

# Development Impact Free Report

Parks, Police, Fire DIF



July 15, 2003



# City of Rexburg

## Development Impact Fee Report

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*Prepared For:*

**City of Rexburg**  
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Rexburg, Idaho 83440

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DRAFT  
July 15, 2003

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# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b> .....	<b>1</b>
<b>INTRODUCTION AND PURPOSE</b> .....	<b>3</b>
<b>BUILD OUT ANALYSIS</b> .....	<b>5</b>
I. SUMMARY .....	5
II. INTRODUCTION .....	5
III. STUDY AREA.....	6
IV. METHODOLOGY .....	6
V. RESIDENTIAL BUILD OUT PROJECTIONS .....	10
A. Existing Residential Development .....	10
B. Future Residential Development.....	11
C. Build Out Residential Development .....	11
VI. NONRESIDENTIAL BUILD-OUT PROJECTIONS .....	12
A. Existing Nonresidential Projections .....	12
B. Future Nonresidential Projections.....	12
C. Build Out Nonresidential Projections.....	12
<b>LAW ENFORCEMENT</b> .....	<b>13</b>
I. INTRODUCTION .....	13
II. PERFORMANCE STANDARD .....	13
III. FACILITIES ANALYSIS .....	13
A. Inventory of Existing Facilities .....	13
B. Adequacy of Existing Facilities.....	14
C. Future Demand for Facilities .....	14
D. Build Out Demand for Facilities .....	14
IV. LAW ENFORCEMENT FACILITIES FINANCING.....	14
A. Facility Construction and Land Acquisition Costs .....	15
B. Fee Calculation.....	16
C. Financing Options.....	16
V. PROPORTIONATE SHARE DETERMINATION .....	18
<b>FIRE FACILITIES</b> .....	<b>20</b>
I. INTRODUCTION .....	20
II. PERFORMANCE STANDARD .....	20
III. FACILITIES ANALYSIS .....	20
A. Inventory of Existing Facilities .....	20
B. Adequacy of Existing Facilities.....	21
C. Future Demand for Facilities .....	21
D. Build Out Demand for Facilities .....	22
IV. FIRE PROTECTION FACILITIES FINANCING.....	22
A. Land Acquisition and Facility Construction Costs .....	22
B. Fee Calculation.....	23
C. Financing Options.....	24
V. PROPORTIONATE SHARE DETERMINATION .....	26

**PARK AND RECREATIONAL FACILITIES..... 28**

I. INTRODUCTION ..... 28

II. PERFORMANCE STANDARDS ..... 28

III. FACILITIES ANALYSIS ..... 28

    A. Inventory of Existing Facilities ..... 28

    B. Adequacy of Existing Facilities..... 29

    C. Future Demand for Facilities ..... 29

    D. Build Out Demand for Facilities ..... 29

IV. PARK FACILITIES FINANCING ..... 30

    A. Facility Construction and Land Acquisition Costs ..... 30

    B. Fee Calculation..... 31

    C. Financing Options..... 31

V. PROPORTIONATE SHARE DETERMINATION ..... 34

**CAPITAL IMPROVEMENTS PHASING..... 36**

    A. Residential Phasing..... 36

    B. Nonresidential Phasing..... 36

    C. Law Enforcement Facilities Phasing ..... 37

    D. Fire Protection Facilities Phasing ..... 37

    E. Park Facilities Phasing..... 37

**FINANCING OPTIONS..... 43**

    A. General Taxes..... 43

    B. Dedicated Taxes..... 43

    C. State – Shared Revenues..... 43

    D. Local Bond Issues ..... 43

    E. Impact Fees ..... 43

    F. User Fees..... 44

    G. Special Districts..... 44

    H. State Grants and Assistance Program..... 44

    I. Federal Assistance ..... 44

**IMPLEMENTATION ..... 46**

I. INTRODUCTION ..... 46

II. TIMING OF FEE COLLECTION ..... 46

III. FEE COLLECTION ADMINISTRATION ..... 46

**APPENDIX ..... 48**

## EXHIBITS

Exhibit 1– Study Area ..... 8  
Exhibit 2 – City of Rexburg Comprehensive Land Use Map ..... 9

## TABLES

Table 1– Impact Fee Summary ..... 2  
Table 2 – Law Enforcement Facilities Fee Calculation ..... 17  
Table 3 – Fire Protection Facilities Fee Calculations ..... 25  
Table 4 – Park Facilities Fee Calculations ..... 33  
Table 5 – Residential Growth Projections ..... 38  
Table 6 – Nonresidential Growth Projections ..... 39  
Table 7 – Law Enforcement Facilities Phasing ..... 40  
Table 8 – Fire Protection Facilities Phasing ..... 41  
Table 9 – Park Facilities Phasing ..... 42

## EXECUTIVE SUMMARY

The Executive Summary briefly summarizes the results of the Development Impact Fee Report and presents the impact fees generated by said report. When implemented, these fees will provide a funding mechanism by which future development will pay an equitable share of the costs associated with future public facility construction and/or improvements.

The intent of this report is to provide the necessary detail to support a development impact fee for the identified facilities in conformance with Idaho State Statute Title 67, Chapter 82 Development Impact Fees. This enabling legislation allows for impact fees to be collected and sets parameters to ensure that those fees are both fair and equitable. The *City of Rexburg Development Impact Fee Report* and *Development Impact Fee Ordinance* comply with Idaho State Statutes. The format of this report is such that it is comprehensible without sacrificing the detail necessary to withstand close scrutiny, either legal or otherwise.

The *City of Rexburg Development Impact Fee Report* identifies build-out projections for the city of Rexburg and the area of impact based on the existing Comprehensive Plan land-use designations. Build-out projections were used to determine the impacts to public facilities created by the projected future development. The costs required for future facility improvements were then determined and utilized in this report as methodology components to provide the necessary rational nexus between the public facility improvement needs and the impact fee to be paid by future development.

Two definitions will be helpful in understanding this document:

**Build Out Projections** – the residential forecast of growth within the Area of Impact from the present time until all available land has been developed to the extent realistically permitted by the terrain and the Comprehensive Plan. Build out projections are not time dependent.

**Performance Standard** – A standard applied to a facility that ensures that adequate public facilities are provided at a desirable level. This standard can be population based or square footage based depending on the facility.

The findings of this study can be summarized as follows:

### BUILD OUT PROJECTIONS

Existing Dwelling Units (city):	6,369 Units
Future Dwelling Units (study area):	12,695 Units
Build Out Dwelling Units (study area):	19,267 Units
Build Out Population (study area):	62,122 Persons

### PUBLIC FACILITIES ANALYSIS

#### Law Enforcement Services (Officers)

Performance Standard:	0.95 Officers/1,000 Population
Existing Officers:	21 Officers
Existing Demand:	21 Officers
Existing Surplus/ (Deficiency):	0 Officers
Future Demand:	36 Officers
Build Out Demand:	57 Officers

**Law Enforcement Facilities (Building Area)**

Performance Standard:	300 Sq. Ft./ Officer
Existing Building Area:	6,300 Sq. Ft.
Existing Demand:	6,300 Sq. Ft.
Existing Surplus/ (Deficiency):	0 Sq. Ft.
Future Demand:	10,800 Sq. Ft.
Estimated Costs to be funded by Impact Fees:	\$1,491,058

**Fire Protection Facilities**

Performance Standard:	5-Minute Response Time 1 Substation / 12,000 Pop.
Existing Demand:	1 Main Station
Existing Facilities:	12,750 Sq. Ft. Main Station
Existing Surplus/ (Deficiency):	None
Future Demand:	3 Substations
Build Out Demand:	1 Main Station and 3 Substations
Estimated Costs to be funded by Impact Fees:	\$1,710,914

**Park Facilities**

Level of Service Standard:	3.00 Acres / 1,000 Pop.
Existing Facilities:	80.60 Acres
Existing Demand:	71.36 Acres
Existing Surplus/ (Deficiency):	9.24 Acres
Build Out Demand:	103.70 Acres
Estimated Costs to be funded by Impact Fees:	\$5,679,167

Based on the build out projections and the facilities analysis conducted, the following table provides the recommended development impact fees for Law Enforcement, Fire Protection, and Park facilities.

Table 1- Impact Fee Summary

<b>INDIVIDUAL FACILITY SUMMARY</b>				
<b>FACILITY</b>	<b>Single Family Detached (SFD)</b>	<b>Multiple Family - Single (MF-S)</b>	<b>Multiple Family - Non-Single (MF-NS)</b>	<b>Nonresidential (Per 1,000 Sq. Ft.)</b>
<b>Parks</b>	\$604.97	\$844.85	\$346.99	N/A
<b>Police</b>	\$158.11	\$13.54	\$13.54	\$82.20
<b>Fire</b>	\$184.61	\$69.43	\$69.43	\$35.74
<b>TOTAL</b>	<b>\$947.69</b>	<b>\$927.82</b>	<b>\$429.96</b>	<b>\$117.93</b>

## INTRODUCTION AND PURPOSE

The city of Rexburg, an established rural community of persons located in the eastern portion of the state of Idaho, is anticipated to experience consistent and sustained growth in coming decades. As this growth occurs, an increasing population will place heavier demands upon city services and infrastructure. To maintain current levels of service (LOS), and to ensure that



future development pays an equitable portion of the cost for construction of future public facilities, the city of Rexburg has elected to enact a development impact fee program to serve as its primary financial mechanism in paying for public facility improvements made necessary by new development. The Rexburg City Council shall enforce the fee schedule created by this report through the passage of a Development Impact Fee Ordinance.

