BLUEPRINT FOR GOOD GROWTH

NEEDS, ISSUES & OPPORTUNITIES REPORT

DRAFT

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I. Introduction

A. PURPOSE OF DOCUMENT

The background information in this report is intended to enable decision-makers to competently set local policies regarding land uses, public services and facilities, and environmental protection, including management of the location and timing of growth and the funding of capital facilities. This Needs, Issues, and Opportunities (NIO) report, which explores a variety of factors affecting future growth needs within Ada County, provides the Consortium and Steering Committee with a basic understanding of:

- Existing conditions,
- Growth trends,
- Regulatory conditions,
- Key community issues, and
- Opportunities for future action.

This report explores physical conditions, community facilities and services, recent growth trends, growth projections, regulatory frameworks, and community values. The information in this report is based on existing studies and extensive public input gathered in a series of workshops, focus groups and interviews. The report establishes a shared level of knowledge about the factors affecting growth in Ada County. References to detailed studies in this report have been provided for those who wish to explore the background data in more detail. These studies and other detailed data will form the basis for evaluating the impacts of alternative growth scenarios as defined by the Steering Committee.

B. PLANNING PROCESS

This report is an interim step in the Blueprint for Good Growth planning process. The purpose of the planning process is to develop and articulate realistic local government policies and programs to make Ada County a better place to live, work, play and invest. Development of the Blueprint for Good Growth should not be viewed as an isolated project. This project is built upon the solid foundation established by past City and County planning projects and through the "Communities in Motion" process, which will produce a regional transportation plan for Ada County and surrounding counties. Many data sources (Census reports, local comprehensive plans and reports, etc.) were tapped for creation of this NIO report; they are listed in the Bibliography of Plans found in the appendix of this report.

This report is to be used by the Ada County Consortium and Steering Committee to compare and contrast the alternative growth strategies being prepared. The alternatives deemed most appropriate for Ada County will set the parameters for the goals and policies of the plan and future implementation actions. Goals and policies chart the course for future decisions and actions to implement the plan. Specific implementation actions will be presented along with a logical timeline and assignment of responsibilities

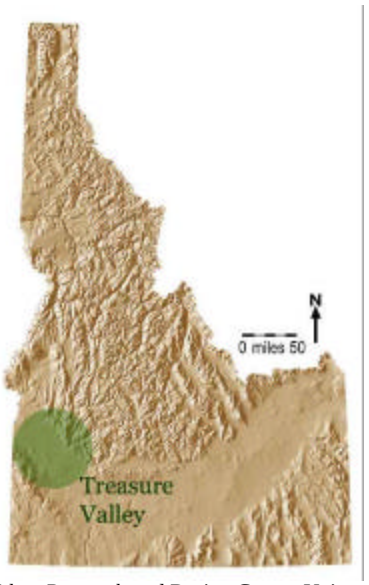
for completion of actions. In addition, the community will establish benchmarks to help evaluate the effectiveness of the actions being taken under the guidance of the plan.

Once completed as a document, the plan will be reviewed and refined by the cities of Ada County and County Board of Commissioners prior to formal adoption.

C. REGIONAL CONTEXT

Ada County is located in the heart of Idaho's Treasure Valley. The Treasure Valley is defined by the Boise River, Snake River, and foothills, as shown in **Exhibit 1**. It includes six counties: Ada, Boise, Canyon, Elmore, Gem, and Payette. Of these, Ada County is the most populous and contains most of the Treasure Valley employment. Many residents of other counties commute to Ada County daily for employment.

Exhibit 1: Treasure Valley Region



Courtesy: Urban Research and Design Center, University of Idaho

While the Blueprint for Good Growth focuses on growth within Ada County, the decisions made will affect the other counties in the Treasure Valley. The interconnectedness of the area is one reason this project is being coordinated with COMPASS's Communities in Motion project, the long-range transportation plan for the entire area.

D. KEY PLANNING ISSUES

There are a number of important issues facing Ada County. They include:

- **Land Use and Development.** Coordinating land use and infrastructure decisions, maintaining strong and vibrant downtown areas and healthy neighborhoods, developing better systems for managing regionally significant development

projects, and promoting sustainable infill development are just a few of the land use issues facing each jurisdiction.

- **Transportation.** While there is an overall belief that ACHD has greatly improved its transportation planning and development practices, there also are numerous ways to improve the transportation planning process. Ultimately, roadways must serve residents, not just vehicles. Land use and transportation planning and actions need to be coordinated to provide greater transportation choices and create healthier neighborhoods, to continue remedying existing deficiencies, to balance investment in new projects with operation, maintenance and repair needs, and to explore innovative ways to provide transit and non-automotive travel modes such as sidewalks, paths, bicycles, buses, and trains.

- **Agriculture.** The retention of agribusiness and agricultural land uses is a cultural, economic and fiscal issue. It is possible to reach consensus on the importance of the future of agriculture in Ada County through consultation with agricultural land owners. Major issues are how much and what types of agriculture can be sustained and how to provide economic support to farmers to help them realize as much gain from retaining agricultural lands.

- **Environment and Recreation.** The natural environment is the key factor in the local quality of life. The emergence of Ada County as a recreation destination is directly related to successful efforts to clean up the Boise River. Current decisions about development and transportation will affect environmental quality and recreation opportunities for years to come. Current decisions about development and transportation need to be made simultaneously with preservation of natural areas and the environment and the creation of park, recreation and open-space areas.

- **Business and Economic Development.** Ada County is in the enviable position of having an attractive environment for economic growth. This growth should provide diverse employment opportunities for residents while remaining sensitive to quality of life issues.

- **Intergovernmental Cooperation.** Ada County, ACHD, the cities, the state and Canyon County all need to use the plan through mutually reinforcing intergovernmental agreements that address: expansion of annexation areas and areas of impact: location and percentages of residential and economic growth; preservation of agricultural and environmentally sensitive lands, water distribution and rights; and allocation of federal, state and regional funding.

II. Physical Assessment

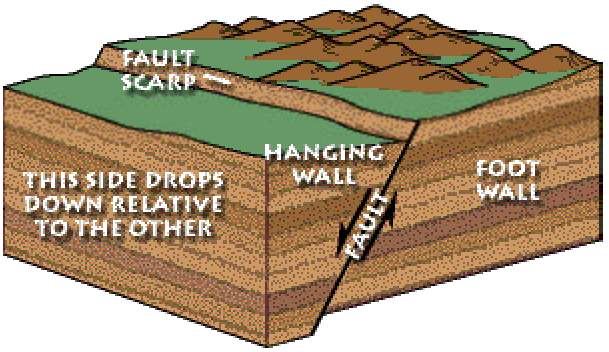
Ada County's location in the Treasure Valley of Idaho is home to a wide variety of natural and scenic resources. These resources are often the attraction for new residents migrating to the area.

A. PHYSICAL FEATURES

Topography and Geology. Ada County is located within the Treasure Valley, situated between the Owyhee mountains to the south and the Bogus Basin to the north, as shown in **Map 1.**

Geologically, Ada County consists of three sub regions (**Map 2**). Starting in the northeastern section of the County is the mountainous region known as the Boise Front, part of the Northern Rockies. The Bogus Basin is characterized as having steep slopes and relatively high elevations that are unsuitable for widespread development, but recreation opportunities exist for skiers, hikers and other related winter outdoors activities. This geologic formation was created 136 million years ago, during what is referred to as the Cretaceous period. These Idaho Batholith mountains are made up of granite and granodiorite formed from uplift caused by normal fault lines, as shown in **Exhibit 2.**

Exhibit 2: Fault Line Illustration



Source: USGS Visual Glossary

Southwest of the Boise Front lie the Boise Foothills. Here, slope grades are not as extreme and in some limited areas development is possible and has occurred. Geologic strata is more diverse than that of the Bogus Basin area, but is mainly characterized by sedimentary rocks such as Table Rock Sandstone, a rock that has been quarried in this area since the 1800's. These sediments were deposited from flows off of the Bogus Basin between 10 and 20 million years ago during the Pliocene and Miocene eras. The cities of Boise, Eagle, and Garden City are situated at the edge of these foothills. Waters that flow from the foothills and the Bogus Basin find their way into the Boise River.

South of the Boise River is the Lower Boise River Basin, a subset of the Snake River Basin which spans the majority of the Treasure Valley. The Lower Boise River Basin is a northwest trending topographic depression, characterized by flat lowlands of the

Treasure Valley. Geologists believe that this area was formed 17 million years ago by crustal extension and sedimentation. The soils of this area are sedimentary and known as the Idaho group of soils and include sand, silt, clay, diatomite, vitric ash and basaltic tuffs.

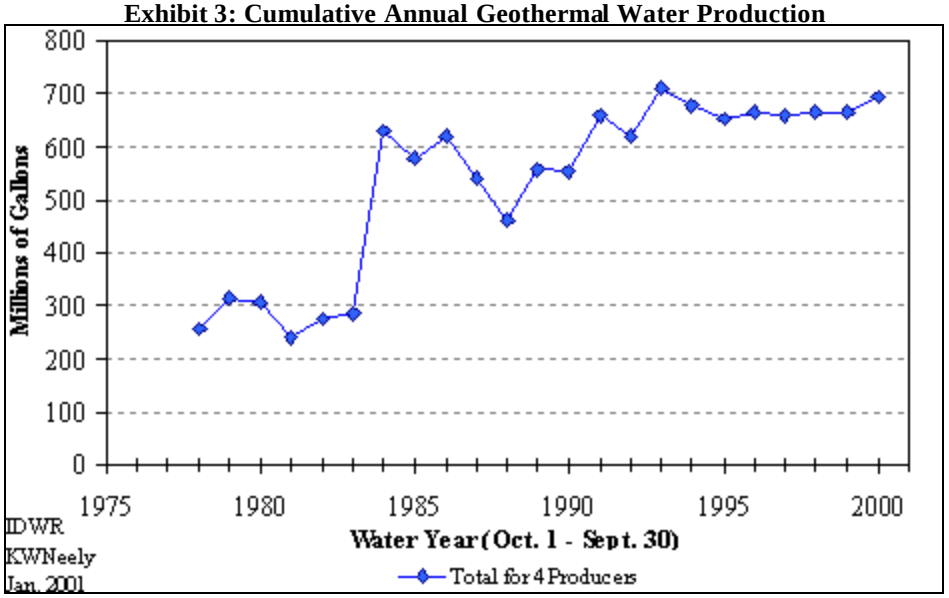
Hydrology. The Snake River is the larger of the two rivers of Ada County, while the Boise is more important to the function and economy of the County. The headwaters of the Boise River are in the mountains to the east and northeast of the County, and the river ends at the confluence with the Snake River. The lower Boise River watershed encompasses 1,290 square-miles of rangeland, forests, agricultural lands, and urban areas. The Boise River is the primary source of irrigation water, a major source of drinking water and offers numerous opportunities for recreation.

Natural water movement has been altered by human activity within Ada County and by major engineering efforts such as the Arrowrock Dam and the New York Canal. These systems of dams and canals, connected to the Boise River, provide irrigation and flood control for the majority of the Treasure Valley. Water from canals eventually finds its way to the 354,000 acres of irrigated lands across the Treasure Valley through a vast labyrinth of canals, laterals and ditches. **Map 3** shows the network of irrigation canals and irrigation districts present in Ada County, where approximately 93,000 acres of land are irrigated.

In addition to the surface water, Ada County uses water from both deep aquifers and shallow ground water. The Treasure Valley Hydrologic Project (TVHP) indicates that the deep aquifers and shallow ground water are separated from each other by clay zones that prevent the shallow water from recharging the deep aquifer in many, but not all, areas. Irrigation and canals are a major source of shallow ground water recharge. TVHP estimates that one million acre-feet of water flows out of the Treasure Valley basin every year.

Areas within downtown Boise have a unique and historical resource of geothermally heated water. Geothermal systems were first used for heating homes and businesses in the 1890's and this practice is still active today. The Idaho Department of Water Resources estimates that approximately 700 million gallons of geothermal water heat more than 4 million square feet of building space (**Exhibit 3**).

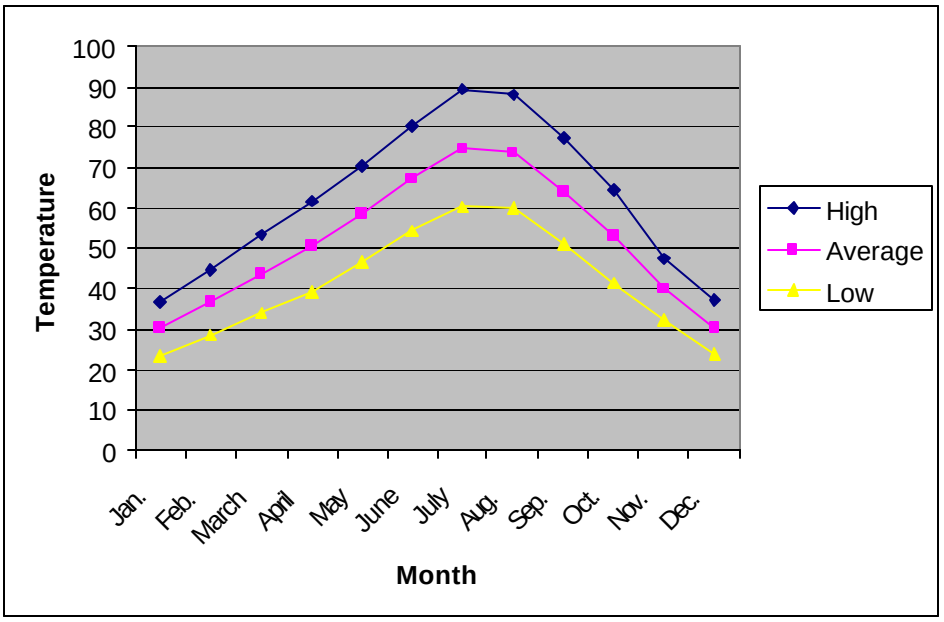
Exhibit 3: Cumulative Annual Geothermal Water Production



Source: Idaho Department of Water Resources

Climate. Ada County's climate is characterized by four seasons with generally mild temperatures. Mountain ranges surrounding the area block some air masses. Most precipitation in Idaho comes from the Pacific Ocean. Average daily temperatures reach the 70s during July and August and fall to just below freezing in December and January, as shown in **Exhibit 4**.

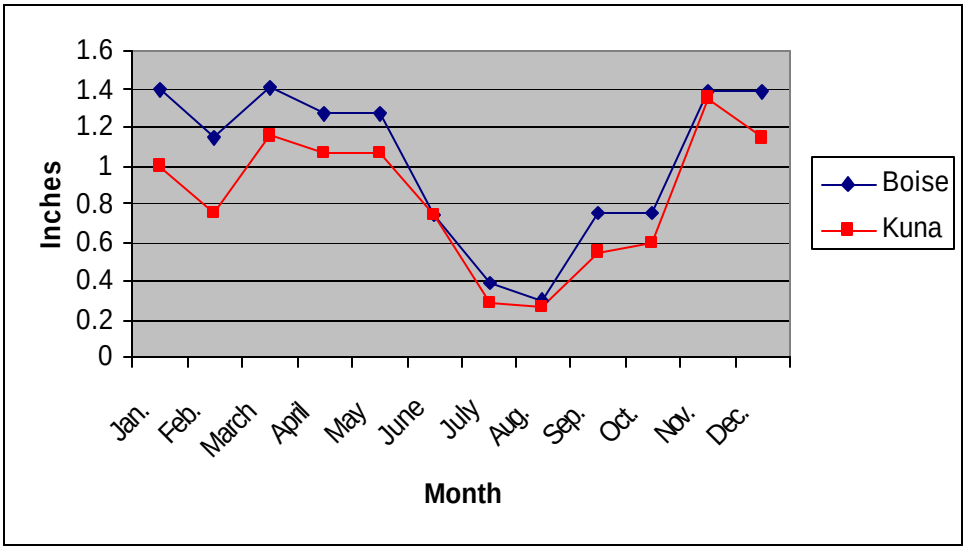
Exhibit 4: Monthly Temperature Ranges



Source: Idaho State Climate Services.

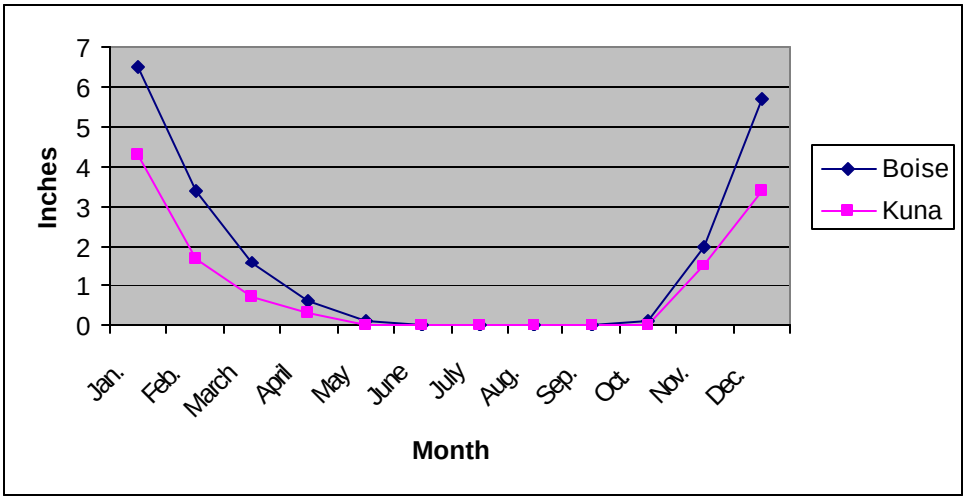
Precipitation is heaviest during the winter and spring and drops off during the summer. On average, Boise receives just over 12 inches of precipitation annually, with Kuna receiving just under ten inches (**Exhibit 5**). The area also receives a good amount of snowfall, with Boise averaging 20 inches of snow a year and Kuna averaging nearly 12 inches annually (**Exhibit 6**). Climate information is shown for Boise and Kuna because stations recording climate data in Ada County are located in those two cities.

