involvement and participation
3. Collecting and synthesizing data
4. Preparing a Draft Plan
5. Distributing a final product
6. Ensuring policymaker and public approval of the document

This approach to the project was designed to ensure an efficient initiation, execution, and completion of the Plan while involving as many Fruitland residents as possible.

Public Involvement and the Steering Committee

The Plan was designed to maximize citizen participation through the formation of steering committee groups and public involvement meetings. This provided the project team an ongoing pulse of the public's reception to the Plan.

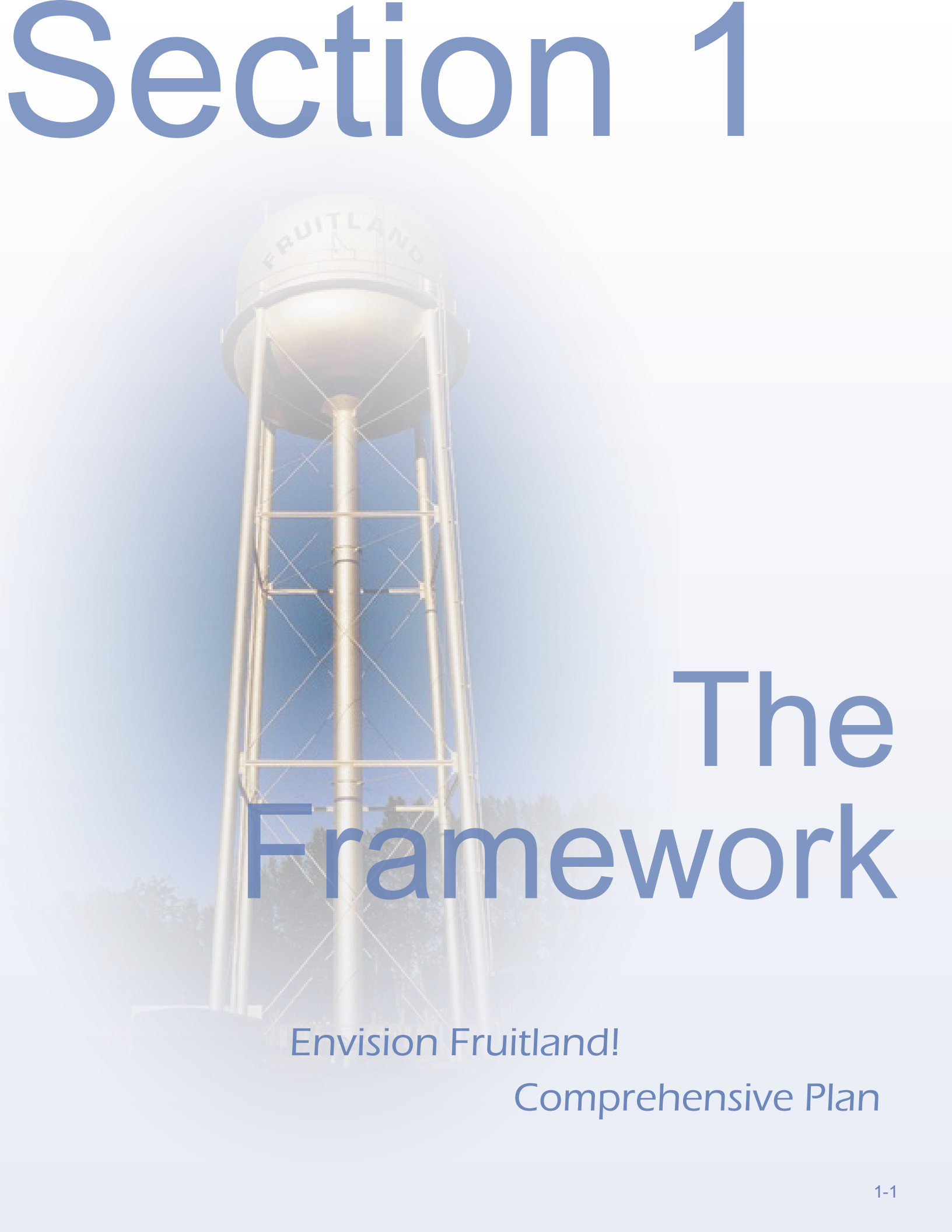
The formation process started with a visioning session with the City Council, Planning and Zoning Commission, and other prominent city leaders to evaluate current demographic conditions and City needs. The outcomes of the visioning session were then presented to the public via steering committee groups. These groups elicited public participation with city leader moderators that provided focused evaluation of specific issues and elements covered in this Plan. The findings of the visioning session and the steering committee groups were then presented to the public at a public workshop. These activities helped to form the bulk of community issues and concerns, as well as the goals, objectives, and strategies covered in the document. Information and ideas were also gathered from key agencies, individuals, and resources to facilitate the brainstorming and decision-making process.

Why Update the Plan?

This Plan update provides and analyzes recent data from the US Census Bureau, Department of Labor, and changes in the community that have occurred over the last 10 years. Updating the Plan allows the City to gather a sense of current community needs and values. By evaluating where the community stands today, we can continue to scale a better vision for the future.

The Comprehensive Plan is a guide for the future of the community that embodies local visions, values, and expectations and informs effective decision-making.

Section 1



The Framework

Envision Fruitland!

Comprehensive Plan

Section 1

The Framework

Key Elements

The Comprehensive Plan is comprised of distinct elements that are split between two separate sections in the document. The first section presents community trends and forecasts that define the needs for community assets and services. The second section evaluates details on community assets and services. The key Plan elements include:

Community Trends & Forecasts

- Population
- Housing
- Education and Schools
- Employment and Economic Development

Community Assets and Services

- Land Use & Compatibility
- Special Sites & Community Design
- Environment
- Recreation
- Public Facilities & Services
- Transportation

The key elements included in the Comprehensive Plan are measured and evaluated according to goals, objectives, and strategies. Each element is evaluated in terms of existing conditions, the potential for future plans and improvements, and the policies that guide decision-making in regards to future development proposals.

Because single elements make-up the larger City system, there is a need for the Plan to combine them into a cohesive functioning system that is balanced and equitable. This approach requires innovative thinking from both City administrators and even the public.

Framework

This Plan was created with the intent of protecting and enhancing private property rights and values. The State of Idaho has prepared a checklist for reviewing the potential impact of regulatory or administrative actions upon private property, and as a result, this issue is not evaluated in detail in this Plan.

Best Practices

Best management practices, otherwise known as best practices, are the activities that Fruitland currently executes that are effective and are commonly accepted by city administrators and the public. Best practices drive effective decision-making for the City, and are often based on state regulations, basic public desires for the community, or general knowledge of how planning and development should occur in the community.

As the City reviewed and updated it's goals, objectives, and strategies for this Comprehensive Plan update, a number of previously identified actions were highlighted by staff that were currently being conducted as part of every-day operations. These activities are highlighted as best practices in the early sections of the Plan.

Presenting Fruitland's best practices at the beginning of the document sets a foundation for what currently works for city administrators and residents.

Fruitland is a community that believes in good planning, and supports actions to ensure the community's long term viability and quality-of-life. Residents of Fruitland care about their future.

Some of the best practices that the City currently conducts include:

- Implementing and using a Planning & Zoning Commission: Fruitland has a planning and zoning commission. All relevant development applications are reviewed by the commission.
- Development Review: When a development application is submitted to the City, a review process with city staff is initiated to ensure active compliance and understanding of the City's development requirements.
- Maintaining consistency between zoning and development: The City planning department currently reviews all development applications for compatibility with our zoning and future land use map. The zoning map and ordinance is amended or updated as necessary to ensure consistency with the future land use map.
- Encouraging development within the City impact area: The City currently supports contiguous and systematic growth within the city limits. To do this, it coordinates closely with Payette County on relevant planning and zoning issues.
- Ensuring consistency between the Comprehensive Plan and the Master Transportation Plan: Both plans are reviewed regularly as part of the development review process. If one Plan is updated, the other Plan is reviewed for potential consistency issues.

Numerous other best practices are actively promoted by the City. The activities listed above are planning goals that have been successfully implemented into Fruitland's day to day practices.

As we seek to maintain and improve Fruitland as a livable, safe, and entrepreneurial city, there could be benefits from studying and sharing best practices with peer cities in nearby localities or even around the nation. Fruitland believes it can be effective to learn from positive experiences of similar localities instead of re-inventing the wheel.

Goals, Objectives, and Strategies

The development of goals, objectives, and strategies as part of the Comprehensive Plan update was an integrative process that considered how community values can be translated into measurable actions and policy options that result in future change.

Goals are the over-arching desired condition, which were broken out into different objectives that helped to achieve the goal. The different objectives were then translated into specific strategies or actions. An example would be having a general goal to improve land use compatibility with a correlating objective that could include encouraging mixed use development. The strategies to encourage mixed-use development could include instituting incentives for infill development or even designating new zones that allow both residential and commercial development.

Goals are shown in a blue box throughout the Plan

Objectives and Strategies have been translated into actions and policies and are listed as:

- *Bullets at the end of each Section.*

Community values are often widely shared concepts of what is good for the community. Integrating community values into the Plan is the only way to achieve consensus-based growth that meets the needs of the greater population. Values are the basis for goals, objectives and strategies identified in this Plan.

A detailed description of goals, objectives and strategies is provided below.

- Goals: Goals are generalized statements of preferred conditions relative to a particular community issue. They are a direct expression of values that provide direction towards an ideal condition. Goals are not measurable end products; they are ideas that reflect the desires of a community to improve quality of life.
- Objectives: Objectives are more specific than goals and provide the means to measure progress in achieving stated goals. They are specific statements of purpose that serve as a guide for required actions.
- Strategies: Strategies are the framework within which to make decisions and take action to achieve objectives that realize the future goals. Strategies should be considered when allocating resources, making public improvements, directing growth, and receiving development proposals.

The goals, objectives, and strategies that were defined and verified by the public are the core development factors for the community. The original goals, objectives and strategies formed through the planning process are not explicitly listed in each section of the Comprehensive Plan, instead they have been translated into measurable actions and policies. The original goals, objectives and strategies are listed in Appendix B.

The original goals, objectives and strategies formed through the planning process are not explicitly listed in each section of the Comprehensive Plan, instead they have been translated into measurable actions and policies.

Turning Strategies into Policies

In most cases, strategies can be translated into policies or actions that are aimed at achieving regulatory change. The range of actual policies that can be adopted is often limited by other community values that influence which policies can or won't work. In many cases, while a certain policy would work, the more powerful desires of society will not permit it to work. This is where the need for holistic thinking is required; the ability to see a bigger picture within a single issue. The core values embodied within the vision statement should always be considered in the implementation of policies and the need to achieve larger goals of community equity and livability.

The Formation Process

The goals, objectives, and strategies were developed through an iterative process with a steering committee of community members. Community members developed the goals, objectives, and strategies to embody their current concerns and desires.

This process provided a foundation for creating the approaches that would help achieve desired change.

Community Priorities

As part of the community visioning process of the Comprehensive Plan update, community members were asked to review the goals, objectives, and strategies and vote on which ones were a priority for the community. Public administrators were also asked what the key issues were that are needed to help the City operate and develop successfully.

The issues that were considered as priorities to community members and administrators should remain at the forefront of policymaker and public expectations for the future and are evaluated in additional detail in the Comprehensive Plan.

The 5 issues that received the highest level of public and administrative support include:

1. *Identify a multi-purpose community center:* There was considerable community support to identify or develop a community center. This issue is explored in detail in Section 4 of the Plan where potential actions and considerations are identified.
2. *Establish a special medical district and create design guidelines:* Due to the burgeoning amount of medical-related development adjacent to US 30 (Northwest 16th St.) and Allen Avenue, there is a desire to guide this development in a positive fashion. Design considerations for future medical development are provided in Section 4 of the report.
3. *Develop and maintain safe bike and pedestrian paths that promote active living and community connectivity:* Considerable support was expressed for the creation of a pathway system that serves the community. This caused the City to consider developing a future Parks and Pathways Master Plan that would help reserve specific lands throughout the City for ongoing development of parks and pathways. This Plan is discussed in Section 4 of the report. The potential to create a parks and pathways overlay zone is discussed in Section 5.
4. *Develop an Industrial Park Master Plan:* Community support for additional industrial development to provide jobs has generated the need for the identification of shovel ready industrial areas with design guidelines and site plans. Details on a future Industrial Park Master Plan are provided in Section 4 of the report.
5. *Identify a Public Safety Building:* The City is in need of a public safety building to serve the growing needs of police and emergency medical services. A new building would give these forces a dedicated place to base these activities. Details on the Public Safety building are provided in Section 4 of the Plan.

Additional community priorities identified through the public visioning process that received a high level of public support included:

- *Develop access and trail pathways along linear features such as the Snake and Payette rivers, and the railroad corridor.* Although this objective is similar in nature to developing bike and pedestrian paths, it provides more direction on the potential location of these paths. Additional detail is provided in Sections 3 and 4 of the Plan.
- *Continue diversification of the local economy and encourage the development of small business and entrepreneurial activities.* These were two separate objectives that were combined into one since these had similar direction. The condition of the local economy and the potential for diversification and growth are outlined in Section 2 of the Plan. Community goals to increase the tax base are discussed in Section 5.
- *Encourage the addition of new school facilities in response to future residential development and encourage and support vocational, higher and continuing education opportunities for schools such as College of Western Idaho (CWI) and Treasure Valley Community College. (TVCC).* These are again two separate objectives that were combined into one due to similar aspirations. Education and schools are discussed in Section 2 of the Plan.
- *Increase facilities and equipment, and modify the fire protection jurisdiction as resources are needed to serve the area of city impact.* This objective encompasses the general need for public services, including safety awareness and additional facility needs, especially for the fire department. Public facilities and services are discussed in Section 3 of the Plan.

Implementation Plan

The following Implementation Plan was established for the City of Fruitland Comprehensive Plan. This Implementation Plan should be adjusted as funding opportunities arise and community values shift or change:

Zero to 3 Years

1. Create and adopt a Parks and Pathways Master Plan.
2. Create and adopt a trail system plan that outlines the process for acquiring and dedicating land for greenbelt corridors.
3. Work with the community to identify priorities and opportunities for the development of the community center.
4. Create an Industrial Park Master Plan including industrial design guidelines, development areas, and site layouts to facilitate future development.
5. Work with medical providers to implement Medical District Design Guidelines.
6. Build a public safety building.
7. Acquire a 100 foot ladder truck.
8. Seek outreach opportunities with higher and continuing educational institutions. Consider transit options to existing facilities or work to identify satellite locations for these facilities.

3-5 Years

1. Develop a Strategic Economic Development Action Plan to continue diversification of the local economy.
2. Establish a permanent fund for park land acquisition in order to provide a means by which to implement the Parks and Pathways Master Plan.
3. Seek parcels and land donations of interesting character and best use for the community to develop new parks and greenbelt facilities.
4. Update the public facilities plan to accommodate ongoing development, changes in regulations or current needs.
5. Seek to develop a community center based on community priorities, feasibility and community support.

5-10 Years

1. Identify and adopt a Master Development Plan for Gayway Junction.
2. Implement the recommendations of the Strategic Economic Development Plan. Seek partners and identify opportunities.

Section 2

Trends & Forecasts

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Section 2

Trends and Forecasts

Community Profile

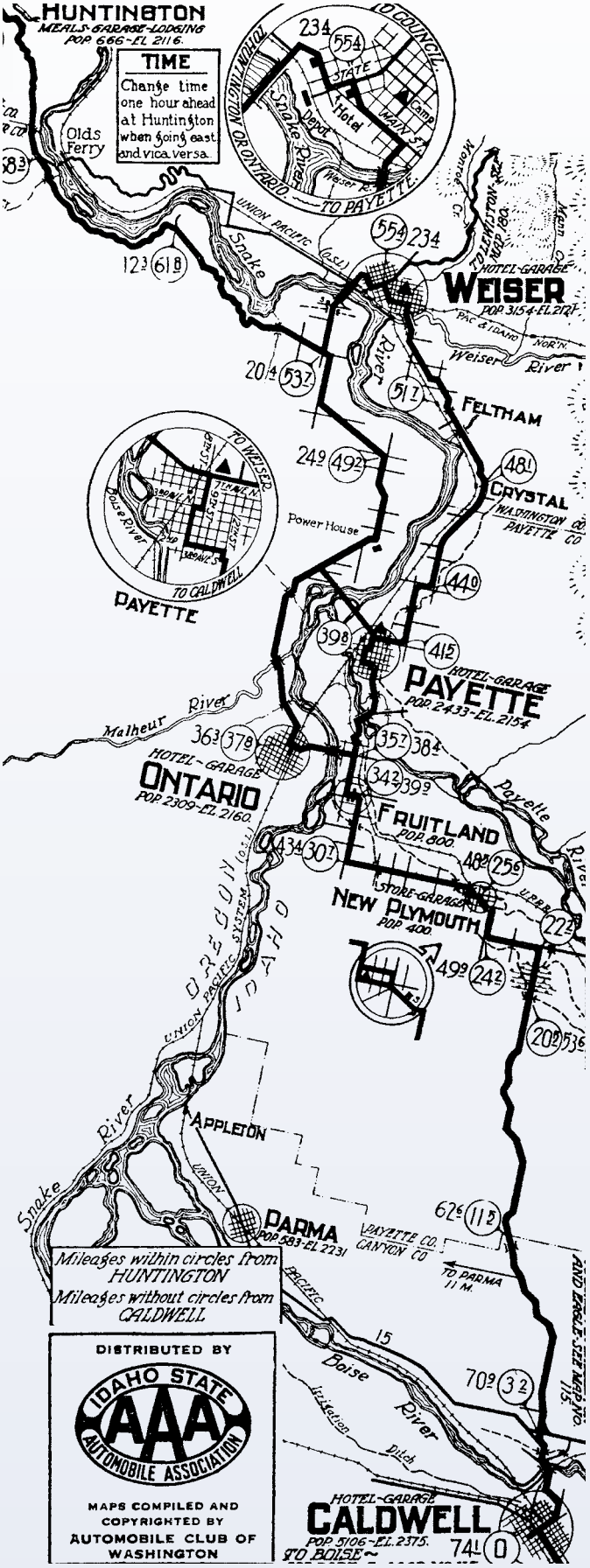
Geographic Setting

The City of Fruitland is situated on the western edge of Payette County between the Payette River and the Snake River in western Idaho. Payette County is bordered by Washington County to the north, Gem County to the east and Canyon County to the south. West of Fruitland is Ontario, Oregon which is visible from the Snake River plateau in Fruitland.

Larger cities near Fruitland include Payette and Weiser to the north, Ontario, Oregon to the west, and Caldwell, Nampa, and Boise, Idaho to the south and southeast.

Payette County is located in the far west region of the Snake River Plain. This area extends through central Idaho from Ashton on the east to Weiser on the west. The rocks that compose the plain provide the parent material for the sediment and soils of the greater Fruitland area with basalts that form the mountain ranges to the north and northeast.

Interstate-84 (I-84) to the south and the Payette River to the north are important geographic factors that determine the influence area for the City of Fruitland. The Snake and Payette Rivers are the primary surface waters within the local area. Irrigation canals, which provide water to farmers in the County and within the City also traverse through the area.



A Brief History of Fruitland

Fruitland has a rich history. The original town site of Fruitland was homesteaded in 1897, and was largely planted in orchards of apples and plums. In 1902, the northern area was purchased and development of this area began shortly afterwards. As the community developed, it became known as Fruitland because it was surrounded by some of the finest orchards in the valley.

In 1906, several businesses built stores along Pennsylvania Avenue facing the railroad tracks. By 1909, the commercial center shifted to Southwest 3rd Street and Iowa Avenue, where a grocery store, a blacksmith shop, and saloon opened. The first post office opened in 1911. In 1909, the first grade school was built on Southwest 3rd Street and in 1928, the high school was built.

In 1914, Fruitland was included on the state highway route between Boise, Payette, and northern Idaho. A steel wagon bridge was built across the Snake River in 1905 that provided automobile travel across the river.

Between 1916 and 1930, fruit growing was the principle economic force in the community. A number of packinghouses and warehouses stood on railroad sidings near Pennsylvania Avenue. In the peak years, apple and prune production supported six packinghouses and a cannery.

Fruitland was incorporated as a village in 1948. The principal government was a board of trustees consisting of five members headed by a chairman. Gayway Junction was annexed into Fruitland in 1968. The Junction was the site of a dance and music hall where Centennial Plaza is currently located.

In recent years, Fruitland has made efforts to broaden its economic base by attracting a diversity of business and light industry, but the community still maintains strong ties to its agricultural heritage.

Fruitland of Today

The City of Fruitland remains a relatively small rural community. Key characteristics of the community include the newly renovated downtown, Gayway Junction, the new medical district, neighborhoods, and the entryway transportation corridors.

Industrial jobs and development have provided a strong base for the Fruitland economy. Ongoing commercial development has contributed to making Fruitland competitive with surrounding communities and provides a stable tax base. Growth in the health care industry promises to bring new jobs and ongoing development and growth to the area. Currently, the majority of jobs in the City are related to service or light manufacturing.

Among the larger employers in Fruitland are Woodgrain Millwork, Fruitland School District, Dickinson Frozen Foods, Swire Coca-cola bottling plant, St. Luke's Medical Center/ Mountain States Tumor Institute, St. Alphonsus Medical Plaza, D&S Factors, Heart & Home Hospice & Palliative Care, City of Fruitland, and the Farmers Mutual Telephone Company.

Fruitland's existing road network funnels traffic along two main roadways that cross at Gayway Junction. US 95 bisects the majority of City and is the main thoroughfare. US 30 (Northwest 16th St) intersects US 95 at Gayway Junction. Traffic can access US 95 at the Palisades Junction, which is the intersection of US 95 with I-84, south of Fruitland.

The quality of life and small town atmosphere of Fruitland makes it a desirable place to live and grow. Consequently, there is potential for future growth in the City. Surrounding metropolitan areas and larger cities in Idaho and Oregon, its healthy industrial base, its ease of transportation, and undeveloped or vacant land has provided Fruitland with all the necessary attributes for a prosperous future.

Fruitland is governed by the Mayor and City Council. Currently, the duties of City Administrator, City Clerk/Treasurer, Zoning Administrator, and Fire Chief are performed by a single employee.

Climate

The City of Fruitland and surrounding Payette County are favored with a mild climate. The annual mean temperature is 52 degrees. The agricultural growing season lasts about six months from late April to early October. The average number of frost-free days is 147. During the summer, normal temperatures average in the mid 90s. Average annual precipitation is about 11 inches.

Population

The purpose of the population component is to analyze past population trends, review current demographic conditions, and to prepare a set of population forecasts for a 25 year planning period. Long-range population forecasts will be used by the City to provide adequate public facilities and services for future residents. The forecasts also are useful for the private sector in planning for employment and services needs provided to Fruitland.

During the Comprehensive Plan visioning process, Fruitland residents agreed with an average annual growth rate of about three percent for preparing population forecasts. This rate is consistent with past long-term trends. This verified growth rate would be used to define the needs for future public facilities that would be available for future residents. In conjunction with the identified growth rate, city residents also were concerned that there would be ample tax revenue and other resources available to meet future service needs and demands.

Population Goals

The following goal for population will guide the strategies and policies for this element.

Goal:

Monitor population growth so that public facilities and services can be provided without significantly increasing taxes.

Past and Present Trends

Fruitland's population was 4,683 residents in early 2011 according to the most recent U. S. Census Bureau estimate. This is a gain of 117 persons, a 2.5 percent increase, since the 2010 census count.

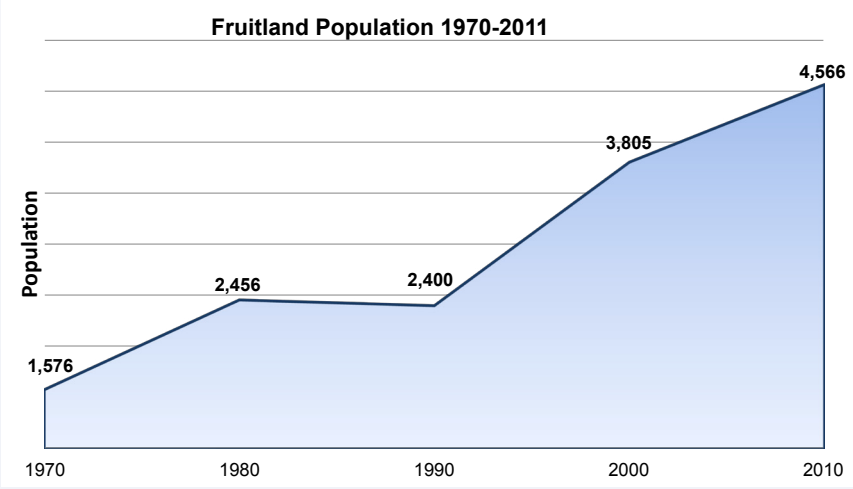
In the 40 years since 1970, Fruitland's population has increased by about 2,800 persons. The City's growth has been increasing steadily with the exception of the 1980 to 1990 decade when its population was nearly constant. Population growth in that decade was low in most Idaho cities and counties due to relatively flat employment gains.

The largest population gain occurred from 1990 to 2000 when more than 1,400 persons were added, a 60 percent gain from the previous census count. Fruitland's 2010 population represented slightly more than 20 percent of Payette County's total.

The average "growth rate" from 2000 to 2010 was about two percent annually. Fruitland's historic growth rate averaged about three percent annually from 1980 through 2010. This is the basis for using a three percent rate for preparing population forecasts.

Annual Historic Growth Rate and Recent Growth Rate for Fruitland:

Fruitland	Growth Rate
1980-2010	3%
2000-2010	2%



Fruitland has a relatively younger population; the age groups 25 to 34 and 35 to 44 make up more than 25 percent of the city's total population.