Specifically, this report identifies appropriate impact fees for the following (public) facilities:

- Law Enforcement (Police)
- Fire Facilities
- Park and Recreational Facilities

The Idaho Development Impact Fee Act is the state enabling legislation that allows for impact fees to be collected by a local jurisdiction and sets the parameters to ensure that the fees are fair and equitable. The required contents of the Development Impact Fee Report are outlined in Section 67-8206(2) of the Idaho Development Impact Fee Act. This act specifies that a Capital Improvements Plan (CIP) must be provided to allow for the collection of impact fees. The CIP must include the following information:

- A general description of existing facilities
- A commitment by the city to cure existing deficiencies
- An analysis of capacity and current level of use
- A description of land use assumptions
- An inventory of existing facilities
- A table establishing specific levels of use or consumption by service unit
- A description of all improvements and costs
- The total number of service units attributed to new development
- The projected demand for improvements
- Identification of funding sources
- A time schedule for the commencement and completion of improvements

This Development Impact Fee Report identifies build out projections for the city of Rexburg and those areas outside the city limits that are within the city's Area of Impact. The build out projections are based on the land use designations of the city's Comprehensive Plan. These build out projections are used to determine the projected impacts to public facilities created by future development. The demand for facilities requires an analysis of the type and the extent of the needed facilities. Once this is completed, a cost to meet the demand can then be determined. These costs are identified and utilized in the study as a part of the methodology to provide the necessary rational nexus and to make the proportionate share determination between the public facility improvement needs and the impact fee to be paid by future development.

Table 1 on page 2 is a summary of the calculated development impact fees based on the growth assumptions of this study. The results of the study are based on considerable research and analysis. The derivation of the fees can be followed by the documentation and methodology contained in this study.

### **Facilities Analysis**

The first step of this study was to inventory land uses and existing facilities. The land use and facility inventories of the city were developed from land use maps, existing reports, on-site visual observations, and consultation with the city of Rexburg staff.

The next step in the facilities analysis was to obtain build out projections. These projections, which provided an essential basis for the rest of the process, were adapted from the previously conducted Build Out Analysis for the City of Rexburg, dated May 6, 2002, and are explained in the Build Out Projections Chapter.

Step three in the facilities analysis process was to establish Performance Standards for the facilities being studied. These standards indicate a measurement of the acceptable or appropriate level of service that the city intends to provide to its citizens. Once the performance standards were established, existing facility deficiencies were identified along with the projected need for additional facilities at build out.

The fourth step in preparing the facilities analysis was to make cost estimates for the new or expanded facilities that will be needed at build out.

### **Development Impact Fee**

The City Council has determined that development impact fees should be a primary funding mechanism to finance future public facilities improvements needed to serve new development. The facilities analysis provides the necessary information to establish a development impact fee program for the city of Rexburg. There are provisions in the Idaho Development Impact Fee Act that allow for the modification and updating of the development impact fees. Additionally, the Act (Section 67-8208(2)) requires that all Capital Improvements Plans be updated every five years.

Based on the research conducted, the analysis of impacts to facilities and the costs associated with those impacts, a proportionate share determination must be made to ensure that the resulting development impact fee reasonably relates to the service demands and needs for future development. The proportionate share determination, in accordance with Idaho Code Section 67-8207 specifies a number of "considerations" that must be made by the city to ensure that the development impact is "based on a reasonable and fair formula or method..." Explanations for the proportionate share determinations are provided at the end of each chapter. The final result of the research, discussions, analysis, and re-analysis is a development impact fee study and ordinance that reflect both professional expertise and local experience.

The information provided in this report is intended to be as accurate as possible, and able to withstand close scrutiny, either legal or otherwise. Further, it is the intention of this report to be easily comprehended, without sacrificing necessary detail.

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## BUILD OUT ANALYSIS

### I. SUMMARY

In an effort to better plan for the anticipated growth of the city, a parcel-by-parcel land use survey and build out analysis was completed for Rexburg and its Area of Impact in May of 2002. Using the results of the land use survey and the city's Comprehensive Plan as a guide for the future development of various land uses, a build-out scenario was determined for the city of Rexburg. This study has since been updated to include all building permits issued through March 31, 2003.

The on-site land use survey was conducted to identify existing land uses within the Study Area (defined as the city of Rexburg and its Area of Impact). Using the results of this survey and aerial photographs of the Study Area, development densities and coverage factors were determined. These densities and coverage factors were then applied to future land uses and a build out analysis was conducted. The following sections summarize the results of the updated build out analysis.

### II. INTRODUCTION

A build-out analysis examines **current development patterns** within both the city and its Area of Impact and projects them into the future to provide a representation of the area at build out. The build out projections discussed in this report forecast the growth within the city of Rexburg's area of impact from the present time until all available land has been developed to the extent realistically permitted by the terrain and local land use regulations. The purpose of such a projection is to help City Council members as well as other local decision makers gauge the extent of the public facilities and services that will be needed to serve new development.

The residential build out projection is determined by the type of residential land use designation as well as the assumed number of dwelling units per acre. Population projections are determined based on the ultimate number of dwelling units projected and the population generation rate.

Build out projections are not time dependent. The time it will take a community to reach build out will vary depending on many factors, not least of which are the inevitable economic swings of a region. For this reason, this analysis does not attempt to predict when build out will occur.

For purposes of planning and budgeting for needed facilities, it is advisable to make short- term projections (from three to five years). However, a community should not lock into such predictions, but instead should monitor its growth and the subsequent demands on its public facilities constantly and make adjustments in its facility planning.

Public facility planning is a dynamic process that begins with an accurate assessment of potential build out scenarios. The steps to develop accurate build out projections are as follows:

- Define the study area
- Determine the extent of existing development
- Determine the remaining vacant acres
- Estimate the future potential development up to build out

### III. STUDY AREA

The study area for this build out analysis was composed of two parts: the city of Rexburg's existing city boundary and Rexburg's Area of Impact. The city of Rexburg's boundary is defined as the "City Boundary" as identified on the city of Rexburg Comprehensive Plan. Similarly, the Area of Impact is defined as the "Area of Impact" as identified on the city of Rexburg Comprehensive Plan. The Area of Impact boundary contains, but is not coterminous with, the city of Rexburg city limits boundary. Exhibit 1 on page 8, depicts the city boundary and area of impact as they relate in proximity to Sugar City to the northeast.

### IV. METHODOLOGY

The build-out analysis began with the collection of data from city staff, which included assessor maps and the city's Comprehensive Plan map. Using the aforementioned maps, a strategy was created to conduct a parcel-by-parcel land use survey for the Study Area. The land use survey involved driving along all existing streets within the Study Area and recording the use of each parcel on the oversized assessor maps. All parcels within the city of Rexburg and its Area of Impact were physically identified and their current land uses were noted. Land uses included commercial, industrial, single family residential, multi family residential, mobile homes, open space, and vacant, among other uses.

Upon completion of the on-site land use survey, a comparison of each parcel map to the city's Comprehensive Plan map was completed in order to identify the land use designation for each parcel. Since the Comprehensive Plan map is a conceptual document, interpretations of the exact boundaries of the Comprehensive Plan land use designations were provided by HPA based on existing land uses, zoning and surrounding land use designations. Additionally, the city provided HPA with listings of all building permits issued from January 1, 2001 to March 31, 2003.

The above information was recorded and inserted into a spreadsheet format. Based on the data analysis, each parcel was assigned to one of the following categories:

- Residential land uses within city boundary
- Residential land uses within Area of Impact
- Non-residential land uses within city boundary
- Non-residential land uses within Area of Impact

Parcels were assigned to a category based on their Comprehensive Plan land use designation, not their existing land use. These land use designations are provided by the City of Rexburg Comprehensive Land Use Plan as depicted in Exhibit 2 on page 9. For residential land uses, the parcel square-footage, number of existing dwelling units and the land use designation (i.e. single family or multi-family) was recorded. For the nonresidential land uses, the parcel square footage, number of existing dwelling units (considered temporary), land use designation, and total acreage of the parcel was recorded.

The next part of the build out analysis involved determining a development density factor (units / acres) for both single family and multi-family land uses. The density factor for single family developments was calculated by taking the average density for eight existing subdivisions. This resulted in a density factor of 2.4 units/acre for single family areas. Similarly, the density factor for multi-family developments was

calculated by taking the average dwelling units per acre for several existing multi-family developments. This resulted in a multiple family density factor of 22 units /acre.

For nonresidential areas, coverage factors for commercial and industrial development were determined to be 30%. This percentage was determined by using the aerial photographs; the coverage factors were calculated by comparing the portion of a parcel covered by a building to the size of the entire parcel. In the previously conducted build out analysis, a sample of ten existing commercial developments was used to determine the commercial coverage factor, and a sample of five existing industrial developments was used to determine the industrial coverage factor.