Exhibit 5: Average Precipitation by Month



Source: Idaho State Climate Services.

Exhibit 6: Average Snowfall by Month



Source: Western Regional Climate Center.

Soils. The Natural Resources Conservation Service, a division of the US Department of Agriculture, conducted a soil survey of Ada County and issued a report in 1980[1]. A soil survey of the Foothills was completed in 1990. There are 11 distinct types of soils that are present in Ada County, as shown in **Map 4**. Soil composition coupled with slope and groundcover help define the use of land by dictating construction techniques, infrastructure construction and land stewardship techniques.

Habitat Areas. Ada County is home to many species of animals and plants. The diversity of habitat allows for a wide variety of species to call Ada County home. **Exhibit 7** lists the species of special concern as identified by Idaho Fish and Game that are found in Ada County. "Species of special concern" is a State designation indicating species that are low in numbers, limited in distribution, or have suffered significant habitat losses. Ada County is not a habitat area for any threatened, endangered, or special concern species of plants or invertebrates.

Exhibit 7: Federal Threatened or Endangered Species and Species of Special Concern

Species	Common Name	Status
Coccyzus americanus	Yellow-billed Cuckoo	Candidate for Federal Listing
Haliaeetus leucocephalus	Bald Eagle	Federal Threatened Species
	Species of Special Concern	
Acipenser transmontanus	White Sturgeon	
Amphispiza bilineata	Black-throated Sparrow	
Antrozous pallidus	Pallid Bat	
Athene cunicularia hypugaea	Western Burrowing Owl	
Brachylagus idahoensis	Pygmy Rabbit	
Bufo boreas	Western Toad	
Bufo woodhousii	Woodhouse's Toad	
Buteo regalis	Ferruginous Hawk	
Carduelis psaltria	Lesser Goldfinch	
Corynorhinus townsendii	Townsend's Big-eared Bat	
Crotaphytus bicinctores	Mojave Black-collared Lizard	
Falco columbarius	Merlin	
Falco peregrinus anatum	Peregrine Falcon	
Lanius ludovicianus	Loggerhead Shrike	
Myotis ciliolabrum	Western Small-footed Myotis	
Myotis volans	Long-legged Myotis	
Numenius americanus	Long-billed Curlew	
Oncorhynchus mykiss gairdneri	Inland Columbia Basin Redband Trout	
Oreortyx pictus	Mountain Quail	
Rana pipiens	Northern Leopard Frog	
Rhinocheilus lecontei	Longnose Snake	
Sonora semiannulata	Ground Snake	
Sorex merriami	Merriam's Shrew	

Source: Idaho Conservation Data Center, fishandgame.idaho.gov/tech/CDC/.

[1] The full text of that report may be found at http://www.or.nrcs.usda.gov/pnw_soil/id_reports.html .

B. LAND USES

The use of land is paramount in defining community and individual perceptions of quality of life. It also establishes demands for facilities and services. Primary forces that mold land use patterns include: infrastructure, topography, hydrology, population growth and migration, economics, cultural and ethnic facilities and neighborhoods, property tax rates, and the availability of facilities and services.

Public lands, including lands owned by federal, state, and local governments, are the dominant feature of Ada County land use. Over half of all County acreage is public, with the Birds of Prey National Conservation Area the most well-known example. Approximately 85 percent of public lands in the County are owned by the federal government; the State of Idaho owns approximately 11 percent of public lands in the County. The remainder are owned by local jurisdictions or are otherwise tax exempt.

Low-density residential land use has permeated throughout the central portions of the County with the heaviest concentration of rural residential use occurring on the west side of the County around Kuna and Star, with large concentrations also found in Eagle and the north county unincorporated area (**Map 5**). **Exhibit 8** provides the number of acres used for specific land use categories in Ada County and the various areas of impact. Agricultural land comprises nearly a quarter of the acreage in the County. Commercial and industrial land uses account for over 7,000 acres.

Land use mixes vary somewhat between cities in Ada County, as shown in **Exhibit 8**. Star contains the highest percentage of vacant land, over 55 percent. The remainder of the cities contain between 20 and 38 percent vacant land. Residential lands comprise 33 percent to 40 percent of the total city acreages, except within Star, where 26 percent of the land is residential. Boise has the greatest acreage devoted to commercial and industrial land uses and, as the state capital, has the greatest percentage of land devoted to public uses. Redevelopment of land from one type of use to a different type of use could change the land use pattern, particularly if more development occurs in mixed use developments, along corridors, and in activity centers. Infill development and redevelopment has the potential to significantly change the proportional mix of land uses.

Exhibit 8 summarizes the parcel-based GIS land inventory developed by the County. Several data fields were aggregated to provide more generalized and consistent land use information. The agriculture class includes all land classified as farmland or agriculture, regardless of lot size. Parks and open space includes all lands designated as parks or common areas as well as golf courses and other recreational uses. Institutional uses include schools, churches, and cemeteries. Public lands are those classified as tax exempt in the database. The majority of this land is federal land in the southern and eastern portions of the County. Total land area does not include the Boise River and other non-parcel based areas such as road rights-of-way and canals.

Exhibit 8: Existing Land Use Acreages

Land Use	Areas of Impact							
	Boise	Eagle	Garden City	Kuna	Meridian	Star	Unincorporated Ada County	Ada County Total
	Acreage							
Agriculture	11,125	2,343	173	660	5,502	297	143,774	163,872
Parks & Open Space	4,144	1,276	284	28	343	19	1,520	7,715
Rural Residential	500	838	16	263	1,032	223	22,363	25,234
Residential – Single-family	19,097	4,680	823	1,119	6,367	321	7,531	39,937
Residential - Manufactured	479	71	143	11	58	7	0	769
Residential – Multi-family	1,210	46	71	18	147	9	95	1,595
Office	799	19	53	1	112	0	26	1,010
Commercial	2,214	81	380	19	545	6	108	3,354
Institutional	579	53	204	48	378	2	41	1,306
Public	10,525	429	258	197	651	27	334,945	347,033
Industrial	2,164	412	178	8	584	41	584	3,971
Vacant	13,813	3,800	659	1,491	8,178	1,178	37,584	66,702
Total	66,649	14,048	3,241	3,864	23,895	2,129	548,571	662,398
	Percentage							
Agriculture	16.7%	16.7%	5.3%	17.1%	23.0%	13.9%	26.2%	24.7%
Parks & Open Space	6.2%	9.1%	8.8%	0.7%	1.4%	0.9%	0.3%	1.1%
Rural Residential	0.8%	6.0%	0.5%	6.8%	4.3%	10.5%	4.1%	3.8%
Residential – Single-family	28.7%	33.3%	25.4%	29.0%	26.6%	15.1%	1.4%	6.0%
Residential - Manufactured	0.7%	0.5%	4.4%	0.3%	0.2%	0.3%	0.0%	0.1%
Residential – Multi-family	1.8%	0.3%	2.2%	0.5%	0.6%	0.4%	0.0%	0.2%
Office	1.2%	0.1%	1.6%	0.0%	0.5%	0.0%	0.0%	0.2%
Commercial	3.3%	0.6%	11.7%	0.5%	2.3%	0.3%	0.0%	0.5%
Institutional	0.9%	0.4%	6.3%	1.2%	1.6%	0.1%	0.0%	0.2%
Public	15.8%	3.1%	8.0%	5.1%	2.7%	1.3%	61.1%	52.4%
Industrial	3.2%	2.9$	5.5%	0.2%	2.4%	1.9%	0.1%	0.6%
Vacant	20.7%	27.1%	20.3%	38.6%	34.2%	55.3%	6.9%	10.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Zoning Agricultural zoning dominates large portions of the County, as shown in **Map 6**. Agriculture zones are largely found in the unincorporated portions of the County, although Boise, Eagle, Garden City, and Kuna also contain some land zoned for agriculture. Most non-residential districts are located along major transportation corridors, with most industrial districts located near the airport. **Exhibit 9** shows the percentage of each community that is designated for each type of zoning.

Exhibit 9: Existing Zoning by Acreage

	Boise	Eagle	Garden City	Kuna	Meridian	Star	Unincorporated Ada County
				Percentage			
Agriculture	17.2%	9.9%	1.9%	0.1%	0.0%	0.0%	78.9%
Business Park	2.4%	1.5%	0.0%	0.0%	0.4%	0.0%	0.0%
Central Business	0.5%	2.1%	0.0%	1.4%	0.0%	2.2%	0.0%
Commercial	8.4%	2.1%	33.5%	1.6%	13.0%	0.3%	0.0%
High Density Res.	2.2%	0.2%	1.1%	0.6%	2.1%	0.0%	0.0%
Industrial	1.2%	0.0%	0.0%	0.6%	0.0%	0.0%	0.7%
Light Industrial	10.2%	0.1%	0.0%	3.4%	11.8%	0.0%	0.1%
Low Density Residential	47.6%	51.2%	54.6%	77.2%	46.6%	88.9%	1.3%
Medium Density Res.	6.6%	0.1%	0.0%	1.0%	19.6%	1.6%	0.4%
Mixed Use	0.0%	6.7%	2.3%	0.0%	0.0%	1.2%	0.0%
Neighborhood Com.	0.8%	0.4%	6.6%	2.9%	0.5%	1.3%	0.0%
Office	2.3%	0.2%	0.0%	0.1%	5.9%	2.0%	0.0%
Public	0.6%	2.0%	0.0%	11.1%	0.0%	0.0%	0.3%
Rural Residential	0.0%	23.5%	0.0%	0.0%	0.0%	2.4%	18.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Future Land Uses. The future land uses designated in the Comprehensive Plans of each jurisdiction in Ada County are shown in **Map 7,** which is based on parcel data supplied by COMPASS. **Exhibit 10** shows the county-wide acreage designated for each future land use. The most significant distinctions between this table and the existing land uses are the increases in mixed use and industrial lands, and the replacement of the agricultural designation with an agricultural/rural residential designation, which suggests that some unspecified proportion of the private land currently used for agriculture could be developed for rural residential purposes, which would have a major impact on public facility demands.

Exhibit 10: Countywide Future Land Use

Future Land Use	Acres	Percentage
Open Space	4,045	0.6%
Agricultural/Rural Residential	215,600	32.5%
Estate Residential	14,511	2.2%
Low Density Residential	27,712	4.2%
Medium Density Residential	18,087	2.7%
High Density Residential	1,221	0.2%
Mixed Use	11,730	1.8%
Commercial	4,269	0.6%
Office	1,271	0.2%
Industrial	8,128	1.2%
Airport	7,575	1,1%
Public	344,368	52.0%
Other	5,348	0.8%
Total	662,399	100.0%

C. TRANSPORTATION NETWORK

The transportation network moves people, commodities, goods and services internal and external to the County via various modes. The road network is the skeletal framework upon which a community's land use pattern develops. Development impacts the road system's ability to provide safe convenient mobility and access. Excessive or poorly designed development can overburden the road system and generate the need for costly improvements. Planning and implementing an efficient relationship between transportation and land use is paramount to making best use of limited fiscal resources.

Roads. The most prominent transportation system in communities is the road system (**Map 8**). Road systems consist of a hierarchy of roadways classified by relative purpose, traffic volume and construction standards. Interstates and highways convey high-speed high volume traffic on a multi-lane hard surface with limited access points over long distances between communities. Arterials provide for high traffic volume circulation within a community on a hard surface travel way. Collectors provide moderate speed access from arterials to local roads. Local roads are intended to low volume and low speed access directly to private property.

Interstate 84 bisects Ada County, through Meridian and Boise, from west to southeast. Other major highway routes include Interstate 184, State Highways 55 and 21, and US Highway 20/26. **Exhibit 11** shows the mileage of each functional classification of roadway**.** The primarily locally funded Ada County Highway District is responsible for maintaining 1,889 miles of these roadways and 529 bridges.

Exhibit 11: Functional Classification of Roads

Functional Classification	Miles	Percentage
Interstate	97.76	3.97%
Principal arterial	113.00	4.58%
Minor arterial	267.81	10.86%
Collector	248.41	10.08%
Local	1,686.16	68.40%
Private	52.00	2.11%
Total	2,465.15	

Airports. There is one airport located within Ada County, Boise Airport, operated by the City of Boise Department of Aviation and Public Transportation. A seven member Airport Commission oversees operation of the airport. Boise Airport is the primary commercial service airport in southwest Idaho and operates two parallel runways. The airport is home to the Idaho Air National Guard, the National Interagency Fire Center, twelve airlines offering passenger service, seven cargo airlines, and several fixed base operators, corporate flight departments, and aviation businesses.

The airport has experienced strong passenger traffic growth and is currently undergoing expansion. In 2001, when the Airport Master Plan was prepared, 1.3 million passengers annually boarded a plane at Boise Airport. Phase II of the expansion project opened to the public in September, 2004.

Railroads. There are over 72 miles of rail lines in the County, running through Boise, Meridian, and Kuna. Most of the track is owned by Union Pacific Railroad, but a small amount is owned by the City of Boise. Rail freight service is provided by Idaho Northern Pacific. Major freight includes potatoes, sugar beets, beans, grains and fertilizer, phosphate and forest products. Loading capacity of the railways is 158 tons, which is the maximum rating.

Passenger service has not been offered in Ada County since 1997, when Amtrak terminated service. Union Pacific still owns the rights to provide passenger service. ValleyRide has studied the feasibility of providing new commuter rail service in the area and issued a Rail Corridor Evaluation Study, identifying issues involved in the public acquisition of rail corridor, in 2003.

III. Community Facilities Assessment

A. WATER

The water used in Ada County comes from one of two sources: surface water, such as that in the Boise River, or ground water, which is drawn from wells. At the current time, most potable water is ground water, accessed by wells in the area. Surface water is used for irrigation, both for agriculture and by residential developments. In most areas of the County excluding Boise, residential development is served both by potable water suppliers and by irrigation districts that provide pressurized irrigation systems that provide for outdoor water use, such as watering landscaping.

As land is converted from agricultural uses to urban and suburban development, there will be related impacts on shallow ground water due to changes in the amount of irrigation. Currently, the Department of Water Resources is researching the impact of development on shallow ground water.

While surface water is used primarily for irrigation, as water demands grow, surface water may be needed as a potable water supply. In some areas of the County where ground water is not available, treated surface water is already in use. Changing the use of surface water is difficult to accomplish due to water rights and legal designations.

There are currently eight potable water providers in Ada County, excluding smaller community systems. The largest of these is United Water Idaho, which supplies water to approximately 215,000 people in and around the City of Boise, Eagle and Garden City. United Water's water supply is supplied mainly by 91 wells located throughout the area; about twenty percent of the water comes from a treatment plant that treats water from the Boise River. United Water has a total capacity of 96 million gallons per day (MGD). While peak usage currently reaches 94 MGD, average usage was 44 MGD, less than half of the system's capacity.

The City of Meridian has a capacity of 25 MGD and peak demands of less than 15 MGD. Summer peak usage is more than twice the average daily demand. Some of this demand is due to irrigation; however, less treated water is used for irrigation in Meridian than in Boise.

Other water providers are the City of Kuna (with peak demands of 5 MGD), Star Water District, City of Eagle, Eagle Water Company, Garden City and the Owyhee Water District. In addition, some residents of Ada County use domestic wells or community water systems for their water supply. Most domestic wells draw water from the shallow aquifer; areas of contamination in the shallow aquifer may pose health threats.

B. WASTEWATER

There are currently eight wastewater providers in Ada County, as shown in **Map 9**. The largest provider is the City of Boise, which operates three treatment plants: Lander, West Boise, and Gowen Field. These plants treat wastewater from Boise, Eagle, Garden City, and the Bench, Northwest Boise, West Boise, and Owyhee Districts. Existing capacity of

the system is 39 MGD and there are plans to expand the capacity to 60 MGD, a level beyond build-out levels. Current peak demand is 29 MGD.

The Eagle Water and Sewer District operates a wastewater treatment plant, but the treatment at that plant is insufficient for current environmental standards. The partially treated Eagle plant effluent flows into the West Boise treatment plant for final treatment. The Eagle plant has a 3 MGD capacity and peak usage of 1.9 MGD.

The Bench Sewer District is nearly built out and no service area expansion is planned. Approximately 3 MGD flow into Boise's Lander plant for treatment.

The City of Kuna's lagoon-based treatment plant has the capacity to treat 0.7 MGD. Existing peak demand is 0.75 MGD. The City has plans to expand the existing plant by approximately fifty percent and has begun studying the feasibility of constructing a second treatment plant north of the City. Treated wastewater is used to irrigate crops, which in turn helps fund the treatment facility.

The City of Meridian operates a treatment plant with a capacity of 5.5 MGD, well below the current demand 8 MGD peak demand. The system is constrained by shallow groundwater.

The Star Water and Sewer District also provides wastewater treatment but no demand information is available at this time. In addition, some County residents rely of septic systems or community wastewater systems.

C. STORMWATER

Region 10 of the EPA issues all of the wastewater and stormwater National Pollutant Discharge Elimination System (NPDES) permits within the State of Idaho. All existing wastewater treatment facilities in Ada County have received permits and new facilities are required to apply for permits. In Ada County, one Phase 1 stormwater permit has been issued for stormwater discharges within the Boise City and Garden City corporate boundaries (Boise Municipal Separate Storm Sewer System, or Boise MS4). The Ada County Highway District has applied for a Phase 2 MS4 permit for the remainder of Ada County. Additional stormwater permits for construction activity and industrial sites are also required and issued directly to the industrial user or construction project.