Demographics

Demographic characteristics are useful for determining the demand for public and private goods, services, and utilities. Younger population groups have higher demands for education than older populations which may require higher levels of health care and even assisted housing. The number of people moving to an area can be responsible for determining future housing demand. A population's racial and national origin characteristics also impact the demand for different types of public services.

- Age: Fruitland's 2010 population was relatively young with a median of 33.1 years old. Age groups 25 to 34 and 35 to 44 contained more than 25 percent of the city's total population. The next largest age group was 5 to 9 year olds which were more than 10 percent of the total population. Residents 85 and older were the fastest growing age group from 2000 to 2010.
- Mobility: More than two-thirds of Fruitland's households (those persons occupying a housing unit of some type) changed residences from 2000 to 2010. That included existing residents and people moving to the city.
- Race and Hispanic Origin: Whites accounted for about 85 percent of Fruitland's population total in 2010. The number of American Indians and Asians declined between 2000-2010, while persons of other Races increased by more than 70 percent (up to 15 percent) during the same time. The census bureau defines Hispanic as a national origin instead of a Race because persons of Spanish Origin may be of any Race. More than 1,000 persons of Hispanic origin lived in Fruitland in 2010. Their population gained more than 350 persons since 2000, a gain of slightly more than 50 percent.

Population Forecast

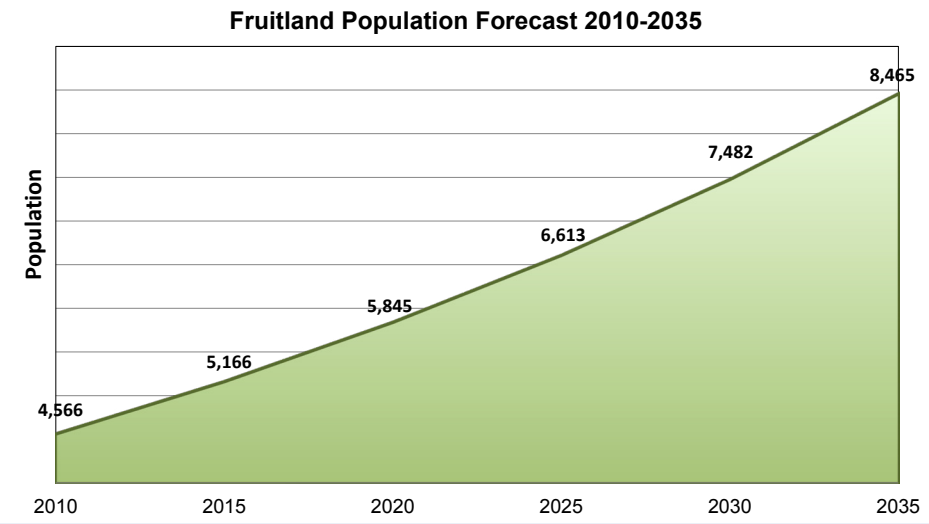
Over the next 25 years Fruitland's population is expected to reach nearly 8,500 persons by 2035, a 90 percent gain. The population "growth rate" would be slightly more than three percent annually, based on birth and mortality rates, and in-migration patterns. That growth rate is consistent with the 30 year historic trend for Fruitland.

Population Strategies and Policies

Most of the discussion about population strategies focused on determining a growth rate to project needs for future facilities and services. Steering committee members and workshop attendees wanted to enhance the tax base and to look into other sources of revenue to provide future facilities and services.

The following strategies and potential future policies will help the City achieve the planning goals for this element:

- Monitor growth annually by reviewing building permit activity, US Census Bureau information, and other relevant indicators of population change.
- Compare annual population changes to the need and demand for additional public utilities and services.
- Adjust growth forecasts as needed to provide adequate projections and demographic trends when planning for additional public services and facilities.
- Enhance the tax base to keep pace with population growth.
- When necessary, explore alternative revenue sources such as development impact fees or local improvement districts (LID).



Fruitland's forecast population growth rate would be slightly more than 3% annually, based on birth and mortality rates, and in-migration patterns.

Housing

The purpose of evaluating housing is to analyze past trends in the housing industry to determine future housing demand. That information is used as a reference to help understand the supply of quality housing available to current and future Fruitland residents.

To achieve this, historic trends and 2010 housing characteristics are explored, and forecasts were prepared to determine future housing demand.

Housing Goals

The following goal for housing will guide the strategies and policies for this element.

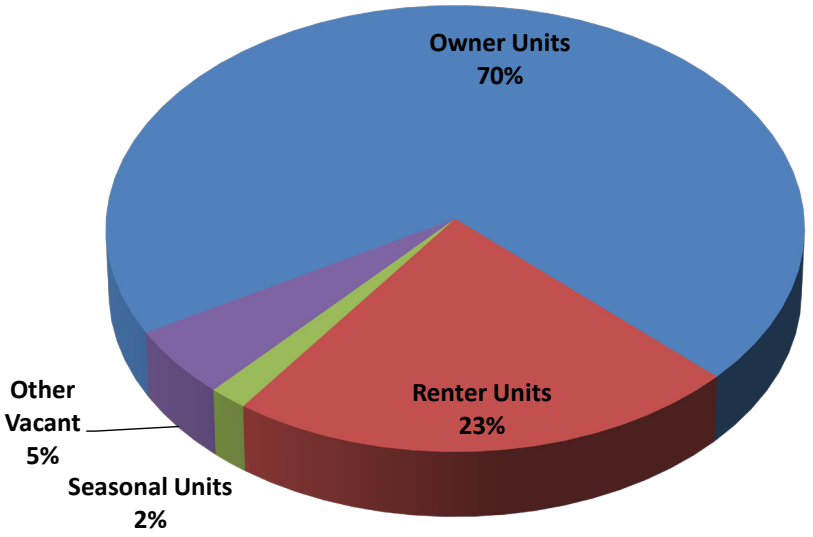
Goal:

Enhance and Maintain Quality Housing

Past and Present Trends

Fruitland's housing inventory included slightly more than 1,900 units according to the 2010 census count. The city's total inventory increased by more than 400 units, a gain of 27 percent from 2000 through 2010. The number of owner-occupied units increased by almost 325 units (a 30 percent gain), while the number of renter-occupied units increased by 90 units, for a gain of about one-fourth. The number of vacant units was down and included a large decline in units intended for seasonal use.

2010 Fruitland Housing Characteristics



About three-fourths of Fruitland's housing stock was occupied by owners in 2010, up from 68 percent in 2000. That rate of home ownership was higher than the state and national rates of about two-thirds. The 2010 housing vacancy rate dropped from over nine percent in 2000 to slightly more than six percent by 2010. A theoretical norm for vacancy is about five percent to allow for population mobility and housing preference changes.

From 2010 through the first two months of 2013, the city issued building permits for 80 residential units. Sixty-seven (84 percent) of those permits were for single family units. In late 2012, a permit was issued for a 34 unit assisted housing development which also contained 19 units for memory care.

2000 to 2010 Fruitland Housing Inventory

Inventory	2000	2010	# Change	% Change
Total Units	1,518	1,922	404	27%
Occupied Units	1,378	1,793	415	30%
Owner Units	1,029	1,353	324	31%
Renter Units	349	440	91	26%
Vacant Units	140	129	-11	-8%
Seasonal Units	92	33	-59	-64%

2010 Census Housing Characteristics

The 2010 Census provided information on local housing characteristics. Key variables evaluated include housing type, age of the housing inventory, housing value, and housing costs. The Census did not contain any indicators about housing condition:

- Housing Type: Fruitland's housing stock was primarily single family detached units at more than 62 percent. Slightly more than 10 percent of its dwelling units were apartments, mainly tri- or four-plexes. The remaining housing units, about one-fourth of all units, were mobile homes.
- Housing Age: About 10 percent of all Fruitland housing was built before 1940 and nearly 30 percent was built between 1970 and 1979. Twenty five percent of the City's housing units were constructed between 2000 and 2010. The remaining homes were constructed outside of those periods.
- Housing Value: Median housing value was estimated at $130,000 compared to the Idaho median of $134,800 and the national median of $172,200. The estimated housing value can have an error rate of plus or minus eight percent. About one-third of the housing units were valued between $100,000 and $150,000. Less than ten percent of the city's housing stock was valued below $50,000.
- Housing Cost: Median monthly cost for an owner-occupied housing unit was $1,256 and about one-third of all owners paid between $1,000 and $1,500 per month. More than 500 owners reported not having a home mortgage. Median monthly rent was $673 and over 40 percent of all renters paid between $500 and $750 a month for rent.

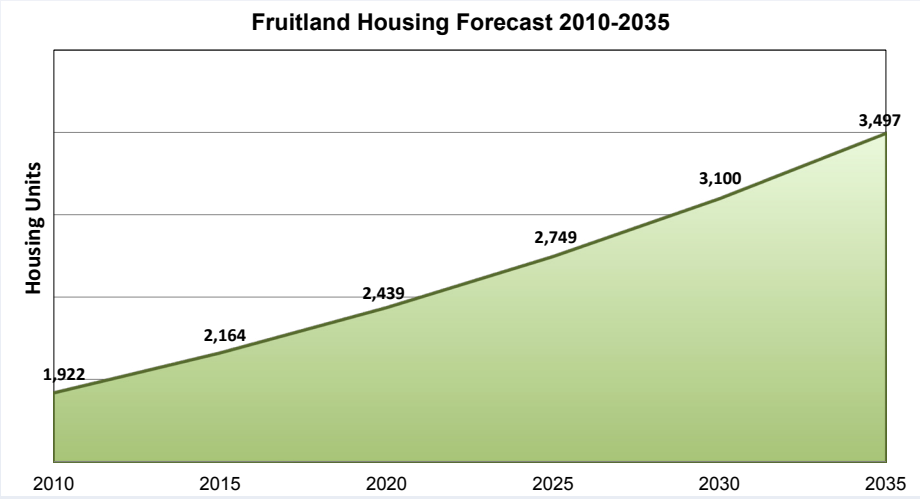
Fruitland 2010 Housing Characteristics

Housing Characteristic	Scale
Type	Mostly (62%) single family, 25% mobile homes, and the rest apartments.
Age	Most between 30-40 or 3-10 yrs old.
Estimated Median Value	$130,000
Median Monthly Cost	$1,256

Housing Unit Forecast

By 2035 Fruitland's housing stock could be nearly 3,500 units. The city's total housing unit inventory could increase by nearly 1,600 units for an 80 percent gain. These forecasts have been based on the city's population change during the same time-frame. The forecasts have been adjusted for household size and include a factor for vacant units.

Twenty five percent of Fruitland's housing units were constructed between 2000 and 2010. By 2035 Fruitland's housing unit inventory could increase by nearly 80 percent.



Housing Strategies and Policies

Quality housing was the main consideration of area residents in defining strategies, and policies for this element. The location of future housing units, the quality of those units, and monitoring the supply of future housing were issues raised by steering committee members and workshop attendees.

The following strategies and potential future policies are aimed at helping the City achieve housing goals.

- Maintain consistent standards for all housing types.
- Review permit activity annually to assess housing trends.
- Encourage development of a variety of housing for different size, price objectives, and locations.
- Review the future land use map to ensure adequate land supply for housing.
- Consider a mix of housing types in the area south of the new medical facilities near Allen Avenue.
- Consider residential areas near future river-oriented recreational areas.
- Consider higher-density residential development around the downtown area to support its future development.

Education & Schools

The Fruitland School District #373 provides education for elementary, middle, and high school students as well as a range of extra-curricular activities.

According to the 2010 census, Fruitland's population was well educated with about 85 percent of its population 25 years old and older having a high school education. Slightly more than one-half of that population had attended college.

Education and School Goals

The following goal relates to education and schools and will influence the strategies and policies for this element.

Goal:

Provide city residents of all ages the opportunity to access high-quality education.

Education Trends

Enrollment in School District #373 increased by about 300 students from 2000 to 2010; a 20 percent gain. The enrollment increase closely paralleled the City of Fruitland's population change, which shows a correlation in population and academic growth. Increases in enrollment reached a high in the middle of the decade when national, state, and local economies were expanding.

Student enrollment was about 1,690 students in 2012, which is a slight decline (about 3.5 percent) since the 2010 school year. The small decline may be caused by the continuing economic downturn and lower birth rates. The largest enrollment gains were in kindergarten, third, and fifth grades. Enrollment declines occurred in the first, ninth, and twelfth grades.

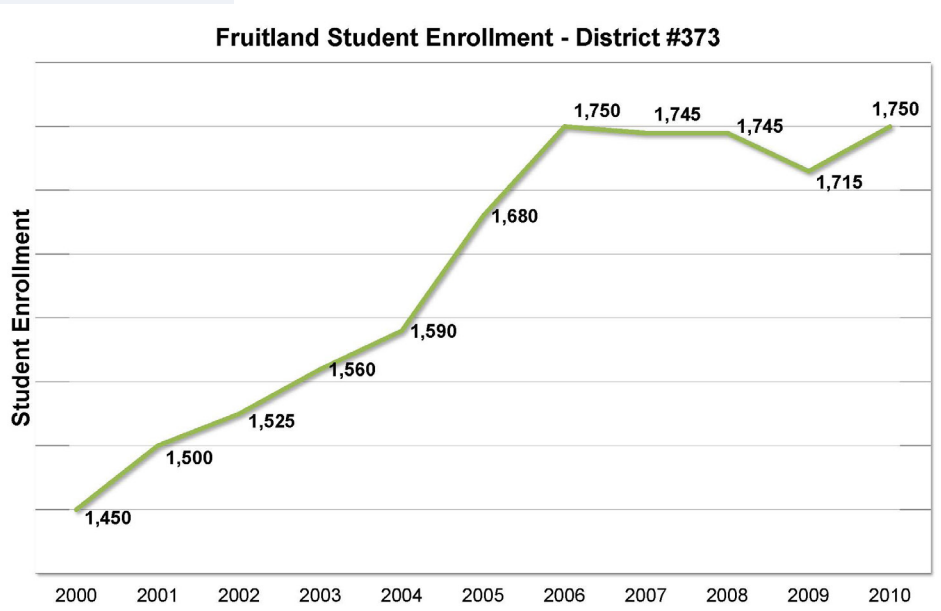
School Facilities

The District's schools are located in a campus setting in the southern part of the city. The district's headquarters are located at 303 Southwest 3rd Street. The district currently does not have any additional sites for future expansion. Fruitland's schools are located at the addresses listed below and are shown on the Public Facilities map included in Appendix A.

Fruitland Facility	Address
Elementary School	1100 South Pennsylvania Avenue
Middle School	800 South Pennsylvania Avenue
High School	501 Iowa Avenue
Alternative School	401 Iowa Avenue

School District #373 revised its strategic plan in April, 2012 in partnership with parents, students, and the community. Goals and strategies identified in the revision include meeting state standards, meeting the needs of diverse learners, achieving financial strength, involving the entire community, and providing a continuous improvement process.

Fruitland residents have some continuing and vocational education opportunities available to them. The College of Western Idaho and Treasure Valley Community College offer on-campus and out-reach educational opportunities. Other higher-level educational



opportunities include Boise State University in Boise, College of Idaho in Caldwell, ITT Technical Institute in Boise, and Northwest Nazarene College in Nampa. None of these institutions provide educational opportunities within or nearby Fruitland.

Education Forecasts

Student enrollment forecasts were not formally prepared as part of the Comprehensive Plan update. However, several national and local demographic trends are likely to impact future enrollment levels at District #373.

Smaller area demographics within the City of Fruitland show population growth in the 5 to 9 and 10 to 14 age groups (increases of almost 20 percent). The greatest population gains were in the 25 to 34 and 35 to 44 year old are groups. Moreover, the number of employed persons living in Fruitland increased by 14 percent from 2000 to 2010.

These trends parallel the US Census Bureau findings of national increases in households with children and working parents. Overall, these trends suggest that educational and school facility needs may be on the rise. Ongoing coordination with school District #373 to track Fruitland's student enrollment will continue to provide insight into future school facility needs in Fruitland.

Community Education Priorities

Education issues and concerns were addressed during project development and the community visioning process. One of the key priorities of the community is to add new school facilities in response to future residential development and encourage and support vocational, higher and continuing education opportunities for schools such as College of Western Idaho (CWI) and Treasure Valley Community College (TVCC).

The possibility of developing impact fees for new subdivisions can be considered to help pay for future infrastructure needs. Impact fees are discussed in Section 5. The future land use map identifies public lands that could accommodate new schools, but specific preferred locations for future school development should be planned and identified to encourage ongoing growth of education in the community.

Education Strategies and Policies

The following strategies and potential future policies will help the City achieve the goals related to education and schools.

- Coordinate with the School District #373 to ensure parallel visions of growth, identify school sites, and consider appropriate land use and transportation issues.
- Incorporate new school facilities and future school sites into the Comprehensive Plan facilities map.
- Encourage the joint use of school facilities such as auditoriums, gymnasiums, and outdoor recreational facilities.
- Encourage the addition of new school facilities in response to future residential development.
- Coordinate with the recreation district and private entities to identify and utilize existing facilities to accommodate educational needs.

Employment & Economic Development

Economic development is analyzed to represent local economic strengths and weaknesses. Historic trends and economic activity in the County and in the City are reviewed to represent regional conditions. Local income characteristics, major employers, and economic development activities are explored. Planning for economic development is important because it responds to the needs of employers and employees in the community.

Economic Development Goals

The following economic goal will guide the strategies and policies for this element.

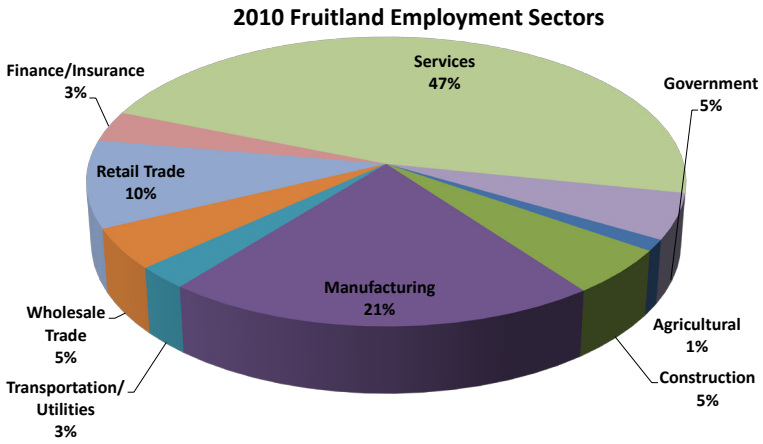
Goal:

Promote a wide range of employment opportunities and a range of economic choices for the city's residents that help to increase the City's tax base.

Payette County Employment

Payette County employment provides a regional context for Fruitland's economy. Total employment in Payette County reached nearly 9,500 employees by 2010, with less than a one percent annual change since 2000. This is due in large part to the national economic decline. The largest employment increases occurred in the service sector and the finance and real estate sectors. Service jobs account for about one-third of Payette County's total employment in 2010. The manufacturing and retail trade sectors each declined by about 30 percent since 2000. Agriculture, manufacturing and government jobs each account for about 13 percent of Payette County's total employment in 2010.

Payette County's unemployment rate stood at 9.2 percent in 2010 and had declined to 7.2 percent by March, 2013. A decrease in employment with a lower unemployment rate generally indicates that people have stopped looking for work and have dropped out of the labor force.



City of Fruitland Employment

In 2010, Fruitland's employment had reached about 1,800 persons, an increase of more than 220 (14 percent) since 2000. Nearly one-half of Fruitland's residents work in the broad services category that includes information, finance and real estate, professional, management, entertainment, recreation and education and health services. The next largest employment sectors were manufacturing and retail trade. A key component of Fruitland's economic base has been manufacturing, which includes many agricultural processing and related jobs. Health services is a rapidly expanding sector with the opening of two major health care facilities. Overall, the City showed a 14 percent employment gain of about 220 employees for the decade.

Building Permits and Licensing

The number of commercial building permits and business licenses also provides insight into local economic growth. From 2000 to 2010 the City issued new business licenses to nearly 140 establishments and permitted over 30 new commercial activities. Business licensing activity peaked in the latter part of the decade.

Since 2010, the City has issued two commercial building permits and 45 business licenses. In 2011, St. Alphonsus announced plans to build a ten million dollar, 30,000 square foot outpatient clinic with about 40 employees in Fruitland. In late 2012, St. Luke's broke ground for an 80,000 square foot medical plaza, that could include a second phase. Both facilities are located on Northwest 16th Street. Other major employers in Fruitland are discussed in Section 2 under the Community Profile.

Fruitland is a member of the Snake River Economic Development Alliance, an organization promoting economic development in the three county region (Payette and Washington Counties in Idaho and Malheur County in Oregon). One of the main functions of alliance is to diversify the region by attracting new investment and jobs.

Income

Fruitland's per capita income increased from $14,500 in 2000 to $16,630 by 2010, an increase of 15 percent. That per capita income gain exceeded the national inflation rate of about 13 percent during the decade.

From 2000 to 2010, positive changes occurred in the higher income categories with a shift of a 170 households moving from the $35,000 to $50,000 income range to the $50,000 to $75,000 income range. The highest growth (195 percent) occurred in the income range over $100.000. On the negative spectrum, households with annual incomes less than $15,000 nearly doubled, increasing by 225 household during this time.

Future Conditions

The Idaho Department of Labor has projected a statewide labor force growth rate of about 1.5 percent annually through mid 2014. Historically, Payette County's labor force gains have been lower than the employment gains throughout the state. From 2000 through 2010, Payette County employment showed a gain of slightly more than six percent. There are no employment forecasts available for cities in Idaho.

According to the Idaho Department of Labor, "industries and occupations related to health care, personal care and assistance, and construction are projected to have the fastest job growth increase between 2010 and 2020." That forecast will likely hold true for Fruitland with the recent additions of St. Alphonsus' and St. Luke's health care facilities and a recent building permit for an assisted care living center.

Employment and Economic Development Strategies and Policies

Identifying strategies and policies for economic development will help the City and its residents to decide how the job market and job sector will develop into the future. The following strategies and policies are critical for the future of employment and economic development in Fruitland:

- Continue diversification of the local economy and maintain a tax base that adequately supports future economic activity.
- Analyze past trend and forecasted job growth by sector to determine adequate supply.
- Develop a citywide comprehensive economic development and marketing plan.
- Encourage commercial development and provide incentives to expand existing employment and attract new employers.
- Continue to encourage the expansion of health care services and industry.
- Strengthen the City's agriculture industry by establishing a farmer's market.
- Work with economic development agencies to identify new markets for existing and start-up businesses.
- Encourage the development of small businesses and entrepreneurial activities.
- Partner with business and groups to provide a range of activities and events in the downtown Fruitland area.
- Ensure that adequate sites are available for future commercial and industrial areas.
- Improve printed and electronic communication materials promoting Fruitland.
- Identify specific areas for business uses and provide master plans for designated business, industrial and medical campuses and parks.
- Prepare a feasibility study and master development plan regarding an industrial park development.
- Identify a truck route bypass to improve downtown safety, revitalize existing business, and encourage more pedestrian traffic.

Section 3

Shaping Fruitland

Envision Fruitland!

Comprehensive Plan

Land Use & Compatibility

Fruitland is comprised of a variety of neighborhoods, business-related development, and agricultural land that define its current landscape. Fruitland's history is intimately connected with its agricultural past, yet as the City continues to grow, new housing developments and commercial establishments are emerging.

Emphasizing and continuing to enhance Fruitland's historic and future land uses will ensure that the City has diverse housing choices, special districts, quality commercial and industrial development, employment opportunities and open space for agriculture and recreational facilities and activities.

The purpose of Land Use and Compatibility is to provide guidance for how Fruitland's neighborhoods and districts achieve positive and regulated growth, are rebuilt, and are context sensitive to the adjoining uses. By balancing the impacts of individual developments, and guiding positive growth, the City can better manage future development.

The Changing Community Character

With future development within and around the City, Fruitland will continue to lose some of the productive agricultural land that has shaped the character of the City and its surrounding environment. With careful land use planning, Fruitland can continue to successfully integrate its current growth with its historic character to maintain its sense of history and quality-of-life.

Land Use Districts

Land use within Fruitland can be summarized into four basic districts that are the core of this Comprehensive Plan:

- Residential
- Commercial
- Industrial
- Public land

Agricultural land, an important component of Fruitland's current and historic land use character is integrated into these land use designations. Identifying land use districts helps to provide broad level recommendations that apply to all land use designations within a district.

Existing zoning in Fruitland generally follows the Comprehensive Plan land use designations so there is consistency between zoning and future land use. The majority of land in Fruitland is zoned primarily for residential use, with the remaining land divided almost equally between commercially and industrially zoned property. No lands in the City are zoned as public, although the city parks and schools are reserved for public uses.

The Comprehensive Plan provides general compatibility and general design guidelines, as well as strategies and policies for each land use district. These integrate and compliment the goals, objectives and strategies identified for land use and have been developed to facilitate future planning of these areas. No matter the application, these guidelines and policies are intended to be applied when considering land use changes, evaluating rezone requests, and to assist with site plan design and review.

Combining Land Uses

A revitalized concept of land use compatibility has emerged that promotes a mix of uses instead of focusing on the separation of uses. By mixing land uses, a more varied community character can be created, with reduced travel requirements and increased convenience. Outlining which uses are compatible is the key to success in creating mixed uses. The Comprehensive Plan suggests land uses that are compatible with one another and have potential for mixing, combining or integration.

Example housing next to neighborhood commercial uses.

Land Use Goals

The following goals will guide the land use design guidelines, strategies and policies as well as the compatible uses identified for each land use district.

Goal:

Ensure compatible land use.

Goal:

Promote land use decisions that enhance Fruitland's quality of life.