Exhibit 1- Study Area

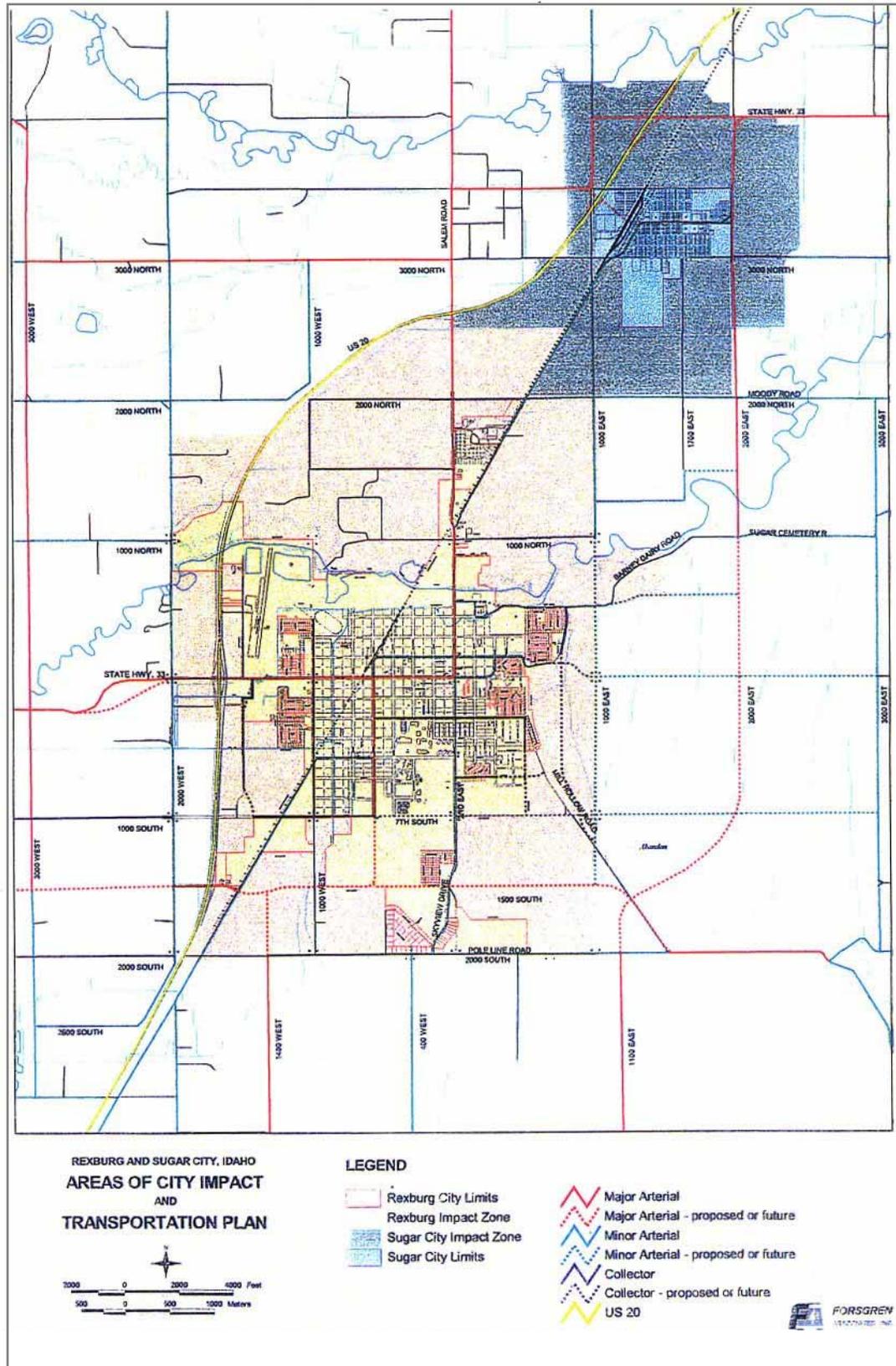
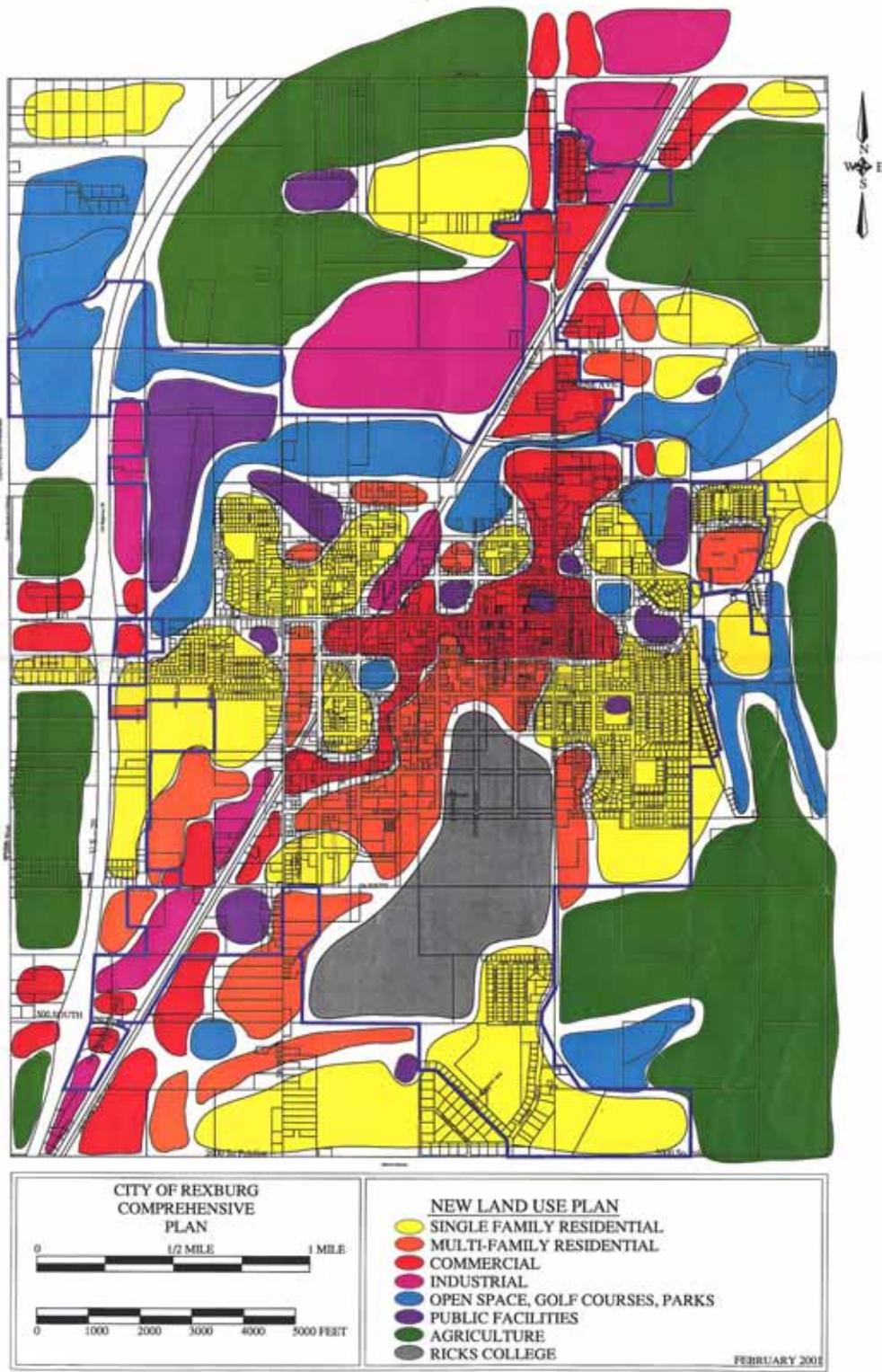


Exhibit 2 – City of Rexburg Comprehensive Land Use Map



## V. RESIDENTIAL BUILD OUT PROJECTIONS

For the purposes of this analysis, residential development was divided into two main categories: single family and multi-family based on the Rexburg Comprehensive Plan Map. Additionally, housing information provided by BYU-I was included in the residential analysis.

### A. Existing Residential Development

Existing residential development includes all single-family residences, multi family units, mobile homes and temporary dwelling units within the study area as identified by the land use survey. A total of 1,935 single-family dwelling units and 4,434 multi family units were found within the city resulting in a total of 6,369 existing dwelling units within the city limits.

As previously indicated, the existing dwelling unit counts include existing temporary units. A total of 423 temporary dwelling units exist within the study area. These units are located in areas designated for nonresidential development by the city of Rexburg's Comprehensive Plan. The units were identified as either existing single family or multi-family dwelling units. It is assumed in this study that residential uses of property located in nonresidential land use areas will ultimately be replaced by nonresidential type uses. Therefore, the temporary dwelling units were subtracted from the future dwelling unit counts.

The Existing Residential Summary table provides a summary of the existing dwelling units and population. The table shows the total dwelling units and population for both the single family and multi-family categories. Additionally, the table provides subcategories for the multi-family category. The multi-family subcategories include an accounting of the dwelling units and population projections for apartments designated as "singles" separate from those apartments designated for "marrieds" or non-singles. The BYU-I housing is considered multi-family and is also separated into "singles" and "marrieds" housing designations.

The number of single apartment residences was calculated by cross-referencing data obtained from the BYU – Idaho Approved Housing Lists for men and women and a list of current apartment licenses maintained by the city. This figure was then subtracted from total multi-family dwelling units to determine the number of non-single apartment units currently available within the city of Rexburg.