Total Maximum Daily Loads (TMDLs) are pollution reduction plans for surface waters where water quality standards are not met. TMDL requirements are incorporated into NPDES permits. Lower Boise River TMDLs that affect wastewater and stormwater permits and future development include:

- two EPA approved TMDLs (sediment and bacteria);
- a phosphorus TMDL that will be submitted to EPA in early 2006; and
- two potential TMDLs (temperature and mercury) that are currently being evaluated.

The sediment and bacteria TMDLs did not result in more stringent wastewater or stormwater requirements and the initial analysis of temperature suggests a similar result. The phosphorus TMDL is anticipated to require significant reductions from wastewater treatment facilities (80%) and implementation of best management practices to minimize stormwater phosphorus discharges. Municipalities have begun implementation of mercury reduction measures that are anticipated to satisfy NPDES (stormwater and wastewater) and TMDL requirements.

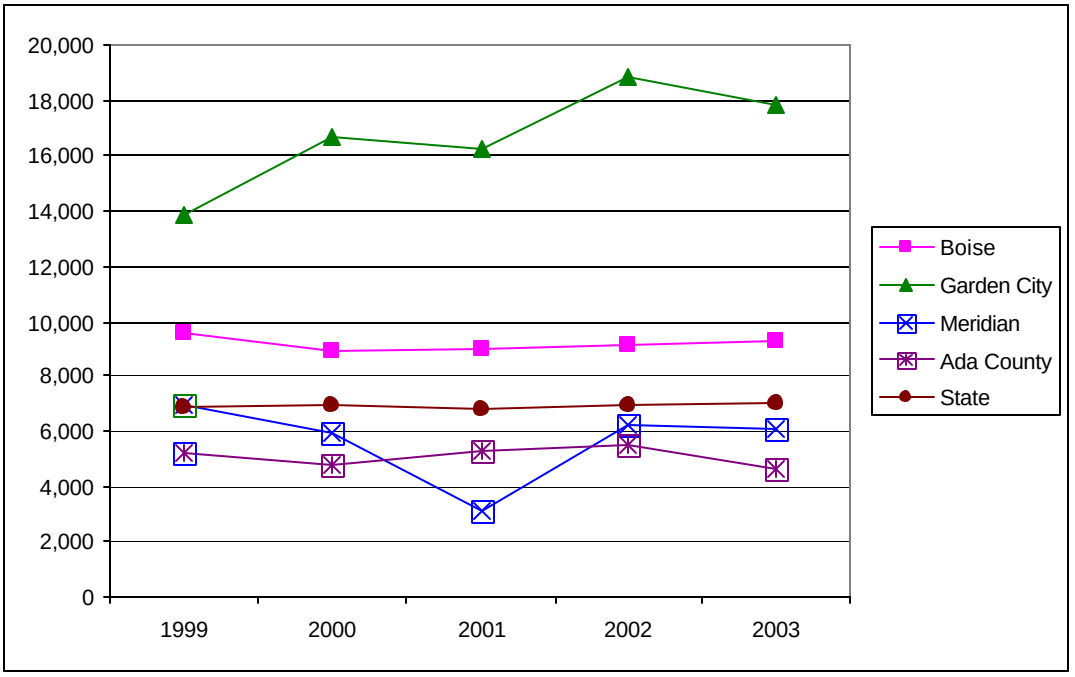
Stormwater drainage responsibilities and issues within Ada County are split between multiple agencies, including drainage & irrigation entities, cities, and Ada County Highway District. Designated agencies frequently are under-funded and have limited ability to acquire appropriate funding. Stormwater management issues that impact both water quality and quantity are resolved piecemeal as a result of fragmented authorities and limited funding.

As population growth occurs, or if new TMDLs are developed, stormwater and wastewater NPDES requirements could become more stringent, resulting in increased treatment requirements and costs. Use of low impact development techniques, such as permeable pavement, green roofs, and on-site retention, will minimize future stormwater permitting, collection, and treatment costs.

D. PUBLIC SAFETY

The Idaho State Police Bureau of Criminal Identification issues an annual report on crime in Idaho. The Crime in Idaho report tracks crime rates in the state, six law enforcement regions, and participating jurisdictions that report crimes to the state. **Exhibit 12** compares crime rates reported by the Boise Police Department, Garden City Police Department, Meridian Police Department, Ada County Sheriff, and the State at large.

Exhibit 12: Crime Rates



Source: Idaho State Police.

The Ada County Sheriff's office provides public safety services in the unincorporated areas of the County, in Eagle, Kuna, and Star. There are 474 total employees working for the Sheriff. Aside from patrol services, the Sheriff's Department also operates the County jail and a crime lab.

Boise Police Department employs 286 sworn officers and a support staff of 75. The Garden City Police Department employs 22 full-time officers. The Meridian Police Department employs 59 full-time officers and a support staff of 13.

Map 10 shows the location of all law enforcement, fire, and EMS stations in Ada County. **Exhibit 13** shows the total number of firefighters, paid and volunteer, in each community and the rating given to the city's fire protection system by the Idaho Surveying and Rating Bureau (ISRB). Ratings are given on a scale of one to ten where a lower number reflects a better fire protection system. ISRB uses a variety of factors in determining a jurisdiction's protection rating, including the number of and response to alarms, training of fire personnel, equipment used, and water system capacity, and will review a community's rating upon request.

There are six fire departments or districts serving Ada County: Boise Fire Department, Eagle Fire Department, Kuna Rural Fire District, Meridian Fire Department, North Ada County Fire and Rescue District, and Star Joint Fire Protection District. The Boise Fire Department is a department of the City; the Meridian Fire Department functions as both a City department and a fire protection district through a joint powers agreement. The others are all fire protection districts, separate from city governments.

Exhibit 13: Fire Protection Systems

City	System Rating
Boise	3
Eagle	4
Garden City (served by North Ada County Fire & Rescue)	4
Kuna	4
Meridian	4
Star	4

Source: Idaho Community Profiles, Idaho Department of Commerce.

E. SCHOOLS

The importance of strong schools to a community's health cannot be overstated. An educated citizenry of all ages has numerous social and economic benefits including, but not limited to: lower crime rates, higher quality workforce, higher wages, increased property values, enhanced cultural activities and stronger community leadership.

Three school districts provide service in Ada County. The Boise School District serves students living in and around the City of Boise. The Meridian Joint School District serves students in the cities of Meridian, Eagle, Star, and portions of Boise. The remainder of the County is served by the Kuna School District. **Map 11** shows the areas served by each school district.

The Boise School District system consists of 33 elementary schools, eight junior high schools, and four high schools, each with an associated attendance zone. In addition to traditional schools, the district operates administrative offices, maintenance facilities, transportation facilities, a pre-school center, Professional-Technical Center, two alternative high schools, a high school program for pregnant teens in coordination with the Salvation Army, the Treasure Valley Mathematics and Science Center in coordination with the Meridian School District, and offers evening high school opportunities. The district projects school enrollment to increase slightly through 2010. **Exhibit 14** shows projected enrollments by grade level. Grades one through five are projected to grow while enrollment in higher grades is expected to decline slightly. Analysis of the District's facilities is included in the Facility Assessment and Maintenance Plan prepared for the District by MGT of America, Inc. in 2000.

Exhibit 14: Boise Projected Enrollments

Grade	School Year 04/05	05/06	06/07	07/08	08/09	09/10	Total Growth	Average Annual Growth Rate
K	2,060	2,126	2,110	2,204	2,270			2.46%
1	1,932	2,136	2,204	2,187	2,285	2,353	421	4.02%
2	1,833	1,897	2,098	2,164	2,148	2,244	411	4.13%
3	1,894	1,830	1,894	2,095	2,160	2,144	250	2.51%
4	1,844	1,874	1,810	1,874	2,073	2,137	293	2.99%
5	1,822	1,851	1,881	1,817	1,881	2,081	259	2.69%
6	1,906	1,803	1,832	1,862	1,799	1,862	-44	-0.47%
7	1,949	1,893	1,791	1,819	1,849	1,787	-162	-1.72%
8	1,933	1,928	1,872	1,772	1,799	1,829	-104	-1.10%
9	2,156	2,035	2,030	1,971	1,865	1,894	-262	-2.56%
10	2,022	2,146	2,025	2,020	1,962	1,856	-166	-1.70%
11	2,057	1,992	2,114	1,995	1,990	1,933	-124	-1.24%
12	1,952	1,913	1,852	1,966	1,855	1,851	-101	-1.06%

Source: Boise School District.

The Meridian Joint School District has been experiencing the most rapid growth. In 2004, the District consisted of 25 elementary schools, six middle schools, four traditional high schools, and three alternative schools at the middle school and high school level. Currently, a new elementary school opens every year because of the rapid pace of residential development in the District. Of the 25 elementary schools presently operated by the District, ten are overcrowded, with the most crowded school at 138 percent of its intended capacity. Of the seven middle schools, three are over capacity and one is at 97 percent capacity. Five of the seven high schools are overcrowded, not including the charter high school. The District's current capital improvements program projects the need for a new elementary school each year, a new middle school every three years and a new high school every four and a half years.

Kuna School District is also facing growth pressures. The District currently operates four elementary schools, a middle school, a high school, and Kuna Evening School, an alternative high school. The District plans to build two additional elementary schools and a support services building to keep pace with facilities needs. The Kuna elementary schools are currently at 103 percent of their capacity. The middle school is at 108 percent of capacity and the District was forced to rent additional classroom space. The high school is currently at 93 percent capacity, but, based student population projects, will be at full capacity in the 2005-2006 school year. The District expects to experience 5.7 percent to 10.5 percent total growth in the student population each year for the next ten years. **Exhibit 15** shows projected enrollments by grade level through the 2009-2010 school year.

Exhibit 15: Kuna Projected Enrollments

Grade	School Year 04/05	05/06	06/07	07/08	08/09	09/10	Total Growth	Average Annual Growth Rate
K	355	376	405	437	470	507	152	7.38%
1	339	359	405	437	470	507	168	8.38%
2	314	359	387	437	470	507	193	10.05%
3	291	333	387	417	470	507	216	11.74%
4	304	308	359	417	449	507	203	10.76%
5	298	322	332	386	449	484	186	10.19%
6	275	316	347	358	416	484	209	11.97%
7	312	292	331	364	376	437	125	6.95%
8	301	331	306	348	382	394	93	5.54%
9	291	319	347	321	365	401	110	6.63%
10	253	308	305	332	307	349	96	6.66%
11	240	268	295	292	318	294	54	4.14%
12	238	200	257	283	280	304	66	5.03%

Source: Kuna School District.

One of the key issues facing school districts in Ada County is keeping pace with both the rate and location of area growth. New residential development brings new students into a district and eventually requires new school facilities. A poorly located school can generate enormous costs for transportation and utility improvements. These costs are exacerbated by increased development pressures that result from new elementary schools and, to a lesser extent, middle schools. Coordination of school siting decisions with the capital improvements programming and land use decisions made by cities and Ada County is essential for efficient service provision.

F. PUBLIC TRANSPORTATION

Public transportation provides for the movement of people in and through the community as well as offering a positive impact in reducing traffic congestion and air pollution. Public transportation can take a wide variety of forms, including rail, buses, and ridesharing (vanpool and carpool).

Public transportation services available in Ada County include bus routes, paratransit, and vanpool/carpool services. The main public transportation provider in the County is Valley Regional Transit (VRT), the regional public transportation authority for Ada and Canyon Counties, which was formed in 1998. VRT operates as ValleyRide in providing fixed route bus service in the cities of Boise and Garden City. This system is in the midst of a conversion from a flag-stop system to a fixed-stop system, with the attendant installation of necessary bus stops. Valley Regional Transit also contracts with First Transit to provide express bus service between Boise and Caldwell. Valley Regional Transit manages contracts for ValleyRide services within Canyon County that are not considered here.

Alternatively, the Ada County Highway District provides a Commuteride service, which offers vanpool and carpool services as well as employer assistance for developing workplace alternative transportation options.

Valley Regional Transit's Regional Operations and Capital Improvement Plan (ROCIP) included an evaluation of existing services. The ROCIP found that approximately 90 percent of Treasure Valley bus trips were within Boise and Garden City, which is also where the most bus service is available. The total boardings and passengers per hour for Ada County bus routes in 2003 are summarized in **Exhibit 16**.

Exhibit 16: Bus System Performance, 2003

Provider	Routes	Daily Boardings	Passengers Per Hour
ValleyRide	Boise & Garden City	4,401	16.0
Treasure Valley Metro	Commuters Express	118	3.4
Treasure Valley Metro	Mid-day Service	16	2
Commuters Bus	Route 2 Middleton/Star/Eagle	24	8

Source: Regional Operations and Capital Improvement Plan, Valley Regional Transit.

Valley Regional Transit's ROCIP also defines two bookend scenarios for growth in its public transportation services through 2012. A major limiting factor in further development of public transportation is funding. Future development plans for Ada County include greater bus frequency within the urban core of Boise, new local service in Meridian, and improved connections between routes and various activity centers. The ROCIP gives greater detail on short-term and long-term service plans.

Valley Regional Transit taps a variety of revenue sources to support its operations and capital needs. Fare revenue accounts for only a portion of the total budget. Federal grants are another revenue source, but are subject to various restrictions and the uncertainty of the legislative process. The cities of Boise and Garden City make financial contributions to VRT to support bus services in their communities.

Valley Regional Transit participates in a statewide taskforce reviewing options for transit providers to collect local revenues to provide a dedicated funding stream. The regional options authority will be crucial for financial stability and the implementation of VRT's long-term development plan.

IV. Growth Assessment

The primary determinants of Ada County's future land use, socio-economic composition and infrastructure demands are population growth rates and the demographics of future populations. Extremely rapid growth over the last decade has dramatically altered the character of many parts of the County and promises ever more dramatic changes in the next two decades. Long-term Ada County residents and recent arrivals may differ in their expectations of their community. Different age, gender and income segments of the population have different needs, which shape their expectations and the mix of assets sought in the community. For instance, an elderly population creates more demand for communal housing types, medical services, passive recreational opportunities and public transportation. However, families with young children support varied housing types, day care facilities, schools, athletic recreational opportunities and a mix of transportation options.

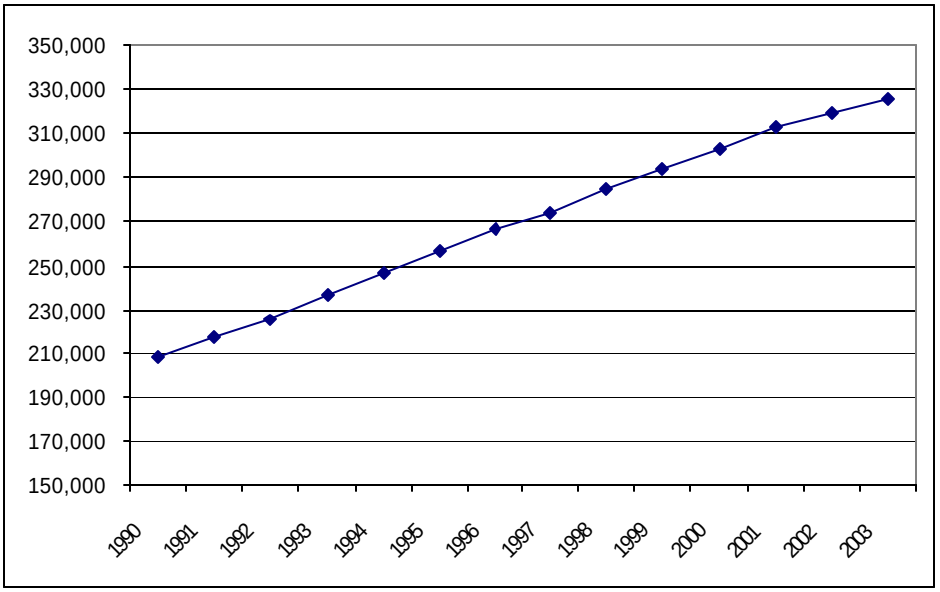
The primary growth area in Ada County is located in the west central area of the County around Kuna, Star, Eagle, and Meridian. The Blueprint for Good Growth should create more balanced locations for growth, particularly in city centers, and Boise downtown and neighborhoods. Depending on the outcomes of this project, additional growth could be located in planned new communities in unincorporated Ada County and in southeast Boise near the Micron plant though each of these areas will require significant investment in public facilities. Creating balanced growth necessitates effective planning to accommodate growth without straining fiscal, infrastructure, and land resources.

A. DEMOGRAPHIC TRENDS

Demographic factors indicate a population's likely mix of needs, which once identified, can be planned for by public and private service providers. This report summarizes various demographic indicators relevant to the development of the Blueprint for Good Growth.

Exhibit 17 illustrates the steady population increase experienced within Ada County since 1990, which averaged 8,528 people per decade or 3.37 percent growth per year. **Map 12** shows that during the 1990's significant population growth occurred in the central and northwest areas of the County. Idaho's population grew 28.5 percent during the 1990's while Ada County's growth was over 46 percent. Population growth in Ada County accounted for one third of the total population growth in Idaho.

Exhibit 17: Ada County Total Population



The cities of Eagle, Kuna, Meridian, and Star experienced double digit growth in the 1990s, as shown in **Exhibit 18,** and have more than doubled in population since the 1990 Census. Boise's population growth rate for 1990 to 2000 was very vigorous at four percent and was actually higher than the overall County rate of 3.9 percent. That growth rate has declined in the years 2000 to 2003 and the Blueprint plan policies need to address revitalizing the central city's growth.