General Land Use Design Guidelines

Some design guidelines, strategies and policies apply to all land uses and are covered in this section. Land uses within a district should have appropriate design and scale to blend and complement the character of other uses in the same district. These guidelines are intended to not detract from the value or use and enjoyment of nearby properties.

The design guidelines that apply to all land use districts include:

1. Encourage land uses that support and complement other uses in a district
2. Locate land uses in appropriate areas to utilize available infrastructure and provide conveniences to nearby uses.
3. Scale land use intensities according to appropriate measures such as relativity to nearby buildings or comparable square footage, floor to area ratio, dwelling units per acre, or height. Other measures may be the amount of traffic generated or the total parcel area.
4. Require specific design guidelines such as lot size, setbacks, sidewalks, and street width.
5. Set minimum amenity requirements for landscaping, tree preservation, open space, and grading.

General Land Use Design Strategies and Policies

The strategies and policies that apply to all land use districts include:

- Establish annexation priorities such as annexation of adjacent areas, isolated county land, areas administratively efficient, areas with high development potential, or areas that provide reasonable benefits to city residents.
- Identify transitional zones between incompatible uses on the future land use map to facilitate buffers between future development.
- Use buffer areas such as natural features (streams, waterways, trees, landscaping, etc.), roadways and infrastructure, or existing compatible developments, as potential land use breaks between incompatible land uses.
- Consider updating the planned unit development (PUD) code to accommodate and encourage mixed land uses.

Future Land Use Map

The future land use map for Fruitland was designed to compliment existing land use patterns, encourage new growth areas, and provide land use integration and the efficient use of services. The land use map shows the key commercial uses near Gayway Junction, along the US 95 corridor, and in the downtown area. Mixed industrial uses generally following the railroad corridor with some also located near Gayway Junction. These uses comprise the backbone of Fruitland. Residential and scattered public areas surround these areas. The Future Land Use and Land Use District Maps are located in Appendix A.

Buffer and Transect Map

Land use buffers and transitions between incompatible uses were identified as key objectives of city residents. Land use buffers and transects were identified on the Land Use Transitions Map to highlight the areas where each should be considered. Buffers and transects are discussed at the end of the land use section.

Residential Districts

Residential districts include a mix of residential uses with varying densities that can support some nonresidential uses. Nonresidential uses in these districts should provide services and convenience to neighborhood residents. Although not all residential districts will have the density to be considered a neighborhood, as areas build out over time, they will become neighborhood-oriented.

Residential districts and development should be both livable and walkable. They should include neighborhood safety and easy access by various means of travel to key destinations. These factors are influenced by the type of residential development within the district.

Large-Lot Residential/Agricultural

The purpose of this land use designation is to preserve the rural character of land on the fringe of Fruitland's impact area. Typical uses include agricultural uses near an urban area and residential development on lots of five acres or greater. More dense residential development on smaller lot sizes would require an amendment to the Comprehensive Plan and a rezone.

Single-Family Residential

This is the largest future land use designation. It typically allows for the development of single-family homes and neighborhoods in areas where services are provided or available. Permitted uses include single-family homes at densities ranging from three to six units per acre.

Multi-Family Residential

This designation allows for the development of multi-family homes with densities above six units per acre. This residential development might include duplexes, apartment buildings, townhouses, and other multi-unit dwellings. These uses can provide more compatible transitions from single family residential to general commercial uses.

Compatible Land Uses

The following residential and nonresidential land uses are generally compatible within residential districts. All nonresidential uses would need to be approved by the planning and zoning commission:

1. Single Family Detached
2. Single Family Attached
3. Duplexes, apartments, townhouses
4. Private parks, greenbelts, and trails
5. Public space
6. Recreation facilities (parks, ball fields, etc.)
7. Schools and other community facilities
8. Church or other religious facility
9. Neighborhood-oriented commercial development
10. Planned Unit Developments (PUDs)

Residential Design Strategies, Guidelines, and Policies

- Nonresidential uses may be considered through special permit as approved by the Planning and Zoning Commission.
- Nonresidential uses should serve as a convenience to surrounding neighborhoods and a buffer from incompatible land uses or adjacent roadways.
- All residential and non-residential uses may only be considered if they are compatible in design and operation with existing and potential residential uses.

Residential districts should be both liveable and walkable and include neighborhood commercial uses that provide convenient and desirable services to residents.

- Mixing multi-family units (duplexes) on a block with single-family detached dwellings is preferred as part of PUDs or in transect areas.
- Multi-family units can be integrated into single family subdivisions if they represent high-quality design and development.
- Designate residential land uses according to the City's ability to serve those uses. Identify priority growth areas and investigate plans to extend services to those areas.
- Incompatible uses that abut residential districts should consider the placement of parking areas, fences, berms, and other landscaping features to serve as buffers between neighboring uses.
- Residential districts should be pedestrian oriented and offer features for bicycle oriented travel.
- New residential districts and growth areas should provide a central feature, gathering place, or amenity for the public when feasible.
- Driveways should be appropriately spaced based upon accepted traffic engineering standards. Driveways should not be located within the operational area of an existing or future signalized intersection.
- The quality of the landscaping should highlight and enhance the development and the residential area it serves.
- Consider updating PUD requirements to encourage mixed land uses.
- A PUD application may be required for large subdivisions, neighborhoods, or multiple family developments.
- Density bonuses should be considered as part of PUD applications with the provisions for public amenities listed below.
- Ensure ongoing compatibility, review and updates of the Capital Improvement Plan, Master Transportation Plan, Water/Sewer Master Plan, Comprehensive Plan, and land use and zoning maps.

Suggested Residential Amenities

Large or even small residential developments should be planned to include amenities. An amenity can exceed requirements of subdivision regulations, the zoning ordinance, or street design standards to provide a defining character for an area. These are not required, but are suggestions to improve the character of future residential development. Possible amenities may include:

- Private or public parks
- Public gathering place
- Divided roadway with street trees
- Additional green space between sidewalk and curb
- Trails, greenspace, or connections to these facilities
- Cul-de-sacs that provide pedestrian connections
- Special street treatments
- Reserved church, school or park sites
- Street trees
- Athletic fields, community garden space, walking trails or other areas of active open space

Commercial Districts

Commercial development provides jobs, tax revenue, and sources of goods and services to Fruitland. The Commercial District contains a variety of retail and business-type uses, as well as offices, personal services and other supporting uses. Most of the retail uses in this district depend on vehicular access to and from major roadways to support and sustain their business activity.

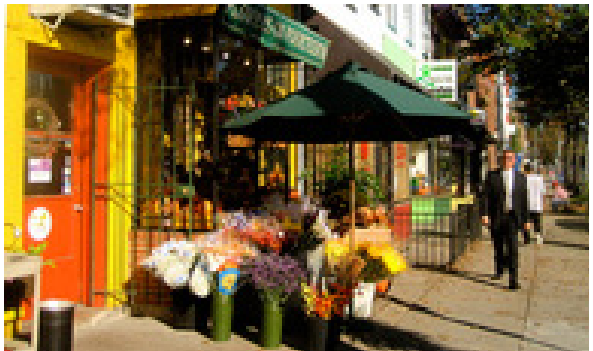
Commercial districts should promote commercial development that is compatible with the adjacent land uses, appropriate for the traffic flow pattern and access available, and be supported by existing or planned infrastructure. The City should capitalize on the commercial potential of under utilized locations that adjoin high traffic areas, such as near I-84, US 95 and US 30 (Northwest 16th Street).

General Commercial

The purpose of this land use designation is to provide a full range of commercial, retail, and office areas to serve area residents and visitors. Uses may include retail, wholesale, service, and office uses, as well as appropriate public uses such as government offices and parks.

Specific commercial zones may be created to focus commercial activities unique to their location, such as central business districts focusing on specialized retail and lodging, theatres, restaurants, and service retail for surrounding residents.

The area surrounding Gayway Junction could be considered for urban commercial uses, which would include commercial establishments with medium parking area requirements, and service retail for locals and travelers including restaurant and lodging facilities.



Downtown Commercial

Downtown commercial uses promote business activities that help to create a unified central business district or environment with greater walkability, cohesion, and design character. See the section on Special Sites and Community Design for details on the Historic Downtown.

Neighborhood Commercial

Neighborhood commercial uses include retail, office, and high-density residential uses that are not disruptive to adjacent residential uses. These areas generally provide for day-to-day needs. Ideal tenants include small to mid-sized grocery stores, small office uses, sit-down restaurants, specialty retail uses, or service stations. These uses can provide positive transitions between residential and higher density commercial development when appropriately monitored and regulated.

Compatible Uses

A variety of land uses, except some residential uses, are generally encouraged in commercial districts, including:

1. Retail and wholesale businesses
2. Service Industries
3. Fast food restaurants
4. Motels/hotels
5. Office uses
6. Some high-density multi-family residential upon approval
7. Limited Industrial (light Industrial uses)
8. Park or public space (public or private)

Commercial Design Strategies, Guidelines, and Policies

The following strategies, guidelines and policies apply to development within the commercial district:

- Commercial development should provide a pedestrian-oriented site design.
- All commercial uses should be compatible in design and operation with other commercial uses.
- Connectivity between commercial developments is encouraged through shared access, shared parking, and shared signage as outlined in the US 95 Access Management Plan.
    - Business access should be appropriately spaced to meet state and local traffic engineering standards.
    - Driveways should be designed to serve all uses within the development. Joint use driveways and cross easements are encouraged.
- Redevelopment and improvement of older commercial establishments is encouraged, especially in the Downtown area where urban services are readily available.
- Prioritize public infrastructure investments and target planning resources for downtown, commercial corridors, and mixed-use centers.
- Landscaping should highlight and enhance the development of the area it is located within.
- High-density residential uses are encouraged to abut side and back lot lines of general commercial areas.
- Neighborhood commercial and office-type uses should be used as transitions between commercial uses when next to residential districts.
- Neighborhood commercial uses should not attract significant additional traffic to neighborhoods, have large signage, or create the demand for additional commercial zoning.
- Encourage development that enhances the built environment and visual perception of Fruitland along I-84, US 95, and US 30 (Northwest 16th Street). Ensure efficient traffic access and flow in these areas.
- Large-scale commercial centers and uses should:
    - Have appropriate internal traffic circulation.
    - Be located at intersections of arterial streets and at interchanges with limited access roadways.
    - Support the transition and connectivity to more compact and mixed uses.
    - Provide pedestrian, bicycle and transit access.
    - Provide necessary on-site and off-site traffic improvements needed to serve the development.

Suggested Commercial Amenities

Commercial developments should include minimum amenities to enhance the quality of the development. An amenity can exceed requirements of the zoning ordinance or street design standards to provide a defining character for a commercial area. These are not required, but are suggestions to improve future development. Possible amenities may include:

- Private or public parks
- Public gathering place
- Divided roadways with street trees
- Street trees, street lamps, or sidewalk furniture
- Roundabouts at four-way intersections
- Additional green space between sidewalk and curb
- Sidewalks, walking trails, greenspace, or connections to other adjacent facilities

Industrial Districts

Industrial development is a competitive market sector that typically provides well-paying jobs that are coveted by local jurisdictions. Fruitland's close proximity to I-84, a supply of large, industrial properties, and its skilled work force offer competitive advantages to prospective industries.

Industrial Districts provide employment opportunities, including manufacturing, warehouses, and research-type parks. They are a workplace destination, and are typically located near accessible transportation routes or the railroad facility for shipping purposes. The railroad in Fruitland provides an important industrial employment corridor opportunity for the City.

Industrial Districts can include adjacent supporting employment uses such as commercial or office-type uses and may transition to residential areas with appropriate buffers. Buffers can include features such as highways, arterial and collector streets and geographic features such as creeks or lakes, or landscaping that creates distinct levels of separation.

Traffic generated by industrial development should not produce a significant burden on the street network.

Light Industrial

This land use designation allows for industrial uses that support commercial activities and can compliment and utilize other urban services. Uses may include warehouses, storage units, light manufacturing, and incidental retail and office uses. Due to the proximity of these uses to highways and commercial areas, uses such as lumber yards or nurseries with retail activities, and office/research parks are desirable.

Heavy Industrial

This land use allows for heavy-industrial uses that can support agricultural activities, while utilizing available public services. Uses may include processing, manufacturing, warehouses, storage units, and industrial support activities.

Compatible Uses

Similar-type land uses are generally compatible with industrial development. As a result, the design strategies, guidelines and policies are used to ensure compatible development in the Industrial District.

Envision Fruitland

Fruitland's industrial areas may be defined by important buffers such as parks, landscaping, natural barriers, or other features that help to transition to adjacent incompatible uses. Recommended buffer areas have been identified in the Comprehensive Plan.

Industrial Design Strategies, Guidelines, and Policies

The following strategies, guidelines and policies apply to development within the industrial district:

- No residential uses should be located within an Industrial District. Existing single family residences and duplexes should be considered transitional uses and may require buffers.
- The side or back lot lines for office and industrial uses that abut residential uses should be separated by natural or landscaping feature such as a greenbelt, ravine, or a group of trees that provide a visible buffer. Buffer areas are identified in the Land Use Transitions map in Appendix A.
- Standards for screening, landscaping, and adequate access should be implemented for all industrial development. Industrial park design guidelines are discussed in Section Four.
- Industrial uses that have outdoor storage should be located in isolated areas which will not interfere with existing development.
- Industrial access should be appropriately spaced to meet state and local traffic engineering standards. Access is encouraged on the nearest local cross street when possible.
- Driveways should be designed to serve all uses within the development. Joint use driveways and cross easements are encouraged.
- All industrial uses should be compatible in design and operation with other adjacent industrial and commercial uses.
- Office and industrial parks that group businesses into attractive and organized developments are encouraged.
- If an Industrial Master Plan is implemented in a specific area of Fruitland, this Plan should serve as a model for future industrial development.
- Landscaping should highlight and enhance the development of the area it is located within.
- Pedestrian and bicycle access to and from uses within an Industrial District should be provided from the sidewalk along the arterial(s) or via bicycle/pedestrian trail system.
- Industrial development is encouraged to be designed to provide some level or architectural significance or feature that gives it character.
- Industrial odors should not cause a noticeable burden on residential or commercial uses.

Public Land and Open Space District

The Public Land and Open Space District provides recreational, aesthetic, and important land use transitions in the community. It can also help protect and preserve sensitive or undevelopable areas in the community. This land use district includes public and private parks, natural open space, and pathways.

Public/Open Space

The purpose of this land use is to preserve and protect existing municipal, state, and federal lands for the benefit of residents and visitors. The lands designated under this district would include features such as floodplains, hilly areas, and existing publicly owned property and buildings. These areas can also include transitions between incompatible developments or the edges of dedicated pathways or greenbelts.

Compatible Uses

This land use category is compatible with all other land uses as it provides needed transitions between incompatible development and provides benefits to residents, workers, and visitors. Dedicated pathways can prevent the development of lands in the floodplain, while preserving the trees and open lands along existing natural areas.

Some of the uses that should be encouraged include:

1. Public and private parks
2. Pedestrian and bicycle trails
3. Sports playing fields
4. Nature preserves
5. Community Centers
6. Stormwater facilities
7. Agricultural uses

Public Land and Open Space Design Strategies, Guidelines, and Policies

The following strategies, guidelines and policies apply to development within the public land and open space district:

- Provide bicycle and pedestrian access to and from parks, open spaces, pathways and surrounding neighborhoods.
- Locate small parks or outdoor spaces within walking distance to residents.
- Preserve existing public spaces for the greater community benefit.
- Parks and public spaces should be aesthetically pleasing, attractive, and should not be merely undeveloped open space.
- Create partnerships between jurisdictions and with private developers to encourage the development of parks, and public open spaces.
- The City will create and adopt a public Parks and Pathways Master Plan to guide the future development of community recreation facilities. The Plan should provide pathway linkages between subdivisions and future public parks and facilities.

- Once the Parks and Pathways Master Plan has been adopted, the City's development regulations will be amended in order to facilitate the dedication of public open spaces, conservation easements, access easements, and trail easements when property is subdivided.
- Identify public greenbelt (pathway) corridors that are located in the undevelopable floodplains of major creeks or rivers.
- Consider developing a trail plan that outlines community involvement and acquisition measures to develop greenbelts.
- Pedestrian and bicycle connectivity is encouraged between identified greenbelt corridors and adjacent subdivisions and development. Right-of-way for these connections should be dedicated during the platting process.
- Public buildings should be designed and maintained to be models of development for the City.

Public land and open space is compatible with all other land uses and provides needed transitions between incompatible development and provides benefits to residents, workers, and visitors.

Land Use Buffers and Transects

Due to the complicated nature of property rights and ownership, creating perfect transitions between incompatible land uses can be difficult. In order to promote better transitions between different land uses, land use buffers and transect areas were identified to facilitate an integrated land use environment.

The use of buffers and transects can help to soften these incompatibilities. Recommended land use buffer and transect areas have been identified in the Land Use Transitions Map (Appendix A). In many cases, buffers and transects can work interchangeably. It is up to the land use administrator to identify the appropriate or preferred application at specific points in time.

Buffers

Buffers are a feature that can help to separate one land use from another by a street, a natural feature such as a greenbelt or pathway, ravine, undisturbed groups of trees, berm, or a large lot with sufficient depth to provide separation. Landscape buffers can also be created that provide a significant buffer that typically include the use of trees and shrubs to sufficiently shade the adjacent use.

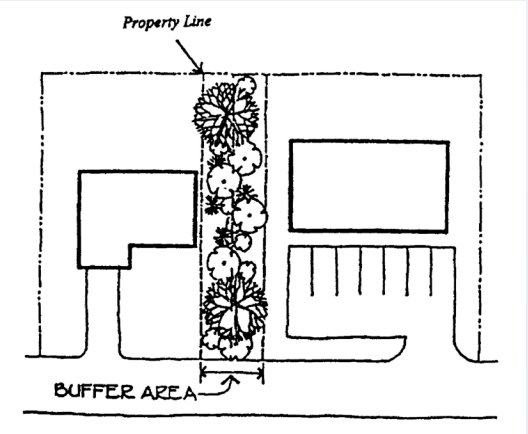
The most significant case for land use buffers are the back or side lot lines of residential districts that abut industrial districts. This is defined by the significantly different nature and character of these uses.

Transect Areas

Transects refer to the transition of land uses from urban intensive uses to rural or less intensive uses. Identifying transects between different land use intensities can allow for more flexibility between identified uses and promote the consideration of subtle land use transitions. Transect areas should be scrutinized by administrators to encourage development that is more fluid and less impacting to residential areas.

Examples of desirable land use transitions would be multi-family or more dense residential to a commercial use. Neighborhood commercial and office uses also provide a softer transition from general commercial to residential uses. The abrupt transition from single family residential to commercial development can create obvious incompatibilities such as noise or traffic that are undesirable to neighborhood settings.

Transect areas are highlighted between single family residential uses and general commercial uses in the Comprehensive Plan. As development occurs, these areas should be considered for appropriate land use transitions.



Special Sites/Community Design

Fruitland has a rich heritage characterized by many of the city's downtown buildings, and its agricultural and industrial landscape. In order to maintain elements of the city's heritage and culture, while enhancing Fruitland as a livable and attractive city, special sites and community design are evaluated in the Comprehensive Plan.

The Special Sites and Community Design section identifies opportunities for creating an attractive and dynamic urban character in Fruitland. This Plan recognizes that there is a connection between the physical design of Fruitland and the quality of life that its residents cherish.

Special Sites and Community Design Goals

The following goals will guide the strategies and policies for this section.

Goal:

Provide and expand cultural activities in the City of Fruitland (library, teen center, senior center, fine and performing arts).

Goal:

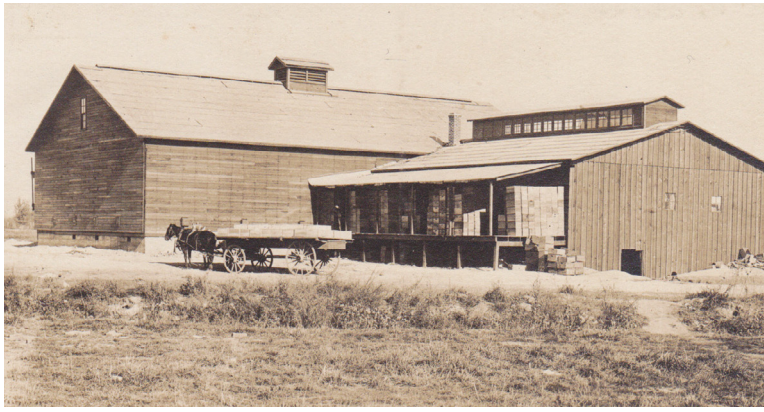
Promote and encourage aesthetically pleasing corridors within the city through landscaping and design.

Goal:

Develop and maintain healthy and attractive commercial services

Community Design

Community design addresses the need for landscaping, architecture, signage, as well as suggested patterns and standards for design, development, and beautification of the City. Creating an attractive community in Fruitland will be contingent upon conserving the historic features of the area, protecting its natural resources, promoting quality new construction, enhancing transportation corridors, and creating special areas of the City.



Special Sites Community Design

Promoting successful community design requires design review standards or guidelines that encourage and improve the City's physical environment. City policies and ordinances should be established that encourage attractive building designs, landscaping needs, and aesthetic standards for business signage. Establishing and enforcing design guidelines could help to create vibrant, pedestrian-friendly streetscapes. The City of Fruitland created a Downtown Master Plan in 2001 that outlines many of these strategies and actions for the downtown area. This Plan remains relevant today and should be referenced and applied to other parts of town as appropriate.

Special Sites and Areas

Fruitland's special sites and special areas are buildings, structures, farmsteads, or property that have important historic or cultural significance, or that provide high development potential for the community. Revitalizing and preserving historic features will help to uphold architectural and historic significance in the community. Moreover, identifying the areas that are positioned for new development will also help ensure that appropriate design standards and special character are created in Fruitland.

The following areas have been identified as having special character for the City:

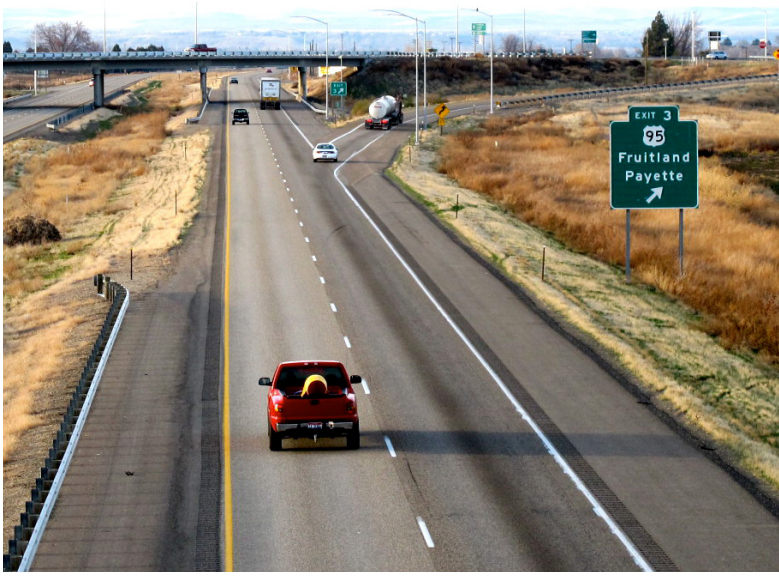
- Historic Downtown: Most of the historic character of Fruitland lies in its old downtown. This area should be recognized and revitalized to showcase its historic significance, and reinforce its potential to provide shopping, civic interaction, and entertainment for the City. Improved storefronts, facades, awnings, and tasteful signing to the buildings would provide functional, aesthetic change. Supporting entertainment such as a movie theater, bowling alley, skating rink and restaurants would change the integrity of the area. At the time of this Plan, Southwest 3rd Street (Main Street block) was undergoing a full-depth re-construction with widened sidewalks, street trees, street lighting, and storm drain facilities that would significantly improve the character of downtown. New sidewalk construction would provide improved pedestrian movement and an attractive entrance to businesses. Other amenities that should be considered to further enhance downtown could include: street benches, bike racks, an historic clock, trash receptacles, drinking fountains, banner wire for special events, and interpretive signs.

- Gayway Junction: The intersection of US 95 and US 30 (Northwest 16th Street) is the most visible and traveled location in the city. This area has a colorful history that could be a center for commerce and growth for Fruitland. The area demands a mix of land uses that are well designed and appropriately landscaped. Potential development could include medical and health related services and offices, restaurants, and retail. Special attention is needed to design a walkable intersection and connecting development with potential for installing a piece of public art, such as wooden fruit picking ladders in bronze and an interpretive panel with photos and a history of the junction.

- Medical Plaza District: The growing health care industry in Fruitland plans to utilize new medical facilities along Fruitland's Allen Avenue. To best serve this medical service area, a plan is needed that encourages good design, walkablitiy, landscaping and signage. Medical District Design Guidelines are discussed in Section 4. The potential for a Medical District walking loop is discussed in the Recreation section.
- Olde School Community Center: Located downtown, the Olde School provides an historic, multi-purpose space that creates life and activity for the city center. The 1928 brick school features a restored auditorium, gymnasium, numerous classrooms, and the Fruitland Library. The auditorium has hosted plays, concerts, speeches, community forums and special events. The building has been partially rehabilitated to support community activities.

- Proposed Fruitland Community Center: Citizens have supported the creation of a Fruitland Community Center that provides recreation, arts, culture, and educational opportunities. Conducting community visioning and planning sessions, identifying private partners, and clarifying community motivations will help this come to life. Additional details on the community center are provided in Section 4.
- Farmers Cooperative Canal: This irrigation canal was constructed in 1892-93 and provides water from the Payette River. The canal travels through the east side of Fruitland and serves as the eastern boundary of the downtown. The canal corridor creates an attractive asset to the city and the adjacent ditch rider road provides an opportunity for a walking and bicycling path that connects the downtown and nearby neighborhoods. This and other canals should be considered an open ditch hazard that present safety concerns for recreation users.