Based on information obtained from the city of Rexburg and the BYU – Idaho Housing Department, persons per dwelling units for single family, multi-family singles and multi-family non-single households were determined. This resulted in persons per dwelling unit factors of 4.01<sup>1</sup>, 5.6<sup>2</sup> and 2.3<sup>3</sup> respectively. While the 2000 Census provides an estimate of 3.7148 persons per household, the persons per household factors utilized in this report allows for a more accurate assessment of the city's unique housing characteristics.

<sup>1</sup> Source: A series of calculations conducted by Hofman Planning Associates based on the 2000 Census 3.7 persons per household, 5.6 persons per household and 2.3 persons per household.

<sup>2</sup> Source: BBC Research & Consulting, City of Rexburg Housing Needs Assessment, March 29, 2002.

<sup>3</sup> Source: City of Rexburg, April 2003

<b>EXISTING RESIDENTIAL SUMMARY</b>			
<b>Single and Multi Family Dwelling Units Summary</b>		<b>Multiple Family Attached Dwelling Units Summary</b>	
Existing SF DUs (city)	1,935	Existing MF DUs - Singles	1,555
Existing MF DUs (city)	4,028	Existing MF DUs - Non-Singles	2,473
Existing BYU - I On Campus Housing - Singles	213	Existing BYU-I On Campus Housing - Singles	213
Existing BYU - I On Campus Housing - Marrieds	193	Existing BYU-I On Campus Housing - Marrieds	193
<b>Existing Total DUs (city)</b>	<b>6,369</b>	<b>Existing Total MF DUs (city)</b>	<b>4,434</b>
Existing SF Population (city)	7,755	Existing MF- Singles Population (city)	8,708
Existing MF Population (city)	14,396	Existing MF - Non-Single Population (city)	5,688
Existing BYU - I On Campus Population - Singles	1,193	Existing BYU-I On Campus Population - Singles	1,193
Existing BYU - I On Campus Population - Marrieds	444	Existing BYU-I On Campus Population - Marrieds	444
<b>Existing Total Population (city)</b>	<b>23,788</b>	<b>Existing Total MF Population (city)</b>	<b>16,033</b>

**B. Future Residential Development**

Future residential development projections were determined by applying a density factor to the remaining vacant and underutilized land designated for residential uses within the study area. A density factor of 2.4 dwelling units per acre was used for single-family development, and a density factor of 22.0 dwelling units per acre was used for multi-family development. (As noted in the methodology, these density factors were determined via an examination of the current residential densities.) The analysis performed resulted in a projection of 4,893 future single-family dwelling units, and 7,802 future multi-family units. BYU – Idaho does not plan to construct additional University housing within the near future, therefore the future dwelling units for BYU-I is shown as 0.

The same methodology and assumptions used to determine the population for existing units was also used to predict the future population.

<b>FUTURE RESIDENTIAL SUMMARY</b>			
<b>Single and Multi Family Dwelling Units Summary</b>		<b>Multiple Family Attached Dwelling Units Summary</b>	
Future SF DUs (study area)	4,893	Future MF DUs - Singles (study area)	24
Future MF DUs (study area)	7,802	Future MF DUs - Non-Singles (study area)	7,778
Future BYU-I On-Campus Housing - Singles	0	Future BYU-I On-Campus Housing - Singles	0
Future BYU-I On-Campus Housing - Marrieds	0	Future BYU-I On-Campus Housing - Marrieds	0
<b>Future Total DUs (study area)</b>	<b>12,695</b>	<b>Future Total MF DUs (study area)</b>	<b>7,802</b>
Future SF Population (study area)	19,621	Future MF - Singles Population (study area)	133
Future MF Population (study area)	18,023	Future MF Non-Singles Population (study area)	17,890
Future BYU-I On-Campus Population - Singles	0	Future BYU-I On-Campus Population - Singles	0
Future BYU-I On-Campus Population - Marrieds	0	Future BYU-I On-Campus Population - Marrieds	0
<b>Future Total Population (study area)</b>	<b>37,644</b>	<b>Future Total MF Population (study area)</b>	<b>18,023</b>

**C. Build Out Residential Development**

By adding the existing dwelling units to the future projected number of dwelling units (less temporary dwelling units which are not assumed to be in existence at build out) a total of 19,267 dwelling units are projected at build out within the study area. It is estimated that 6,999 of these units will be single family, while 12,236 will be multi-family.

<b>BUILD OUT RESIDENTIAL SUMMARY</b>			
<b>Single and Multi Family Dwelling Units Summary</b>		<b>Multiple Family Attached Dwelling Units Summary</b>	
Build Out SF DUs (study area)	6,999	Build Out MF Dus - Singles (study area)	1,579
Build Out MF DUs (study area)	11,862	Build Out MF Dus - Non-Single (study area)	10,251
Build Out BYU-I On-Campus Housing - Singles	213	Build Out BYU-I On-Campus Housing - Singles	213
Build Out BYU-I On-Campus Housing - Marrieds	193	Build Out BYU-I On-Campus Housing - Marrieds	193
<b>Build Out Total DUs (study area)</b>	<b>19,267</b>	<b>Build Out Total MF DUs (study area)</b>	<b>12,236</b>
Build Out SF Population (study area)	28,066	Build Out SF - Singles Population (study area)	8,841
Build Out MF Population (study area)	32,419	Build Out MF - Non-Single Population (study area)	23,578
Build Out BYU-I On-Campus Population - Singles	1,193	Build Out BYU-I On-Campus Population - Singles	1,193
Build Out BYU-I On-Campus Population - Marrieds	444	Build Out BYU-I On-Campus Population - Marrieds	444
<b>Build Out Total Population (study area)</b>	<b>62,122</b>	<b>Build Out Total MF Population (study area)</b>	<b>34,056</b>

**VI. NONRESIDENTIAL BUILD-OUT PROJECTIONS**

Non-residential development is defined in this analysis as commercial and industrial land uses identified on the Rexburg Comprehensive Plan map. The following table summarizes the existing, future, and build out nonresidential development within the study area:

<b>NONRESIDENTIAL BUILD OUT ANALYSIS SUMMARY TABLE</b>			
<b>Land Use</b>	<b>Existing Sq. Ft.</b>	<b>Future Sq. Ft.</b>	<b>Build Out Sq. Ft.</b>
<b>Commercial</b>	4,152,956	5,459,957	9,612,913
<b>Industrial</b>	2,488,766	1,982,487	4,471,253
<b>TOTAL</b>	<b>6,641,722</b>	<b>7,442,444</b>	<b>14,084,166</b>

**A. Existing Nonresidential Projections**

Commercial and industrial development exists both within the city and the Area of Impact. However, the majority of existing commercial development is located within city boundaries, whereas the majority of existing industrial development is located within the Area of Impact. There is currently a total of 4,152,956 square feet of commercial development and 2,488,766 square feet of industrial development within the study area, for a grand total of 6,641,722 square feet of nonresidential development.

**B. Future Nonresidential Projections**

The majority of future non-residential development will occur outside the city boundaries, within the Area of Impact. Of this, 5,459,957 square feet is anticipated to be developed as new commercial development and 1,982,487 square feet will be developed as new industrial development. Projections show that a total of 7,442,444 square feet of new non-residential development is expected to occur within the study area.

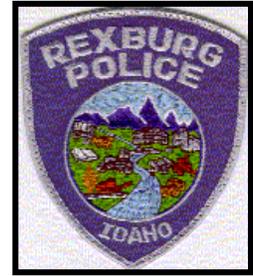
**C. Build Out Nonresidential Projections**

The total build out square footage development was determined by adding the existing square footage to the future projected square footage. The resulting build out square footage for nonresidential development is anticipated to reach 14,084,166 square feet.

# LAW ENFORCEMENT

## I. INTRODUCTION

The city of Rexburg operates its own police department to serve the needs of its residents. The police department also assists the County Sheriff's office should a Deputy not be in the immediate vicinity and able to respond to an emergency. Dispatching services are contracted through the County of Madison.



The police department also provides service to the BYU-I campus under a separate division. This separate division of BYU-I on-campus officers is financed and accommodated by the university. There was considerable discussion regarding the impacts created by the university population and the law enforcement services financed by the university. It was ultimately determined by the Development Impact Fee Advisory Committee that BYU-I provides adequate law enforcement services and facilities based on the impacts created. Some administrative duties are provided by the main police department office, however, it was determined that these costs were negligible. Therefore, further analysis and participation by BYU-I is not necessary and an impact fee will not be assessed upon BYU-I for law enforcement facilities.

Law enforcement facilities are considered a citywide resource providing benefit to both residential and nonresidential land uses alike. Therefore, impacts on law enforcement facilities will be created by both residential and nonresidential uses throughout the city. The following section provides the methodology and assumptions used to determine existing and future impacts as well as calculate the impact fee for law enforcement facilities.

## II. PERFORMANCE STANDARD

The performance standard is based on the population of the area served and the number of patrol officers needed to adequately meet the safety needs of the community. The current level of service for the City of Rexburg Police Department stands at 0.95 officers for every 1,000 Rexburg citizens.

Based on input received from the Police Chief and consideration for the existing condition of the existing law enforcement facilities, it was determined that a performance standard of 0.95 officer per 1,000 population and 300 square feet of police department office space per officer adequately meets the law enforcement needs of the city of Rexburg.