Exhibit 18: Population Growth

	1990 Population	2000 Population	1990 - 2000 Average Annual Growth Rate	2003 Population	2000 - 2003 Average Annual Growth Rate
Ada County	205,775	300,904	3.9%	325,151	2.70%
Boise	125,738	185,787	4.0%	190,117	0.08%
Eagle	3,327	11,085	12.8%	15,253	11.20%
Garden City	6,369	10,624	5.2%	11,083	1.40%
Kuna	1,955	5,382	10.7%	8,839	18.00%
Meridian	9,596	34,919	13.8%	41,127	5.60%
Star[2]	648	1,795	10.7%	2,178	6.70%

Age Distribution Over 50 percent of Ada County's population is in the prime working age group of 20 to 64 years of age. Nearly 32 percent are youth aged 19 or less. **Exhibit**

[2] The City of Star incorporated in 1997. The 1990 population is from the City of Star Comprehensive Plan, as the 1990 U.S. Census does not include Star as a Place.

19 shows the age distribution for Ada County. Median age in Ada County is 32.8 years, less than Idaho's median age of 33.2 years and the median age for the U.S. of 35.3 years.

Exhibit 19: Age Distribution, 2000

Age Group	Ada County	Boise	Eagle	Garden City	Kuna	Meridian	Star
Under 5	23,042	13,116	925	795	667	3,973	227
5 to 9	22,873	12,933	1,014	731	588	3,532	165
10 to 14	22,551	13,029	1,095	637	489	2,810	139
15 to 19	22,237	13,860	814	732	391	2,151	102
20 to 24	22,254	15,920	387	828	429	1,717	140
25 to 29	23,826	15,614	524	758	612	3,223	188
30 to 34	23,984	14,580	754	753	544	3,706	169
35 to 39	25,148	14,778	1,054	814	465	3,370	164
40 to 44	24,971	15,059	1,119	852	320	2,665	132
45 to 49	22,446	13,865	921	786	263	1,984	93
50 to 54	18,613	11,456	746	629	187	1,657	65
55 to 59	12,705	7,618	525	562	120	1,059	62
60 to 64	8,953	5,347	367	424	78	821	46
65 and 66	3,063	1,842	115	147	26	283	10
67 to 69	4,235	2,669	144	211	42	397	20
70 to 74	6,515	4,319	206	331	50	573	29
75 to 79	5,912	4,112	190	295	51	468	13
80 to 84	4,108	2,973	121	214	39	292	20
85 and over	3,468	2,697	64	125	21	238	11

Source: U.S. Census, 2000.

Race & Ethnicity. Ada County remains a fairly homogeneous area, with whites composing nearly 93 percent of the population, as shown in **Exhibit 20**. In comparison, the State of Idaho is 91 percent white. However, the County is more diverse than it was in 1990. In particular, the Black and Hispanic populations have increased significantly, more than doubling in population. The Asian population, which was grouped with Native Hawaiian and Pacific Islander in 1990, has reached over 5,000 persons.

Exhibit 20: Ada County Racial and Ethnic Composition

Race/Ethnicity	1990		2000	
White	198,888	96.65%	279,427	92.86%
Black	958	0.47%	1,942	0.65%
American Indian/Alaskan Native	1,382	0.67%	2,085	0.69%
Asian	2,887	1.40%	5,223	1.74%
Native Hawaiian/Pacific Islander			448	0.15%
Another Race	1,660	0.81%	5,025	1.67%
Two or More Races	-	-	6,754	2.24%
Total	205,775		300,904	
Hispanic, All Races	5,556	2.70%	13,467	4.48%

Source: U.S. Census, 2000.

Individual cities in Ada County also have grown more diverse since the 1990 Census. **Exhibit 21** shows the racial and ethnic composition of each city.

Exhibit 21: Racial and Ethnic Composition, 2000

	Boise	Eagle	Garden City	Kuna	Meridian	Star
White	92.15%	95.90%	89.34%	94.65%	94.30%	92.87%
Black	0.77%	0.37%	0.47%	0.26%	0.47%	0.28%
American Indian/Alaskan Native	0.70%	0.47%	0.85%	0.72%	0.48%	0.95%
Asian	2.08%	0.74%	1.37%	0.35%	1.26%	0.22%
Native Hawaiian/ Pacific Islander	0.16%	0.13%	0.11%	0.06%	0.12%	0.06%
Another Race	1.74%	0.59%	4.94%	1.90%	1.25%	0.89%
Two or More Races	2.39%	1.80%	2.92%	2.06%	2.12%	4.74%
Total						
Hispanic, All Races	4.53%	2.63%	9.58%	4.85%	3.70%	4.29%

Source: U.S. Census, 2000.

Households Census data indicates that in the year 2000 there were 113,408 households in Ada County with 2.59 people per household. Approximately 36.2 percent of households included persons under the age of 18, which is higher than the State figure of 24.7 percent. Non-family households comprise just 8.0 percent of all households.

Education Ada County residents are generally better educated than the State as a whole or the United States, as shown in **Exhibit 22**. While 22 percent of Idahoans have a bachelor's or graduate degree, in Ada County, 31 percent of residents over the age of 25 have at least a bachelor's degree.

Exhibit 22: Educational Attainment

	Ada County	Idaho	United States
Less than HS diploma	9.21%	15.3%	19.6%
HS graduate	23.08%	28.5%	28.6%
Some college	36.54%	34.5%	27.4%
Bachelor's Degree	21.71%	14.8%	15.5%
Graduate Degree	9.47%	6.8%	8.9%
	100.00%		

Source: U.S. Census, 2000.

These high levels of educational attainment may be partially attributed to the presence of Boise State University.

Employment The number of jobs in Ada County has steadily grown over the last 25 years, from nearly 102,000 jobs in 1980 to over 230,000 jobs in 2000. While some industries have declined, such as mining and farming, others have more than made up the difference. The Service industry has experienced particularly strong growth, as seen in **Exhibit 23.**

Exhibit 23: Employment by Industry

Industry	1980	1990	2000	Change 1980-2000
Farm	1,963	1,742	1,802	-8.20%
Agri. Services, Forestry, Fisheries	744	1,636	3,016	305.38%
Manufacturing	9,261	16,878	26,769	189.05%
Mining	445	316	281	-36.85%
Construction	8,074	9,490	16,978	110.28%
Transportation, Comm., & Utilities	5,699	6,764	11,372	99.54%
Wholesale Trade	5,908	7,348	11,814	99.97%
Retail Trade	17,931	24,065	40,737	127.19%
Finance, Insurance, Real Estate	11,412	13,278	19,757	73.12%
Services	22,436	36,562	68,943	207.29%
Federal Civilians	3,894	4,244	4,761	22.27%
Federal Military	1,220	1,395	1,295	6.15%
State & Local Government	12,910	15,218	22,777	76.43%
Total	101,897	138,936	230,302	126.01%

Source: County Profiles of Idaho, Idaho Department of Commerce and Labor.

In addition to strong growth in jobs, Ada County has experienced low unemployment rates. Each city and the County as a whole have lower unemployment than the State of Idaho, as shown in **Exhibit 24**.

Exhibit 24: Unemployment Rates, 2000

Idaho	Ada County	Boise	Eagle	Garden City	Kuna	Meridian	Star
5.74%	3.91%	4.22%	3.54%	5.11%	4.77%	2.82%	6.20%

Source: Planning Works with U.S. Census data.

Boise is home to two of the County's largest employers, Micron Technology and the state government. Local educational institutions are also major area employers, as shown in **Exhibit 25**. According to the Idaho Department of Commerce and Labor, 93 percent of workers living in Ada County also work in the County. Of the remainder, nearly five percent commute to employment in Canyon County.

Exhibit 25: Ada County Major Employers

Employer	Jobs
Ada County	1,400
Albertsons	3,800
City of Boise	1,400
Boise Corp.	1,000
Boise School District	3,900
Boise State University	2,800
Citi Corp.	1,800
DirecTV	1,400
Federal Government	5,400
Fred Meyer	1,200
Hewlett Packard	3,400
Idaho Power Company	1,100
J.R. Simplot Company	3,800
Meridian School District	2,900
Micron Technology	10,000
St. Luke's Regional Medical Center	4,300
St. Alphonsus Regional Medical Center	3,405
State Government	14,000
Wal-Mart (Ada County)	1,200
Wells Fargo	1,079

Source: Boise Metro Economic Development Council, January 1, 2005 survey; City of Meridian.

Income and Poverty. Median household income in Ada County is well above the statewide median, as seen in **Exhibit 26**. Median income in each of Ada County's cities is also above the state median. Eagle has the highest median household income at $65,313.

Exhibit 26: Median Household Income, 1999

Idaho	Ada County	Boise	Eagle	Garden City	Kuna	Meridian	Star
$37,572	$46,140	$42,432	$65,313	$38,520	$40,617	$53,276	$42,337

Source: U.S. Census, 2000.

B. RESIDENTIAL DEVELOPMENT

Housing Stock. According to the 2000 U.S. Census, Ada County had 118,516 housing units compared to 80,849 units in 1990, an increase of 37,667 or 46.6 percent. Over two-thirds of housing units were built after 1970 and nearly twenty percent of the Ada County housing stock has been constructed since 1995 (**Exhibit 27**). Similar patterns may be found in each of Ada County's cities, as seen in **Exhibit 28**, with a majority of housing built after 1970 and strong recent growth in housing stock. Less than six percent of the housing stock in Eagle is more than 35 years old; over 56 percent of the housing in Star has built since 1995.

Exhibit 27: Age of Housing in Ada County

Year Structure Built	Number of Units	Percentage
1999 to March 2000	5,460	4.61%
1995 to 1998	18,194	15.35%
1990 to 1994	16,964	14.31%
1980 to 1989	16,648	14.05%
1970 to 1979	29,834	25.17%
1960 to 1969	9,648	8.14%
1950 to 1959	9,179	7.74%
1940 to 1949	5,157	4.35%
1939 or earlier	7,432	6.27%
Total	118,516	

Exhibit 28: Age of Housing, Incorporated Areas

Year Structure Built	Boise	Eagle	Garden City	Kuna	Meridian	Star
1999 to March 2000	2,079	444	249	212	1,070	108
1995 to 1998	8,325	1,240	724	718	4,499	287
1990 to 1994	10,353	700	1,007	166	3,027	26
1980 to 1989	12,041	410	657	115	1,215	36
1970 to 1979	18,550	946	1,321	361	1,545	79
1960 to 1969	7,785	72	393	44	285	37
1950 to 1959	8,035	36	167	29	304	40
1940 to 1949	4,572	38	86	17	119	20
1939 or earlier	6,210	91	74	121	224	55
Total	77,950	3,977	4,678	1,783	12,288	688

The predominant housing style in Ada County is single-family detached housing (**Exhibit 29**). Over 70 percent of housing units in Ada County are detached single-family homes. In the individual municipalities, Boise and Garden City have the lowest percentages of detached single-family homes with 65 and 51 percent of housing

respectively. Mobile homes[3] are the next most common type of housing with the exception of Boise, which has a stronger multi-family housing stock.

Exhibit 29: Units in Structure, 2000

Units	Ada County	Boise	Eagle	Garden City	Kuna	Meridian	Star
1, detached	83,257	50,426	3,100	2,379	1,602	10,464	535
1, attached	5,285	4,296	163	280	10	321	15
2	3,601	3,150	13	114	12	172	18
3 or 4	5,569	4,659	126	99	45	562	0
5 to 9	3,539	3,156	60	129	9	32	8
10 to 19	3,520	3,087	15	159	9	80	15
20 to 49	2,808	2,573	58	95	0	54	0
50 or more	3,294	3,181	5	34	0	32	0
Mobile Home	7,438	3,304	404	1,375	96	547	97
Boat, RV, van, other	205	118	33	14	0	24	0
Total	118,516	77,950	3,977	4,678	1,783	12,288	688

Source: U.S. Census, 2000.

As detailed in **Exhibit 30**, in 2003, Meridian issued more building permits than Boise, largely on the strength of single-family home construction. This trend has accelerated through 2004, as new residential building permits in Meridian, up 45 percent from 2003, are outpacing new permits in Boise 3 to 1. New residential permits in the unincorporated portion of Ada County now outnumber new residential permits in Boise. New residential permit activity in the cities of Eagle, Star and Kuna have remained relatively flat over the last 2 years, while Garden City has seen a marked decline since 2002.

These trends can be shifted particularly in Boise and Garden City. The latter has large areas of vacant or underdeveloped land, as well as the underutilized County Fairgrounds. Major new mixed use, new urbanist development can turn Garden City around. Boise also has large areas of potential growth: in infill areas, once definitions of compatibility are resolved; in the downtown; and in new planned communities, particularly in the southeast near the Micron facilities.

Exhibit 30: Residential Building Permits Issued

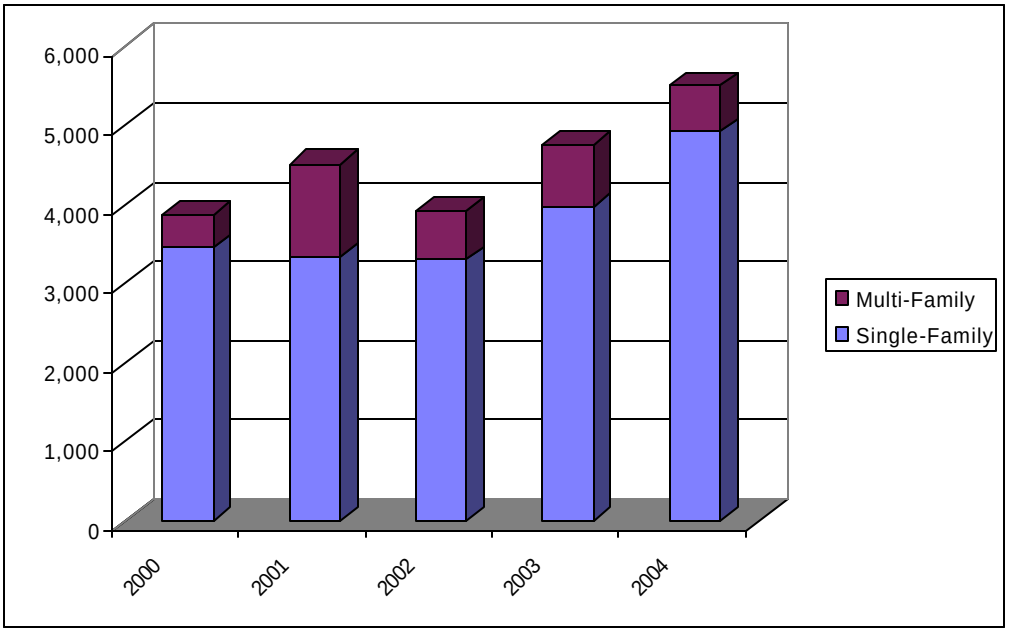
	Boise	Eagle	Garden City	Kuna	Meridian	Star	Unincorporated Ada County	Total
2004	815	483	69	230	2,567	146	1,200	5,510
2003	1,119	421	88	232	1,766	102	1,036	4,764
2002	1,204	266	196	410	949	46	859	3,930
2001	1,823	361	103	321	921	43	950	4,522
2000	1,301	455	116	323	759	74	841	3,869

Source: 2004 Development Monitoring Report, COMPASS, Report Number 8-2005, March, 2005.

[3] The Census Bureau uses the term mobile homes to describe both mobile and manufactured homes.

While the levels of residential building permits have fluctuated, the total number of permits issued has remained strong over the past 5 years. The number of multi-family units permitted also fluctuates a great deal. In 2000, 399 multi-family units were permitted, while a year later nearly 1,200 units were permitted. Multi-family production has remained above ten percent, as illustrated in **Exhibit 31**. Higher percentages of multi-family and higher density detached housing can be predicted for the future in infill, downtown development, and mixed use planned communities.

Exhibit 31: Residential Building Permits by Year



Housing Values. The Ada County Association of Realtors tracks home sales within the County. In 2004, the median home price was $163,000 and the average price was $193,863, indicating that there were some homes with higher prices pulling up the average. Home prices have risen steadily since the first quarter of 1999, when the median home price was $119,000. The average value of new single-family residential permits in 2004 was $203,248 as reported to the permitting jurisdiction.

The U.S. Census tracks housing values through the Long Form census questionnaire. Median values for single-family housing on less than ten acres of land in Ada County more than doubled between the 1990 and 2000 censuses, from $69,300 in 1990 to $161,800 in 2000. These values are low compared to rapidly growing areas in the U.S. and will be a major force attracting new employment to the area.

Preliminary Plats. Preliminary plat activity in the County shows the continuing predominance of single family residential housing units in ongoing development. Preliminary plats represent an initial approval of a proposal to subdivide land for development. As shown in **Map 13**, preliminary plat activity is concentrated in the northern Meridian Area of Impact, Star Area of Impact and north of Kuna outside the Area of Impact. While the majority of preliminary plat activity occurs within an Area of Impact, a significant amount of activity is occurring in rural areas of the County. **Exhibit**

32 shows the number of units expected for development in current preliminary plats by Area of Impact. The bottom half of the table indicates preliminary plats located within a one mile of a city's Area of Impact to show the expected amount of development within the County but near an AOI. The County's Comprehensive Plan includes policy 2.1-1, "Approximately 95 percent of new residential development should occur within each community's Urban Service Planning Area." However, nine percent of units in recently approved preliminary plats are located outside existing AOIs.