- Zeller's Crossing Monument: The area around Pennsylvania Avenue and the railroad tracks, known as Zeller's Crossing, was a founding location of the City with freight loading areas and packing sheds. Today, little remains of the crossing, but an interpretive sign is proposed at South Pennsylvania and Southwest 3rd Street. The setting allows excellent views of the tracks, Farmers Cooperative Canal, and Southwest 3rd Street or Pennsylvania Avenue and could be further enhanced as an historic City monument.
- Entryway Corridors and Arterial Landscaping: Entryway corridors are the arterial roadways that introduce both visitors and residents to Fruitland and provide the first and lasting impression of the community. City entryways include US 95, US 30 (Northwest 16th St), and the I-84 exit 3 interchange entrance. These areas currently have few trees, limited quality commercial signage, minimal landscaping, and little building character. City growth and increased traffic on these roads will stimulate demand for new development along these entrances. Fruitland has the responsibility to guide development and redevelopment that occurs along these entryway corridors. "Welcome to Fruitland" signs are recommended at each entrance and more extensive landscaping and fewer points of access are recommended. Creating a more stringent design review process, and instituting building, landscaping, and sign standards for these areas will best address the future changes that occur along these entryways.

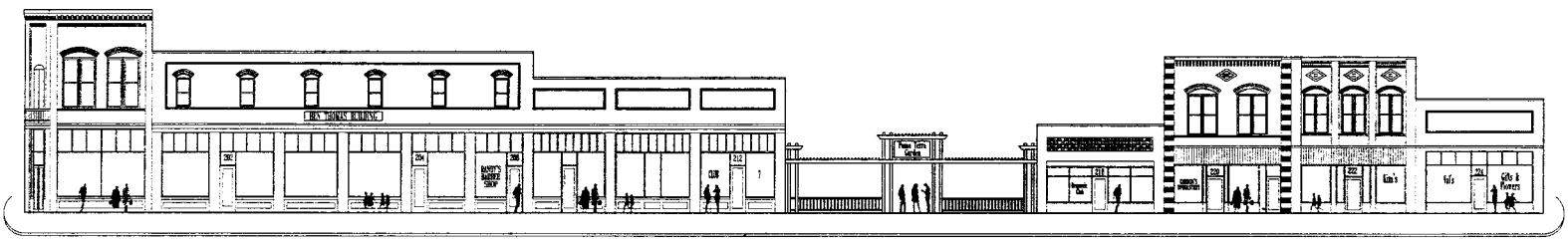


Special Sites and Community Design Strategies and Policies

The following strategies and policies apply to special sites and community design:

- Preserve and enhance downtown Fruitland by encouraging mixed-use infill development, constructing building facade, awning and signage improvements.
- Encourage rehabilitation of historic buildings and support well-designed new construction.
- Establish a Fruitland Historic District, nominated through the National Register of Historic Places to become eligible for tax investment credits for building rehabilitation.
- Establish a Fruitland Historic Preservation Committee to review and approve alterations to historic buildings.
- Review and follow the recommendations outlined in the 2001 Fruitland Downtown Master Plan.
- Identify sites and funding strategies to offer additional parking spaces in the downtown.
- Assemble a downtown business association to promote redevelopment of the area.
- Enhance Gayway Junction with improved design, safety, and landscaping.
- Establish a special Medical Plaza District (landscaping, signing, etc.) for the area adjacent to US 30 (Northwest 16th St) and prepare a Plan that identifies a trail system and design guidelines.
- Evaluate opportunities to use the Olde School Community Center for various uses that benefit the community and provide attraction to downtown.
- Identify opportunities and public motivations for developing a multi-purpose community center.
- Explore and evaluate using the Farmers Cooperative canal as a trail connection to downtown Fruitland. Consider the open ditch hazard.
- Install interpretive signage at the Zellers Crossing location and explore opportunities to create a community monument that connects to downtown.
- Prepare plans and budget funding to create a special place that identifies Fruitland's character and history.
- Enhance the appearance of US 95, US 30 (Northwest 16th St), and the I-84 exit 3 interchange through tree planting, landscaping and volunteer clean-up.
- Require more stringent development requirements for landscaping, signage, and construction for the US 95, US 30 (Northwest 16th Street), and I-84 exit 3 entryway corridors.
- Prepare a Master Plan through a public-private partnership for establishing infrastructure and an aesthetically pleasing commercial environment and community entrance at the I-84 Exit 3 interchange.

Downtown Fruitland should be revitalized to showcase its historic significance, and reinforce its potential to provide shopping, civic interaction, and entertainment for the City.



Environment

Fruitland relies on its natural resources for some of its economic sustainability and recreational pursuits. The areas natural resources are valued by the community, and preserving these resources is important for the future of the area.

This chapter describes Fruitland and the surrounding area's earth, water, air, vegetation, and wildlife resources. Hazardous areas are also discussed which include areas of natural and man-made phenomena.

The Physical Environment Map in Appendix A visually represents key environmental resources for the City.

Environment Goals

The following general goals will guide the environmental strategies and policies for Fruitland:

Goal:

Preserve and enhance our City's natural resources.

Goal:

Protect the community from present and future natural and man-made hazards.

Geology/Soils

Payette County is located in the far west region of the Snake River Plain. The rocks that comprise the plain provide the parent material for the sediment and soils of the greater Fruitland area. Glenns Ferry Formation lacustrine sediments deposited during the Pleistocene, and more recent alluvial deposits along the Snake River bank also characterize the area.

Fruitland's soil is nearly level on the benches and moderately steep along bench faces adjacent to the river. Greenleaf soils are the predominant soil of the Fruitland region, formed in alluvial and lacustrine sediment. The soil is calcareous and moderately to strongly alkaline, depending on depth, and is suited for irrigated crops and home sites. Soils in Fruitland have slow permeability.

Groundwater and Surface Water

Most drinking water wells use water from the shallow Payette Valley water table aquifer. Agricultural contaminants (e.g., nitrate and arsenic) are found in the shallow aquifer, and concerns with water quality should be addressed by implementing practices that reduce the leaching of commercial fertilizers and pesticides from agricultural land and domestic lawns within delineated source water areas.

The Snake and Payette Rivers are the primary surface water sources within the region. Irrigation canals, which provide water to farmers, also traverse through the area. Irrigation water is provided by the Payette River Water Diversion for Fruitland and Payette County. Surface water quality is also affected by agricultural uses, which can contribute nutrients, bacteria, and sediment. See the Section on Public Facilities and Services for additional information on drinking water in Fruitland

Floodplain

A floodplain is an area of low-lying, flat ground on either side of a river, stream, pond, or lake subject to periodic inundation by flooding. Flood plains perform important drainage and hydrologic functions. Even though the City lies between two rivers, only a small portion of the area of city impact lies within the 100 year floodplain. The area west of US 95 from Southwest 8th

Street to Northwest 2nd Street is within the flood zone of the Snake River. The zoning ordinance places restrictions on building on slopes near the Payette River. Building is generally discouraged near the slopes of rivers that are within the floodplain.

Air Quality and Odors

Fruitland's small population and limited manufacturing have kept pollution sources to a minimum. Typical air quality concerns are associated with field burning, odors, and crop dusting.

Agricultural processing sometimes present odor problems. The Idaho Department of Environmental Quality (IDEQ) issue permits for industrial/manufacturing plants that emit pollutant and odor sources. Industrial pollutants must meet federal regulations and comply with permit restrictions.

Vegetation and Wildlife

Natural vegetation in Payette County is a mix of forestland and rangeland ecosystems. The most represented vegetated covers are a shrub/steppe annual grass forbe, agricultural land, and perrennial grassland. Vegetative communities tend to follow the moisture and temperature levels of the major river drainages. Limited precipitation and soil conditions result in a relatively arid environment.

The Snake and Payette River corridors have significant riparian habitat that support numerous varieties of birds and small mammals. Fish in the river corridors and in nearby reservoirs include rainbow trout, catfish, bass, perch, steelhead, and crappie. The region also supports wildlife such as black bear, mountain lion, deer, elk, wild turkey, ducks, geese, grouse, quail, pheasant, and chukar among others.

Hazardous Areas

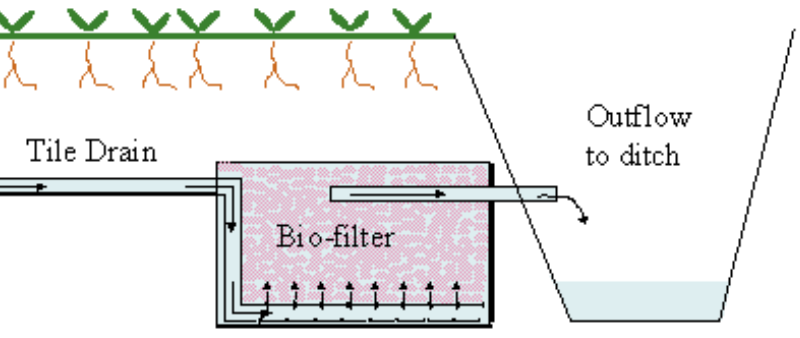
No known hazardous waste or contaminated sites occur within Fruitland. Ongoing coordination with IDEQ will help to continue to identify contaminated sites. Contamination can occur by transportation of hazardous waste or through on-site spills or storage failures. Two pipelines move natural gas and petroleum through town and are continually monitored for changes in pressure.

Open irrigation ditches also represent a potential hazard. While many of the ditch roads are used for walking, jogging, etc., they also represent a safety hazard. Unsupervised children can be lured into the calm flowing water, where the fast current and steep linings represent a dangerous situation.

Environment Strategies and Policies

Based on the summary of issues outlined above, the following strategies and policies should guide the preservation and enhancement of the City's environmental resources:

- Planning efforts should preserve open space, forestland, wetlands, and the floodplain to sustain environmental resources.
- Sensitive areas should be protected through land use designation and/or set-back requirements.
- Provide habitat protection for threatened and endangered species of plants and animals.
- Discourage excessive building in the floodplain through enforcement of the Floodplain Ordinance.
- Discourage building near the slopes of the Payette and Snake Rivers due to slope stability issues.
- Implementing the Parks and Pathways Master Plan should help to identify and preserve environmental resources in and around Fruitland.
    - Identify crossways/bridges on canals for increased safety and connectivity.
- Severe limitations exist for use of septic tank absorption fields in Fruitland's soils because of its moderately slow permeability. Require soil testing to ensure the efficiency of septic tanks.
- Local water quality regulations and practices should be implemented to reduce the leaching of commercial fertilizers and pesticides from agricultural land and domestic lawns.
- Encourage agricultural users and businesses to explore on-site bio-filtration options to reduce runoff.
- Evaluate the potential for bio-filtration options such as man-made wetlands or vegetated swales close to rivers and drainages that would improve water quality conditions.
- Encourage xeriscape landscaping practices to reduce dependency on city water and to reduce chemical runoff.
    - Set requirements for new subdivisions and commercial development to xeriscape a percentage of landscaped areas.
    - Investigate a cash rebate program or water bill credit from the water company for projects that install or convert more than 50 percent of their landscape areas to non-grass vegetation.



The creation of a Parks and Pathways Master Plan will work in conjunction with this Comprehensive Plan document. It will be an equal and complementary plan that directly enables residents to envision and plan for future recreational facilities.

Recreation

Recreation is a key element of a community's quality of life. Recreation provides places to walk, run, bicycle, play a sport, socialize with friends and participate in group activities.

Fruitland is surrounded by open space, and residents enjoy the availability of land to hunt, fish, and hike in the local area. School sports and organized recreation such as football, softball, and soccer creates a balance of undeveloped and developed recreational pursuits. Nevertheless, dedicated park, path and developed recreation areas have been a challenge for Fruitland, especially considering the acreage of parkland facilities on a per resident basis.

Developing a Parks and Pathways Master Plan for the City will provide a guide and policies for how future parks and paths are developed. Enhancing these facilities will provide improved recreational opportunities and reinforce the community's distinctive character.

Recreation Goals

The following goal will guide the recreation strategies and policies for Fruitland:

Goal:

Enhance and promote our recreation opportunities.

Recreational and Park Facilities

The Payette County Recreation District (PCRD). provides recreation leagues and programs for the entire County. It is administered by a three-member board which includes Fruitland. Property taxes and participation fees fund the PCRD, which provides programs for children, adults, and even senior citizens for activities such as softball, baseball, basketball, tennis, and soccer.

Recreation

The City of Fruitland has four developed parks that comprise approximately 8.25 acres. These parks include:

- Mesa Park is jointly owned by PCRD and the City. The park includes public restrooms, a concession stand, picnic shelter, picnic tables, benches, lighted baseball fields, lighted tennis courts, soccer fields, basketball courts, and horseshoe pits. The majority of the facility meets ADA requirements. Park space is constrained during the outdoor sports season and an improved irrigation system is needed.
- Fruitland Community Park in the center of downtown on Southwest 3rd Street has a children's playground, picnic tables, interpretive kiosk, picnic shelters, rest rooms, drinking fountain and maintained green spaces. A number of outdoor civic events and youth programs occur in the park.
- Crestview Park is located north of Southwest 8th Street and features 2.3 acres of lawn and trees with minimal amenities. Future plans are to incorporate a trail to the Snake River, a skate park, benches, trees and restroom facilities. This park also provides opportunities to connect with a future trail in the nearby Fruitland Gulch.

- Swire Park is a 0.25 acre small neighborhood park located at Northwest 4th Street and Kansas Avenue. The park is adjacent to the Swire Coca Cola plant.

Recreation Opportunities

In order to support growth and provide high quality development and recreation opportunities, the city would develop a Parks and Pathways Master Plan. This plan would assess the need for additional park land, trails, and specialized facilities and identify a systematic approach for park location and park land acquisition. It would also help ensure that a trail network connects key points and planned open spaces throughout the City.

The Parks and Recreation Master Plan would be considered an addendum to this Comprehensive Plan. While some park opportunities are discussed in this Plan, the future Parks Plan would provide additional detail, planning, and approval to support explicit opportunities.

The following park, pathway and recreation opportunities may be evaluated in the future Parks and Pathways Master Plan:

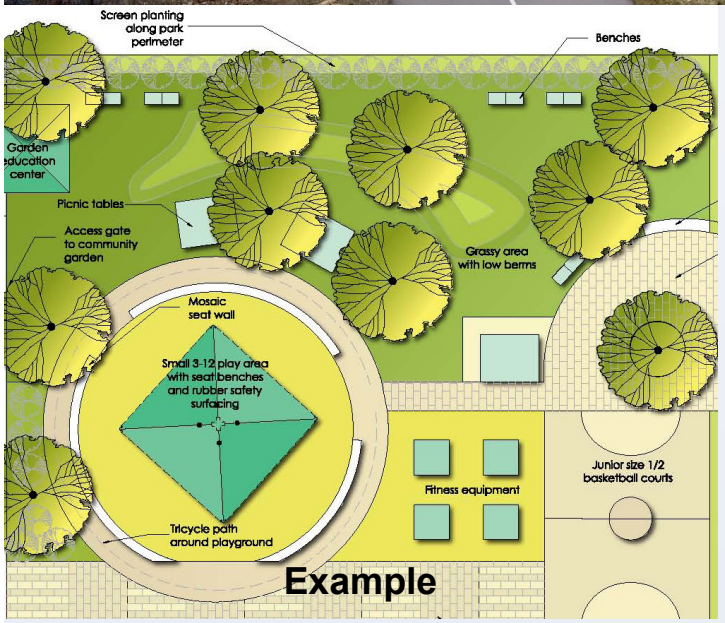
- Snake River Opportunity: a 12-acre riverfront park along the Snake River at the old Wastewater Treatment site. Opportunities include fishing ponds, picnic area, trails, dock, boat launch and interpretive signs.
- North Fruitland Opportunity: utilize 10 acres of city land adjacent to the city water treatment plant for a new neighborhood park with ball fields, playground, trails, and restrooms.
- Fruitland Gulch Trail: one of many natural drainages that lends itself to a trail system connecting neighborhoods and key City locations. This trail would extend from the US 95 underpass near Southwest 8th Street and extend to the Medical Plaza area on Allen Avenue.
- Medical Plaza Walking Loop: a loop trail that connects neighborhoods, the Snake River, and downtown that encourages health benefits, natural habitat, public art, and interpretive signs. The loop would extend from the sidewalk/pathway along the east side of Highway 95 and connect back to the Medical Plaza on the south side of Highway 30.
- Fruitland Riverfront Recreation Greenway: create a network of parks, trails, bike paths, and waterways along the Snake and Payette Rivers that promote multi-recreational uses such as bicycling, walking, jogging, sight seeing, and occasional cross-country skiing. The greenway would provide opportunities to highlight habitat areas with native plants and wildlife. A minimum 100-foot setback would be required from the Snake and Payette rivers to provide resource protection and a future trail system. Riverfront open space and recreation would contribute to the visual integrity of Fruitland, provide economic tourism benefits, and enhance the psychological wellness and sense of place for residents.

Envision Fruitland

Recreation Strategies and Policies

Based on the condition and future of Fruitland's recreation areas, the following strategies and policies should guide the formation of future recreation amenities:

- Appoint a recreation committee to explore park needs, identify future park and trail locations, assist in land acquisition, and design decisions.
- Conduct a Parks and Pathways Master Plan that evaluates park needs and opportunities, and provides direction for the development of a future parks and pathways system.
- Consider instituting park development requirements or impact fees as part of future City code updates.
- Prepare concept park plans and budgets to have shovel-ready park locations available for development.
- Create a citywide network of safe and accessible trails and bicycle paths that connect existing parks, neighborhoods, schools, and open spaces.
- Enhance facilities and amenities at existing park locations.
- Seek various grant programs from state and federal sources and seek public, private, non-profit partnership initiatives as well as donation of land.
- Establish an annual budget or permanent fund to support park acquisition and development of parks.
- Consider and evaluate open ditch hazards and enhance them to create recreation amenities.
- Consider and further evaluate the following recreation improvement opportunities:
    - Upgrade the Crestview Park with picnic areas, playground, trails, and parking.
    - Initiate planning and development for converting the 12-acre treatment lagoon area on the Snake River into a park with a connecting trail system.
    - Locate and develop a neighborhood park in the Washoe Road area.
    - Explore and develop the North Fruitland opportunity area.
    - Develop access, trails, and parks along Snake and Payette Rivers.
    - Consider trail systems in the Fruitland Gulch and other gulch systems throughout the City.
    - Establish the Medical Plaza Walking Loop.
    - Consider use of existing facilities for recreational uses such as the Olde School Community Center or the Cider Plant.



Public Facilities and Services

Public facilities and services include water and sewer services, fire and safety protection, public and private health services, and privately operated utilities. They provide the comforts to residents that make our City livable and help it operate efficiently. The operations and locations of public facilities help determine how future development will occur in Fruitland. A Public Facilities Map is located in Appendix A.

Highways, schools, and parks can also be considered public facilities, but are discussed in other sections of the Comprehensive Plan.

Public Facility Goals

The following general goals will guide the strategies and policies for public facilities and services in Fruitland:

Goal:

Provide adequate public facilities.

Goal:

Minimize the cost of infrastructure and services for city residents.

Water

The City's Water Facility Plan was updated to address a new arsenic drinking water standard mandated by the Environmental Protection Agency (EPA). Compliance with the standard was required by 2006. The Plan evaluated alternatives to meet the new drinking water standard and evaluated future water demand through 2026. It also addressed a growing concern of exceeding nitrate water quality standards.

The recommendations from the Plan included a new water supply and treatment system that consist of discontinued pumping from existing wells and construction of a new surface water treatment plant that treats Payette River water. The new treatment plant includes membrane filtration followed by chlorine disinfection. Finished water is discharged into the existing distribution system. A new distribution system was installed that consists of 20-, 16-, and 12-inch pipes as well as several pipeline upgrades in the distribution system. Moreover, additional water storage was recommended at the south end of town. A portion of the existing wells are maintained and operated in the event that the Payette River water source becomes unavailable.

Typical demands on the water system include domestic and industrial consumption, irrigation, and fire protection needs. Irrigation practices produce strong demands during hot, dry weather.

Wastewater Treatment

Fruitland upgraded its wastewater treatment system by constructing a new oxidation ditch water treatment plant at the south shoreline of the Payette River. This new plant takes the place of two wastewater treatment plants that are located on the Snake River and the Payette River. The old plant on the Snake River was de-commissioned and the Payette River facility remains online to act as an equalization area and potential sludge storage and digestion system.

The new treatment plant is an activated sludge treatment plant with an aeration basin and utraviolet disinfection. The new system includes a lift station from the Snake River, new pressure and sewer pipelines, and dewatering and disposal at the Clay Peak Landfill.

The new system is designed to accommodate considerable future population growth (up to a 30 year population projection) as well as additional capacity for unallocated industrial and municipal growth. The new plant receives a combination of domestic sanitary and industrial wastewater for treatment.

Design flows for the peak hour at the new facility can accommodate up to 3.29 million gallons.

Fire Protection

In 2013, the Fire Department has a staff of 25 employees including a fire chief, assistant chief, 4 captains, 4 lieutenants, and 15 firefighters. The department also includes 3 training officers, 2 fire prevention officers, and 2 state certified fire inspectors. All firefighters are trained in hazardous material operations, structural fire suppression, wildland fire suppression, incident command, and apparatus operations.

The City's fire equipment is sufficient to serve the sporadic fire protection needs, although a 100 foot ladder truck is needed. The Fire Department is located in City Hall.

The existing water system provides superior fire protection and Fruitland's Fire Insurance Rating is a Protection Class 3, which is exceptional for a small rural community. Creating a fire safety awareness program for the community could enhance this rating and reduce fire occurrences.

Police Protection

The police department is also located at City Hall. The Fruitland Police Department has a staff of 13 employees including a chief of police, captain, detective, six officers, three volunteer reserves, one full-time code enforcement ordinance officer, one police clerk, and a drug dog.

Police equipment includes seven patrol vehicles and one marked animal control/ordinance truck. The department does not have a detention facility and arrests are booked into the Payette County Sheriff's jail. The Police department also operates a dog kennel located adjacent to the Public Works Shop that holds stray canines.

Emergency Medical Services

In 2003, the City of Fruitland assumed responsibility for the Payette County paramedics. Payette County Paramedics is a partial tax-based-fee for service agency created by the City of Fruitland upon request from the Payette County Commissioners in order to provide paramedic level emergency care to the citizens of Payette County and the surrounding areas.

Four ambulances provide pre-hospital transport capabilities. Personnel includes a full-time director/ paramedic, 6 full-time paramedics, 3 full-time emergency medical technicians, and several part-time emergency medical technicians (EMTs) and several paramedics. The limiting size of City Hall for fire, police, and medical services has created the need for a new public safety building.

Library

The Fruitland Community Library is located in the Olde School Community Center building and offers over 14,000 books for residents in Fruitland. The library offers computers for internet use and word processing and is staffed entirely by volunteers.

Post Office

Fruitland's US Post Office is housed in a facility located at Southwest 3rd Street and South Kansas Avenue.

Solid Waste

Hardin Sanitation provides garbage services. Payette County owns and operates Clay Peak Landfill, the only landfill in the county. The landfill offers a voluntary recycling program and provides bins for this service. Curbside recycling is not currently offered.

Utilities

Electricity is supplied by the Idaho Power Company from hydroelectric facilities located at Brownlee, Oxbow, and Hells Canyon Reservoirs on the Snake River, adjacent to Washington County. A new natural gas plant was also recently installed near New Plymouth called the Langley Gulch Power Plant. Electric rates are lower than the national average.

Natural gas is provided by Intermountain Gas, with a pipeline running through southeast and northeast Fruitland. Propane is provided by several local vendors for heating purposes.

Irrigation companies include Farmers Cooperative Irrigation Company, Washoe Irrigation Co., and Noble Ditch Company, Ltd. The Farmers Cooperative Ditch traverses the eastern side of the City.

Fruitland's Farmers Mutual Telephone Company is one of the City's most unique services. Incorporated in 1925, it has retained its identity as a private company, owned by the citizens of the community, with each customer buying into the company. The company has expanded from a local telephone service provider to a provider of Internet Service under the name of Farmers Internet.

Public Facility and Service Strategies and Policies

Based on the summary of issues outlined above, the following strategies and policies should guide the development of future public facilities and services in Fruitland:

- Keep public service costs at a manageable level for City residents.
- Encourage and facilitate development in areas where existing infrastructure is under-utilized. Identify priority growth areas.
- Coordinate public facility expansion with future land use designations and trends in requests for rezoning or changes in land use.
- Investigate opportunities to install or retrofit energy efficient technologies in municipally-owned structures to reduce operation costs.
    - Explore incentives and grants from the local power company, and other local, state, and federal agencies.
- Identify programs that help citizens install or retrofit energy efficient technologies in their businesses or homes.
- Work closely with County Commissioners to expand public facilities appropriately.
- Identify or construct a new public safety building and modify future fire protection needs and resources in conjunction with the new building.
- Create a fire safety public awareness program.
- Acquire a 100' ladder truck to better serve growing fire protection needs.
- Initiate a curbside recycling program based on public responsiveness.
- Work to maintain the high Insurance Service Organization (ISO) rating that impacts City insurance rates and expenditures.

Transportation

Transportation

Transportation systems connect the community together and link it to the outside world. Over time, Fruitland has worked to build an effective transportation system, made up of local roads, highways, and the nearby interstate. Nevertheless, future growth will impact this system. Providing transportation system improvements that accommodate new development will help to achieve mobility goals, while maintaining air quality conditions and enhancing community character.