## III. FACILITIES ANALYSIS

### A. Inventory of Existing Facilities

The Police Department currently utilizes 6,300 square feet in a single Police Station located at 25 E. Main Street. There are currently 21 sworn officers serving the city and are categorized as follows:

- 1 Chief of Police
- 1 Captain
- 6 Detectives
- 1 Animal Control Officer

➤ 12 Patrol Officers

**B. Adequacy of Existing Facilities**

With a current population of 22,151<sup>4</sup> people, the required number of officers needed to satisfy the existing law enforcement demand totals 21. The demand is calculated as follows:

$$\begin{array}{lclcl} \text{Existing Population} & \times & \text{Level of Service} & & = \text{Existing Demand} \\ 22,151 \text{ Population} & \times & 0.95 \text{ Officers/ 1,000 Pop.} & & = 21 \text{ Officers} \end{array}$$

Based on the performance standard of 300 square feet of facility space per officer, no additional space is needed at present. The calculations for this finding are as follows:

$$\begin{array}{lclcl} \text{Existing Sq. Ft.} & - & (\text{Performance Std.} & \times & \text{Officers}) & = & \text{Surplus/(Deficiency)} \\ 6,300 \text{ Sq. Ft.} & - & (300 \text{ Sq. Ft per Officer} & \times & 21 \text{ Officers}) & = & 0 \text{ Sq. Ft.} \end{array}$$

**C. Future Demand for Facilities**

Based on the performance standard identified for police facilities and a future population of 37,644 people, an additional 36 officers and 10,800 square feet of building space will be needed to accommodate future law enforcement needs. Future facility demand is calculated similarly to existing demand.

$$\begin{array}{lclcl} \text{Future Population} & \times & \text{Performance Standard} & & = \text{Future Demand} \\ 37,644 \text{ Population} & \times & 0.95 \text{ Officers/ 1,000 Pop} & & = 36 \text{ Future Officers} \end{array}$$

The future demand for square footage is determined by the following equation:

$$\begin{array}{lclcl} (\text{Performance Standard} & \times & \text{Future Officers}) & - & \text{Surplus Sq. Ft.} & = & \text{Future Sq. Ft} \\ (300 \text{ Sq. Ft. / Officer} & \times & 36 \text{ Future Officers}) & - & 0 \text{ Sq. Ft.} & = & 10,800 \text{ Sq. Ft.} \end{array}$$

**D. Build Out Demand for Facilities**

The demand for law enforcement facilities at build out is based on the following calculations:

$$\begin{array}{lclcl} \text{Existing Demand} & + & \text{Future Demand} & & = \text{Build Out Demand} \\ 21 \text{ Existing Officers} & + & 36 \text{ Future Officers} & & = 57 \text{ Build Out Officers} \end{array}$$

$$\begin{array}{lclcl} \text{Performance Standard} & \times & \text{Build Out Officers} & = & \text{Build Out Sq. Ft.} \\ 300 \text{ Sq. Ft. / Officer} & \times & 57 \text{ Build Out Officers} & = & 17,100 \text{ Sq. Ft.} \end{array}$$

**IV. LAW ENFORCEMENT FACILITIES FINANCING**

This section of the development impact fee program provides the assumptions and methodology used to calculate the impact fee for law enforcement facilities.

<sup>4</sup> The population of 22,151 is utilized because the on-campus housing equivalent of 1,637 persons is subtracted from the total current population of 23,788 due to the BYU-I meeting the needs of this segment of the total population.

In accordance with the Idaho Government Code enabling the collection of impact fees, only those law enforcement facilities with a life of 20 years or greater may be included in the costs for system improvements to be financed by development impact fees. Therefore, the cost for law enforcement facilities for the city of Rexburg is limited the land acquisition cost and construction cost to provide for additional building square footage.

Law enforcement facilities will be provided to the residents of Rexburg as the need arises and as funding is available. The city is currently meeting their law enforcement needs and therefore does not have a surplus or deficiency in law enforcement facility space.

**A. Facility Construction and Land Acquisition Costs**

As demonstrated in the Future Demand for Facilities section, there is a need for an additional 10,800 square feet of building to meet the build out demand. Therefore, additional land must be acquired as well as building square footage constructed. The following provides for those costs.

The total construction cost for new facilities is assumed to be \$135.00 per square foot based on the following costs:

Building Construction	=	\$115.00
Engineering & Design	=	\$10.00
<u>Interior / Furnishings</u>	=	<u>\$10.00</u>
Total	=	\$135.00

The land acquisition cost per acre associated with the construction of additional law enforcement facilities will greatly depend on the location of any new facilities. For the purpose of this study, a cost of \$40,000 per acre is assumed. The amount of land to be acquired will be based on an assumed 30% building coverage factor.

Based on the square footage needed for new construction, an additional 0.83 acres of land must be acquired.

$$\begin{array}{l} \text{Additional Sq. Ft.} / \text{Building Coverage} / \text{One Acre (Sq. Ft.)} = \text{Acquisition} \\ 10,800 \text{ Sq. Ft.} / 30\% / 43,560 \text{ Sq. Ft.} = 0.83 \text{ Acres} \end{array}$$

The costs for construction and acquisition is determined as follows:

Additional Sq. Ft.	x	Cost per Square Foot	=	Construction Cost
10,800 Sq. Ft.	x	\$135.00 Sq. Ft.	=	\$1,458,000
 Additional Acres	 x	 Cost per Acre	 =	 Acquisition Cost
0.83 Acres	x	\$40,000 per acre	=	\$33,058
 Construction Cost	 +	 Acquisition Cost	 =	 Total Cost
\$1,458,000	+	\$33,058	=	\$1,491,058

**B. Fee Calculation**

To determine an equitable law enforcement impact fee for single family residential, multi-family residential and nonresidential uses, a methodology was developed that equitably distributes the fee. Based on data provided by the City of Rexburg Police Department for service calls in 2002, the demand for law enforcement services could be determined by land use. The following table demonstrates the methodology used to determine a ratio of service response per dwelling unit for residential and service response per 1,000 square feet for nonresidential uses.

ANALYSIS OF OFFICER RESPONSE BY LAND USE			
Land Use Designation	Service Response	Existing Units or Sq.Ft.	Service Response Rate per Unit or 1,000 Sq.Ft.
Single Family	2,561	1,918	1.34 per Single Family Unit
Multiple Family	441	3,856	0.11 per Multiple Family Unit
Commercial/Industrial	2,684	3,866,600	0.69 per 1,000 Nonresidential Sq.Ft.

For the purpose of the development impact fee program, it is assumed that the future calls for service from future development will maintain the same ratios provided above. By multiplying the future development by the service response rates, the number of future calls for service and the percentage of calls per year can be estimated. Further, by multiplying future facility costs by the anticipated percentage of future calls for each land use, the development impact fee is determined.

Table 2 on page 17 demonstrates the fee calculation methodology.

**C. Financing Options**

The following is a list of optional financing mechanisms that can be used to finance law enforcement facilities. Each of these mechanisms is described in detail in the Financing Options chapter.

- General Taxes
- Dedicated Taxes
- State-Shared Revenues
- Local Bonds
- Impact Fees
- State Grants
- Federal Assistance
- Community Development Block Grants

Table 2 – Law Enforcement Facilities Fee Calculation

<b>Law Enforcement Facilities Fee Calculations</b>					
<b>Future Facility Cost</b>					<b>\$1,491,058</b>
Future Development's Share of Facility Costs					\$1,491,058
- Other City Funding Sources					\$0
Future Development's Total Cost					\$1,491,058
Future Single Family Residential Units	x	Service Response Rate per Unit	=	Future Calls to Single Family Areas	Percentage of Future Calls
4,893	x	1.34	=	6,533	= 51.9%
Future Multiple Family Residential Units	x	Service Response Rate per Unit	=	Future Calls to Multiple Family Areas	Percentage of Future Calls
7,802	x	0.11	=	892	= 7.1%
Future Nonresidential Square Feet	x	Service Response Rate per 1,000 Sq.Ft.	=	Future Calls to Nonresidential Areas	Percentage of Future Calls
7,442,444	x	0.69	=	5,166	= 41.0%
<b>Calls per Year from Future Development at Build Out</b>			=	<b>12,592</b>	= <b>100.0%</b>
Future Development's Total Cost	x	Percentage of Future Calls - Single Family	/	Future Single Family Residential Units	= Fee Per Single Family Unit
\$1,491,058	x	51.9%	/	4,893	= \$158.11
Future Development's Total Cost	x	Percentage of Future Calls - Multiple Family	/	Future Multiple Family Residential Units	= Fee per Multiple Family Unit
\$1,491,058	x	7.1%	/	7,802	= \$13.54

## V. PROPORTIONATE SHARE DETERMINATION

As required by Section 67-8207 – Proportionate Share Determination, “all development impact fees shall be based on a reasonable and fair formula or method under which the development impact fee imposed does not exceed a proportionate share of the costs incurred” in providing improvements to serve new development. Several factors must be considered when determining proportionate share costs. The following provides an explanation of the factors considered in making the proportionate share determination that resulted in the development impact fee for law enforcement facilities.

**Section 67-8207(2) (a) – “The cost of existing system improvements within the service area or areas”; and**

**Section 67-8207(2) (b) – “The means by which existing system improvements have been financed”**

Based on the limited documentation available, the actual cost and the source of funding for existing system improvements could not be accurately determined. Therefore, no further analysis is necessary or should be conducted.