Exhibit 32: Preliminary Plat Activity

Impact Area	Single-family Units	Multi-family Units	Total Units
Boise	3,937	343	4,280
Eagle	637	159	796
Garden City	114	-	114
Kuna	2,119	136	2,255
Meridian	6,708	711	7,419
Star	2,154	-	2,154
Unincorporated County	1,646	-	1,646
Total	17,315	1,349	18,664

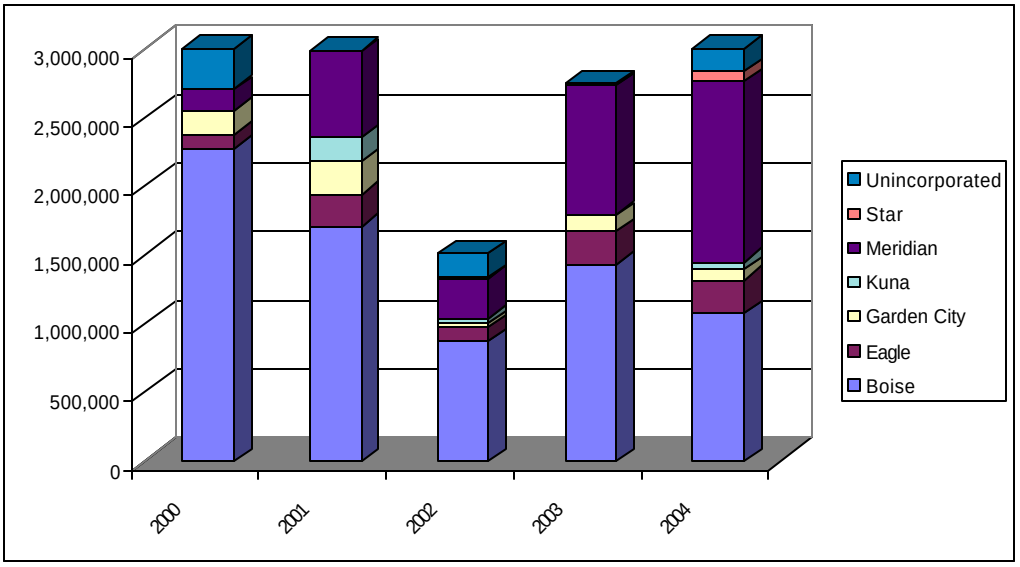
Source: COMPASS, 2004 Development Monitoring Report.

C. NON-RESIDENTIAL DEVELOPMENT

Ada County is the center of the area's economy and of non-residential development. Existing non-residential development market is relatively strong. The *2003 Business Expansion/Relocation Boise Metro Design Resource Guide*, published by the Boise Metro Economic Development Council, states that vacancy rates for retail space are 10.78 percent, for office space 16.59 percent, and for industrial space 9.32 percent. Average rents are $12.48 per square foot for retail, $15.06 per square foot for office, and $0.045 per square foot for industrial.

Non-residential building permits fluctuate with the economy. **Exhibit 33**, comparing permitted square feet of new construction and additions shows that non-residential development fell in 2001 and 2002 before rebounding in 2003. Non-residential development is strong in Boise, the center of employment in the area, but is also strong and growing in Meridian.

Exhibit 33: Non-Residential Permitted Square Feet by City



Source: COMPASS Development Monitoring Reports.

D. DEMOGRAPHIC PROJECTIONS

COMPASS projects future populations for Ada and Canyon Counties in order to effectively plan for future transportation needs (see **Exhibit 34**). The current population model expects that 561,150 people will live in Ada County in 2030. Traffic Analysis Zone specific COMPASS projections adopted in 2003 do not account for recent growth trends in the western portions of Ada County, particularly in Star and Kuna. COMPASS is in the process of updating these projections through the Communities in Motion project, which also will update the long-range transportation plan.

Exhibit 34: Projected Population

	Projected Population	Projected Households	Average Annual Growth Rate
2005	347,825	131,806	
2010	384,547	148,649	2.03%
2015	426,174	166,673	2.08%
2020	469,011	184,351	1.93%
2025	516,773	200,972	1.96%
2030	561,150	218,123	1.66%

Source: COMPASS.

According to the COMPASS model, Ada County will experience a total growth of 86,317 households between 2005 and 2030. Assuming a vacancy rate of five percent and no redevelopment of current housing units, 90,633 new housing units will be needed to accommodate these new households. According to recently published Census estimates, in 2003 the County has a total of 125,127 occupied housing units.

V. Regulatory Assessment

A. OVERVIEW

This report evaluates the zoning and subdivision regulations for Ada County, the City of Boise, Eagle, Garden City, Meridian, Kuna and Star (together with ACHD and the Idaho Department of Transportation, the "Blueprint for Good Growth Consortium") and summarizes some of the regulatory issues identified by the BGG planning consultant and the participants in a series of public meetings and interviews conducted in the autumn of 2004. The report is intended to provide background information for the project's Technical and Steering Committees and provide a framework for the analysis and selection of a preferred alternative for growth throughout Ada County. The primary focus of this report is to discuss similarities and differences between codes as they relate to the development and implementation of the Guide Plan. Certain individual deficiencies will also be discussed as appropriate.

The zoning and subdivision codes span a broad spectrum in their depth, complication and extent of regulation. While some codes contain numerous zoning districts (Kuna and Boise), others keep the number of zoning districts to a minimum (Star and Garden City). The treatment of administrative processes, planned unit development, mixed uses, and other functions varies across the board.

The primary deficiency, as a group, with the subdivision and zoning regulations, is their lack of uniformity. The Guide Plan will contain goals, objectives, strategies and policies, many of which will be the same or similar for areas in Ada County. The Guide Plan will use a uniform set of vocabulary and implementation strategies, and the consultants anticipate the development of model ordinances and codes to implement the Guide Plan. While fewer complications will arise in implementation if the subdivision and zoning codes are uniform, each community is likely to retain distinct codes. Establishing common terminology, as well as complementary districts, procedures and standards will simplify the development process for both applicants and the public at large. Each community should continue to address its own unique requirements in its code but common terminology will greatly reduce city conflicts with developers and other agencies.

One major code deficiency is the lack of regulations to time and phase growth based on the adequacy of public facilities. Approval of subdivision is rarely based on the adequacy of facilities or levels of service. This deficiency leads to sprawl and unchecked growth, as does the failure to monitor subdivisions in the "pipeline" when considering future applications. Other code deficiencies are:

- the failure to established a means to achieve current goals of the area comprehensive plans such as 5 percent of total annual growth in rural Ada County;

- the failure of some jurisdictions to require assessment of traffic, public facilities and sewers, school needs, environmental conditions, and fiscal impacts;

- the failure to define "compatibility" and establish incentives for compatible infill development; and

- the failure to establish equity-based techniques (such as purchase and transfer of development rights and mitigation fees) to protect agricultural and environmental sensitive lands.

B. SCOPE OF PROJECT

The Blueprint for Good Growth project is a two-phase project intended to result in the public processing and drafting of an Ada County-wide Transportation and Land Use Guide Plan ("Guide Plan"). The process will include preparation of a preferred scenario that addresses growth patterns, demographics, and the transportation implications of a preferred land use alternative. The development of the preferred alternative is being coordinated with the long range transportation plan ("LRTP") being prepared by COMPASS. Throughout the process, public policy guidance has, and will, be drawn from input from the Steering and Technical Committees and the Consortium, and from public workshops and interviews with key stakeholders. Based on initial direction provided from each of these groups, there is strong consensus to:

- Provide a variety of housing options through diverse housing types and densities that offer safe, decent, and affordable housing for a variety of income levels.
- Provide greater open space, parks, greenways, paths, and trails, especially to improve neighborhood connectivity and encourage walking and bicycling as alternative transportation models.
- Protect the natural resources of the area, particularly water resources and bald eagle habitat that make Ada County unique.
- Coordinate with service providers to plan for future service and facility needs to efficiently and cost-effectively provide services.
- Encourage development of pedestrian friendly commercial areas and pedestrian connectivity.
- Locate new commercial development near existing infrastructure to minimize its fiscal impact.
- Encourage the use of landscaping and trees to improve the appearance the area.
- Promote ways to reduce traffic congestion and keep traffic on arterial roads rather than on residential streets.
- Maintain vibrant, economically healthy downtown areas.
- Provide for diverse economic development opportunities and prospects for the expansion of existing businesses.

C. ALIGNMENT OF ZONING DISTRICTS

One key problem is the lack of alignment and uniformity between the zoning districts in each of the communities. For example, the R-3 zone in Garden City allows for residential uses up to ten dwelling units per acre, while the R-3 zone in Kuna allows up to three dwelling units per acre. Boise's R-3 zoning district is akin to Kuna's R-20 zone, not

Kuna's R-3 zone. Even when zoning districts are essentially the same in terms of height, bulk and density regulations, the variety of names is confusing. **Table 34** contrasts the number and function of the zoning districts. To the extent possible, the chart aligns zoning districts which are similar, regardless of their name.

While each municipality has unique needs for which it may need particular zoning districts, there are ample similarities such that the zoning districts could be made somewhat standardized across Ada County. This consistency will be important for implements the goals, policies and objectives of the Guide Plan.

D. PLANNED UNIT DEVELOPMENT[4]

Section 67-6515 of the Idaho Code authorizes governing bodies to adopt planned unit development (PUD) regulations. PUD regulations are flexible: "[p]lanned unit development ordinances may include, but are not limited to, requirements for minimum area, permitted uses, ownership, common open space, utilities, density, arrangements of land uses on a site, and permit processing." § 67-6515. All of the governing bodies have a PUD provision, though they differ in scope. Boise and Meridian allows a 20 percent density bonus from the underlying zone. Eagle, Garden City and Star only permit 10 percent density bonuses from the underlying zones. Ada County requires approval of a specific plan with the PUD and requires availability of public facilities. Garden City has a provision that requires that streets be suitable and adequate to carry traffic generated by the proposed uses and that the proposed densities not adversely impact the streets outside of the PUD. However, the Garden City code does not including actual standards for measuring these requirements, so its effectiveness is unclear.

PUD regulations are useful in that they allow a developer to address specific needs of the site. The Meridian and Boise regulations both have PUD infill provisions which are pedestrian friendly and emphasize urban character. The Boise regulations also have specific PUD regulations for the foothills which take into account environmental constraints and encourage cluster development. Eagle has PUD regulations specific for communities for "older persons."

One thing is consistent in all the regulations: no PUD is permitted as of right. Most regulations have a two step approval process, with preliminary and final development plans, both to be approved first by the Planning Commission and then the City Council of County Commission. However, the level of detail, infrastructure requirements, arrangement of uses, and densities varies by community. To some extent, the variations are necessary to take into account locational constraints and populations. However, the adequacy of public facilities and financing of such facilities must be consistent provisions in all communities. The Guide Plan will largely depend on a community's ability to monitor and plan for its transportation and utility needs and PUDs often have a

[4] PUD regulations should be distinguished from planned community regulations. The former is a flexible zoning technique, the latter addresses the zoning technique, the latter addresses the myriad of land use public facility and fiscal issues associated with the creation of a new community.

significant impact on such systems. Further, making the provisions more standardized, with clear processes, deadlines and expirations, will provide predictability and stability for property owners, developers and citizens.

E. VESTED RIGHTS

Idaho has adopted the minority rule for vested rights: an applicant's rights must be adjudicated under the law in effect at the time of application. *Ben Lomond, Inc. v. City of Idaho Falls*, 448 P.2d 209 (Id. 1968) is the seminal case in Idaho on the topic of vested rights. In that case, a parcel of land within the unincorporated area was planned to be used as a service station as part of a larger shopping center plan. Upon annexation into the city limits, the landowner attempted to secure a building permit for a service station on the property, but was denied by the City. At the time that the landowner applied for the building permit, the City had no zoning ordinance or other regulations that prohibited such development. On August 1, 1963, the landowner applied for a building permit, but was informed that the City was holding all building permits until the adoption of a zoning ordinance. On August 22, 1963, the City Council adopted a zoning ordinance and denied the landowner's application for building permit. The City passed an amended Zoning Ordinance in August of 1964. The landowner's continued requests for building permits were denied under both ordinances. Further, the City delayed for over ten months after the annexation in zoning the property.

The Court found that the landowner had a vested right to the building permit. The property was unzoned at the time that it was annexed into the City, and the City had no applicable regulations that would prohibit the service station at the time of the building permit application. It was only **after** the submittal of the application that the City adopted regulations that would prohibit such development. The court stated:

> Under such circumstances the City had no authority to deny appellant's requested permit after appellant had tendered the required fees and complied with all requirements in existence at the time of filing its application, as reflected by the record. It is our conclusion that the provisions of [the zoning ordinance] enacted subsequent to filing of appellant's application for permit and for access was inapplicable to appellant's application.

Id. at 214.

The Court did leave a bit of wiggle room in its strict interpretation of vested rights. The vested rights rule probably would not apply if the use was a nuisance per se. *Id.* at 214. Further, the rule may not apply if a zoning ordinance was pending at the time of the building permit application or if the proposed use was not in compliance with the existing regulations. *Id.* at 214.

Idaho courts have solidified their adherence to the minority view in later cases. In *Ready-To-Pour Concrete v. McCoy*, 511 P.2d 792 (Id. 1973) a landowner applied for a building

permit for industrial development. The city denied the permit, in part because, the use would constitute a nuisance. The city then eliminated the zone within which such development would have been allowed. The Idaho Supreme Court overturned the city's actions, finding that the law in effect at the time of the application should apply. "Idaho has adopted the minority view that the applicant's rights are measured under the law in effect of the application." *Id.* at 795. The court also found that the city acted arbitrarily and capriciously because there was not substantial evidence to show that it was a nuisance per se and that even if it was a nuisance per accidens, such finding would not be sufficient to deny the permit at the present time.

In *Cooper v. Board of County Commissioners of Ada County*, 614 P.2d 947 (Id. 1980), upon rehearing, the parties sought clarification as to whether the Ada County Comprehensive Plan of 1968, which was in effect at the time of the application for rezoning, was applicable, or if the 1977 version of the Comprehensive Plan, which was in effect of at the time of remand, was applicable. Citing previous cases, the court held that the ordinances would not be given retroactive effect, "Accordingly, it is the decision of this Court that the Ada County Comprehensive Plan of 1968, in effect at the time appellants made application for rezone [sic] is to be applied to respondent Board." *Id.* at 952.

Vested rights issues arise in many instances in zoning codes. The issue is particularly important as plans, policies and zoning and subdivision regulations change during the Guide Plan and beyond. Local governments must carefully analyze whether or not an applicant has vested rights. Cities can moderate the strict application date of vested rights at the time of the adoption of the Blueprint Plan by:

- Adopting a zoning ordinance amendment that provides that every application is deemed to incorporate the goals and policies of the plan as they will be incorporated in zoning amendments;

- Adopting provisions that each application is subject to increases in fees and requirements in effect at later subdivision approvals and building permit issuances.

However, though many of the codes do have expiration provisions for a variety of permits and applications, none have provisions establishing a vested rights determination procedure.

F. DEVELOPMENT AGREEMENTS

Development agreements are permitted pursuant to Section 67-6511A of the Idaho Code, which states:

> Each governing board may, by ordinance adopted or amended in accordance with the notice and hearing provisions provided under section 67-6509, Idaho Code, require or permit as a condition of rezoning that an owner or developer make a written commitment concerning the use or development of the subject parcel.

Each governing body must adopt an ordinance regarding the "creation, form, recording, modification, enforcement and termination of conditional commitments." Development agreements must be recorded, though are still binding if the property has notice of such agreement.

There is very little case law on development agreements, and none yet that applies to the funding of infrastructure and transportation improvements.

Development agreements are crucial because they allow governing bodies to avoid potential takings claims that result from illegal exactions. Entering into a development agreement is a voluntary act that conveys a governmental benefit upon the developer or property owner, in the nature of vested rights free from the "essential nexus" and "rough proportionality" limitations imposed by *Nollan* and *Dolan*[5] and stability in the land development regulations to be applied to subsequent development approvals.

The statute appears to allow governing bodies to require property owners and developers to pay for infrastructure and improvements in development agreements as a condition to rezoning. Such agreements are especially clear when read in accordance with the Development Impact Fee statute which indicates that fees agreed to pursuant to a development agreement will be used to pay for system improvements and to mitigate extraordinary impacts of development.[6]

Almost all of the Consortium governing bodies have development agreement provisions in their Zoning or Subdivision Ordinances. All of the development agreement provisions contain the statutorily required provisions: creation, form, recording, modification, enforcement and termination of conditional commitments. Other common elements include process for approval, duty to comply and modification of agreements.

Meridian recently adopted a provision allowing the City to require development agreements in conjunction with a rezoning or annexation, pursuant to the provisions of the state statutory provisions. Under the ordinance, recession of the development agreement will result in reversal of the zoning map amendment and development regulations for any developed portion of the property subject to the agreement.

Under the state statute, after proper notice and hearing, a development agreement may be rescinded and the rezoning reversed if the conditions of the development agreement are breached by the property owner. This is true whether the property owner is the party who originally entered into the development agreement or a subsequent party. All of the local governing bodies with the development agreement provision specifically include the

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[5] David A. Callies, Development Agreements, in ZONING AND LAND USE CONTROLS ch. 9A, at 12, 17 (2000); *Nollan v. California Coastal Comm'n*, 483 U.S. 825 (1987); *Dolan v. City of Tigard*, 512 U.S. 374 (1994); Leroy Land Development Co. v. Tahoe Regional Planning Agency, 939 F.2d 696, 697 (9th Cir., 1991).

[6] David L. Callies and Julie A. Tappendorf, Land Development Conditions and the Development Agreement Solution: Bargaining For Facilities After Nollan and Dollar, 51 case Western Res. L. Rev. No. 4 (2001)..

reversal provision. Such provision is very important because it is likely that voiding of the development agreement would nullify any vested rights a property owner has as a result of such development agreement.