Land use and transportation have a direct impact on one another. Future transportation needs can be identified by projecting traffic generated by future land uses. This linkage is important for how the transportation infrastructure evolves over time.

Most single family homes in Fruitland are located at a distance from work and services. These homes produce more vehicle trips than any other residential land use. As a result, residents must rely primarily on their cars to get to work, shopping, and services because public transit or alternative transportation options do not serve most homes nor many of their destinations.

Public transportation, carpooling, walking and bicycling can reduce traffic congestion, improve air quality and decrease the need for additional roadways. These options should be promoted as part of Fruitland's transportation future.

Transportation Goals

The following general goals will guide the strategies and policies for the transportation system in Fruitland:

Goal:

Provide access to multiple means of transportation.

Goal:

Ensure on-going consistency between the comprehensive and transportation plans.

Goal:

Establish a hierarchy of interconnected streets.

Master Transportation Plan

The City of Fruitland prepared a Master Transportation Plan (MTP) update in 2010 that is a planning tool for future transportation improvements. The plan identified system deficiencies and prioritizes future transportation improvements. The MTP and this Comprehensive Plan should function interchangeably to ensure that changes to one generates correlating changes to the other. Improvements identified in the MTP are shown in Appendix B.

The Road Network

Roadway planning, construction, and maintenance is provided by numerous entities within and around Fruitland. Roadways in the city limits are the responsibility of the City of Fruitland. Highway District No. 1 oversees roadway improvements in the surrounding impact area (outside the city limits). State highways, including US 95 and US 30 are under the authority of the Idaho Transportation Department (ITD). It is a priority for every jurisdiction to repair and improve impaired roadway sections and street drainage as soon as possible as well as identify traffic problems at key locations. Financing for transportation improvements is supported through state and federal funds and local taxation.

The Fruitland MTP identifies the functional classification system for City roads. Fruitland's transportation system consists mainly of local roads mixed with several minor and major collectors. The collector roads feed traffic to higher traffic volume principal arterials, such as US 95 and US 30 (Northwest 16th Street).

Functional classification descriptions for these roadways consist of the following:

- Local Roads – Two-lane roads with on-street parking and front-on housing and business access. Local roads should exhibit low speeds, lower traffic volumes, and high accessibility.
- Minor Collectors – Provide connectivity between local roads and larger collectors or arterials and should exhibit moderate speeds, volumes and accessibility. They can have on-street parking or a two-way left turn lane based on traffic volumes.
- Major Collectors – Collect traffic from local roads and from minor collectors in order to transmit that traffic onto arterials or the interstate. Major collectors should exhibit moderate speeds, moderately high volumes and low accessibility.
- Arterials – Serve high traffic volumes, with high speeds and low accessibility. Currently, and for the foreseeable future, all arterials within the Fruitland Area of Impact are under the jurisdiction of ITD and should follow design standards set forth by that agency.

Bicycle & Pedestrian Facilities

Existing pedestrian facilities consist of attached and detached sidewalks throughout the city center, along routes leading to the schools, and within several residential subdivisions. Currently, there are also dedicated bike lanes in Fruitland along sections of South Pennsylvania Avenue, Southwest 4th Street, Southwest 3rd Street, and Allen Avenue. Widened shoulders along some roads are also frequently used by bicyclists on many major roads, including US 95 and US 30 (Northwest 16th Street). There are two existing multi-use pathways within the Fruitland Area of Impact. One is located adjacent to and runs along the east side of US 95 between Palisades Corner and the Gayway Junction. A second pedestrian access tunnel crosses under US 95 near Southwest 7th Street.

Public Transit

Fruitland and the surrounding area have a two-bus public transit system. Snake River Transit (SRT) serves Payette and Malheur counties and was developed in September of 2007. SRT currently has 9 official bus stops in Fruitland, with 8 stops in Payette and 12 in Ontario. The buses are equipped with racks for bicycle riders and a wheelchair lift.

Transportation Strategies and Policies

Based on the summary of issues outlined above, the following strategies and policies should guide the development of the future transportation system in Fruitland. Specific transportation improvements should be prioritized as outlined in the Fruitland MTP.

- Alleviate traffic congestion and safety concerns by maintaining future street rights-of-way, adequate street widths, traffic control devices where warranted, and street lighting.
- Coordinate with the state and county to identify and monitor traffic problems on roadways and intersections that influence the city.
- Require collector roads in subdivisions that provide connectivity to the existing transportation system.
- Plan for and implement continuity of collectors and arterials with emphasis on north-south and east-west circulation.
- Review subdivision plans to ensure transportation grid continuity.
- Update the city's street map and secure rights-of-way classified as "prescriptive."
- Focus on efficiency of travel movements on arterials by considering combined land uses and transportation system impacts, and adopting and enforcing access management guidelines recommended by the US 95 Access Management Plan.
- Design the street system and adjacent land uses to avoid impacting residential streets.
- Identify a truck route that bypasses downtown to improve downtown safety, revitalize existing business, and encourage more pedestrian traffic.
- Explore multiple uses of the railroad. Prepare a feasibility study in coordination with railway owners to analyze potential shared-use of the railroad right-of-way.
- Support the local bus service and coordinate funding with local transit agency.
- Develop and maintain safe bike and pedestrian paths that promote active living and community connectivity by following the recommendations of the Parks and Pathways Master Plan.
- Explore use of scenic routes such as ditch, river systems, and railroad corridor rights-of-way for bicycle and pedestrian paths.
- Apply for federal grant money to develop and maintain safe bike and pedestrian paths.
- Build bicycle and pedestrian system in conjunction with street improvements.
- Require new neighborhood development to connect the bike and pedestrian network to existing neighborhoods.
- Identify gaps in the bike and pedestrian network and prioritize those that connect to parks, trail systems and commercial sites.

Section 4

Community Assets

Envision Fruitland!

Comprehensive Plan

Section 4

Community Assets

As part of the Comprehensive Plan update process, key priorities were identified by the public and City staff that are important to the near-term future of Fruitland. These priorities will become valuable community assets when they are implemented. Additional details of these community assets are outlined below to facilitate their implementation.

Multi-Purpose Community Center

During the public input process for the Comprehensive Plan update, considerable support was provided for a new multi-purpose community center in Fruitland. Additional details on shaping the community center concept are provided below.

The general purpose of a community center would be a public location where community members could gather for group activities, social support, public information, and other purposes. The extent of activities conducted at the community center would be largely determined by the needs of the community and the skills which community participants have to offer. They would also be defined by the space and location of the building, as well as how the building would be financed and owned.

Activities at the community center could include institutional initiatives such as free kitchens, public computer labs, recreation, public meetings, or space for dances, performances, or art exhibitions. They can also be connected with a library, swimming pool, gymnasium, or other public facility. Additional details about the true purpose and goals of the community center should be identified through a public visioning process.

Ownership

Community centers can have different affiliations with governmental institutions. As identified above, they can be related to existing public facilities, but they can also function free of government intervention. Depending on the identified needs and desires of the community for the community center, this could be a public facility, a non-profit facility, or even a privately owned facility. A government owned facility would likely need additional government employees and thus incur increased costs for the community. A non-profit facility would perhaps require volunteers and donations to operate. A private facility would likely implement some sort of costs to use the space. It could also be a combination of any of these. No matter what the ownership structure, the project would require a spirit of cooperation with vision, a sense of localism, and a goal of creating mutual community benefits.

Financing and Implementation

Once a more clear concept of the Community Center facility purpose is obtained from the community, it will be easier to identify how it will be financed or implemented and what locations can be considered. The community center could be a new building that is financed through a local impact fee, or it could be a vacant building or warehouse that is renovated and reclaimed by the community. There are varying levels of community involvement in either of these approaches, and the community's willingness to take-on the appropriate level of involvement should be verified.

Preliminary Concepts

In preliminary discussions with community members and city staff, some potential community center opportunities have been identified that could be further explored and/or considered by the community: None of these concepts have been evaluated in detail or considered beyond that of a working idea. The following concepts merely provide a cornerstone for further consideration or additional brainstorming that can occur in a more formal community involvement setting.

- Consider use of the vacant Cider Plant building, Olde School Community Center or seek underutilized properties or structures that exist in the City.
- Consider modeling the facility to take on the look of Fruitland's former fruit packing sheds.
- Initiate an impact fee or local improvement district to construct a new government-owned facility.
- Consider proposing a bond or levy for approval by local voters to help finance the project.
- Identify or initiate public-private partnerships to share costs, seek property donations, identify community volunteers, or even organize and verify public motivation for a future community facility.

Envision Fruitland

Identify a Public Safety Building

The Fruitland City Hall currently houses the police department, fire department, and government administrative offices in a space that is approximately 10,000 square feet. The small size of the space and the required interaction of some activities results in inefficiencies in operations and can restrict emergency responsiveness.

A new Fruitland Public Safety Building would relocate the Police Department Command Center and Police Station, as well as ambulance and paramedic services into a dedicated safety facility. A new building for these activities would provide operational resiliency, enabling police and paramedic leadership to promptly and properly coordinate public safety services.

Due to the required design of the future public safety building to meet emergency service response procedures and requirements, it is likely that this building will need to be newly constructed. Constructing this facility as a model of efficiency and sustainability is important to Fruitland. Additional information on sustainable building and development is provided later in this section.

A location for the future facility has been identified that is directly behind the current City Hall. The City owns this property and the adjacent location to current City Hall operations would provide necessary coordination and operational efficiencies while also providing separate, dedicated facilities to house and conduct particular public safety needs.

As existing services would relocate from the current City Hall location, additional space would become available for expansion of administrative services or meeting/training space at City Hall. The new facility would also provide considerable new parking space for firefighters and the general public.

If this new facility is constructed, the ambulance quarters on the property adjacent to City Hall and their secondary quarters on Southwest 2nd Street would be removed.

Establish Medical District Design and Development Guidelines

Medical industry growth in Fruitland promises to bring new development to the area as well as new jobs and associated economic benefits. New developments proposed by Saint Alphonsus and Saint Luke's represent the first phase of this growth in the City. Additional land in this area will be available for future healthcare development. As this area grows, Medical District Design and Development Guidelines or a Medical District Master Plan that includes design guidelines should be created. A greater Medical District Plan would be intended to foster more consistent and coordinated development throughout the District including member institutional campuses and transitional development that serves the area.

Identify Boundaries and Land Uses

As the area grows, development within and around the core medical facilities that serve these facilities should be incorporated into a larger, coordinated Master Plan for the area. This could include designating or separating the medical land uses from nearby land uses such as commercial uses, residential and living quarter uses, or park areas. This plan would provide a more coordinated development vision with planned uses, roads, and open spaces requirements at a broad scale.

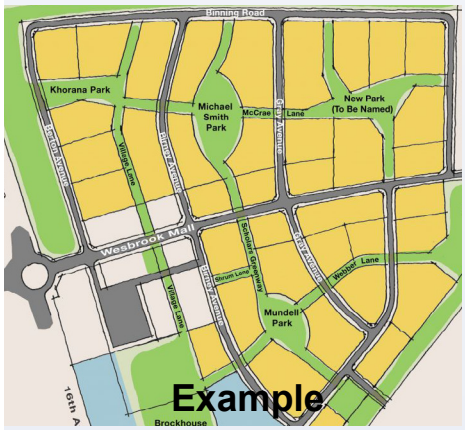
Development of a larger Medical District Master Plan would require direct coordination with medical providers to identify their medical development plans and incorporate those into a larger development area with specific boundaries and needs. The medical development proponent and adjacent land owners would also have to agree to and support the Master Plan guidelines and elements to foster a coordinated vision for the area.

Vehicle Access and Mobility

Once the District area is identified, planning should include identification of major (primary) north-south and east-west roadways that serve the development area. Secondary and tertiary roads as well as key intersection nodes should also be agreed upon to facilitate the identification of different land uses and the highest compatibility areas. Internal pedestrian connectivity, walkways and pathways should also be identified to encourage the wellness benefits fostered by the area.

Open Space

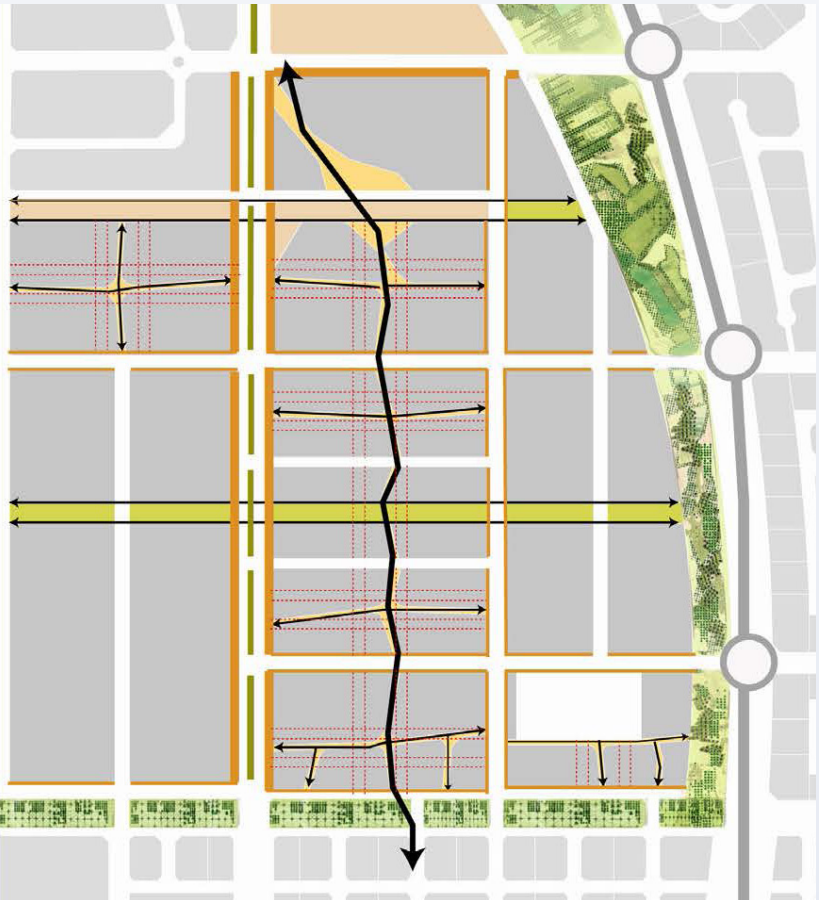
Identifying and dedicating parks and open space within the greater development area will help to further promote pedestrian wellness and recreational activity for residents and visitors. At minimum, connected and integrated open spaces and small park areas should accompany walkways to encourage visitor activity. If desired, smaller internal blocks within the development area could include central greenspace areas. Smaller park-type areas should be planned to connect to an adjacent larger park so walkways provide a means to a destination.



General Land Use & Development Principles

The Medical District Plan should be designed with an overall goal of creating actively used public spaces, integrating different uses and users within the district, and optimizing the orientation of public spaces and buildings for user benefit. In order to foster these goals, the following general land use strategies should be encouraged:

- Incorporate residential districts and commercial districts within the greater development area to encourage an integrated and cohesive development pattern.
- Combine land use, built form and open space principles to promote greater densities with increased value and accessibility.
- Locate hospitals, main institutions, and commercial districts along higher traffic areas to keep noise and disturbances away from other less compatible uses.
- Have residential or living area uses or districts form the core central area of the development.



- Identify primary internal travelways that encourage circulation and discourage excessive use of Northwest 16th Street or US 95.
- Identify a clear hierarchy of street types, ranging from higher speed travelways to narrow streetscapes for access to individual plots.
- When possible, prevent pedestrian and vehicular conflicts by limiting high-density hospital traffic to peripheral areas.
- Depending on the size of the area, identify a main boulevard-type road in the district that provides higher speed connectivity from one end of the development to the other.
- Provide pedestrian pathways within most blocks for connectivity and wellness benefits for the greater area.
- Create smaller, connected open spaces that assist in physically and visually connecting to a larger open space area for enhanced views and pedestrian feel.

Street Typologies and Design

As part of the greater development plan, a hierarchy of streets should be created that integrates higher-speed free-moving vehicular traffic and smaller walkable streets into the district. Medical District streets should suit the surrounding development they support. They should also be designed as complete streets that are equally favorable to vehicular, transit, bicycle and pedestrian movement. With senior facilities planned within or adjacent to the medical development, pedestrian facilities should include intermediate crosswalks and safety measures as well as reduced parking to ensure pedestrian safety.

Different street sections and typologies should be examined to create a well-planned, mobile environment for the District.

Building Typologies and Design

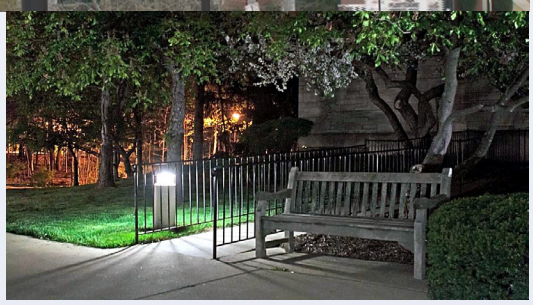
Architectural design of buildings and parking areas or structures should reinforce the District as a functionally and visually integrated complex of healthcare in an attractive urban campus environment. The major institutions should have distinct physical identities that create a linear built environment.

Depending on size, the District's overall physical environment should be coordinated and consistent from block to block, campus to campus and street to street. Physical building elements should be addressed by common District guidelines such as building massing (envelope, setbacks, access, site coverage and site placement), as well as architectural design (exterior building materials, facade treatment, parking areas, etc.). Landscaping of common areas is strongly encouraged, as well as along walkways and within street-level parking facilities. Architectural fencing should be used along appropriate barrier areas.

District Signage, Lighting, and Rest Areas

Helpful, constructive, and artistic signage should be promoted throughout the District. Signage should be posted at important gateways, and along streets, common areas, walkways and parking areas to promote wayfinding.

Lighting along streets, walkways and parking lots is strongly encouraged to improve pedestrian access. Street furniture including benches, receptacles, newspaper dispensers and transit shelters is also encouraged to accommodate open spaces and pedestrian users. Handicapped access should be provided to all buildings and parking areas.



Develop an Industrial Park Master Plan

In order to promote and encourage increased industrial development that generates more jobs, the City plans to identify a prime industrial development area and develop an Industrial Park Master Plan for that area.

The premise for a future Industrial Park Plan was based on previous recommendations from previous comprehensive planning efforts. This shows that this is a priority for Fruitland residents that has been repeated and emphasized over time.

Potential Locations

Currently, two locations have been identified that are considered prime for a future industrial development plan. These properties are privately owned and any future plans for the properties would have to be agreed to by the property owners. At the time of this Comprehensive Plan update, the two general areas of the proposed Master Plan include:

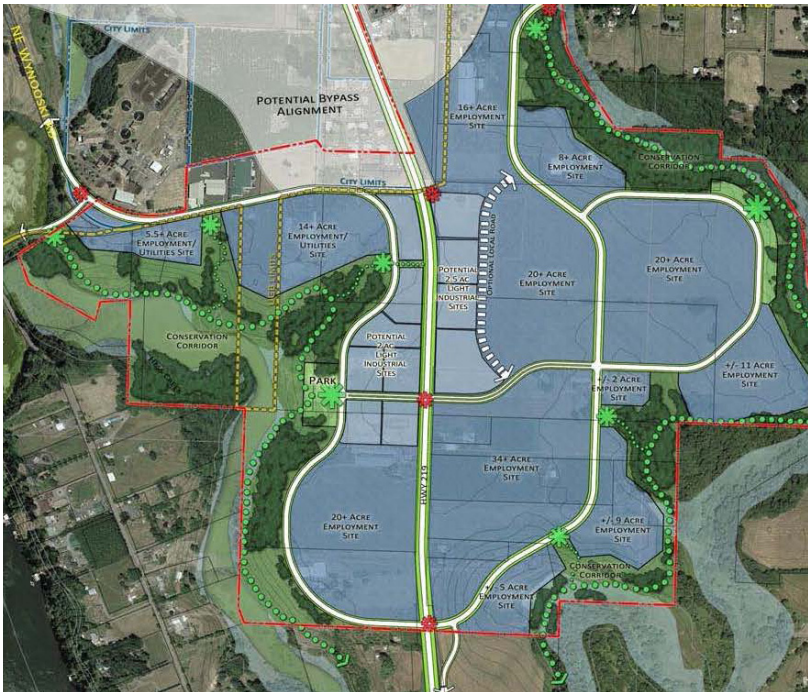
- North of the City center and east of US 95 between the Northwest 7th Street and Northwest 9th Street general area.
- South of the City center both east and west of US 95 between Southwest 8th Street and Northwest 1 1/2 Avenue.

The Purpose

An Industrial Area Master Plan would provide dedicated planning to accommodate the City's Industrial growth needs for providing jobs. It would highlight prime industrial development sites with adequate space, highway access and appropriate connectivity to the rest of the City. Moreover, the Plan would create "shovel ready" industrial sites that promote desirable industrial growth with basic design requirements. Once finished, the Plan would highlight an area that is attractive and ready for immediate development.

The Industrial Park Master Plan should:

- Evaluate long-range planning efforts and capital improvements within and around the study area.
- Identify necessary adjacent commercial uses to serve the development as it grows and flourishes.
- Identify and analyze development alternatives that consider site configuration, parcel size, and quality of life elements in a key industrial growth area.
- Provide flexibility in the Plan to respond to future employers needs.
- Identify an internal circulation plan, appropriate access, and transportation system connectivity.
- Provide a utility plan that provides a clear path for development.
- Consider trail, pathway or sidewalk connections for pedestrian use.
- Provide basic landscape and design standards to ensure that the industrial area is attractive for residents.
- Outline basic sustainable policy and infrastructure direction to promote efficient energy use and lower impact development.
- Provide an implementation strategy that could include logical phasing to ensure incremental growth.



Sustainable Building and Development

As Fruitland continues to grow and develop into the future, there will be an emerging need to pursue efficient development practices that conserve resources, reduce operation costs, improve accessibility, and enhance community sense of place. The following practices promote these long-term goals and should be used to encourage a sustainable future in Fruitland.

Sustainable or Green Building

Sustainable or green building is the practice of creating and using healthier and more resource-efficient models of construction, renovation, operation, maintenance and demolition. This type of development uses innovative technologies to create buildings that are designed to reduce the overall impact of buildings on human health and the natural environment by:

- Efficiently using energy, water, and other resources.
- Protecting occupant health and improving employee productivity.
- Reducing waste, pollution and environmental degradation.

Studies have found that sustainably designed buildings cost less to operate and have better energy performance, thus saving public tax dollars on operation costs. In addition, occupants tend to be more satisfied with the overall building than those in typical buildings. As a result, sustainable buildings tend to achieve significantly higher rents, sale prices and occupancy rates that can reflect lower investment risk for developers.

Some of the typical principles of sustainable building include:

- Building siting and efficient design (connectivity and transportation efficiency, protect natural habitat, reduce water runoff, heat island, and light pollution).
- Reduced energy use (energy efficiency, refrigerant reduction, and renewable energy).
- Water use reduction (landscape and building water systems)
- Use of sustainable materials (regional, recycled, re-used or renewable materials)
- Improve indoor air quality and comfort (use low-emitting materials, ventilation, daylight, system controls, and verify building comfort).

Sustainable building rating and development systems such as Leadership in Energy and Environmental Design (LEED) or Green Globes have been created to facilitate and encourage sustainable building by third party review. These systems rate a structures level of environmental performance and require fees for third party review and rating.

Smart Growth

Large-scale development at the neighborhood or regional level can consider smart growth practices that apply to general land use planning. Smart growth practices generally encourage:

- Concentrated growth in compact, walkable urban centers that avoid sprawl.
- Transit-oriented, walkable, and bicycle-friendly development that has mixed land uses.
- Improving access to quality education.
- Developing concentrated commercial nodes that efficiently use existing transportation systems.
- Stimulating economic activity and developing, preserving and investing in an areas resources.
- Achieving a unique sense of community and place by creating desirable areas to visit.

Section 5

Policy Options

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Comprehensive Plan

Section 5

Policy Options

Increase the Tax Base

Expanding the local tax base is essential for the City to be able to enhance community amenities, services, and infrastructure that embody the vision of this Comprehensive Plan. By increasing Fruitland's tax base, the cost of public operations is spread across more entities, and results in more money to provide government-funded community features that add to the community's quality of life.

Increasing the tax base does not have to mean increasing taxes. It can include expanding the number of tax-paying business entities, home owners, or renters. The more diversified the City's tax base is, the more opportunities and flexibility there is for changing tax policies. Thus, small start-up businesses can be just as important as large corporations. Likewise, renters and homeowners both provide needed tax incentives.

Interestingly, the more attractive Fruitland is to incoming businesses and residents, the greater potential there is for increasing the tax base. This provides strong justification for implementing many of the community-wide improvements identified in this Comprehensive Plan and also as part of local Capital Improvement Plans (CIP).

The CIP should be viewed as an important reference document for implementing key local construction and infrastructure-related projects that respond to growth in the community.

In order to expand Fruitland's tax base, the following actions are encouraged:

- Recruit new, larger employers to the community.
- Support employers that have values that align with the community's vision.
- Support well-paying jobs in the community.
- Attract new residents to the area.
- Market and advertise Fruitland to new residents. Target desired groups such as retirees, middle- and high-income families, and young professionals.
- Advertise the importance of supporting local business.
- Provide reminders (billboards, support local activities etc.) that show how local business provides community benefits and influences quality of life.
- Market industrial areas and provide shovel-ready industrial development and move-in ready industrial complexes.
- Make the process for moving to Fruitland inviting to new businesses.
- Nurture and support homegrown businesses to create new and diverse jobs.

Impact Fees and Improvement Districts

In order to actively finance capital improvements in Fruitland, there are a number of policy-related actions that can be used to distribute and transfer improvement costs. Additional details on these policy options are outlined below.