**Section 67-8207(2) (c) – “The extent to which the new development will contribute to the cost of system improvements through taxation, assessment, or developer or landowner contributions, or has previously contributed to the cost of system improvements through developer or landowner contributions.”**

The entire Development Impact Fee Report provides necessary details regarding the extent to which new development will contribute to the cost of the future law enforcement facilities. As stated in the Law Enforcement Facilities Financing section, the primary funding source for future law enforcement facilities will be impact fees. Provisions have been included to allow for the revision of impact fees if alternate funding sources are made available. Available documentation did not provide any evidence of developer or landowner contributions to system improvements for law enforcement facilities.

**Section 67-8207(2) (d) – “The extent to which the new development is required to contribute to the cost of existing system improvements in the future.”**

Impact fees collected from new development will not contribute to the costs of any existing law enforcement improvements. The impact fee ordinance requires that impact fees collected shall be deposited into a separate fund earmarked specifically for capital improvements to fund future law enforcement facilities needed to serve new development. Maintenance and operation costs for existing facilities will come from other funding sources. Impact fees cannot finance the maintenance and operation of facilities.

**Section 67-8207(2) (e) – “The extent to which new development should be credited for providing system improvements, without charge to other properties within the service area or areas”;**

Section 8 of the Development Impact Fee Ordinance provides all the parameters regarding credits. This section states that if a development impact fee is being collected, then a credit may be available.

**Section 67-8207(2) (f) – “Extraordinary costs, if any, incurred in serving the new development”;**

Section 11 of the Development Impact Fee Ordinance provides all the parameters regarding extraordinary costs. This section states that if a development will result in an extraordinary impact and incur extraordinary costs, then the city shall notify the developer in writing what the extraordinary impact is, the reason for the extraordinary impact, and the estimated costs to be incurred because of the extraordinary impact.

**Section 67-8207(2) (g) – “The time price differential inherent in a fair comparison of fees paid at different times”;**

The time and price differential is a consideration that currently has an insignificant effect on the impact fees for law enforcement facilities. As required by the impact fee act, the capital improvement plan demonstrates that the improvements to be financed by the development impact fees are to be provided within five years of the collection of the impact fees. Considering the small difference in the percentage rate for a long-term municipal bond and a trust account as well as the time increment between payment of the impact fee to benefits received by the impact fee, the time price differential for fees paid at different times would not result in a change of the impact fee amount.

**Section 67-8207(2) (h) – “The availability of other sources of funding system improvements including, but not limited to user charges, general tax levies, intergovernmental transfers, and special taxation. The government entity shall develop a plan for alternative sources of revenue.**

Within the Law Enforcement Facilities chapter under the Financing Options section, a list of optional financing mechanisms is provided for funding improvements. Collection of a development impact fee is just one of the mechanisms available. The city has considered all of these funding sources and made a determination that development impact fees will be the primary funding source for system improvements needed due to impacts created by future development. The Idaho Development Impact Fee Act requires that the city update the capital budget annually. It is at these times that adjustments to the impact fee should be considered.

## FIRE FACILITIES

### I. INTRODUCTION

The city of Rexburg and Madison County jointly provide fire protection services to the area. Both the city and the county share the costs for capital facilities. For the purpose of this report and the implementation of the development impact fee program, only the impacts created by the future growth of the city and the fire protection needs of the city are analyzed.



The fire protection facilities are considered a citywide facility benefit to both residential and nonresidential development. The following section provides the methodology and assumptions used to determine existing and future impacts as well as calculate the impact fee for future fire facilities.

### II. PERFORMANCE STANDARD

The performance standard for fire protection facilities is a function of response time to any emergency within the city. As the city grows, the response times increase due to many factors including distance from the fire station to the emergency, traffic congestion, simultaneous emergency calls, etc. In order to ensure that adequate response times are maintained, additional fire substations will be needed. The impact fee calculation is based on the system improvements cost for the needed future substations.

### III. FACILITIES ANALYSIS

#### A. Inventory of Existing Facilities

The city of Rexburg is served by a single fire station, located at 26 N. Center, and measuring 12,750 square feet. The fire department staff is currently composed of:

- 1 Chief
- 1 Assistant Chief (over Fire)
- 1 Assistant Chief (over EMS)
- 1 Fire Inspector
- 1 Captain (of EMS)
- 3 Paramedic/Fire Fighters
- 3 Fire Fighter/Advanced EMTs
- 1 Fire Fighter/EMT Basic

This frontline staff is also supported by 35 Call-Members that serve in a supplemental/auxiliary capacity, which is composed of:

- 4 Fire Fighters
- 3 Paramedics
- 6 Advanced Fire Fighter/EMTs
- 22 Basic Fire Fighter/EMTs

The fire department operates 13 total vehicles in support of emergency services including:

- 2 Class-A Pumpers with 1,500 gallons per minute GPM pumps with 1,000 gallon tanks
- 2 Class-A Pumpers with 1,250 GPM pumps with 1000 gallon tanks,
- 1 3,000 gallon water tanker with a 500 GPM pump and portable tank,
- 2 Command vehicles,
- 1 Rescue truck with heavy extrication 150 GPM pumps with a 250 gallon tank,
- 3 Ambulances (licensed as Paramedic Units),
- 1 Ambulance reserve unit (Licensed as a Basic Unit)
- 1 Chase unit (to respond with ambulance)

#### **B. Adequacy of Existing Facilities**

The existing fire station and equipment meet the current demand for fire protection facilities. However, as development continues, the demand will increase and the ability to provide adequate service will diminish.

According to the Assistant Fire Chief<sup>5</sup>, the insurance rating for the city fire department is allocated by the state using a point system. A higher point results in a lower rating. Rexburg currently has four points out of a possible 10-point rating system. It is anticipated that this rating will be reduced to five points in the near future. This reduction is due to the anticipated growth in the city that will continue to increase the demand for services.

#### **C. Future Demand for Facilities**

There is a need and demand for increased numbers of personnel, vehicles, equipment, and floor space. Specifically, the fire department will require the following items in the near future:

- A ladder/pumper truck to reach the upper floors of newer, taller buildings
- A training tower
- Renovation of main fire station facility
- Three fire substations
- Three pumpers (one for each new substation)

The renovation of the existing main station is intended to provide for better utilization of existing facilities and eliminate the need for a fourth future substation. By renovating the main station, the ability to provide service to future growth occurring close to the station is extended. This extension of service for growth occurring in close proximity to the station will eliminate the need for any additional substation beyond the three identified.

Although the ladder /pumper truck is identified as a future need, it will not be financed by impact fees. This vehicle is needed primarily to serve the existing development within the community. The remaining items listed above will be necessary to serve future development.

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<sup>5</sup> Source: Assistant Fire Chief, Dave Davis, November 11, 2002.

Personnel needs are not listed since personnel cannot be funded by impact fees are not considered in determining the future system improvements needed.

**D. Build Out Demand for Facilities**

At build out, the demand for fire protection facilities will require the need for a total of one main fire station to be maintained at its present location, a training tower and three substations at locations to be determined with one pumper in each substation.

**IV. FIRE PROTECTION FACILITIES FINANCING**

This section of the development impact fee program provides the assumptions and methodology used to calculate the impact fee for fire protection facilities.

In accordance with the Idaho Government Code enabling the collection of impact fees, only those fire protection facilities with a life of 20 years or greater may be included in the costs for system improvements to be financed by development impact fees. Therefore, the cost for fire protection facilities for the city of Rexburg is limited to renovation of the existing main station, the construction of a training tower, and the land acquisition and construction cost to provide for three additional fire substations. Additionally, the impact fee will fund one pumper at each substation.

**A. Land Acquisition and Facility Construction Costs**

As demonstrated in the Future Demand for Facilities section, there is a need for renovation of the existing main fire station, a training tower, three substations and three pumpers.

The construction cost for each substation is assumed to be \$135.00 per square foot based on the following costs:

Building Construction	=	\$115.00
Engineering & Design	=	\$10.00
Interior / Furnishings	=	\$10.00
<u>Total</u>	=	<u>\$135.00</u>

The land acquisition cost per acre associated with the construction of each additional substation will greatly depend on the location. For the purpose of this study, a cost of \$40,000 per acre is assumed. The amount of land to be acquired will be based on an assumed 30% building coverage factor.

Each substation will require 5,000 square feet of building area. Based on the square footage needed for new construction, an additional 0.38 acres of land must be acquired for each substation.

Additional Sq. Ft.	/	Building Coverage	/	One Acre (Sq. Ft.)	=	Acquisition
5,000 Sq. Ft.	/	30%	/	43,560 Sq. Ft.	=	0.38 Acres

The costs for construction and acquisition is determined as follows:

Additional Sq. Ft.	x	Cost per Square Foot	=	Construction Cost
5,000 Sq. Ft.	x	\$135.00 Sq. Ft.	=	\$675,000

Additional Acres	x	Cost per Acre	=	Acquisition Cost
0.38 Acres	x	\$40,000 per acre	=	\$15,305
Construction Cost	+	Acquisition Cost	=	Land/Building Cost
\$675,000	+	\$15,305	=	\$690,305

Each substation requires one pumper and each pumper will cost approximately \$250,000. Therefore, the total cost for each station is \$940,305. However, other funding sources are available and it is assumed that the city will use those other sources to assist with the funding of the future needs. At this time, it is assumed that \$430,000 will come from other funding sources. By subtracting this amount from the total cost for each substation, the cost for each substation to be financed by the development impact fee will be \$510,305.

Along with these substation is the cost for the renovation of the main station and the construction of a training tower at a cost of \$150,000 and \$30,000 respectively.