Overall, the development agreement language is very general in all ordinances. While such generality does give the governing bodies flexibility to impose any condition relating to development or land use, it largely depends on political will to impose such conditions. This unpredictability is bad for developers, citizens and for municipalities. Boise and Ada County, and to some extent Garden City, do touch upon the need for information regarding phasing or infrastructure financing, but none of the governing bodies specifically require developers to ensure adequacy of public facilities or provide standards to make such a determination. To the extent that each governing body addresses the statutory requirements slightly differently, the language is similar enough to ensure consistency across jurisdictions. However, the governing bodies should adopt requirements for public facilities which are consistent across jurisdictions.

G. AREAS OF IMPACT

Section 50-1306 of the Idaho Code governs subdivision and platting within cities and city areas of impact. For subdivisions within an established area of impact, the subdivision plats are processed in accordance with the city subdivision provisions set forth in the adopted city and the applicable county zoning. If the subdivision is located outside of an officially adopted area of impact, Ada County has subdivision and zoning jurisdiction. The County must consider the city's comments and evidence in making its decision on the subdivision application, but such comments are advisory only.

The County's authority in the area of impact has been established in several recent cases. In Blaha v. Bd. of Ada County Comm'rs, 134 Idaho 770, 777 (Idaho, 2000) property owners proposed subdivision of their 40 acre parcel which was located within the Eagle Area of Impact. Ada County submitted the subdivision application to the City of Eagle for review and action. The Eagle Planning Commission and City Council approved the land on the condition that the subdivision comply with the Eagle City Code standards for private streets. The Ada County Board of Commissioners approved the subdivision, including the conditions attached by the City. The landowners also applied for a variance from various provisions of the Eagle City Code, which was granted by the Board of Commissioners. *Id.* at 772.

Adjacent property owners appealed the decision of the Board of Commissioners to the district court, alleging that both the City and County had a duty to provide due process protections of notice and hearing prior to approving the subdivision, and that because the City failed to do so, the County's final plat approval was void. The Court flatly rejected this argument, finding that jurisdiction for subdivision approval lay with the County, and that co-equal jurisdiction would be inconsistent with the local planning statutes and with constitutional limitations placed on cities. *Id at 777.* The Court stated:

> We conclude that the power to approve a subdivision application in the impact area resides exclusively with the County. We hold that the City's action in

> reviewing the subdivision application is advisory only and is not a prerequisite to action by the County. Finally, we hold that the action of the City did not require that due process protections be afforded to the Blahas, who by their own admission were provided notice and an opportunity to be heard prior to the County granting final approval of the Buckwheat Acres Subdivision. Having been accorded due process at the County stage of the approval process, the Blahas cannot claim that the approval was granted in violation of the ordinances or upon unlawful procedure. *Id.* at 777.

Further, the recent Idaho Supreme Court case of *Reardon v. Magic Valley Sand and Gravel, Inc.*, 90 P.3d 340 (2004) highlights the importance of following the local planning act sections which address areas of impact. In *Reardon*, the City of Burley passed several ordinances which extended the City's area of impact and which permitted the City to "unilaterally enact, apply, and control, without renegotiation with the County, changes to the City's comprehensive plan, subdivision ordinances, zoning ordinances, and land use applications within the unincorporated area of the County, but within the City's Area of Impact." The County passed a similar ordinance which allowed the City to revise the City's comprehensive plan, zoning ordinances or subdivision ordinances within unincorporated areas of the County without County approval. The Court held that such ordinances were unconstitutional because they violated the limits set on a municipality's powers by Article XII, §2 of the Idaho Constitution and of the terms of the Local Land Use Planning Act (LLUPA). According to §67-6526(d), areas of impact, plan and ordinance requirements are fixed until both governments agree to renegotiate. The terms of LLUPA are explicit and must be followed. Any changes to either must be approved by local agencies. Individual zoning codes have corresponding regulations for areas of impact which are consistent with the state statute.

Individual zoning codes have corresponding regulations for areas of impact which are consistent with the state statute.

H. INTERGOVERNMENTAL AGREEMENTS

Section 67-8204A of the Idaho Statutes governs intergovernmental agreements with regards to capital improvement and impact fees. It states:

> Governmental entities as defined in section 67-8203(14), Idaho Code, which are jointly affected by development are authorized to enter into intergovernmental agreements with each other or with highway districts for the purpose of developing joint plans for capital improvements or for the purpose of agreeing to collect and expend development impact fees for system improvements, or both, provided that such agreement complies with any applicable state laws. Governmental entities are also authorized to enter into agreements with the Idaho transportation department for the expenditure of development impact fees pursuant to a developer's agreement under section 67-8214, Idaho Code.

While the individual ordinances do not specifically discuss intergovernmental agreements, the statute will permit the municipalities to move forward with agreements regarding transportation and utility financing within the County. This will be imperative in the development of the Blueprint Plan, which may call for interagency coordination on adequate public facility requirements, impact fees and development agreements. Indeed, during the public outreach process, many participants expressed the need for better intergovernmental or interagency coordination in the areas of transportation, water land sewer provision, and land use and development provisions in areas of impact.

During the focus groups, several participants also expressed concern that, while decision-makers seemed to making greater efforts to coordinate activities, local planners and other technical experts needed to improve communications. At the governmental level, several participants cited the need for recreation, neighborhood, utility, transportation and other planners to coordinate their planning efforts. They also expressed the need for a legislative coalition to address future growth issues. As part of the implementation process, a legislative agenda will be developed.

I. TRANSIT ORIENTED DEVELOPMENT & MIXED USE

Transit Oriented Development (TOD) is characterized by a mix of land-uses, including residential, office, shopping, civic uses and entertainment within easy walking distance from a transit station (1/4 mile, 5-10 minutes). This mix of uses, in conjunction with well designed community spaces, plazas, or other pedestrian friendly outdoor areas, forms a vibrant village-like neighborhood where people can live, work and play. The "village" is compact in size, pedestrian-friendly in design, can be customized to offer a wide variety of housing options, with convenient access to services, jobs, and multiple ways to travel.

A number of participants in the public meetings and interview expressed the desire for increased densities along transit corridors and better transit oriented design standards. While most governing bodies might allow such standards in a planned unit development, in a special plan area, or in the central business districts, few have transit oriented design standards embodied "as of right" in their ordinances. Ada County and Boise both have planned community regulations which include some TOD standards, but both require special approvals.

Communities are less likely to see TOD if the regulations are not as of right or as easily permitted as other types of development. At present, TOD development would require special approvals which might deter potential developers due to monetary and time constraints, a problem now plaguing Boise with infill development approval. (See Crescent Heights). Therefore, the governing bodies should revise their codes to include as of right design regulations or development patterns which embody TOD guidelines to encourage such development in appropriate areas. TOD is not appropriate for all parts of every community, so each community must specify areas for transit corridors and centers.

Similarly, mixed use development will be important for the development of transit corridors and centers and for infill development. Every governing body allows some type of mixed use development within the municipality boundaries (see Table A). However,

development in mixed use zones inevitably requires some type of special approval, be it a conditional use permit, specific plan approval, or planned unit development approval. These time consuming approvals discourage some developers and property owners from building mixed use developments. Thus, the municipalities must adopt use patterns or other ordinance provisions that permit these developments as of right in appropriate areas. Phase II will explore the use of multiple "as of right" design templates built into zoning codes so that development will not be delayed based on endless aesthetic or density review.

J. SUBDIVISION PROCEDURAL ISSUES

Subdivision applications in all communities are fairly standard, and most, if not all, contain the following provisions:

- Review of preliminary plat application by the planning department to assure completeness. This is important because the completion finding may establish a date for consideration of subsequent legal actions, particularly as to when the vested rights laws become applicable.
- Opportunity, or even a requirements, for pre-application or "sketch plat" so the applicant can get an informal review of their plan, combined with a mandatory pre-application meetings with neighborhood groups to identify and mitigate issues of contention.
- Criteria for approval of preliminary and final plats. These criteria are similar in some communities, but represent one of the largest variations between communities.
- Submittal requirements for preliminary and final plats, particularly studies for fiscal impact, environmental assessment, adequacy of public facilities and traffic congestion.
- Notice of hearing requirements, and in some cases, required neighborhood meetings.
- Minor subdivisions and lot splits.
- The Commission reviews the preliminary plat and makes recommendations to the City Council or County Board.
- Final plat approval by the Council or Board within a specified time after approval of the preliminary plat. The time period generally varies from one to two years.
- Financial guarantee for improvements (although payment as well as performance guarantees should be included and are missing).
- Concept plans, used by many communities to address the phasing of projects, when only a portion of a parent tract is platted are not addressed in most jurisdictions' ordinances. Concept plans could enable applicants to get an earlier determination of the suitability of proposed land uses and development patterns, while providing local governments with better long range planning information.

While the subdivision regulations generally contain all of the necessary elements, the biggest deficiency in all ordinances is the lack of adequate public facilities regulations, improvement design standards and references to levels of service. The ordinances do

generally refer to required improvements, but do not provide meaningful standards by which to judge the provision of such improvements. Nor do most regulations address the extension of facilities through a property or the manner in which to oversize utilities to meet future demands. Additional deficiencies are the lack of standardized review requirements for irrigation and flood control districts and the lack of an agreement between local governments and the Department of Water Resources regarding wells in areas served by public water systems and availability of water rights. Inclusion of these provisions and consistency across jurisdictions should be a focal point in the future for implementation of the Guide Plan.

K. CONSISTENCY OF CITY, COUNTY AND ACHD COMPREHENSIVE PLANS, LAND DEVELOPMENT REGULATIONS AND POLICY MANUAL WITH THE BLUEPRINT PLAN

The Ada County Consortium will have to address how the cities, county and ACHD will comply with the Blueprint Plan. There are three choices available:

1. Treat the Blueprint Plan as strictly advisory and each government be free to be consistent or inconsistent with it;

2. Treat the Blueprint Plan as controlling and requiring consistency with the Plan (in both (a) amending its own comprehensive and land development regulations plan to incorporate the Blueprint Plan; and (b) adhere to the Plan in its development approval process);

3. Take a middle position – the Blueprint Plan will be controlling unless the City, County or ACHD makes a determination to override a specific section of the Plan. That override could require a supra-majority vote (say 5/7 or 2/3), or specific written findings of fact and/or could be subject to judicial review of a specific development approval as being arbitrary, capricious, or unreasonable.

Idaho statutes do not require mandatory consistency with an adopted plan unless the government places such a requirement in its own plan or regulations. Thus all three choices are available to the Consortium.

L. INTERIM DEVELOPMENT CONTROLS

This section should be read in connection with the Vested Rights Section E (page 32). Once the Blueprint Plan is adopted in order to prevent vested rights to existing law accruing after that adoption – the consortium could agree – in the Plan itself – to a provision that all development applications subsequent to adoption of the Plan will be subject to the provisions of the Plan to be incorporated within city or county comprehensive plans and land development regulations and in ACHD's Policy Manual or ordinances.

This provision is properly classified as an interim development ordinance which can be adopted (a) during the Plan process – which the Consortium rejected; or (b) after the adoption of the Plan but prior to the incorporation within city, county or ACHD plans,

regulations and policies. See Freilich Interim Development Controls: Essential Tools For Implementing Flexible Planning and Zoning 49 Journal of Urban Law 65, cited with approval by the U.S. Supreme Court in Tahoe –Sierra Preservation Council, Inc. v. Tahoe Regional Planning Agency, 535 U.S. 302 (2002.

M. WATER SUPPLY ASSESSMENT.

Due to the projected shortfalls of potable water in the future, a number of states have adopted requirements that developers provide water supply verifications from a public water utility provider and a water assessment to include:

a. Identification of specific water supply adjudicated rights for the proposed project;

b. A description of the quantities of water received in prior years by the public water system from those water rights over past 20 years;

c. Written contract or proof of entitlement by the water supply provider to those rights;

d. Other new sources for water rights with the information contained in (a), (b) and (c) above;

e. The water assessment (by a public water system, city or county) shall address whether the total projected water supplies available during normal, single dry and multiple dry years during a 20-year projection will meet the projected water demand associated with the proposed project, in addition to existing and planned future uses including agriculture and manufacturing; and

f. A public water system means a system of piped water which has over 3000 connections. If there is no public water system then the city or county would prepare the assessment after consulting with any domestic water supplier whose service area includes the project site.

These water assessments should be discussed as part of the implementation mechanisms to carry out the Blueprint Plan.

N. OTHER COMMENTS

Many of the comments gathered during the public input process are incorporated into the preceding observations. The following comments also relate to the planning and development process throughout Ada County and in the particular municipalities. Some of the comments are contradictory – representing different perspectives of interviewees on the same issues.

- Communities must make an effort to encourage strong and vibrant downtown areas. By creating healthy mixed-use centers, each community would increase housing choices, decrease automobile dependency and increase tax revenues necessary to fund public facilities and services.

- There should be greater coordination between governing entities with regard to regionally significant projects.
- It is essential to protect land for existing and planned LULUs[7] from encroachment by residential and other uses that could interfere with long term public need for these facilities.
- Develop roadway plans based on projected traffic and protect the right-of-way from encroachment and inappropriate development patterns.
- Broader inclusion of technical professionals and neighborhood representatives in the transportation planning process would increase the effectiveness of the process.
- ITD, COMPASS and ACHD should focus on moving people and goods instead of cars and trucks to produce a more versatile transportation system that supports all modes of transportation.
- Balance the need for emergency access, street connectivity and traffic calming to mitigate adverse impacts of traffic on neighborhoods.
- To ensure that there is adequate water to meet the area's growing needs, water demands and supplies should be closely monitored and local governments should promote/require more efficient use of limited water supplies.
- In addition to protecting the quality of stormwater runoff through more extensive use of stream buffers and other techniques, local governments should coordinate to improve access to and along the Boise River and other waterways.
- Several participants cited the need to create safer and more direct bicycle connections throughout the urbanized area, which would increase opportunities for residents inclined to pedal rather than drive. A few participants placed a low priority on bike paths for non-recreational purposes.
- Development should pay its fair share of capital facilities and improvements through a variety of techniques.

O. CONCLUSION

In this analysis, we have identified some of the major issues raised at public meetings, interviews, by staff, and by our consultants' analysis. It is anticipated that additional issues may arise during the implementation phases of the project and as model ordinances are drafted.

[7] Locally unwanted land uses such as jails, landfills and wastewater treatment plants.

TABLE A – ALIGNMENT OF ZONING DISTRICTS

	Ag			Residential											Commercial				Manufacturing / Industrial			Office	Misc. Districts		Mixed Use
Kuna	A			R-1	R-2	R-3	R-4	R-5	R-6	R-8	R-12	R-16	R-20	R-32	C-1	C-2	C-3	CBD	M-1	M-2	M-3	L-O	DR	P	-
Star		RT		R											C-1	C-2		CBD	L-1			L-O			MU*
Garden City	A			R-1A					R-2	R-3			R-20		C-1	C-2			L-1			O	T	DA	M
Eagle	A	A-R	RE	R-1	R-2	R-3	R-4	R-5							C-1	C-2	C-3	CBD	M-1	M-2	M-3	L-O	BP	PS	MU
Eagle cont.																							DR P	DA	
Meridian					R-2	R-3	R-4			R-8		R-15		R-40	C-N	C-C		C-G	I-L		M	L-O	OT FP	TE	MUR*
Meridian cont.																RSC							FTZ*	S-FTZ*	
Boise	A				R-1A		R-1B			R-1C	R-1M		R-3		C-1	C-2	C-3	C-5	M-1	M-2	M-4*	L-O N-O	H-SU	D S	R-O
Boise cont.											R-2						C-4*		T-1	T-2*		R-O	HD	DD	
Ada County	RR	RP	RUT RSW	R-1 R-1M R-1	R-2		R-4		R-6	R-8 R-8M	R-12		R-20		C-1	C-2	C-3		M-1	M-2	M-3	L-O	T-1	PCHS*	Planned Community

* denotes zones which are ;lanned unit development or which require a heightened review process

VI. Planning Assessment and Community Issues

A. LOCAL PLAN STATUS

Ada County. The goals, objectives, and policies of Ada County's current Comprehensive Plan recognize that coordination is the key to effectively responding to and dealing with growth. The Plan encourages both coordination with service providers such as the County's school districts and between public agencies and private land owners. Intergovernmental coordination efforts are also contained in the County's goals and policies concerning Areas of City Impact and the negotiation of area boundaries with individual cities.

Boise. The City of Boise Comprehensive Plan was updated in 2003. The top priorities of the Plan are to preserve the City's quality of life through greater use of mixed use projects, higher residential densities, and "in some ways a return to how towns were designed in the years before World War II, when citizens commuted on foot and by trolley." The Plan recognizes that quality-of-life components of the City, such as open space, air and water quality, and safety and security, should not be sacrificed for growth.

Eagle. The Eagle Comprehensive Plan was updated in 2004. One of the top priorities of the Plan is to balance the City's rural character with continued growth. The Plan encourages the strengthening of the downtown area, further development of open space, parks, and pathways, and diversified employment and housing choices.

Garden City. Garden City's Comprehensive Plan was written in 1995-96 and was last amended in 1999. The Plan identifies the top three critical issues facing the City as appearance and image, traffic and transportation, and crime.

Kuna. The City of Kuna's Comprehensive Plan was adopted in 2003. The key community values identified in the planning process are to maintain Kuna's quality of life for all residents, to encourage new growth which enhances Kuna, and to continue to provide adequate facilities, services, and utilities for all city residents. This rapid growth has placed a strain on public facilities and services, particularly the road networks, parks and recreation facilities, and the school district.