Impact Fees

An impact fee is a fee that is imposed by local government on a new or proposed development project to pay for all or a portion of the costs of providing public services (typically infrastructure-related) to the new development. These fees help fund and pay for the construction or needed expansion of off-site capital improvements. Impact fees are usually implemented to help reduce the economic burden on local jurisdictions that are trying to deal with population growth or large-scale development in a specific area.

Impact fees are generally more flexible than other fee structures and can be applied directly to any type of needed infrastructure, they can be applied both before and after construction (so fees can be transferred to future residents if necessary), and they can be applied to various forms of development (residential, commercial, etc.).

The Association of Idaho Cities identifies 6 key steps to establishing impact fees:

1. Form an impact fee advisory committee
2. Complete a Capital Improvement Plan
3. Calculate impact fees
4. Determine policies for collection, expenditure and refunds of development impact fees
5. Draft the impact fee ordinance
6. Adopt the development impact fee ordinance

The Association of Idaho Cities Guide for Developing Impact Fees is included in Appendix B.

Local Improvement Districts and Business Improvement Districts

A Local Improvement District (LID) is a way for a group of property owners to share the cost of various types of public improvements such as street or alley paving, installing sidewalks or water and sanitary sewer lines, street lighting or underground wiring. An LID can install improvements that would transfer maintenance requirements to the City.

A Business Improvement District (BID) is similar to an LID, but is more focused toward business-related improvements such as parking facilities, physical improvements to public space, retail trade activities or transportation services for business.

Property owners agree to form improvement districts when the benefits from the improvements outweigh the costs. Benefits include added value to your property and improvements to your neighborhood or business. Each property owner typically pays an amount proportional to the benefits received for the property.

Improvement districts must garner support from the majority of property owners who would be affected by implementing the district. Focus groups, surveys and significant coordination is often required to initiate them. The City will help disseminate information about a proposed improvement district. Both LIDs and BIDs require a public hearing and passage by the City Council of an ordinance confirming the amount of the fee to be applied to each property owner.

LIDs can be paid directly or via a long-term payment plan through a bond issued by the City. The Fruitland City Council would need to create an LID bond and interest fund if significant public interest was expressed in pursuing future LIDs.

BIDs are paid by levying special assessments against business and business properties in the BID, based on benefits from the improvement.

The Association of Idaho Cities Guide for Developing LIDs and BIDs is included in Appendix B.

Parks and Pathways Overlay Zone

As part of the preliminary visioning process for future park and pathway improvements, the idea of an overlay zone or district was raised. Overlay zoning is used to create a special zoning district that is placed over an existing base zone. The overlay zone or district would identify special provisions in an area in addition to those in the underlying base zone. The overlay district can share common boundaries with the base zone or can cut across multiple zones. Regulations or incentives are attached to the overlay district to protect a specific resource or guide development within a specific area.

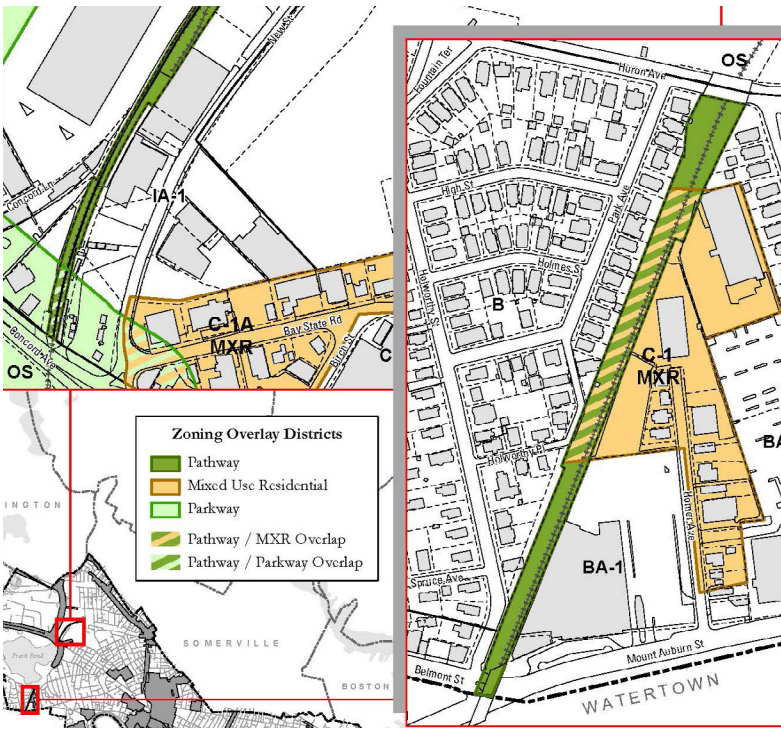
An overlay zone for parks and pathways could be used to encourage the successive development of connected park and pathway improvements. Additional requirements could be placed on development in the zone to consider required sidewalk connections, help share funding or dedicate land for parks, reserve corridors or specific properties for parks and pathways, and ensure development is compatible with planned parks and pathways.

During the creation of the Parks and Pathways Master Plan, the potential for a parks and pathways overlay zone should be explored. Conducting these activities in unison will help to ensure public understanding, allow plan coordination, and garner buy-in for a potential zoning change from involved entities.

The following steps are critical to creating an overlay district:

- *Define the purpose of the district*. The district should have a clearly defined purpose e.g. to preserve areas for the development of future parks and pathways throughout the City.
- *Identify the areas that make up the district*. Mapping district boundaries will depend on the resources and the geographic areas that relate to achieving the purpose of the district.
- *Develop specific rules that apply to the identified district*. In a parks and pathways district for example, provisions may restrict development in park areas or require development guidelines for pathway connections.

Overlay district compliance standards can be incorporated into the existing subdivision or site plan review process. Because smaller-scale development will often require only a building permit, it may be necessary to include provisions for a streamlined form of site plan review. Detailed compliance provisions would be addressed in a zoning ordinance modification.



Appendices

Envision Fruitland!

Comprehensive Plan

Appendix A

Physical Environment
Comprehensive Plan Update
City of Fruitland
Payette County, Idaho

Legend

- City Limits
- Impact Area
- Local Road
- Major Road
- Railroad
- Surface Water

Wetland Type

- Freshwater Emergent Wetland
- Freshwater Forested/Shrub Wetland
- Freshwater Pond
- Other
- Riverine

Flood Hazard Area

- Flood Zone A
- Flood Zone AE

City of Fruitland

N E S W

0 2,500 5,000
Feet

Map Production Date: 7/15/2013

Terrain Data: 2 m resolution LiDAR, FEMA, 2012;
Data Sources: City of Fruitland, USGS, US Census Bureau, Idaho Department of Parks and Recreation, Idaho State Tax Commission, INSIDE Idaho,FEMA, US Fish and WIldlife Service

Map Document: Q:\CityofFruitland\ComprehensivePlan\map_docs\CmpPlan_ledgland_rot_gi.mxd

Land Use Districts
Comprehensive Plan Update
City of Fruitland
Payette County, Idaho

Legend

- City Limits
- Impact Area

Land Use Districts

- Commercial
- Industrial
- Residential
- Schools, Parks or Public Lands
- Local Road
- Major Road
- Railroad
- Surface Water

City of Fruitland

N E S W

0 2,500 5,000
Feet

Map Production Date: 7/15/2013

Data Sources: City of Fruitland, USGS, US Census Bureau, Idaho Department of Parks and Recreation, Idaho State Tax Commission, INSIDE Idaho, Idaho Department of Water Resources

Map Document: Q:\CityofFruitland\ComprehensivePlan\map_docs\CmpPlan_ledgland_rot_gi.mxd

Future Land Use
Comprehensive Plan Update
City of Fruitland
Payette County, Idaho

Legend

- City Limits
- Impact Area
- Local Road
- Major Road
- Railroad
- Surface Water

Land Use Category

- Commercial - Downtown
- Commercial - General
- Commercial - Neighborhood
- Industrial - Heavy
- Industrial - Light
- Residential - Large Lot
- Residential - Multi Family
- Residential - Single Family
- Schools, Parks or Public Lands

City of Fruitland

N E S W

0 2,500 5,000
Feet

Map Production Date: 7/15/2013

Data Sources: City of Fruitland, USGS, US Census Bureau, Idaho Department of Parks and Recreation, Idaho State Tax Commission, INSIDE Idaho, Idaho Department of Water Resources

Map Document: Q:\City\of Fruitland\Comprehensive Plan\map_docs\CmpPlan_ledgland_rot_gi.mxd

Future Land Use Transitions
Comprehensive Plan Update
City of Fruitland
Payette County, Idaho

Legend

- City Limits
- Impact Area
- Local Road
- Major Road
- Railroad
- Surface Water

Recommended Land Use Transitions

- Transect Area
- Buffers

Land Use Categories

- Commercial
- Industrial
- Low Density Residential
- High Density Residential
- Schools, Parks or Public Lands

City of Fruitland

N E S W

0 2,500 5,000
Feet

Map Production Date: 7/18/2013

Data Sources: City of Fruitland, USGS, US Census Bureau, Idaho Department of Parks and Recreation, Idaho State Tax Commission, INSIDE Idaho, Idaho Department of Water Resources

Map Document: Q:\CityOfFruitland\ComprehensivePlan\map_docs\CmpPlan_ledgland_rot_LandUseTransitions.mxd

Existing Public Facilities
Comprehensive Plan Update
City of Fruitland
Payette County, Idaho

Legend

- School
- City Facility
- Park
- Public Building
- City Limits
- Impact Area
- Local Road
- Major Road
- Railroad
- Surface Water
- Rivers/Reservoirs/Ponds

Number	Name
1	City Hall, Police Department, Fire Department
2	New Waste Water Treatment Plant
3	New Water Treatment Plant
4	Old Snake River Waste Water Treatment Plant
5/6	City Shop
7	Crestview Sub Public Park
8	Fruitland Community Park
9	Mesa Park
10	Swire Park
11	School Rec Fields
12	Post Office
13	Fruitland Community Library
14	Fruitland High School
15	Fruitland Middle School
16	Fruitland Elementary School
17	Fruitland Alternative School
18	Palisades Tank/Pump Station

City of Fruitland

N E S W

0 2,500 5,000
Feet

Map Production Date: 7/18/2013

Data Sources: City of Fruitland, USGS, US Census Bureau, Idaho Department of Parks and Recreation, Idaho State Tax Commission, INSIDE Idaho, Idaho Department of Water Resources

Map Document: Q:\CityofFruitland\ComprehensivePlan\map_docs\CmpPlan_ledgland_rot_gi.mxd

Appendix B

CITY OF FRUITLAND COMPREHENSIVE PLAN UPDATE 2013
DRAFT STRATEGIES

POPULATION

Goal: *Monitor population growth so that public facilities and services can be provided without significantly increasing taxes.*

Objective: Plan for a population growth rate of 3 percent annually (consistent with long-term past trends).

Strategies:

- Monitor growth annually by reviewing building permit activity, U.S. Census Bureau information, and other relevant indicators of population change.
- Compare annual population changes to the need and demand for additional public utilities and services.
- Consider demographic trends when planning for additional public services and facilities.

Objective: Enhance the tax base to keep pace with population growth.

Strategies:

- When necessary, explore alternative revenue sources such as development impact fees or local improvement districts (LID).

ENVIRONMENT

Goal: *Preserve and enhance our city's natural resources.*

Objective: Encourage xeriscaping to reduce dependency on city water to maintain landscaped areas.

Strategies:

- Work with local nurseries on education and outreach
- Encourage new subdivisions and commercial development to xeriscape a percentage of landscaped areas.
- Investigate a cash rebate program or water bill credit from the water company for projects that install or convert more than 50 percent of their landscape areas to non-grass vegetation.

Objective: Consider bio-filtration options close to river and drainages while ensuring that water quality regulations are followed.

Strategies:

- Investigate use of man-made wetlands or vegetated swales along the river and drainages.

- Encourage agricultural users and businesses to explore bio-filtration options on-site.

Objective: Promote the protection of floodplains and environmentally-significant (protected) wetland areas, and limit the amount of development that occurs in these areas.

Strategies:

- Identify areas that provide wildlife habitat characteristics, including food, water, cover, breeding, nesting, resting, or wintering areas.
- Protect sensitive areas through land use designation and/or set-back requirements.

Goal: *Protect the community from present and future natural and manmade hazards.*

Objective: Educate the community regarding potential hazardous areas and activities.

Strategies:

- Investigate and evaluate the open ditch hazard and identify crossways/bridges on canals for increased safety and connectivity.
- Develop and plan zones and ordinances to accommodate hazardous areas.

Objective: Support and encourage cleanup of former brownfield sites

Strategies:

Work with property owners to identify contaminated sites that require cleanup.

LAND USE

Goal: *Ensure compatible land use.*

Objective: Maintain consistency between zoning and development.

Strategies:

- Review all development applications for compatibility with planned uses.
- Amend zoning map to ensure consistency with the future land use map when necessary.
- Amend zoning ordinance to provide appropriate and innovative design and development standards.
- Encourage and foster development of appropriately-zoned lands to accommodate commercial and industrial growth.

Objective: Ensure that new or expanded residential and commercial development can be serviced by reasonable expansion of present city facilities.

Strategies:

- Periodically review and update transportation and water/sewer master plan.
- Maintain and update a capital improvement plan that serves future growth needs.
- Identify priority growth areas and investigate plans to extend services to those areas.

- Designate land uses according to the city's ability to serve those uses.

Objective: Encourage balanced land use so that there are adequate non-residential uses that will provide the essential tax base the city needs to provide vital services to support existing and future residents.

Strategies:

- Review and amend land use and zoning maps to ensure balanced land uses, while managing compatibility challenges.

Objective: Apply mixed-use zoning designations which allow a combination of residential, commercial, and office land uses in locations where it will serve as a convenience to surrounding neighborhoods and a buffer from incompatible land uses or adjacent roadways.

Strategies:

- Designate areas that could benefit from development of parcels with two or more different land uses.
- Provide incentives to promote in-fill development with various land uses.
- Identify transect areas where non-residential buildings and activities should be scaled and placed to allow for the integration of residential areas.
- Consider benefits such as reduced vehicle travel, walkability, and work-live opportunities.

Objective: Establish standards related to the development of non-residential uses in order to ensure a positive visual perception of Fruitland along major thoroughfares, specifically Interstate 84, U.S. Highway 95, and U.S. Highway 30.

Strategies:

- Identify actions consistent with adopted development policy that would have minimal or no impact to businesses, while enhancing the quality of the built environment along thoroughfares.

Goal: *Promote land use decisions that enhance Fruitland's quality of life.*

Objective: Encourage development within the city impact area to foster contiguous and systematic growth of city limits.

Strategies:

- Amend impact area boundary and associated agreements when necessary.
- Coordinate with Payette County on planning and zoning issues.
- Use the planning commission to ensure timely implementation and review of land use issues.

Objective: Develop an annexation strategy that identifies and prioritizes areas for future city expansion based upon established criteria.

Strategies:

- Identify/establish criteria for annexation priorities such as annexation of isolated county land, areas with high development potential or areas that provide reasonable benefits to city residents.

Objective: Promote the use of greenways, transitional zones or buffers, natural features, or less intensive use transitions to buffer non-compatible land uses from one another.

Strategies:

- Identify areas that need transitional zones and facilitate transitions in development.
- Identify barrier features or transitions between land uses that consider noise, odor, or traffic issues and encourage their use during development review discussions.
- Use existing buffer areas as potential land use breaks and plan future greenways considering adjoining land uses.
- Consider dedicating green way/open land/buffer land in new developments that adjoin non-compatible land uses.

Objective: Establish planned industrial areas and encourage the creation of an industrial park in one of those areas.

Strategy:

- Identify specific areas for industrial uses and provide master plans for designated industrial areas.
- Identify areas for industrial in-fill development.
- Provide a variety of lot sizes and locations to suit a variety of industrial needs.
- Identify potential user types and their land area and freight needs.
- Amend land use and zoning map as needed.

HOUSING

Goal: *Enhance and maintain quality and desirable housing.*

Objective: Maintain consistent standards for all housing types.

Strategies:

- Monitor the amount and location of residential building permit activity.
- Review the comprehensive plan annually and update it as needed.
- Consider revising and updating city ordinances when appropriate.

Objective: Encourage development of a variety of housing types for different size and price objectives.

Strategies:

- Review permit activity annually to assess housing trends.
- Review the future land use map to ensure adequate land supply.

Objective: Encourage a variety of locations for new housing development.

Strategies:

- Consider a mix of housing types and densities in the area south of the new medical facilities near Allen Avenue.
- Consider residential areas near the future river-oriented recreational areas.
- Consider higher-density residential development around the downtown area to support its future development.

SPECIAL SITES AND COMMUNITY DESIGN

Goal: *Provide and expand cultural activities for City of Fruitland (library, teen center, senior center, fine and performing arts).*

Objective: Develop a multi-purpose community center.

Strategies:

- Explore opportunities to renovate/re-use existing facilities or identify potential new sites.
- Prepare conceptual plans and costs for identified facility locations.
- Partner with Payette County Recreation District (PCRD), school district, library, and private sources.
- Seek various grant programs from private, state and federal sources.

Goal: *Promote and encourage aesthetically-pleasing city corridors through design districts, overlays, landscaping, and others features.*

Objective: Establish a special Medical District (landscaping, signing, etc.) for the growing medical land uses adjacent to U.S. Highway 30 and along Allen Avenue.

Strategies:

- Create design guidelines for the district.
- Prepare a plan to enhance the district, including connections to trail and pathway system.

Objective: Plant or encourage planting of street trees in new residential and commercial areas and along U.S. Highway 95, U.S. Highway 30, Pennsylvania Avenue, and S.W. 3rd Street.

Strategies:

- Support a tree planting and landscaping ordinance with an annual tree planting goal.
- Focus tree planting efforts in specific areas (i.e., along pedestrian routes, downtown, along main thoroughfares etc.).

Objective: Create aesthetically pleasing and attractive areas throughout the city.

- Establish a wayfinding system to identify key Fruitland sites and facilities.

- Provide a volunteer clean-up program.

Objective: Enhance Gayway Junction with improved design, safety, and landscaping.

Strategies:

- Prepare plans and budget funding to create a special place that identifies Fruitland's character and history.

Goal: *Develop and maintain healthy and attractive commercial services.*

Objective: Preserve and enhance downtown Fruitland by encouraging mixed-use infill development.

Strategies:

- Explore assembling a downtown business association.
- Identify sites and funding strategies to offer additional parking spaces in the downtown.
- Encourage rehabilitation of historic buildings and well-designed new construction.

Objective: Establish infrastructure and an aesthetically pleasing commercial environment and community entrance at the Interstate 84 Exit 3 interchange.

Strategies:

- Establish a public private partnership to prepare a conceptual master plan of the Palisades Junction area that would support Fruitland's economic development.
- Plan and initiate infrastructure for future development near the interchange.
- Seek state and federal grants for infrastructure.

Objective: Promote public and private sector development or redevelopment, which uses energy efficient technology in building and site design.

Strategies:

- Adopt energy efficiency design guidelines.

PUBLIC FACILITIES AND SERVICES

Goal: *Provide adequate public facilities.*

Objectives: Increase facilities and equipment, and modify the fire protection jurisdiction as resources are needed to serve the area of city impact.

Strategies:

- Negotiate with county commissioners to expand public facilities appropriately.
- Develop new public safety building.
- Develop a plan to identify future fire protection needs and resources in conjunction with new public safety building.
- Create a fire safety public awareness program.

- Acquire a 100’ ladder truck to better serve growing fire protection needs.

Objective: Consider curbside recycling service to increase the rate of recycling and reduce the amount of material being placed in the landfill.

Strategies:

- Investigate the cost and savings generated by the program and the public perception of benefits for residents.
- Investigate service availability and conflicts with existing solid waste disposal franchise agreement.

Objective: Maintain High Insurance Service Organization (ISO) rating.

Strategies:

- Educate residents about relationship between ISO rating and insurance rates to support needed expenditures.

Goal: *Minimize the cost of infrastructure and services for city residents.*

Objective: Encourage and facilitate development in areas where existing infrastructure is under-utilized. Prioritize development of areas where there are vacant lots serviceable by existing utilities and services.

Strategies:

- Identify priority growth areas based on existing infrastructure capacity.

Objective: Use the future land use plan as a guide for installation of public facilities to avoid the need for premature installation of larger facilities.

Strategies:

- Coordinate facilities expansion with land use designations and trends in request for rezoning or changes in land use.

Objective: Investigate opportunities to install or retrofit energy efficient technologies in municipally-owned structures.

Strategies:

- Investigate investments and rate of return for projects that have been conducted by other municipalities around the state.
- Explore incentives and grants from the local power company, and other local, state, and federal agencies (i.e., Idaho Office of Energy, U.S. Department of Energy).

Objective: Explore programs that help citizens install or retrofit energy efficient technologies in their businesses or homes.

Strategies:

- Review energy retrofit programs from other municipalities around the state and incentives from local utility companies.

TRANSPORTATION

Goal: *Provide access to multiple means of transportation.*

Objective: Explore multiple uses of the railway.

Strategies:

- Contact railroad about shared usage.
- Prepare a feasibility study to analyze potential shared-use of the railroad.

Objective: Support the local bus service.

Strategies:

- Coordinate funding with local transit agency.

Objective: Develop and maintain safe bike and pedestrian paths that promote active living and community connectivity.

Strategies:

- Annually update bicycle/pedestrian portion of master transportation plan.
- Explore use of scenic routes such as ditch, river systems, and railroad corridor rights-of-way for bicycle and pedestrian paths.
- Apply for federal grant money to develop and maintain safe bike and pedestrian paths.
- Build bicycle and pedestrian system in conjunction with street improvements.
- Connect neighborhoods to other neighborhoods, parks, regional trail systems, and commercial sites through prioritized pedestrian and bicycle connections.
- Provide guidelines for new neighborhood development to connect the bike and pedestrian network to existing neighborhoods.
- Identify gaps in the bike and pedestrian network and prioritize those that connect to parks, trail systems and commercial sites.

Objective: Alleviate traffic congestion.

Strategies:

- Maintain future street rights-of-way.
- Provide adequate street widths.
- Provide proper and adequate traffic control devices where warranted.
- Encourage the state to monitor traffic problems at key Highway intersections.

Objective: Provide and maintain safe roadways.

Strategies:

- Repair all pot holes and impaired roadway sections as soon as possible.
- Improve street drainage on deficient street sections.
- Provide traffic control devices when warranted.

- Provide adequate street widths.
- Provide proper street lighting.
- Require collector roads in subdivisions that provide connectivity to the existing transportation system.
- Widen 1st Street bridge over the Farmer's Cooperative Irrigation ditch.

Goal: *Ensure on-going consistency between the comprehensive and transportation plans.*

Objective: Review updates to the comprehensive and transportation plans to determine if a change to one creates the need to change the other.

Strategies:

- Ensure regular review of both plans to check for consistency.

Goal: *Establish a hierarchy of interconnected streets.*

Objective: Plan for and implement continuity of collectors and arterials with emphasis on north-south and east-west circulation.

Strategies:

- Review subdivision plans to ensure grid continuity.
- Update city's street map and secure rights-of-way classified as "prescriptive."
- Refer to transportation plan for enhancements.

Objective: Focus on efficiency of travel movements on arterials.

Strategies:

- Design land uses to take access off local streets.
- Consider land uses that do not conflict with road performance.
- Adopt and enforce access management guidelines recommended by the US 95 Access Management Plan.

Objective: Design the street system and adjacent land uses to avoid impacting residential streets.

Strategies:

- Locate high-traffic-generating land uses in areas where they can be reached without traveling through residential areas.

SCHOOLS

Goal: *Provide city residents of all ages the opportunity to access high-quality education.*

Objective: Encourage the addition of new school facilities in response to future residential development.

Strategy:

- Coordinate with the school district to identify future school sites and incorporate those sites into the comprehensive plan land use map.

Objective: Coordinate with the school district on areas impacting both jurisdictions such as land use and transportation issues.

Strategies:

- Schedule meetings with Mayor and Board Chairman and their appropriate management staff as needed.

Objective: Encourage the joint use of school facilities such as auditoriums, gymnasiums, and outdoor recreational facilities.

Strategies:

- Coordinate with the school district, the recreation district and private entities to use existing facilities.

Objective: Encourage and support vocational, higher, and continuing education opportunities from schools such as College of Western Idaho (CWI) and Treasure Valley Community College (TVCC) for city residents.

Strategies:

- Ensure that adequate facilities are available for continuing education classes.

RECREATION

Goal: *Enhance and promote our recreation opportunities.*

Objective: Form a recreation opportunities committee.

Strategies:

- Appoint a recreation committee to explore park needs, identify future park and trail locations, assist in land acquisition, and design decisions.

Objective: Develop access and trail pathways along linear features such as the Snake and Payette rivers, and the railroad corridor.

Strategies:

- Identify trail locations and land acquisition opportunities.
- Seek support from area health providers for trails and open space.
- Interconnect key destinations such as parks, schools, community areas, and neighborhoods.
- Identify a parks and pathways overlay zone in the city where specific opportunities for future pathways and parks exists.

Objective: Enhance facilities and amenities at existing park locations.

Strategies:

- Identify existing park needs and budget for improvements.
- Support trail and pathway projects as opportunities arise.
- Seek potential partners for existing park upgrades.
- Upgrade Crestview Park with picnic areas, playground, trails, and parking

Objective: Identify new park locations.

Strategies:

- Investigate donation of land for future park locations.
- Locate and develop a neighborhood park in the Washoe Road area.
- Initiate Master Plan for Snake River Park at former lagoon site
- Develop a funding action plan to acquire and construct a neighborhood park.
- Consider development requirements as part of the city's code update to ensure that ongoing needs for neighborhood parks and open spaces, as well as pathways and trails are part of mitigation for private development projects.