Based on the above calculations, the total cost for future fire protection facilities to be financed by development impact fees will be \$1,710,914.

$$\begin{aligned}
 &(\text{Substation Cost} \times 3 \text{ Substations}) + \text{Renovation} + \text{Tower} = \text{Total} \\
 &(\$510,305 \times 3) + \$150,000 + \$30,000 = \$1,710,914
 \end{aligned}$$

**B. Fee Calculation**

To determine an equitable fire protection impact fee for single family residential, multi-family residential and nonresidential uses, a methodology was developed that equitably distributes the fee. Based on data provided by the fire department for service calls in 2002, the demand for of fire protection services could be determined by land use. The following table demonstrates the methodology used to determine a ratio of service response per dwelling unit for residential and service response per 1,000 square feet for nonresidential uses.

ANALYSIS OF FIRE RESPONSE BY LAND USE				
Land Use Designation	Service Response	Existing Units or Sq.Ft.	Service Response Rate per Unit or 1,000 Sq.Ft.	
Single Family	41	1,918	0.021376	per Single Family Unit
Multiple Family	31	3,856	0.008039	per Multiple Family Unit
Commercial/Industrial	16	3,866,600	0.004138	per 1,000 Nonresidential Sq.Ft.

For the purpose of the development impact fee program, it is assumed that the future calls for service from future development will maintain the same ratios provided above. By multiplying the future development by the service response rates, the number of future calls for service and percentage of calls per year can be estimated. By multiplying future facility costs by the anticipated percentage of future calls for each land use, the development impact fee is determined.

A summary of the calculations used to determine the fees for fire protection services is listed in Table 3 on page 25.

### C. Financing Options

The following is a list of optional financing mechanisms that can be used to finance fire protection facilities. Each of these mechanisms is described in more detail in the Financing Options chapter.

- General Taxes
- State-Shared Revenues
- Local Bonds
- Impact Fees
- Special Districts
- Federal Assistance
- Community Development Block Grants

Table 3 – Fire Protection Facilities Fee Calculations

### Fire Protection Facilities Fee Calculations

<b>Future Facility Cost</b>	<b>\$3,000,914</b>
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Future Development's Share of Facility Costs	\$3,000,914
- Other City Funding Sources	(\$1,290,000)
<b>Future Development's Total Cost</b>	<b>\$1,710,914</b>

Future Single Family Residential Units	x	Service Response Rate per Unit	=	Future Calls to Single Family Areas	=	Percentage of Future Calls
4,893	x	0.021376	=	105	=	52.8%
Future Multiple Family Residential Units	x	Service Response Rate per Unit	=	Future Calls to Multiple Family Areas	=	Percentage of Future Calls
7,802	x	0.008089	=	63	=	31.7%
Future Nonresidential Square Feet	x	Service Response Rate per 1,000 Sq.Ft.	=	Future Calls to Nonresidential Areas	=	Percentage of Future Calls
7,442,444	x	0.004138	=	31	=	15.5%
<b>Calls per Year from Future Development at Build Out</b>			<b>=</b>	<b>198</b>	<b>=</b>	<b>100.0%</b>

Future Development's Total Cost	x	Percentage of Future Calls - Single Family	/	Future Single Family Residential Units	=	Fee Per Single Family Unit
\$1,710,914	x	52.8%	/	4,893	=	\$184.61

## V. PROPORTIONATE SHARE DETERMINATION

As required by Section 67-8207 – Proportionate Share Determination, “all development impact fees shall be based on a reasonable and fair formula or method under which the development impact fee imposed does not exceed a proportionate share of the costs incurred” in providing improvements to serve new development. Several factors must be considered when determining proportionate share costs. The following provides an explanation of the factors considered in making this determination and resulted in the development impact fee for fire protection facilities.

**Section 67-8207(2) (a) – “The cost of existing system improvements within the service area or areas”; and  
Section 67-8207(2) (b) – “The means by which existing system improvements have been financed”**

Based on HPA’s findings and the amount of money that could be traced, it was determined that undeveloped property had not made a significant contribution to existing fire protection facilities. Since the known money spent for existing facilities was a comparatively small amount, it was decided that the proposed impact fee was fair and reasonable.

**Section 67-8207(2) (c) – “The extent to which the new development will contribute to the cost of system improvements through taxation, assessment, or developer or landowner contributions, or has previously contributed to the cost of system improvements through developer or landowner contributions.”**

The entire Development Impact Fee Report provides necessary details regarding the extent to which new development will contribute to the cost of the future fire protection services. As stated in the Financing section for this chapter, the primary funding source for future facilities will be impact fees. Provisions have been made, which call for the revision of fees if alternate funding sources are made available.

**Section 67-8207(2) (d) – “The extent to which the new development is required to contribute to the cost of existing system improvements in the future.”**

Impact fees collected from new development will not contribute to the costs of any existing improvements. The impact fee ordinance requires that impact fees collected shall be deposited into a separate fund earmarked specifically for capital improvements to future fire facilities needed to serve new development. Maintenance and operation costs will come from other funding sources. Impact fees cannot finance the maintenance and operation of fire protection facilities.

**Section 67-8207(2) (e) – “The extent to which new development should be credited for providing system improvements, without charge to other properties within the service area or areas”;**

Section 8 of the Development Impact Fee Ordinance provides all the parameters regarding credits. This section states that if a development impact fee is currently being collected, then a credit may be available.

**Section 67-8207(2) (f) – “Extraordinary costs, if any, incurred in serving the new development”;**

Section 11 of the Development Impact Fee Ordinance provides all the parameters regarding extraordinary costs. This section states that if a development will result in an extraordinary impact and incur extraordinary costs, then the city shall notify the developer in writing what the extraordinary impact is, the reason for the extraordinary impact, and the estimated costs to be incurred because of the extraordinary impact.

**Section 67-8207(2) (g) - "The time price differential inherent in a fair comparison of fees paid at different times";**

The time and price differential is a consideration that currently has an insignificant effect on the impact fees for fire protection facilities. As required by the impact fee act, the capital improvement plan demonstrates that improvements to be financed by development impact fees are to be provided within five years of the collection of the impact fees. Considering the small difference in the percentage rate for a long-term municipal bond and a trust account as well as the time increment between payment of the impact fee to benefits received by the impact fee, the time price differential for fees paid at different times would not result in a change of the impact fee amount.

**Section 67-8207(2) (h) - "The availability of other sources of funding system improvements including, but not limited to user charges, general tax levies, intergovernmental transfers, and special taxation. The government entity shall develop a plan for alternative sources of revenue.**

Within the Fire Protection Facilities chapter under the Financing Options section, a list of optional financing mechanisms is provided or funding improvements. Collection of a development impact fee is just one of the mechanisms available. The city has considered all of these funding sources and made a determination that development impact fees will be the primary funding source for system improvements needed due to impacts created by future development. The Idaho Development Impact Fee Act requires that the city update the capital budget annually. It is during these times that adjustment so the impact fee could be considered. Additionally, it is assumed that approximately \$430,000 will be sought from other funding sources for the construction of each of the future fire substations.

## PARK AND RECREATIONAL FACILITIES

### I. INTRODUCTION

The provision of park facilities is analyzed on a citywide basis. Citywide facilities are defined as benefiting all residents within the city equally. This benefit is limited to residential development and therefore, only future residential development within the Study Area will be assessed the impact fee for park facilities.



### II. PERFORMANCE STANDARDS

The performance standard is based on the population of the area served and the acres of parks needed to adequately meet the recreation needs of the community. Based on the existing acres of parks that the city of Rexburg currently owns, the open areas available for the BYU-I students on-campus, the use of school district play areas and the facilities provided by the community's churches, it was determined that a performance standard of 3.0 acres of parkland per 1,000 population would adequately serve the city of Rexburg. This is slightly less than the level of service of 3.6 acres per 1,000 population currently provided.

### III. FACILITIES ANALYSIS

There are currently 80.60 acres of parkland within the city of Rexburg. These parks are owned and maintained by the city and are available for use by the general public. Due to the proximity of BYU-I, the students who live both on-campus and off-campus utilize many of the existing parks. The impacts on the city parks by the student population are taken into consideration as a part of this analysis. Based on the input received from city staff and the Development Impact Fee Advisory Committee, there is considerable use of the park facilities by the student population. BYU-I however, does provide a limited amount of recreational activities for the students, which are organized for utilization at on-campus facilities. These on-campus facilities relieve the city of some of the impacts created by the student population. Since the city does not own these on-campus areas, they cannot be counted toward the city's park inventory.

#### A. Inventory of Existing Facilities

The city of Rexburg owns and maintains eight different public parks, each of unique size and amenities totaling 80.60 acres. The table below provides an inventory of the city's parkland.