Meridian. The City of Meridian Comprehensive Plan was adopted in 2002. Meridian and its area of impact are among the fastest growing areas in the West. A major goal of the comprehensive planning process was to preserve Meridian's "small town character and charm" in the face of rapid growth. The plan is based on six key community values: manage growth to achieve high-quality development; enhance Meridian's quality of life for all residents; new growth should finance public service expansion; prevent school overcrowding and enhance education services; expand commercial and industrial development, and protect Meridian's self-identity.

Star. The City of Star Comprehensive Plan was written in 1998, shortly after the City was first incorporated, and amended in 2000. The Plan includes goals, objectives, and policies covering issues of private property rights, population and growth, schools

facilities, economic development, land use, natural resources, hazardous areas, public services and facilities, transportation, recreation, parks, open space and pathways, special areas, housing, community design, and implementation. Growth is an important issue for Star, as the City has experienced rapid growth and expects growth to continue. The Plan identifies the preservation of Star's rural character as a top concern in the face of continued growth. The Plan encourages growth, both residential and non-residential, and acknowledges the importance of developers providing public facilities and services as growth occurs.

B. PLANNING CONSTRAINTS/OPPORTUNITIES

Land Use and Development. Coordinating land use and infrastructure decisions is a necessity as growth continues. There is a variety of opinions on the best ways to ensure consistency between land use decisions and the ability to provide adequate facilities and services. One course is to let service providers respond to market pressures; another is for local governments to take the lead in guiding development and infrastructure investments by maintaining up-to-date capital improvement plans and comprehensive plans. Rapid growth increases the need to frequently update and coordinate land use and facilities plans.

Regionally significant development projects[8] pose a particular challenge to the coordination of planning efforts and agencies. While these projects can create new mixed use communities with many benefits, they require extensive cooperation between the land use authority, service providers and developer to ensure that the funding and provision of facilities are coordinated with the creation of demands for those facilities. Promoting vibrant downtown areas can also provide the benefits of a mixed use community.

Transportation. Roads need to serve broader purposes than moving cars and trucks, including providing access to property, supporting a variety of modes of transportation (e.g., bikes, buses and pedestrians), and contributing to the health of neighborhoods and businesses. ACHD has begun to recognize this need and recent ACHD projects have allocated up to 30 percent of design, right-of-way acquisition and construction costs on 5-lane roadway upgrades to bike/pedestrian related improvements.

The lack of east/west routes and river crossings constrains the movement of goods and people through Ada County. Regardless of the response to the previous issues, additional crossings and corridors will be needed to meet current and future transportation needs. These corridors should be identified today, and strategies to protect the corridors should be implemented to ensure that development within the corridors does not constrain their future function. This applies to both roadway corridors and transit corridors; while preferences may vary, it is important to preserve future options.

[8] Florida and Georgia employ a greater standard of review for "developments of regional impact", a concept that could be modified to provide heightened scrutiny of large scale projects in Ada County.

Agriculture. The retention of agribusiness and agricultural land uses is a cultural, economic and fiscal issue. The County has historically had a strong agricultural base and much of the open land in the Treasure Valley has been dedicated to agriculture. However, development market pressures and changing global agricultural markets are encouraging the conversion of agricultural lands to residential and non-residential uses.

The conversion of agricultural lands to other uses will have great impacts on the region, on water supply and demand, on public facilities and services, and on the character of the area.

Environment and Recreation. The natural environment is a key factor in the local quality of life. Local planning successes include the cleanup of the Boise River from one of the most polluted in the 1960s to the top recreational river in the state today. There is broad concern about effect of growth on local air quality, which could have ramifications on transportation funding. There is also broad awareness that water is an ongoing concern.

Business and Economic Development. Ada County is in the enviable position of having an attractive environment for economic growth. Amenities, including the natural environment, abundant housing at attractive prices, low rents for commercial, office and industrial space, ample infill vacant land, higher education institutions, State government and existing industries will continue to stimulate outside economic interest. This enables selective economic development efforts that focus on clean, higher wage jobs that do not generate high water demands. Agriculture and recreation also provide opportunities for focused business development.

Intergovernmental Coordination. While decision-makers seem to making greater efforts to coordinate activities, local planners and other technical experts need to improve communications. There is an ongoing need for greater coordination of recreational needs, fiscal needs, economic development, affordable housing, and neighborhood, utility, and transportation plans.

One of the key concerns regarding coordination is the need to ensure that land use and development decisions are coordinated with facility decisions so that service providers can anticipate the timing, location and magnitude of future demands for facilities such as power lines, schools, water and wastewater utilities, roads, transit, parks and emergency services. All service providers - water districts, sewer districts, irrigation districts, school districts, local governments, and other agencies - should be involved in all local efforts to update land use plans.

Other Issues. Aside from these general issues, other concerns include equity funding for capital facilities, effectively involving the public in decision making, and encouraging local governments to resolve growth issues. Local service providers have made great gains in recent years to improve the level of communication and cooperation between agencies and with the public. The success of several recent planning projects have increased the credibility of local governments, as has the Blueprint for Good Growth

project. The public's overwhelmingly positive feedback for this project augers well for the future. These successful initiatives have also increased public expectations for the outcomes of the Blueprint for Good Growth.

C. ADOPTED GOALS/OBJECTIVES/POLICIES

The following list identifies common goals or objectives taken from the comprehensive plans for Ada County and the cities of Boise, Eagle, Garden City, Kuna, Meridian and Star. The letters in superscript indicate that the goal or objective is contained in a particular jurisdiction's Plan.[9] While not all plans are cited for each of the following goals, review of the full plans indicates that all of the following goals are shared by most of the communities.

- **Housing**: Provide a variety of housing options through diverse housing types and densities that offer safe, decent, and affordable housing for a variety of income levels. [A, B, E, G, K, S]
- **Open Space/Greenways**: Provide greater open space, parks, greenways, paths, and trails, especially to improve neighborhood connectivity and encourage walking and bicycling as alternative transportation modes. [A, B, E, G, K, M, S]
- **Natural Resources**: Protect the natural resources of the area, particularly water resources and bald eagle habitat that make Ada County unique. [A, B, G, M]
- **Public Facilities/Services**: Coordinate with service providers to plan for future service and facilities needs to efficiently and cost-effectively provide services. [A, B, E, G, K, M, S]
- **Commercial Development**: Encourage development of pedestrian-friendly commercial areas and pedestrian connectivity. [B, E, G, K, M]
- **Commercial Development**: Locate new commercial development near existing infrastructure to minimize its fiscal impact. [B, K, S]
- **Aesthetics**: Encourage the use of landscaping and trees to improve the appearance of the area. [B, G, S]
- **Transportation**: Promote ways to reduce traffic congestion and keep traffic on arterial roads rather than residential streets. [B, G, S]
- **Downtowns**: Maintain vibrant, economically healthy downtown areas. [B, E, S]

[9] "A" stands for Ada County, "B" is for Boise, "E" is for Eagle, "G" for Garden City, "K" indicates Kuna, "M" is for Meridian, "S" stands for Star.

- **Economic Development**: Provide for diverse economic development opportunities and opportunities for the expansion of existing businesses. E, S

The above list is not wholly inclusive and additions or modifications are likely to be incorporated into the final planning documents. It should be noted that many of the above issues are interrelated and any given plan recommendation may address more than one issue.

D. COMMUNITY ISSUES OVERVIEW

The following list a summary of the issues and opinions voiced by various stakeholders in a series of focus groups and community workshops conducted on October 12-25, and November 9-10, 2004. To encourage candor and develop a broad understanding of different local perspectives, participants were instructed that the following summary would not attribute sources or try to resolve conflicting opinions. During the preparation of the Blueprint for Good Growth, participants will be asked to prioritize the following issues and to develop consensus-based strategies to best address those issues in Ada County.

Although there was some difference of opinion about the rate of growth that local governments should accommodate, most focus group participants in each of the stakeholder groups agreed that local governments will need to do a better job of coordinating growth decisions in ways that:

- Establish more efficient growth patterns that better integrate a mix of uses;
- Accommodate projected growth;
- Provide diverse housing & non-residential opportunities;
- Provide more certainty for existing residents and developers;
- Facilitate more efficient service provision and use of existing facilities;
- Promote compatible infill and development of downtowns;
- Capitalize on transportation corridors and centers;
- Increase travel mode options; and
- Protect key natural resources.

E. LAND USE AND DEVELOPMENT ISSUES

- **What is the best way to coordinate land use and infrastructure decisions?** Participants voiced a variety of opinions on the best ways to ensure consistency between land use decisions and the ability to provide adequate facilities and services. While some felt that service providers should respond to market pressures, most participants felt that local governments should take the lead in guiding development and infrastructure investments by maintaining up-to-date capital improvement plans and comprehensive plans. A few people, concerned about the creation of a disjointed land use pattern resulting from each city's individual planning efforts, recommended the creation of a countywide land use

authority with overall land use planning responsibilities similar to the consolidation of transportation planning through creation of the Ada County Highway District (ACHD). Others felt that local governments would be reluctant to give up land use authority and felt that better coordination of land use decisions with facility decisions and land use decisions of adjacent jurisdictions could address this issue. Many participants voiced the need to frequently update and coordinate land use and facilities plans.

- **How can we best strengthen cities' downtowns?** There is a strong consensus for efforts to develop and maintain vibrant downtown areas within the County's cities. Participants cited Boise's successes in attracting a mix of uses to downtown and near downtown neighborhoods as something that should be promoted, at appropriate scales in each city. By creating healthy mixed-use centers, each community would increase housing choices, decrease automobile dependency and increase tax revenues necessary to fund public facilities and services.
- **How should "regionally significant" projects be addressed?** The cities and county continue to be faced with regionally significant development projects, some of which are contiguous and some in remote areas. While there were varied opinions about the benefits of these projects, there was general agreement that they require extensive coordination between the land use authority, service providers and developer. Supporters of these projects felt that they could create new communities with a balanced mix of land uses that reduces pressure on the transportation network. Others expressed concern that remote projects would create extraordinary service costs and would aggravate congestion by separating residents from jobs, at least through the early years of the projects.
- **How can we promote infill without destabilizing existing neighborhoods?** Plans to achieve greater densities and promote infill have increased land use conflicts between existing residents and proponents of infill projects. The greatest needs are to clearly identify the location and extent of transitional areas, to establish standards for compatible development in areas where infill will abut existing neighborhoods, and to mitigate increases in traffic resulting from infill and to mitigate other impacts resulting from increased density. This will help prevent the destabilization and disinvestment in older suburbs located closer to core urban areas.
- **How can we retain areas for locally unwanted land uses (LULUs)?** Jails, airports, waste transfer stations and other necessary public uses can be difficult to locate or enlarge because they can be undesirable neighbors. It is essential to protect land for existing and planned LULUs from encroachment by residential and other uses that could interfere with long term public need for these facilities.
- **Why don't we have more diverse development?** Several participants complained that "80 percent of new development is built for 20 percent of the population." Without evaluating the relative demand for various products, it's clear that the market has been dominated by low density, detached, single-family homes. Factors that tend to limit the provision of more market choices, include:

- the comfort level of developers, builders and bankers with producing a product that sells (e.g., the market does demand the product);
- the fact that low density, single family detached units are the easiest product to get approved by local governments;
- the relatively greater risk associated with infill development projects;
- local zoning regulations that favor conventional single-family homes and discourage production of many alternatives through discretionary approval processes.

If the cities adopted flexible standards that established desirable development patterns that wouldn't require discretionary hearings, the development community would be more likely to provide other types of units. Politically, this requires better design standards to give decision-makers and neighborhood representatives assurances that the outcomes will be desirable.

F. TRANSPORTATION ISSUES

- **How can we improve our transportation planning process?** While there was an overall belief that ACHD has greatly improved its transportation planning and development practices, most focus groups had numerous suggestions to improve the transportation planning process. These included:
  - Develop roadway plans based on projected traffic and protect the right-of-way from encroachment and inappropriate development patterns. While many individuals wished that roadways could be built for ultimate demands initially, there was general recognition that ITD and ACHD could not afford this practice. However, citing Eagle Road and Curtis Road, participants felt that better coordination between ITD, ACHD and local plans and development decisions could have ensured that roadways could be improved to meet future needs with fewer land use conflicts. Recent ACHD planning processes were cited as a positive and essential step forward in developing needed road improvements in coordination with cities and neighborhood interests.
  - Involve a broader range of technical professionals in the planning process. Concerns were voiced that roadway planning has been limited to participation of transportation planners and has not adequately involved land use planners, appraisers and other professionals who could better inform the process.
  - Continue to involve neighborhoods in roadway plans. ACHD was viewed as having greatly improved its historically flawed public outreach efforts, which has improved the credibility of the organization's efforts, as well as the public's understanding of transportation challenges and options to address those challenges. This understanding was illustrated by the strong support that neighborhood interests voiced for requiring a high degree of street connectivity. Despite the enlightened attitudes of focus group

participants, public opposition to enhanced connectivity will create ongoing challenges for decision-makers.

- **How can we make our roads better serve our communities?** Both neighborhood and business interests voiced the need for roads to serve broader purposes than moving cars and trucks, including providing access to property, supporting a variety of modes of transportation (e.g., bikes, buses and pedestrians), and contributing to the health of neighborhoods and businesses. Recent ACHD projects have allocated up to 30 percent of design, right-of-way acquisition and construction costs on 5-lane roadway upgrades to bike/ped related improvements. While the consensus was that ACHD had improved its responsiveness to these needs, participants recommended the following changes:
  - ITD, COMPASS and ACHD should focus on moving people and goods instead of cars and trucks to produce a more versatile transportation system that supports all modes of transportation.
  - Design neighborhood streets for appropriate access and not the largest fire truck. While emergency access is necessary, most participants felt that emergency service providers promoted development of unnecessarily wide streets that resulted in traffic moving at inappropriately high speeds. On the other hand, traffic calming[10] measures must be designed to allow safe and adequate access that does not damage emergency vehicles.
  - Promote neighborhood design instead of subdivision design to encourage inter-connectivity. The low density and segregated land use patterns in most recent subdivisions inhibit pedestrian, bike and transit trips. Greater land use diversity would create more opportunities for non-automobile trips, create more housing choices for the County's changing demographics, and produce more stable neighborhoods.
  - Create typical section grid templates to provide a framework for the full range of road types and connectivity needed to serve various types and intensities of development.
  - Consider incorporation of transit by favoring development approval on future corridors and transit stations, creating walkable mixed use communities with higher densities to promote transit; create park and ride facilities to connect to express bus routes.
  - Involve ITD, ACHD, and COMPASS in the development of local comprehensive plans.
- **How should we spend our limited transportation funds?** This issue is a primary focus of both the COMPASS sponsored Communities in Motion (CIM) project and the Blueprint for Good Growth (BGG). BGG will help refine locally established development patterns and provide various plan implementation tools to influence travel demands and to coordinate land use and public facility

[10] Traffic calming includes a wide array of techniques to slow traffic. Some of these, such as speed humps can damage emergency vehicles. Other techniques that create pinch points at intersections can interfere with emergency vehicle access. Techniques that pinch traffic near intersections or at mid-block locations or create visual cues (e.g., changes in pavement color and/or texture) to slow traffic are less problematic for emergency service providers.

decisions. CIM will identify the improvements required to serve planned development patterns.

- **How can we establish a more meaningful transit system?**
  - Getting the best return on limited transit funding. As with most public facilities and services, transit funding is limited. To get the most benefit for the limited public funds transit providers must focus on providing essential services for transit dependent populations that comprise approximately 80 percent of current ridership, and expanding programs that are most efficient at getting area residents out of single occupancy vehicles. Expanding partnerships with large public and private institutions (e.g., Boise State University, Micron, Boise Schools) could enhance funding and ridership.
  - Establishing transit-supportive development patterns. Recent development patterns have tended to increase dependency on single occupancy vehicles due to a combination of low densities, use segregation and poor connectivity between different uses that are located in close proximity to one another. There was a strong consensus that local governments should adopt land use regulations that encourage or require transit supportive design in areas that have existing transit service or the potential for future transit service. Higher densities along transit routes are one of the most important elements of transit oriented design.
  - Developing better connections for transit users. Several participants cited the inability to get to transit and from transit to desired destinations as the key deterrent to the use of existing transit services. The success of van pools has been due to their convenience. For buses and other transit options to attract discretionary users, better connections must be established between transit routes and destinations.
  - Keeping options open for future transit alternatives. While there were several advocates for light rail, bus rapid transit and other mass transit choices, most participants did not believe that these alternatives would be viable in the near future. However, the majority of individuals who discussed transit felt that it was important to support land use patterns and protect right-of-way needed to provide these options in the future.
- **How can we provide alternatives to traffic congestion?** Many participants shared the understanding that building more roads and lanes would not be sufficient to alleviate traffic congestion. Better connections can provide alternate routes, but increasing population combined with the existing separation between people's origins and destinations promise increases in traffic congestion. Better coordination between land use and transportation decisions, increased opportunities to live near employment and shopping opportunities, expanded pedestrian and bicycle routes, improved street connectivity, intersection enhancements and more convenient transit choices will provide area residents with options to being stuck in traffic. Public education is a key to making most of these and other congestion management strategies work.