Objective: Initiate planning and development for converting the 12-acre treatment lagoon area into a park with a connecting trail system.

Strategies:

- Prepare design plans for community park improvements and estimate potential costs.
- Seek various grant programs from state and federal sources.
- Establish an annual budget set aside to support park acquisition, development, and maintenance.

Objective: Support recreation and cultural programs in conjunction with Payette County Recreation District (PCRD) and Fruitland School District.

Strategies:

- Coordinate activities with other communities and seek public, private, non-profit partnership initiatives.

ECONOMIC DEVELOPMENT

Goal: *Promote a wide range of employment opportunities in the community to provide for a range of economic choices for the city's residents and to increase the city's tax base.*

Objective: Continue diversification of the local economy.

Strategy:

- Continue to encourage the expansion of the health service industry.
- Strengthen the city's agricultural heritage by establishing a farmer's market.
- Develop a citywide comprehensive economic development and marketing plan.

- Partner with businesses and groups to provide a range of activities and events in the downtown Fruitland area.

Objective: Attract new businesses to the city and encourage expansion of existing businesses to provide additional jobs for local residents and to enhance the city's tax base.

Strategy:

- Investigate providing economic incentives to expand existing employment and to attract new employers to the city.
- Promote construction of buildings to accommodate future economic expansion.
- Improve printed and electronic communication materials promoting Fruitland.
- Develop and maintain a tax base that adequately supports future levels of economic activity.

Objective: Promote the development of additional commercial activities.

Strategy:

- Review the land use map and transportation plan to ensure that adequate sites with sufficient access are available for future commercial sites.

Objective: Establish a business campus or business park.

Strategy:

- Identify specific areas for business uses and provide master plans for the designated business campuses and parks.

Objective: Encourage the development of small business and entrepreneurial activities.

Strategy:

- Support professional and technical education opportunities offered by higher education providers.
- Work with economic development agencies to identify new markets for existing and start up businesses.
- Promote and support the development and expansion of existing businesses such as the medical area and industrial parks.

Objective: Designate an adequate supply of industrial land to support local jobs.

Strategies:

- Analyze past trend and forecasted job growth by sector to determine adequate supply.
- Prepare a feasibility study and master development plan regarding an industrial park development.
- Identify a truck route.

Figure 8: City of Fruitland Planned Improvements Map

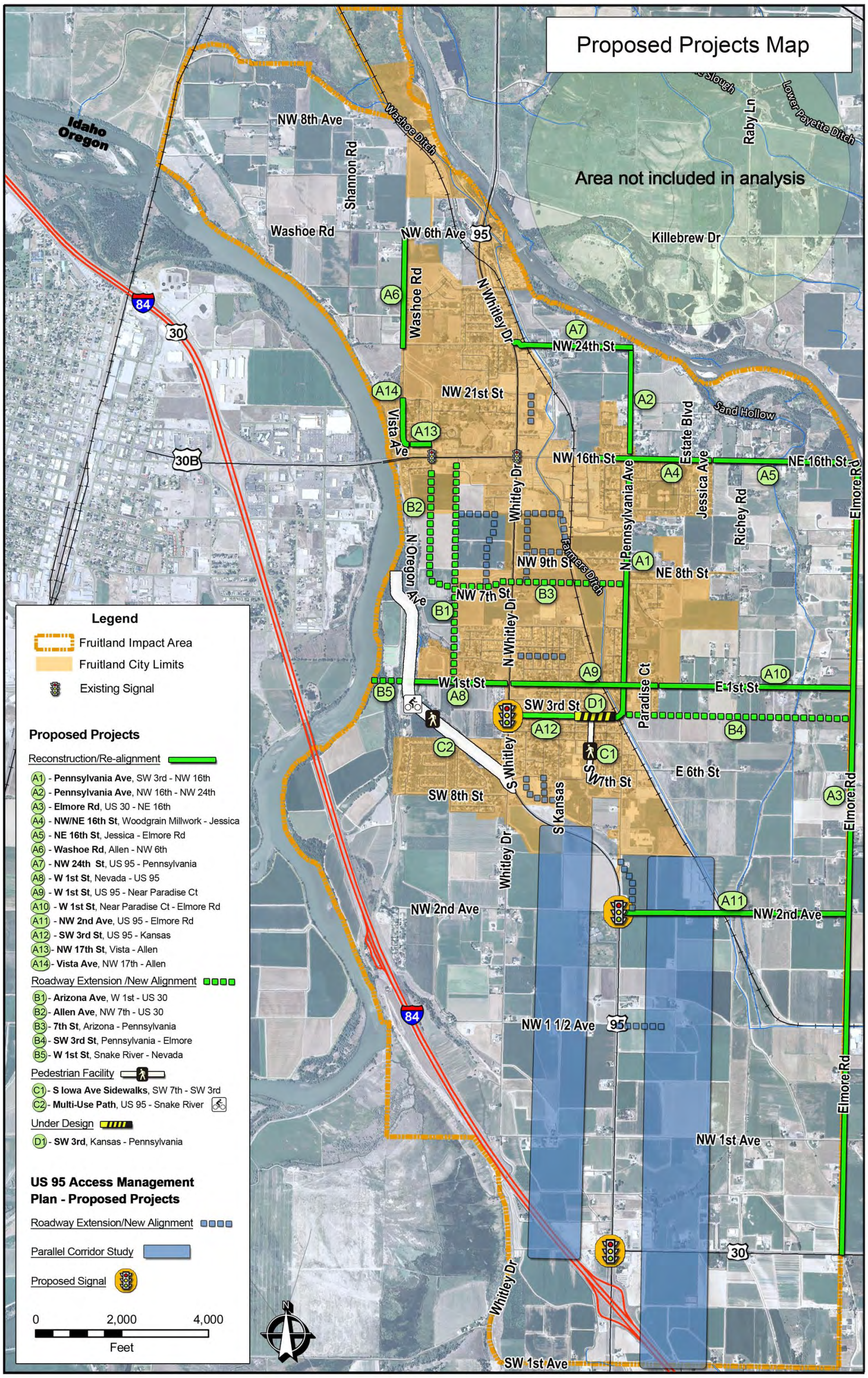


Table 5. MTP Project List

City of Fruitland Master Transportation Plan Project List						Project Rank *
ID	**Project Name**	**Extents**	**Description**	**Notes/ Considerations**	**Location**	
Reconstruction / Re-Alignment Projects						
A1	**Pennsylvania Ave**	SW 3rd St to NW 16th St	1. Reconstruct/ realign to correct centerline and widen road; to include 2-way left turn lane (where necessary), bike lanes, curb/gutter/sidewalk 2. RxR crossing Improvements 3. Box Culvert crossing of canal at southern end 4. Possible water/sewer utility upgrades 5. Full stormwater drainage system required 6. Improve/widen intersection at NW 16th to include dedicated turn lanes. 7. Re-align intersection of SW 3rd St to accommodate future extension of SW 3rd St to the east of downtown. 8. Overhead illumination		Inside City limits	**High**
A2	**Pennsylvania Ave**	NW 16th St to NW 24th St	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, a 2-way left turn lane, bike lanes, curb/gutter/sidewalk 2. Revise geometry of the curve in the road at the north end 3. Possible water/sewer utility extensions 4. Full stormwater drainage system required		Outside City limits	**Low**
A3	**Elmore Rd**	US-30 to NE 16th St	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, curb/gutter/sidewalk; 2. Revise geometry of the curve in the road at the north end; some locations may require additional widening to accommodate left turn lanes or 2-way left turn lane. 3. Possible water/sewer utility extensions 4. Full stormwater drainage system required	Main thoroughfare that connects US-30 (to New Plymouth) to NW 16th at Gateway Junction. Possible joint participation with Payette County (multi-jurisdiction project with Highway District No. 1)	Outside City limits	**Medium**
A4	**NW / NE 16th St**	Near Woodgrain Millwork to Near Jessica Ave	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, a 2-way left turn lane, bike lanes, curb/gutter/sidewalk 2. Revise geometry of the curve in the road at the east end 3. Possible water/sewer utility extensions 4. Full stormwater drainage system required	Would provide connectivity to Pennsylvania Ave improvements. Would complete the unfinished parts of previous NW 16th St improvements in the City of Fruitland.	Inside City limits	**High**
A5	**NE 16th St**	Near Jessica Ave to Elmore Rd	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, a 2-way left turn lane, bike lanes, curb/gutter/sidewalk 2. Revise geometry of the curve in the road at the east end 3. Possible water/sewer utility extensions 4. Full stormwater drainage system required	Would connect all NW 16th St improvements from Jessica Ave to Elmore Rd.	Outside City limits	**Low**
A6	**Washoe Rd**	Allen to NW 6th Ave	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, bike lanes, curb/gutter/sidewalk; some locations may require additional widening to accommodate left turn lanes or 2-way left turn lane. 2. Revise geometry of intersection at NW 6th Ave 3. Possible water/sewer utility extensions 4. Full stormwater drainage system required	Would be an extension of Allen Ave project that was recently constructed. Possible joint participation with Payette County (multi-jurisdiction project with Highway District No. 1)	Inside City limits	**Medium**
A7	**NW 24th St**	US-95 to Pennsylvania Ave	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, bike lanes, curb/gutter/sidewalk; some locations may require additional widening to accommodate left turn lanes. 2. Revise geometry of intersection at US-95 (improve RxR crossing) 3. Possible water/sewer utility extensions 4. Full stormwater drainage system required		Outside City limits	**Low**
A8	**W 1st St**	Nevada to US-95	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, bike lanes, curb/gutter/sidewalk; some locations may require additional widening to accommodate left turn lanes. 2. Possible water/sewer utility extensions 3. Full stormwater drainage system required		Inside City limits	**High**
A9	**W 1st St**	US-95 to near Paradise Ct	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, bike lanes, curb/gutter/sidewalk; some locations may require additional widening to accommodate left turn lanes. 2. Possible water/sewer utility extensions 3. Full stormwater drainage system required		Inside City limits	**High**
A10	**W 1st St**	Near Paradise Ct to Elmore Rd	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, bike lanes, curb/gutter/sidewalk; some locations may require additional widening to accommodate left turn lanes. 2. Possible water/sewer utility extensions 3. Full stormwater drainage system required	Project would require coordination with Payette County to identify improvement	Outside City limits	**Low**
A11	**NW 2nd Ave**	US-95 to Elmore Rd	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, curb/gutter/sidewalk; 2. Additional widening at the intersection with US-95 to accommodate left turn lane. 3. Possible water/sewer utility extensions 4. Full stormwater drainage system required	Future signalization of intersection at US-95 would require coordination with Idaho Transportation Department (ITD)	Outside City limits	**Low**
A12	**SW 3rd St**	US-95 to Kansas	1. Reconstruct/realign to correct centerline and widen road to include one travel lane in each direction, bike lanes, curb/gutter/sidewalk; some locations may require additional widening to accommodate left turn lanes or 2-way left turn lane. 2. Possible water/sewer utility extensions 3. Full stormwater drainage system required 4. Construct street-scape improvements similar to previous SW 3rd St improvements project (trees, illumination). 5. Revise geometry of intersection at US-95.	Future signalization of intersection at US-95 would require coordination with Idaho Transportation Department (ITD)	Inside City limits	**High**
A13	**NW 17th**	Vista to Allen	1. Rehabilitate existing pavement structure. 2. Add stormwater drainage system and connect to Allen Ave drainage system. 3. Construct curb/gutter/sidewalk on both sides		Inside City limits	**Low**
A14	**Vista Ave**	NW 17th St to Allen	1. Reconstruct/realign to correct centerline and rehabilitate existing pavement. 2. Possible water/sewer utility extensions 3. Add stormwater drainage system and connect to Allen Ave drainage system.		Inside City limits	**Low**

Scoring: Low= marginal benefit, **Medium** = medium benefit, **High =** excellent benefit

Project scoring is based on a combination of aligning with the Master Transportation Plan vision, community values, and overall project need

Table 5. MTP Project List Continued

City of Fruitland Master Transportation Plan Project List						Project Rank *
ID	Project Name	Extents	Description	Notes/ Considerations	Location	
Roadway Extension / New Alignment Projects						
B1	**Arizona Ave**	W 1st St to US-30	1. New alignment between W 1st St and NW 7th St 2. Proposed roadway to include one travel lane in each direction, 2-way left turn lanes or left turn lanes (where necessary), bike lanes, curb/gutter/sidewalk. Possible consideration for on-street parking. 3. Institute measures to manage access to adjacent property (shared driveways, common approaches, etc.) 4. Sewer and Water extensions 5. Overhead illumination	B1 and B2 will provide alternative route to US-95 through City of Fruitland. Would require right-of-way acquisition.	Majority Inside City limits	**High**
B2	**Allen Ave**	NW 7th St to US-30	1. Extend existing section of roadway at US-30 south to NW 7th. Alignment to include s-curve over to Arizona Ave. 2. Proposed roadway to include one travel lane in each direction, 2-way left turn lanes or left turn lanes (where necessary), bike lanes, curb/gutter/sidewalk. Possible consideration for on-street parking. 3. Institute measures to manage access to adjacent property (shared driveways, common approaches, etc.) 4. Sewer and Water extensions 5. Overhead illumination	B1 and B2 will provide alternative route to US-95 through City of Fruitland. Would require right-of-way acquisition.	Majority Inside City limits	**High**
B3	**7th St**	Arizona to Pennsylvania	1. New alignment through undeveloped area 2. Construct one lane in each direction, bike lanes with curb/gutter/sidewalk 3. Add stormwater drainage system	Would require right-of-way acquisition.	Inside City limits	**Medium**
B4	**SW 3rd St**	Pennsylvania to Elmore	1. New alignment through undeveloped area 2. Construct one lane in each direction with curb/gutter/sidewalk 3. Add stormwater drainage system	Would require right-of-way acquisition.	Outside City limits	**Low**
B5	**W 1st St**	Snake River to Nevada	1. New alignment through undeveloped area 2. Construct one lane in each direction, bike lanes with curb/gutter/sidewalk 3. Add stormwater drainage system	Would serve the future bridge crossing proposed by Oregon Department of Transportation (ODOT) across Snake River.	Outside City limits	**Low**
Pedestrian Facility						
C1	**S Iowa Ave Sidewalks**	SW 7th St to SW 3rd St	1. Construct 5' wide sidewalk with curb/gutter 2. Full stormwater drainage system improvements	Provides safe pedestrian travel to school located on S. Iowa Ave.	Inside City limits	**High**
C2	**Multi-Use Path**	US-95 to Snake River	1. Construct a 10' wide multi-use path for recreational access to Snake River from downtown Fruitland	Would require right-of-way acquisition. Multi-use path alignment study may be required.	Partially Inside City Limits	**Medium**

Scoring: Low= marginal benefit, **Medium** = medium benefit, **High =** excellent benefit

Project scoring is based on a combination of aligning with the Master Transportation Plan vision, community values, and overall project need

Development Impact Fees

Introduction

Development impact fees are used to fund capital improvements that ensure adequate public facilities are available to serve new growth and development. **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 capital improvements needed to serve new development (Idaho Code 67-8203). Development impact fees can be assessed to pay for the following types of public facilities:

- Water treatment, supply, storage and distribution facilities;
- Wastewater collection, treatment and disposal facilities;
- Roads, streets and bridges, including: rights-of-way, traffic signals, landscaping and any local components of state or federal highways;
- Stormwater collection, retention, detention, treatment and disposal facilities, flood control facilities, and bank and shore protection and enhancement improvements;
- Parks, open space and recreation areas, and related capital improvements; and
- Public safety facilities, including law enforcement, fire, emergency medical and rescue and street lighting.

The use of development impact fees has grown considerably in recent years throughout the nation, primarily due to three factors: the proliferation of state statutory and constitutional restrictions on local government powers of taxation and indebtedness; rising capital expenses as local governments struggle to keep up with the infrastructure demands of new development; and resistance to increased property taxes to pay for capital improvements. Impact fees are viewed as a fair and equitable way for growth to pay for capital improvements necessary to serve new development.

The first legislation approving impact fees for Idaho local governments was passed by the Legislature in 1992. The act allowed impact fees to be imposed by "any unit of local government within a county of greater than two-hundred thousand (200,000) population." This restriction, in effect, limited impact fees to a "trial run" in Ada County. The population requirement was eliminated in 1996; now, any county, city or countywide highway district may impose impact fees on new development.

Impact fee revenue may not be used to pay for capital facilities that will primarily benefit existing development. Impact fee collections must correlate to the estimated costs of construction of capital improvements to serve new development. Courts have used the three-part "rational nexus" test to examine the validity of local government impact fee ordinances.

The Rational Nexus Test:

1. There must be a reasonable connection between the need for additional facilities and the growth resulting from new development.

2. The impact fees must not exceed a proportionate share of the cost for facilities to serve new development.

3. There must be a reasonable connection between expenditure of the fees and benefits received by the new development.

The 6 Steps to Establishing Development Impact Fees

1. Form a Development Impact Fee Advisory Committee

The first step for jurisdictions seeking to implement development impact fees is the creation of a Development Impact Fee Advisory Committee, which must be composed of at least five members, with at least two members active in the business of development, building or real estate (an existing planning and zoning commission may be used as the advisory committee, if the commission includes at least two members representing developers, builders, or realtors). The purposes of the committee are:

1. To assist the city in formulating land use assumptions;

2. To review, monitor and evaluate implementation of the capital improvements plan;

3. To file periodic reports (at least annually) concerning the capital improvements plan, and report to the city any perceived inequities in implementing the plan or imposing development impact fees; and

4. To advise the city of the need to update or revise land use assumptions, the capital improvements plan and/or impact fees.

2. Complete a Capital Improvement Plan

Local governments seeking to implement development impact fees must have a capital improvements plan, adopted by the city in compliance with the public notice and hearing procedures set forth in Idaho Code 67-8206.

a. Understand the Definitions for Capital Improvement Planning

Idaho Code 67-8203 has specific definitions for the following terms:

Capital Improvements Plan means a plan adopted pursuant to Chapter 82, Title 67, Idaho Code that identifies capital improvements for which development impact fees may be used as a funding source.

Capital Improvements means improvements with a useful life of ten (10) years or more, by new construction or other action, which increase the service capacity of a public facility.

Development means 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 or the subdivision of property that would permit any change in the use, character or appearance of the land. Development does not include facilities constructed by taxing districts unless the adopted impact fee ordinance expressly includes taxing districts as being subject to development impact fees.

Public Facilities means:

Water supply production, treatment, storage and distribution facilities;

Wastewater collection, treatment and disposal facilities;

Roads, streets and bridges, including rights-of-way, traffic signals, landscaping and any local components of state or federal highways.

Storm water collection, retention, detention, treatment and disposal facilities, flood control facilities, and bank and shore protection and enhancement improvements;

Parks, open space and recreation areas, and related capital improvements; and

Public safety facilities, including law enforcement, fire, emergency medical and rescue and street lighting facilities.

Service Area means any defined geographic area identified by a governmental entity or by intergovernmental agreement in which specific public facilities provide service to development within the area defined, on the basis of sound planning or engineering principles or both.

Service Unit means 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.

System Improvements mean capital improvements to public facilities which are designed to provide service to a service area including, without limitation, the type of improvements described in section 50-1703, Idaho Code.

System Improvement costs means costs incurred for construction or reconstruction of system improvements, including design, acquisition, engineering and other costs attributable thereto, and also including, without limitation, the type of costs described in section 50-1702(h), Idaho Code, to provide additional public facilities needed to serve new growth and development. For clarification, system improvement costs **do not include:**

Construction, acquisition or expansion of public facilities other than capital improvements identified in the capital improvements plan;

Repair, operation or maintenance of existing or new capital improvements;

Upgrading, updating, expanding or replacing existing capital improvements to serve existing development in order to meet stricter safety, efficiency, environmental or regulatory standards;

Upgrading, updating, expanding or replacing existing capital improvements to provide better service to existing development; Administrative and operating costs of the governmental entity unless such costs are attributable to development of the capital improvement plan, as provided in section 67-8208, Idaho Code; or

Principal payments and interest or other finance charges on bonds or other indebtedness except financial obligations issued by or on behalf of the governmental entity to finance capital improvements identified in the capital improvements plan.

b. Finance the Development of a Capital Improvement Plan

Under Idaho Code 67-8208, cities are authorized to levy property taxes or impose a surcharge on impact fees sufficient to pay for the costs of preparing the capital improvement plan (specifically, those expenses attributed to determining the development impact fees).

- Cities may pass a one-time property tax levy of up to .02 percent of taxable market value.

- Cities may impose a surcharge on the collection of impact fees, which does not exceed the development's proportionate share of the cost of preparing the plan.

c. Develop the Capital Improvement Plan

Statute requires that the capital improvement plan must be included as an element of the comprehensive plan, prepared and adopted according to the requirements set forth in the Local Land Use Planning Act, Idaho Code 67-6509. The plan must be prepared by "qualified professionals in fields relating to finance, engineering, planning and transportation," and these professionals are required to consult with the Development Impact Fee Advisory Committee on development of the plan.

Idaho law also defines the necessary content for capital improvement plans (see below).

67-8208. Requirements of Capital Improvements Plan (excerpt).

1. A general description of all existing public facilities and their existing deficiencies within the service area or areas of the city and a reasonable estimate of all costs and a plan to develop the funding resources related to curing the existing deficiencies including, but not limited to, the upgrading, updating, improving, expanding or replacing of such facilities to meet existing needs and usage.

2. A commitment by the governmental entity to use other available sources of revenue to cure existing system deficiencies where practical.

3. An analysis of the total capacity, the level of current usage, and commitments for usage of capacity of existing capital improvements, which shall be prepared by a qualified professional planner or by a qualified engineer licensed to perform engineering services in this state.

4. A description of the land use assumptions by the city.

5. 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, including residential, commercial, agricultural and industrial.

6. 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.

7. The total number of service units 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.

8. The projected demand for system improvements required by new service units projected over a reasonable period of time not to exceed 20 years.

9. Identification of all sources and levels of funding available to the city for the financing of system improvements.

10. If the proposed system improvements include the improvement of public facilities under the jurisdiction of the state of Idaho or another governmental entity, then an agreement between governmental entities shall specify the reasonable share of funding by each unit, provided the governmental entity authorized to impose development impact fees shall not assume more than its reasonable share of funding joint improvements, nor shall the agreement permit expenditure of development impact fees by a governmental entity which is not authorized to impose development impact fees unless such expenditure is pursuant to a developer agreement under section 67-8214, Idaho Code.

10. A schedule setting forth estimated dates for commencing and completing construction of all improvements identified in the capital improvements plan.

d. Provide Public Notice and Conduct a Public Hearing

Cities are required to give notice of a public hearing concerning adoption of the capital improvement plan. The notice must contain the following elements:

Contents of the Notice of Public Hearing on Development Impact Fees

1. The date, time, place and purpose of the hearing.
2. That the city will make available to the public, upon request, a) proposed land-use assumptions, and b) a copy of the proposed capital improvements plan or amendments thereto.
3. The notice must include a statement that "any member of the public affected by the capital improvements plan or amendments shall have the right to appear at the public hearing and present evidence regarding the proposed capital improvement plan or amendments."

A legal notice must be published in the official city newspaper not less than 15 nor more than 30 days before the scheduled date of the hearing. The city must also mail notice (at least 15 days prior to the public hearing) to any person who has requested (in writing) notification of the public hearing. If the council makes a material change in the capital improvements plan or amendment, further notice and hearing may be provided, if required by the public interest. Future updates to the capital improvement plan, and adoption and amendments to the development impact fee ordinance must be preceded by the notice and hearing procedures described above. The a hearing on a capital improvement plan may be held concurrently with the hearing on the impact fee ordinance.

e. Adopt and Update the Capital Improvement Plan

Following the public hearing, the city council may adopt the capital improvement plan. Idaho Code 67-8208 requires that the city must adopt an annual capital budget, and the capital improvement plan must be updated each time the impact fee ordinance is adopted or amended at a minimum once every five years (updates to the plan must comply with the notice and hearing procedures set forth in Idaho Code 67-8206).

3. Calculate Development Impact Fees

The calculation of impact fees must be based on the "proportionate share of the costs incurred or to be incurred by the governmental entity in the provision of system improvements to serve new development." The proportionate share is "the cost attributable to the new development after the [city] considers the following:

1. Any appropriate credit, offset or contribution of money, dedication of land, or construction of system improvements;

2. 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;

3. That portion of general tax and other revenues allocated by the jurisdiction to system improvements; and

4. All other available sources of funding such system improvements" (Idaho Code 67-8207).

Development impact fees "may not exceed the amount determined by dividing the costs of the capital improvements…by the total number of projected service units" (e.g. households).

Developers may request the ability to provide a written individual assessment of the proportionate share of impact fees, submitting studies, data and other relevant information to be considered by the local government. The decision issued by the local government must include an explanation of the calculation of the fee, including proportionate share, and specify the system improvements for which the fee will be used.

The calculation of impact fees must include credits for the present value of construction of system improvements by the developer, contributions or dedications of land or money by the developer, and all tax and user fee revenue generated by the developer within the particular service area. If the amount of the credit exceeds the proportionate share for the particular project, the developer is entitled to the choice of a credit that may be applied to future impact fees in the particular service area or reimbursement by the city.

4. Determine Policies for Collection, Expenditure and Refunds of Development Impact Fees

The city may provide reasonable conditions for collection of impact fees, including:

1. Reasonable interest and penalties for nonpayment or late payment.

2. Withholding of building permit or other governmental approval until the fee is paid.

3. Withholding of utility services until the fee is paid.

4. Imposing liens for failure to pay the fee.

If a city discovers an error in its impact fee formula that results in over-assessment, the city must adjust their fee on a case by case basis to collect no more than a proportionate share, or discontinue the collection of impact fees until the error is corrected by ordinance.