- **How can we mitigate the impacts of pass-through traffic on neighborhoods?** As the region has grown, the combination of limited road corridors, separation between jobs and housing, and efforts to promote infill has increased the volume of traffic along arterial roads and through neighborhoods. As growth continues to exacerbate this problem, the need to mitigate traffic's negative impacts on neighborhood streets. The ideal solutions will balance the need for emergency access, street connectivity and traffic calming.
- **How can we achieve more balanced traffic flow?** Existing development patterns have segregated housing from jobs and services, resulting in traffic congestion on inbound lanes during peak morning hours and outbound lanes during peak evening hours. By distributing traffic more evenly throughout the day and throughout the region, drivers would encounter less congestion and taxpayers would be faced with the need to fund fewer improvements. Better integration of jobs, services and housing could reverse the direction of, or reduce the demand for commutes. Other demand management techniques can be used to reduce peak hour traffic demands.
- **How much road connectivity is appropriate?** Traditional post World War II development patterns, combined with physical constraints (e.g., topography and water features) have limited connectivity in many areas of the County. Poor connectivity tends to concentrate traffic on a few roads, increase average trip length and increase emergency response times. Surprisingly, many of the neighborhood focus group representatives recognized the need to maintain high levels of connectivity, but felt that increased connectivity must be accompanied by traffic calming to keep neighborhoods safe.
- **What should we do today to meet future needs?** The lack of east/west routes and river crossings constrains the movement of goods and people through Ada County. Regardless of the response to the previous issues, additional crossings and corridors will be needed to meet current and future transportation needs. These corridors should be identified today, and strategies to protect the corridors should be implemented to ensure that development within the corridors does not constrain their future function. This applies to both roadway corridors and transit corridors. While there were divergent perspectives on the long-term viability of light-rail or other fixed transit route, there was broad agreement that is important to preserve future options.

G. AGRICULTURAL ISSUES

Participants in the workshops and focus groups had divergent opinions about the importance and future of agriculture in Ada County that were as diverse as is local agribusiness. On the one hand, the climate and soils, combined with the significant investment in agricultural infrastructure can support a diverse range of agricultural opportunities. On the other hand, development market pressures and changing global agricultural markets encourage the conversion of agricultural lands to residential and non-residential uses. ***Resolution of the following issues will require additional study of***

existing and potential agricultural markets, as well as consultation with agricultural land owners.

- **Should efforts be made to retain agribusiness and/or agricultural lands in Ada County?** This is a cultural, economic and fiscal issue. The County has historically had a strong agricultural base and much of the open land in the Treasure Valley has been dedicated to agriculture. Several participants cited the economic contribution of agriculture as justification to retain agricultural lands. Fiscally, agricultural lands do not generate high tax revenues, but they typically generate service costs that are much lower than the revenues they generate and tend to be better fiscally for local governments than conventional residential development except in the case of very high end housing. On the other hand, changes in global agricultural markets is reducing the viability of many large scale agricultural endeavors.
- **Can agriculture be retained in Ada County?** For agricultural operations to remain viable, the following factors must be addressed:
    - **Minimize interference with agricultural operations**. Increased traffic impedes the ability of agricultural operators to move product and conduct normal operations. Additionally, residential encroachment can increase conflicts between operators and their neighbors. Dust, odors, noise and lights generated during normal operations of many types of agriculture are incompatible with residential development. Resulting nuisance complaints reduce the viability of conventional agriculture. While some community supported agricultural (CSA) operations have been able to overcome many of these compatibility issues, residential encroachment will continue to be a deterrent to animal and many row crop operations.
    - **Provide value for retained agricultural land**. High land values affect the viability of agricultural operations. On the one hand, land can be collateral for operational loans. On the other hand, high land values create an incentive for existing agricultural operators to sell and an obstacle to agricultural start-ups. The most successful agricultural retention strategies provide a means to capture some of the land's value without selling the land for non-agricultural purposes. This can be accomplished by transfer or purchase of development rights programs, federal conservation easement tax deductions, and cluster development, provided that there is sufficient market for purchased development rights and the ongoing use of agricultural land.
    - **Retain agricultural support infrastructure**. For agriculture to survive there must be enough agricultural land retained to generate sufficient product to sustain agricultural support businesses. This may not be true for all agricultural uses, but it will continue to be true for seed and crop production operations.
    - **Reinforce new and existing agricultural operations**. To retain healthy agribusiness, local governments must ensure that they do not create unnecessary obstacles through development practices and regulations. In addition to protecting existing operations from incompatible

encroachment, local governments should minimize obstacles to the variety of operations required for existing and new operations. For instance, zoning should not preclude primary and accessory uses such as agri-tourism uses and community supported agriculture.

- **Provide realistic and attractive alternative sites to meet anticipated housing demand**. Agricultural lands have been a primary location for new development due to their location and relative ease of developing. To reduce market pressures for conversion of agricultural land, sufficient alternatives must be available to accommodate projected growth. Each of the alternatives presents some challenges. Alternatives in Ada County include infill at higher densities, foothill areas and currently unserved areas to the south and east of Boise. Infill areas would need to be designed with sufficient amenities to attract residents to higher density neighborhoods. The high cost of development in the foothills is likely to limit the suitability of this area to a relatively small segment of the housing market unless infrastructure and zoning could be changed to accommodate higher densities. Areas outside existing areas of impact will require significant investments in infrastructure (sewer, water, schools, drainage, and roads). The most extensive contiguous agricultural lands lie in Canyon County. Inter-county cooperation to save this land could provide long-term economic benefits and encourage more efficient growth patterns.

H. ENVIRONMENTAL AND RECREATIONAL ISSUES

Most of the focus group and workshop participants cited the natural environment as the key factor in the local quality of life. When asked about local planning successes, several participants cited the cleanup of the Boise River from one of the most polluted in the 1960s to the top recreational river in the state today. There is broad concern about effect of growth on local air quality, which could have ramifications on transportation funding. Key issues cited by participants included:

- **How can we ensure that there will be adequate water for future residents and businesses?** There is broad awareness that Ada County has contradictory futures:
  - It is located in a unique geographical setting having relatively abundant water in an arid environment, but
  - It may not have sufficient water to accommodate anticipated growth in traditional suburban development with large expanses of turf and other water consumptive vegetation.

  To ensure that there is adequate water to meet the area's growing needs, water demands and supplies should be closely monitored and local governments should promote/require more efficient use of limited water supplies, particularly stormwater capture, treatment, and recycling within industrial developments.

- **What are the best ways to protect and capitalize on water resources**? In addition to improving the quality of stormwater runoff through more extensive use of stream buffers and other techniques, local governments should coordinate to improve access to and along the Boise River and other waterways. In addition to the existing riverfront trail, cities and the county should continuously explore opportunities to acquire parkland along the river. There are mixed opinions about the desirability of providing access along irrigation canals. While many residents felt that these waterways could provide valuable recreational amenities with minor investment, others, such as the irrigation companies, expressed concern about liability and the costs of intentional and unintentional vandalism.
- **Can we better coordinate pathway planning?** ACHD has started the process of creating an inventory of all pedestrian facilities, which is an important step towards improving connectivity between the variety of pedestrian sidewalks and trails and bicycle paths in Ada County. Several participants cited the need to create safer and more direct bicycle connections throughout the urbanized area, which would increase opportunities for residents inclined to pedal rather than drive. A few participants placed a low priority on bike paths for non-recreational purposes.
- **How can we expand efforts to protect air quality?** The topography of the Treasure Valley exacerbates air quality problems, particularly in winter months when inversions trap particulates and smog in the valley for days and sometimes weeks at a time. To minimize the effects of human activities on air quality, most participants felt that auto emissions testing should be expanded throughout the valley to include Canyon County, whose residents have resisted such efforts in the past. Some felt that there would be greater acceptance for car inspections if the frequency of inspections was related to the age of the car, making inspections more convenient for residents with newer automobiles. Others suggested that improved transit service could increase ridership and reduce auto emissions.
- **How can we better manage floodplains to protect life, property and natural resources?** While floodplains have been constrained as development has increased impervious surface area, development has continued to be allowed in floodplains based on old maps. Although upstream dams limit the impact of seasonal rains and snowmelt, continued floodplain development has increased the potential for loss of property and life, particularly if rapid snowmelt forces rapid water release from upstream reservoirs or in the case of a dam breach. Focus group participants involved in floodplain management, emergency service provision and water related groups agreed that local governments should place greater limits on floodplain development to limit the amount of development within the 100-year floodplain or to increase base floor elevations to provide added protection from flooding for individual structures.
- **Which resources are most important to protect?** As Ada County grows, it will need to set priorities for resource protection, determining which lands are the most valuable. While there is significant potential for infill, additional land will be needed to accommodate the projected population growth – forcing the decision

about whether to growth into existing agricultural land, the foothills, habitat areas or areas to the southeast that currently lack public facilities.

I. BUSINESS/ECONOMIC DEVELOPMENT ISSUES

Focus group participants cited the healthy local economy as a mixed blessing. While the diversity and quality of jobs in Ada County create opportunities for residents to live in relative comfort in a desirable environment, these opportunities contribute to the overall quality of life that is attracting more growth. Despite this reservation, participants overwhelmingly cited the economy as an asset that should be nurtured by addressing the following issues:

- **How aggressively should the area pursue industrial development?** Most participants felt that Ada County is in the enviable position of having an attractive environment for economic growth. Amenities, including the natural environment, abundant housing at attractive prices, low rents for commercial, office, and industrial space, ample infill and vacant land, Boise State University, State government and existing industries will continue to stimulate outside economic interest. These amentities enable selective economic development efforts that focus on clean, higher wage jobs that do not generate high water demands.
- **How can local governments capitalize on recreational businesses?** Several participants referred to Ada County as the gateway to recreational opportunities in Idaho, a title that is supported by the wealth of outdoor recreational activities that can be pursued throughout the year. Several participants stated that local governments should continue to coordinate with recreational service providers to nurture the area's reputation and this sector of the economy.
- **What value should be placed on agribusiness?** As previously mentioned, there was a range of opinions about the significance and future viability of agribusiness in Ada County. Several individuals cited the unique combination of water, soils, climate and agricultural infrastructure and the minimal cost of public services as justifications to protect agribusiness in Ada and/or Canyon County. These participants felt that existing and potential agribusinesses (e.g., community supported agriculture, equestrian related development, specialty crops and seed production) currently enjoy a number of competitive advantages that could serve the local economy for years to come if adequately protected, facilitated or nurtured.
- **How can we remain attractive for economic growth?** Attracting new businesses and industry, as well as providing an attractive location for the development of new businesses, requires a few characteristics: a well-educated labor force, stellar environmental conditions, and appropriate levels of service from public facilities. Maintaining an attractive environment for economic growth is thus tied to maintaining these requisite conditions.

J. INTERGOVERNMENTAL COORDINATION ISSUES

Most focus group participants noted that local intergovernmental coordination is better than ever, but that there is more room for improvement, such as the need to:

- **How can we increase communication between planners**? Several participant expressed concern that, while decision-makers seemed to making greater efforts to coordinate activities, local planners and other technical experts needed to improve communications. Specifically, several participants cited the need for recreation, neighborhood, utility, transportation and other planners to coordinate their planning efforts.
- **How can the County and Treasure Valley secure state support in addressing growth pressures?** As a primary metropolitan area in a largely rural state, it is essential that local stakeholders speak to the legislature with a unified voice. The formation of a legislative coalition is essential to motivate the state legislature to focus on the long-term growth issues faced by Ada and Canyon Counties with effective statutory authorization for local governments to act on their problems.
- **How can we better coordinate facility planning?** Citing the recently formed Utility Coordinating Council and the ACHD policy establishing moratoria on cuts through new pavement as key motivators, many participants felt that great strides have been made in coordinating the facility planning between transportation and utility service providers. Despite improved coordination between ACHD and utility providers, conflicting budget cycles continue to create some difficulties that are only partially resolved through multi-year capital improvements programs. Some expressed concern that there needed to be better coordination between school planners and other facility planners.
- **How can we provide services more efficiently?** The multitude of service providers, development review agencies and other overlapping jurisdictions in Ada County creates confusion for citizens and developers. Without questioning the missions of any specific agencies, several focus group participants advocated the consolidation of many functions through joint service agreements or agency consolidations. School services, land use planning and recreation planning were cited as examples of functions where the existence of multiple agencies providing the same or related services reduces potential service efficiencies. The dilemmas faced by Meridian and Boise School Districts illustrate one inefficiency resulting from having multiple service providers. While the Meridian School District is straining to keep up with the demands for new classrooms, the Boise School District has been experiencing declining enrollment and is facing the need to close schools. While political and other barriers may preclude consolidation in the short term, service providers should explore joint service arrangements that could improve efficiencies.
- **How can we better coordinate sewer and water service provision?** While the need for water and sewer service forces developers to figure out the most efficient combination of services, the existence of separate water and sewer providers creates some difficulties for sewer providers. For municipalities, the inability to provide both water and sewer service creates both planning and fiscal challenges.

From a planning perspective, water and sewer service must be coordinated. From a fiscal perspective, most sewer providers depend on water rates to help subsidize sewer service operational costs. Additionally, while it is relatively easy to disconnect water service for failure to pay bills, the same is not true for sewer service. Coordinated billing could alleviate this problem.

- **How can we improve land use and facility decisions in areas of impact?** Approval of development relying on on-site wastewater systems or package plants in areas of impact can form a physical, political and/or fiscal barrier to the rational growth of a city. Because existing agreements don't clearly address these issues, the County may prematurely authorize development in an area planned for municipal sewer service and, by virtue of the project's density or sewer system, block planned sewer expansions. This tends to fragment service provision, create pockets of substandard services where large lot development abuts and becomes surrounded by suburban and urban development, increase long-term service costs, create land use compatibility challenges and create inefficient growth patterns. Similar challenges are created when rural road sections are developed in cities' growth areas. City/County conflicts have occurred in recent years due to the length of time required to adjust area of impact boundaries and unclear or conflicting interpretations of standards.
- **How can we ensure that land use and development decisions are coordinated with public facility decisions?** One of the key concerns raised by focus group participants was the need to ensure that land use and development decisions are coordinated with facility decisions so that service providers can anticipate the timing, location and magnitude of future demands for facilities such as power lines, schools, water and wastewater utilities, roads, transit, parks and emergency services. Service providers should be involved in all local efforts to update land use plans.

K. IMPLEMENTATION ISSUES

- **How can we gauge progress on this plan?** A key concern, as people become vested in this project and its success, is how to determine whether decision makers are following through with the implementation of the Blueprint. One key element of the final plan will be an implementation element that identifies key tasks in a short term work program. Another key will be the creation of measurable benchmarks that may be used to evaluate progress in achieving the plan's goals. In addition, the Consortium may agree on an annual reporting system and identify a body to conduct an evaluation.

L. OTHER ISSUES

- **How can we equitably fund our capital facilities?** Focus group participants generally agreed that new development should fund the costs of new facilities required to serve that development through a variety of techniques so that existing taxpayers are not burdened by those one time costs. If new growth pays its fair share of capital costs, taxpayers and ratepayers will be better able to afford to keep up with maintenance, operations and replacement costs.
- **How can we effectively involve the public in decision-making?** Focus group participants agreed that the key to good decision-making is good information. While lauding recent outreach efforts, several participants voiced concerns that public outreach requires an on-going commitment to educate the public and seek meaningful guidance in appropriate forums. An important element in encouraging public participation is to ensure create an atmosphere that values public involvement. This begins with an increased emphasis on customer service.
- **How can we get better public decisions?** Public officials also require good information to make good decisions. Ongoing training and informed, professional staff are two keys to helping decision-makers understand their choices and the implications of those choices. Another key is to ensure that decision-makers from different jurisdictions share a common regional vision and have complementary priorities for their organizations.
- **How can local governments do a better job of resolving the preceding growth issues?** A common concern expressed by focus group participants was whether the outcomes of the Blueprint for Good Growth (BGG) initiative will result in anything more than a statement of the challenges facing Ada County jurisdictions and a broad statement of goals. While BGG will not mandate action by any of the participating agencies, the products of the program will include specific implementation tools to address many of the preceding issues. See preliminary recommendations in the following section.

M. OBSERVATIONS

The following key observations were derived from public input provided during the community workshops and focus groups.

Local service providers have made great gains in recent years to improve the level of communication and cooperation between agencies and with the public. Several recent planning projects were cited as successful initiatives that increased the credibility of local governments. These successful initiatives have increased public expectations for the outcomes of BGG. The key outcomes desired by workshop and focus group participants include the following:

- Provide meaningful opportunities for the public to shape the outcomes of BGG, including proposed implementation tools. To make input more meaningful, participants should have access to adequate information about growth choices and

their relative impacts. As a result, the public will be in a better position to support ongoing efforts to implement the plan's recommendations.

- Propose solutions that improve the predictability for neighborhoods, developers and all service providers. Where infill is to be encouraged, identify the area, proposed intensities and design requirements so existing residents and service providers can anticipate changes.
- Plan for anticipated growth, identify the facilities needed to serve that growth, and provide realistic strategies to follow those plans. This doesn't suggest that plans should be immutable, but it directs local governments to take the necessary steps to ensure that development and infrastructure decisions are consistent. It also directs the project team to provide tools that are flexible enough to be adapted for use by the County, ACHD and the diverse cities of Ada County, yet consistent enough to implement a coherent, coordinated overall strategy.
- Establish seamless communications between service providers' planning and regulatory processes. While this is a lofty goal, it highlights the frustration that participants share with the multitude of planning and regulatory processes. The coordination between BGG and COMPASS' Communities in Motion is a good model for ensuring that separate, but related processes are coordinated and provide shared opportunities for citizen participation. Both neighborhood and development interests expressed the desire to reduce the number of independent development reviews, or better coordinate those reviews.

VII. Maps

MAP 1: TOPOGRAPHY & HYDROLOGY

MAP 2: GEOLOGY

MAP 3: IRRIGATION

MAP 4: SOIL CLASSIFICATION

MAP 5: EXISTING LAND USES

MAP 6: ZONING

MAP 7: FUTURE LAND USES

MAP 8: TRANSPORTATION NETWORK

MAP 9: SEWER DISTRICTS

MAP 10: PUBLIC SAFETY

MAP 11: SCHOOL DISTRICTS

MAP 12: POPULATION GROWTH

MAP 13: PRELIMINARY PLAT DENSITY

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