Impact fees must be expended within eight years of the date of collection, on a first-in, first-out basis (fees collected for wastewater and drainage facilities must be expended within 20 years). A city may hold fees longer than eight years, if it identifies (in writing): a reasonable case why the fees should be held longer than eight years, and an anticipated date by which the fees will be expended (not to exceed 11 years from the date of collection).

Refunds are required to be provided to property owners if:

1. The service is available, but never provided.

2. The city has failed to spend the funds (see preceding paragraph).

3. A building permit or permit for installation of a manufactured home was denied or abandoned.

4. The feepayer pays 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 governmental entity was entitled to receive.

Refunds must be received by the owner of record within 90 days of the date the city determines a refund is due. The refund must include interest at one-half the rate provided for in Idaho Code 28-22-104, from the date the fee was originally paid.

5. Draft the Impact Fee Ordinance

Idaho law sets forth requirements for the content of the impact fee ordinance.

67-8204: Minimum Standards and Requirements for Development Impact Fee Ordinances.

Governmental entities which comply with the requirements of this chapter may impose by ordinance development impact fees as a condition of development approval on all developments.

(1) A development impact fee shall not exceed a proportionate share of the cost of system improvements determined in accordance with section 67-8207, Idaho Code. Development impact fees shall be based on actual system improvement costs or reasonable estimates of such costs.

(2) A development impact fee shall be calculated on the basis of levels of service for public facilities adopted in the development impact fee ordinance of the governmental entity 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 a development impact fee is imposed must be attributable to the capacity demands generated by the new development.

(3) A development impact fee ordinance shall specify the point in the development process at which the development impact fee shall be collected. The development impact fee may be collected no earlier than the commencement of construction of the development, or the issuance of a building permit or a manufactured home installation permit, or as may be agreed by the developer and the governmental entity.

(4) A development impact fee ordinance shall be adopted in accordance with the procedural requirements of section 67-8206, Idaho Code.

(5) A development impact fee ordinance shall include a process whereby the governmental agency shall allow the developer, upon request by the developer, to provide a written individual assessment of the proportionate share of development impact fees under the guidelines established by this chapter which shall be set forth in the ordinance. The individual assessment process shall permit consideration of studies, data, and any other relevant information submitted by the developer to adjust the amount of the fee. The

decision by the governmental agency on an application for an individual assessment shall include an explanation of the calculation of the impact fee, including an explanation of factors considered under section 67-8207, Idaho Code, and shall specify the system improvement(s) for which the impact fee is intended to be used.

(6) A development impact fee ordinance shall provide a process whereby a developer shall receive, upon request, a written certification of the development impact fee schedule or individual assessment for a particular project, which shall establish the development impact fee so long as there is no material change to the particular project as identified in the individual assessment application, or the impact fee schedule. The certification shall include an explanation of the calculation of the impact fee including an explanation of factors considered under section 67-8207, Idaho Code. The certification shall also specify the system improvement(s) for which the impact fee is intended to be used.

(7) A development impact fee ordinance shall include a provision for credits in accordance with the requirements of section 67-8209, Idaho Code.

(8) A development impact fee ordinance shall include a provision prohibiting the expenditure of development impact fees except in accordance with the requirements of section 67-8210, Idaho Code.

(9) A development impact fee ordinance may provide for the imposition of a development impact fee for system improvement costs incurred subsequent to adoption of the ordinance to the extent that new growth and development will be served by the system improvements.

(10) A development impact fee ordinance may exempt all or part of a particular development project from development impact fees provided that such project is determined to create affordable housing, provided that the public policy which supports the exemption is contained in the governmental entity's comprehensive plan and provided that the exempt development's proportionate share of system improvements is funded through a revenue source other than development impact fees.

(11) A development impact fee ordinance shall provide

that development impact fees shall only be spent for the category of system improvements for which the fees were collected and either within or for the benefit of the service area in which the project is located.

(12) A development impact fee ordinance shall provide for a refund of development impact fees in accordance with the requirements of section 67-8211, Idaho Code.

(13) A development impact fee ordinance shall establish for a procedure for timely processing of applications for determination by the governmental entity regarding development impact fees applicable to a project, individual assessment of development impact fees, credits or reimbursements to be allowed or paid under section 67-8209, Idaho Code, and extraordinary impact

(14) A development impact fee ordinance shall specify when an application for an individual assessment of development impact fees shall be permitted to be made by a developer or fee payer. An application for an individual assessment of development impact fees shall be permitted sufficiently in advance of the time that the developer or fee payer may seek a building permit or related permits so that the issuance of a building permit or related permits will not be delayed.

(15) A development impact fee ordinance shall provide for appeals regarding development impact fees in accordance with the requirements of section 67-8212, Idaho Code.

(16) A development impact fee ordinance must provide a detailed description of the methodology by which costs per service unit are determined. The development impact fee per service unit may not exceed the amount determined by dividing the costs of the capital improvements described in section 67-8208(1)(f), Idaho Code, by the total number of projected service units described in section 67-8208(1)(g), Idaho Code. If the number of new service units projected over a reasonable period of time is less than the total number of new service units shown by the approved land use assumptions at full development of the service area, the maximum impact fee per service unit shall be calculated by dividing the costs of the part of the capital improvements necessitated by and attributable to the projected new service units described in section 67-8208(1)(g), Idaho Code, by the total projected new service units described in

that section.

(17) A development impact fee ordinance shall include a schedule of development impact fees for various land uses per unit of development. The ordinance shall provide that a developer shall have the right to elect to pay a project's proportionate share of system improvement costs by payment of development impact fees according to the fee schedule as full and complete payment of the development project's proportionate share of system improvement costs, except as provided in section 67-8214(3), Idaho Code.

(18) After payment of the development impact fees or execution of an agreement for payment of development impact fees, additional development impact fees or increases in fees may not be assessed unless the number of service units increases or the scope or schedule of the development changes. In the event of an increase in the number of service units or schedule of the development changes, the additional development impact fees to be imposed are limited to the amount attributable to the additional service units or change in scope of the development.

(19) No system for the calculation of development impact fees shall be adopted which subjects any development to double payment of impact fees.

(20) A development impact fee ordinance shall exempt from development impact fees the following activities:

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

(b) Remodeling or repairing a structure which does not increase the number of service units;

(c) Replacing a residential unit, including a manufactured home, with another residential unit on the same lot, provided that the number of service units does not increase;

(d) Placing a temporary construction trailer or office on a lot;

(e) Constructing an addition on a residential

structure which does not increase the number of service units; and

(f) Adding uses that are typically accessory to residential uses, such as tennis courts or clubhouse, unless it can be clearly demonstrated that the use creates a significant impact on the capacity of system improvements.

(21) A development impact fee will be assessed for installation of a modular building, manufactured home or recreational vehicle unless the fee payer can demonstrate by documentation such as utility bills and tax records, either:

That a modular building, manufactured home or recreational vehicle was legally in place on the lot or space prior to the effective date of the development impact fee ordinance; or

That a development impact fee has been paid previously for the installation of a modular building, manufactured home or recreational vehicle on that same lot or space.

(22) A development impact fee ordinance shall include a process for dealing with a project which has extraordinary impacts.

(23) A development impact fee ordinance shall provide for the calculation of a development impact fee 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 person paying the fee.

(24) A development impact fee ordinance shall include a description of acceptable levels of service for system improvements.

(25) Any provision of a development impact fee ordinance that is inconsistent with the requirements of this chapter shall be null and void and that provision shall have no legal effect. A partial invalidity of a development impact fee ordinance shall not affect the validity of the remaining portions of the ordinance that are consistent with the requirements of this chapter.

6. Adopt the Development Impact Fee Ordinance

Prior to adoption of an impact fee ordinance, the city must give public notice of a hearing concerning the proposed ordinance. A legal notice must be published in the official city newspaper. The contents of the notice are provided below.

Contents of Notice of Public Hearing on Enactment of Development Impact Fees

1. The date, time, place and purpose of the public hearing.

2. That the city will make available to the public, upon request:

   a. Proposed land use assumptions; and

   b. A copy of the proposed capital improvements plan or amendments.

3. A statement that "any member of the public affected by the development impact fee ordinance shall have the right to appear at the public hearing and present evidence regarding the proposed development impact fee ordinance."

The notice must be published not less than 15 nor more than 30 days before the scheduled date of the hearing. Following the public hearing, the council may proceed to adopt the ordinance, which does not take effect until 30 days following its adoption, and upon publication (in whole or by summary) in the official city newspaper.

Local Improvement Districts

Local Improvement Districts may be created to finance certain improvements that benefit property owners within the district. Improvements are financed by assessments levied on property owners within the district in relation to the benefits the owners derive from the improvements. LID improvements may be financed with bonds, and there is no statutory requirement for voter approval. LID bonds may be issued for up to 30 years, although such bonds are usually issued for 10 to 15 years.

LIDs offer considerable flexibility to create a district for improvements that benefit a specific area. However, they have certain practical limitations. An LID may not levy assessments greater than the value of the property (including the value of improvements). LIDs may be formed with only a few property owners in the district; however, underwriters and bond counsel discourage the practice because few owners do not provide sufficient guarantee to bondholders that the assessments will be repaid. Furthermore, LID procedure is complicated, and there are a number of statutory requirements for hearings and public notice that must be published and/or mailed to affected property owners. Because LID bonds may be approved without a vote of the electorate, courts have required strict adherence to the notice and hearing requirements of the LID statute as a guarantee of due process protection. Failure to follow any of the numerous statutory requirements for notice and/or hearing can result in LID assessments being declared invalid by the judiciary.

To ensure the creation of a successful LID, it is important to consider the following:

- **Who will benefit from the proposed LID**: Single property owners should not be the sole beneficiary of a proposed LID. Likewise, the entire city should not directly benefit from the proposed LID. An LID is meant to pay for improvements designed to benefit property owners within the district. Assessing whether or not to form an LID is a matter of fairness. Those who will benefit from the LID and those who will bear the costs should be assessed. Projects benefitting the entire community should not be paid for by one group of community members, thus projects benefitting the community as a whole are better suited as bond issues to be voted upon by the community. On similar lines, projects benefitting only a subsection of the population should not be shouldered by the entire community. Thus, LIDs provide a mechanism for improvements to be made to certain areas of a community where those directly benefitting from the projects will be expected to bear the cost of making the improvements.

- **The value of the property being assessed**: The assessed value of the total property in the proposed LID should be greater than that of the proposed LID projects. Greater risk is involved in projects where the value of all property located within the proposed district is less than the cost of the proposed LID projects. In cases where the assessed property value is less than the proposed

project cost, it may be difficult to generate the necessary funds to repay the indebtedness, leaving lenders less likely to back the LID.

- **Barren or vacant land should not be considered for an LID**: Similar to avoiding the creation of LIDs where property value is less than proposed projects costs, the creation of an LID on barren or vacant land is extremely risky. It is unlikely that the barren or vacant property has enough value to fund the projects associated with the LID, and should therefore be avoided.

- **Public funding cannot be used to promote the creation of an LID**: Public funds can only be used to disseminate information to the public in compliance with state notification laws. If private individuals or organizations wish to publically promote the proposed LID, then they must do so without the help of the local government.

- **A project should not benefit a single property owner or private entity.**

- **Do not embark on projects without public support**: Unpopular projects without the support of a majority of those who will be affected by the LID should be avoided. It may be helpful to conduct focus groups or surveys of residents to gauge public support.

- **Understand the laws regarding the formation of LIDs and the constraints placed upon local governments through those regulations:** To ensure a successful LID process, the procedures established by law must be strictly followed. Be aware of the regulations and follow them; failure to do so may result in the failure of the proposed district.

50-1703. Powers Conferred.

(1) To establish grades and lay out, establish open, extend and widen and local, collector, arterial or other street, sidewalk, alley or off-street parking facility;

(2) To purchase, acquire, construct, improve, repair, light, grade, pave, repave, surface, resurface, curb, gutter, sewer, drain, landscape and beautify any street, sidewalk or alley;

(3) To purchase, construct, reconstruct, extend, maintain or repair bridges, sidewalks, crosswalks, driveways, culverts, sanitary sewers, storm sewers, ditches, drains, conduits, flood barriers and channels for sanitary and drainage purposes, or either or both thereof, with inlets or outlets, manholes, catch basins, flush tanks, treatment systems and all other sewer and drainage appurtenances necessary for the comfort, convenience, health and well-being of the inhabitants of the municipality; provided, that any improvements for sanitary sewer facilities shall be constructed so as to conform with the general rules of the Idaho department of environmental quality;

(4) To construct, reconstruct, extend, maintain, or repair lines, facilities and equipment (other than generating equipment) for street lighting purposes or for the expansion or improvement of a previously established municipally-owned electrical distribution system, to a district within the boundaries of the municipality;

(5) To plant, or cause to be planted, set out, cultivate and maintain lawns, shade trees or other landscaping;

(6) To cover, fence, safeguard or enclose reservoirs, canals, ditches and watercourses and to construct, reconstruct, extend, line or reline, maintain and repair waterworks, reservoirs, canals, ditches, pipes, mains, hydrants, and other water facilities for the purpose of supplying water for domestic, irrigation and fire protection purposes, or any of them; regulating, controlling or distributing the same and regulating and controlling water and watercourses leading into the municipality;

(7) To acquire, construct, reconstruct, extend, maintain

or repair parking lots or other facilities for the parking of vehicles on or off streets;

(8) To acquire, construct, reconstruct, extend, maintain or repair parks and other recreational facilities;

(9) To remove any nonconforming existing facility or structure in the areas to be improved;

(10) To construct, reconstruct, extend, maintain or repair optional improvements;

(11) To acquire by purchase, gift, condemnation, or otherwise any real or personal property within the limits of the municipality as in the judgment of the council may be necessary or convenient in order to make any of such improvements or otherwise to carry out the purposes of this chapter;

(12) To make any other improvements now or hereafter authorized by any other law, the cost of which in whole or in part can properly be determined to be of particular benefit to a particular area within the municipality;

(13) To construct and install all such structures, equipment and other items and to do all such other work and to incur any such costs and expenses as may be necessary or appropriate to complete any of such improvements in a proper manner;

(14) To purchase, build, construct, reconstruct or otherwise improve parking facilities and all other appurtenances necessary to provide adequate off-street parking, and to that end may acquire real or personal property by purchase, gift, condemnation or otherwise, and may own, possess and maintain such real or personal property within the limits of the municipality as in the judgment of the council may be necessary and convenient for such purposes; and

(15) To acquire, purchase, build, construct or reconstruct irrigation systems, install underground tiling and cover open irrigation ditches.

Creation of a Local Improvement District

The first step in creation of a local improvement district is initiation of a petition, which must be signed by 60 percent of the resident property owners or by two-thirds of the owners of property subject to assessment in the proposed district, or a resolution adopted by majority vote of the city council expressing a desire to initiate creation of a local improvement district (a model petition is provided in Appendix 3). After the council receives the petition (or approves the resolution), the next step is for the council to approve a resolution of intent to create a local improvement district. The contents of the resolution are provided below (a model resolution of intent is provided in Appendix 4).

Contents of the Resolution of Intent to Create a Local Improvement District

1. The city council's intent to create a local improvement district.
2. The specific improvements to be made and total cost of the improvements.
3. The geographic boundaries of the proposed district.
4. A statement that the costs of improvements will be assessed against property owners benefiting from the improvements, the percentage of costs to be paid by levy of assessments on property and the percentage paid from general funds or other sources.
5. The method of levying assessments.
6. The date, time and place at which protests may be filed and the date, time and place of a public hearing concerning formation of the district and to hear protests.

The resolution of intent is published in the official city newspaper, in three consecutive daily issues (if a daily newspaper) or in two consecutive weekly issues (if a weekly newspaper). If no newspaper is published in the city, then notice is given by posting for five days in three public places within the proposed LID. The first publication or posting must occur not less than 10 days before the public hearing. A copy of notice must also be mailed to each property owner (or his/her agent) within the proposed district.

At the hearing, the council receives the testimony of property owners concerning the proposed district. If the owners of more than two-thirds of the property to be assessed protest the proposed improvements, a majority of the members of the full council must vote to proceed with the formation of the district. The council may proceed to approve an ordinance establishing the LID (a model ordinance is provided in Appendix 7). The ordinance takes effect upon publication in the official city newspaper.

Contents of the Ordinance Establishing Local Improvement District

1. A statement that the LID will be in the best interest of the property affected and the city; that there is a reasonable probability that the obligations of the LID will be paid; and that the value of the property within the proposed district is sufficient in relation to the cost of improvements.

2. The boundaries of the district (including a map).

3. The improvements to be made.

4. The percentage of the cost of improvements paid for with assessments on property benefiting from the improvements, and the method of assessment, specifically: a front-foot method, a square-foot method, a combination of front-foot and square-foot methods, in proportion to the benefits derived from the improvements, or any other method agreed to by all assessed property owners.

5. The percentage of the cost of improvements paid for with general funds or from other sources.

6. Appointment of an engineer to oversee development of plans and specifications for construction of improvements

Creation and Adoption of the Assessment Roll

After the contract for construction of improvements has been awarded, the engineer is responsible for preparing a report to the council specifying the cost of the improvements, and the amounts payable from assessments and other sources. The report also includes a preliminary assessment roll, showing each property within the district, the name of the owner and the amount of the assessment according to the method of assessment specified in the ordinance establishing the LID. If the engineer recommends any variations from the specified method of assessment, the rationale must be explained in the report.

Upon receipt of the engineer's report, the council orders the assessment roll to be filed in the office of the city clerk for public inspection, and sets a time when the council will hear objections to the assessment roll by owners of property within the district. Public notice is published in the official newspaper of the city (a model notice is provided in Appendix 9).

Contents of the Published Notice of Public Hearing on the Assessment Roll

1. The date, time and place at which the city council will hear and consider objections to the assessment roll.

2. That the assessment roll is on file in the office of the city clerk.

The notice is published in three successive issues of the official newspaper of the city (if a daily newspaper) or in two issues (if a weekly newspaper). The first publication must be at least 15 days prior to the date of the hearing. Notice must be mailed to affected property owners, not less than 15 days before the hearing (a model notice is provided in Appendix 10).

Contents of the Mailed Notice of Public Hearing on the Assessment Roll

1. All the information included in the published notice.

2. The amount of the individual assessment.

3. That at the stated time and place the city council will hear and determine all objections to: the regularity of the proceedings in making the assessments, the correctness of the assessments, and the amount levied on particular lots or parcels in relation to the benefits accruing thereon and in relation to the proper proportionate share of the total cost of the improvements.

4. That in revising the assessment roll during or after the hearing, the Council may increase assessments up to 20 percent of the original amount without giving further notice or holding a new hearing.

At the hearing, the council receives testimony concerning the assessment roll. The council may revise and correct assessments as necessary, and may also exclude any parcel of land from the assessment roll if it finds that it will not benefit from the LID improvements. If the amount of any individual assessment is increased more than 20 percent over the amount provided in the mailed notice, the council must re-advertise the hearing, send new notice to all property owners and hold another hearing.

Following the hearing, the council must pass an ordinance confirming the assessment roll, as corrected by the council (a model ordinance is provided in Appendix 12). The ordinance must contain a finding that each lot or parcel of land is benefited in the amount of the assessments levied, subject to appeal. The council may determine that any assessments remaining unpaid 30 days after the adoption of the assessment roll ordinance may be payable in installments, and the council may issue and sell registered warrants or bonds payable from such unpaid installments. The council may also establish: the number of years installments will run (not to exceed 30), the dates of payment for installments, and the rate of interest for unpaid assessments (which must be at least the rate of interest on the warrants or bonds). Interest runs from the effective date of the ordinance confirming the assessment roll (which becomes effective upon publication), and interest payments are payable at the same time and place as the installment payments of assessments.

Following passage of the ordinance confirming the assessment roll, the treasurer mails a letter or postcard to each assessed property owner, stating the total amount of the assessment, plus the terms of payment as provided in the ordinance confirming the assessment roll. The treasurer must file an affidavit of the mailing of notice to assessed property owners (a model affidavit is provided in Appendix 13). Assessments are payable within 30 days of the effective date of the ordinance confirming the assessment roll, unless the council has provided for annual installment payments. If installments are not paid within 20 days from the date they are due, the payments are considered delinquent, and the treasurer adds a penalty of 2 percent. Delinquent property must be redeemed within 2 years, or the city may take possession of the property, in which case it may be sold to pay off any remaining debt of the district.

Local Improvement District Bonds

If the city council determines to allow assessments to be payable in installments, the city may issue LID bonds representing the principal amount of assessments not paid within the initial 30-day payment period. The bonds are enacted by council ordinance, which must be published in the official newspaper of the city before taking effect. The bonds may be issued for up to 30 years, although bonds are more commonly issued for 10 or 15 years. The council must create an LID bond fund and interest fund (in which assessments are deposited) and make payments on the bonds from these funds. **The city is not liable for payment of bonds from general city revenues; however, the city is liable for failure to take necessary steps to collect assessments.** The council may create a reserve fund for each issue of bonds to secure payment of principal and interest. The reserve fund cannot exceed 10 percent of the principal amount of the bonds, and is

funded out of the bond proceeds. Additionally, the city may create an LID guaranty fund, which is funded by a property tax levy against all property in the city, not to exceed 5 percent of the outstanding LID obligations.

Appeals

Any person aggrieved by the enactment of the assessment roll may appeal to the district court of the county in which the city is located. The appeal must be filed within 30 days of the date of publication of the ordinance confirming the assessment roll. The appellant must also provide a bond to the city of at least $200, as fixed by the court, for payment of costs of the city incurred by the appeal. Consideration of the case is expedited by the district court. The decision of the district court may be appealed to the Supreme Court.

Business Improvement Districts

Introduction

Cities may create business improvement districts to finance certain types of improvements, listed below.

Business Improvement District Projects

1. Acquisition, construction or maintenance of parking facilities.
2. Physical improvements or decoration of any public space.
3. Promotion of public events that take place in public places.
4. Acquisition and operation of transportation services to promote retail trade.
5. General promotion of retail trade activities.

Creation of a Business Improvement District

Creation of a business improvement district is initiated by petition, which must be signed by those owning or operating businesses within the proposed district that would pay at least 50 percent of the proposed special assessments. The petition must contain a description of the boundaries of the proposed district, a description of the proposed projects, the total estimated cost and the estimated rate of levy for special assessments with a proposed breakdown by class of business (if such a classification is used).

Upon receipt of a valid petition, the council adopts a resolution of intent to create a business improvement district. The resolution must state: the date, time and place of the hearing to be held by the city council to consider establishment of the district and all the information set forth in the initiation petition regarding boundaries, projects and uses, and estimated rates of assessment for the proposed district.

The resolution of intent must be published once in the official newspaper of the city and mailed to each business located in the proposed district. Publication and mailing must be completed at least 10 days prior to the hearing.

At the hearing, the council must hear all protests and receive testimony and evidence in favor of and against the creation of the proposed district. The proceedings automatically terminate if protests are received from businesses in the proposed district that would pay

a majority of the proposed special assessments. If the council decides to change the boundaries of the proposed district, the hearing must be continued to a time certain, at least fifteen days after the initial hearing, and notice must be published and mailed to businesses showing the proposed boundary change.

Following the public hearing, the business improvement district may be created by ordinance, which must specify the information provided in the table below.

Contents of Ordinance Creating Business Improvement District

1. The number, date and title of the resolution of intent pursuant to which the ordinance was adopted.
2. The date, time and place of the hearing concerning the formation of the district.
3. A description of the boundaries of the district.
4. A statement that the businesses in the district shall be subject to the provisions of the special assessments authorized by section 50-2601, Idaho Code.
5. The initial or additional rate or levy of special assessments to be imposed with a breakdown by classification of businesses, if such classification is used.
6. A statement that a business improvement district has been established.
7. The uses to which the special assessment revenue will be put; provided, however, that it must conform to the use as declared in the initiation petition.

Levying Special Assessments

Special assessments are levied against businesses and business property within the district to pay for the cost of construction or acquisition of improvements. A reprieve is granted to new businesses established within the district after the district's creation, which are exempt from assessments from their startup date until the next assessment billing date. Assessments may be levied based upon classification(s) of businesses, including the benefits received from the improvements. Additionally, the city council may establish benefit zones, or geographic areas based on the degree of benefit from the improvements for businesses within the district, and may impose different rates of assessment for each benefit zone. The establishment, modification or elimination of benefit zones must occur after notice has been published and mailed to businesses within the district (the notice requirements are the same as those for hearings on the creation of a district), and a public hearing provided to take testimony from affected individuals.

The city council has sole discretion to determine how special assessment revenue will be used within the scope of the purposes of the district. An advisory board or commission may be appointed (or an existing board or commission may be used) to make recommendations for the use of assessment revenue. The council may contract with a local chamber of commerce or business association operating within the city to administer district operations, subject to the same statutory and legal restrictions as a city-operated business improvement district.

Changes in the rate of assessments must be done by ordinance, following public notice and hearing before the city council (the notice requirements are the same as those for hearings on the creation of a district). The council must also adopt a resolution of intent to change the rate of assessment at least 15 days prior to the hearing. The increase is automatically terminated if protests are received from businesses that would pay a majority of the proposed assessment increase.

Dissolution of the Business Improvement District

The city council may dissolve a business improvement district by ordinance after public notice and hearing (the notice requirements are the same as those for hearings on the creation of a district). At least 15 days prior to the hearing, the council must adopt a resolution of intent to dissolve the district, giving the date, time and place of the public hearing. The council is required to dissolve the district if businesses paying a majority of the assessments petition (in writing) for the dissolution of the district. Upon dissolution, the assets and any remaining proceeds of the district are disposed as the council determines appropriate.