CITY OF REXBURG PARK FACILITIES								
Name	Address	Acres	Shelters	Ball Fields	Type	Playground	Parking	
Community	450 E 2nd N	7.6	0	3	Sports	No	Yes	
Nature North	300 N 5th W	26.9	2	1	Nature/Sports	No	Yes	
Nature South	300 N 5th W	4.7	2	0	Picnic	Yes	Yes	
Notary	235 Rodney Dr.	0.5	0	0	Picnic	Yes	No	
Park Street	500 W Park St.	0.6	0	0	Picnic	No	No	
Porter	100 S 2nd W	11.4	2	1	Picnic/Sport	Yes	No	
Scout	450 W 3rd N	18	0	0	Nature	No	Yes	
Smith	300 E Main	10.9	3	2	Picnic/Sport	Yes	No	
<b>TOTAL ACREAGE</b>		<b>80.6</b>						

**B. Adequacy of Existing Facilities**

With a current population of 23,788 people, the required park acreage needed to satisfy the existing park demand is 71.36 acres. The demand is calculated as follows:

$$\begin{aligned} \text{Existing Population} & \times \text{Performance Standard} & = & \text{Existing Demand} \\ 23,788 \text{ Population} & \times 3.00 \text{ Acres/ 1,000 Pop.} & = & 71.36 \text{ Acres} \end{aligned}$$

Based on the current demand, there is a surplus of 9.24 acres of park facilities. No additional facilities are necessary to meet current demand.

$$\begin{aligned} \text{Existing Park Acres} & - \text{Current Demand} & = & \text{Park Adequacy} \\ 80.60 \text{ Acres} & - 71.36 \text{ Acres} & = & 9.24 \text{ Acres} \end{aligned}$$

In addition to the existing park facilities currently provided, the city has acquired 30.0 acres of land for park facilities. This land has yet to be developed and is not a part of the existing inventory. However, it does decrease the amount of land to be acquired for future facilities.

**C. Future Demand for Facilities**

Based on the performance standard of 3.0 acres per 1,000 population identified for park facilities, a future population of 37,644 people, and a current surplus of 9.24 acres, an additional 103.70 acres of park facilities will be needed to serve the population.

$$\begin{aligned} (\text{Future Population} \times \text{Performance Std.}) - \text{Adequacy} & = \text{Future Demand} \\ (37,644 \text{ Population} \times 3.00 \text{ Acres/ 1,000 Pop.}) - 9.24 \text{ Acres} & = \\ & 103.70 \text{ Acres} \end{aligned}$$

Since the city has acquired 30.0 acres of land for park facilities, there is a need to acquire only 73.70 acres.

**D. Build Out Demand for Facilities**

The build out demand will require a total of 186.37 acres of park facilities.

$$\text{Build Out Population} \times \text{Performance Standard} = \text{Build Out Demand}$$

$$62,122 \text{ Population} \quad \times \quad 3.00 \text{ Acres/ 1,000 Pop.} \quad = \quad 186.37 \text{ Acres}$$

**IV. PARK FACILITIES FINANCING**

This section of the development impact fee program provides the assumptions and methodology used to calculate the impact fee for park facilities.

In accordance with the Idaho Government Code enabling the collection of impact fees, only those park facilities with a life of 20 years or greater may be included in the costs for system improvements to be financed by development impact fees. Therefore, the cost for park facilities for the city of Rexburg is limited to the construction of the amenities typically needed for parks including, but not limited to land acquisition grassy play areas, play equipment, benches, trash receptacles, hardscape, restrooms, parking and park design.

**A. Facility Construction and Land Acquisition Costs**

As demonstrated in the Future Demand for Facilities section, there is a need for the construction of 103.70 acres and the acquisition of 73.70 acres.

The construction cost for each acre of park facilities is assumed to be approximately \$67,000 per acre based on the following costs:

<b>Park Facilities Cost per Acre Summary</b>	
Parking	\$10,000
Play Equipment	\$15,000
Benches, trash receptacles and hardscape	\$10,000
Restrooms	\$8,000
Turf	\$2,000
Irrigation	\$15,000
Design	\$7,000
<b>Construction Cost per Acre</b>	<b>\$67,000</b>

Based on the need for the construction of an additional 103.70 acres, the construction cost will be \$6,947,648.16 .

$$\begin{array}{rclcl} \text{Future Demand} & \times & \text{Cost per Acre} & = & \text{Construction Cost} \\ 103.70 \text{ Acres} & \times & \$67,000 & = & \$6,947,648.16 \end{array}$$

The land acquisition cost per acre will greatly depend on the actual location of the park. For the purpose of this study, a cost of \$25,000 per acre is assumed.

Since the city has acquired 30.0 acres of land for park facilities and there is a need to acquire only 73.70 acres, the cost for future acquisition is \$1,842,406.03 .

$$\begin{array}{rclcl} \text{Future Acquisition} & \times & \text{Cost per Acre} & = & \text{Acquisition Cost} \\ 73.70 \text{ Acres} & \times & \$25,000 \text{ per Acre} & = & \$1,842,406.03 \end{array}$$

By adding the construction cost to the acquisition cost, the total cost of future park facilities to be funded by impact fees can be determined.

$$\text{Construction Cost} \quad + \quad \text{Acquisition Cost} \quad = \quad \text{Total Cost}$$

$$\$6,947,648.16 + \$1,842,406.03 = \$8,790,054.19$$

There are other funding sources available to assist in the financing for park facilities. It is assumed that the city will use those other sources to assist with the funding of the future needs. At this time, it is assumed that \$30,000 per acre for a total of \$3,110,887 will come from other funding sources. By subtracting this amount from the total cost for park facilities, the cost to be financed by the development impact fee will be \$5,679,167.

**B. Fee Calculation**

To determine an equitable park facilities impact fee, a methodology was developed that equitably distributes the fee. The fee will only be required to be paid for residential development. The fee amount to be paid is based on the type of residential development constructed – single family detached dwelling units, multi-family attached dwelling units for “singles” and multi-family attached dwelling units for “non-singles”. As explained in the build out analysis section of this report, an analysis was conducted to determine the impacts created by these types of housing units. For park facilities, the impacts created are based directly on the numbers of persons per unit. The build out analysis demonstrated that there are 4.01 persons per single family unit, 5.6 persons per multi-family “singles” unit and 2.3 persons per multi-family “non-singles” unit. Therefore, the fee to be paid will be based directly on the impacts created by each of these residential unit types.

The build out analysis identifies a future population of 37,644 persons. With the cost for park facilities to be financed by the development impact fee determined to be \$5,679,167, the cost per person is \$150.87 .

Park Cost	/	Future Population	=	Cost per Person
\$5,679,167	/	37,644 persons	=	\$150.87 per Person

By multiplying the cost per person by the number of persons per the specific type of residential unit, the development impact fee per unit is determined.

Cost per Person	x	Persons per SF Unit	=	Cost per SF Unit
\$150.87 / Person	x	4.01 Persons (SF Unit)	=	\$604.97 /(SF Unit)

Cost per Person	x	Persons per MF-Singles	=	Cost per MF Singles
\$150.87 / Person	x	5.6 Persons (MF-Singles)	=	\$844.85 /(MF-Singles)

Cost per Person	x	Persons per MF Non-Singles Unit	=	Cost per MF Non-Singles
\$150.87 / Person	x	2.3 Persons (MF Non-Singles)	=	\$346.99 (MF Non-Singles)

A summary of the calculations used to determine the fees for park facilities is shown on Table 4 – Park Facilities Fee Calculations on page 33

**C. Financing Options**

Park facilities will be provided to the residents of the city of Rexburg as the need arises and when funding is available. Funding for park facilities should be obtained now in order to provide adequate park facilities in the future. The primary source of funding for future park facilities will be the collection on impact fees.

The following is a list of optional financing mechanisms that can be used to finance park facilities. Each of these mechanisms is described in more detail in the Financing Options chapter.

- General Taxes
- State-Shared Revenues
- Local Bonds
- Impact Fees
- Special Districts
- Federal Assistance
- Community Development Block Grants

Table 4 – Park Facilities Fee Calculations

**Park Facilities - Impact Fee Calculation**

3.0 Acres per 1,000 Population

<b>Future Facility Cost</b>	<b>\$8,790,054</b>
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Future Development's Share of Facility Costs	\$8,790,054
- Other City Funding Sources	(\$3,110,887)
<b>Future Development's Total Cost</b>	<b>\$5,679,167</b>

Future SF Detached Residential Units	x	SF Detached Persons per Unit	=	
4,893	x	4.01	=	19,621 Persons
Future MF Attached - Singles	x	MF - Singles - Persons per Unit	=	
24	x	5.6	=	133 Persons
Future MF Attached - Non-Singles	x	F - Non-Singles - Persons per Unit	=	
7,778	x	2.3	=	17,890 Persons
			<b>TOTAL</b>	<b>37,644 Persons</b>

Future Development's Total Cost	/	Total Future Persons	=	Cost per Person
\$5,679,167	/	37,644 Persons	=	\$150.87 per Person

SF Detached Persons per Unit	x	Cost per Person	=	Cost per SF Unit
4.01	x	\$150.87	=	\$604.97 per SF Unit
Future MF Attached - Singles	x	Cost per Person	=	Cost per MF-Singles Unit
5.60	x	\$150.87	=	\$844.85 per MF-Singles Unit
Future MF Attached - Non-Singles	x	Cost per Person	=	Cost per MF-Non-Singles Unit
2.30	x	\$150.87	=	\$346.99 per MF-Non-Singles Unit

## V. PROPORTIONATE SHARE DETERMINATION

As required by Section 67-8207 – Proportionate Share Determination, “all development impact fees shall be based on a reasonable and fair formula or method under which the development impact fee imposed does not exceed a proportionate share of the costs incurred” in providing improvements to serve new development. Several factors must be considered when determining proportionate share costs. The following provides an explanation of the factors considered in making the proportionate share determination that resulted in the development impact fee for park facilities.

**Section 67-8207(2) (a) – “The cost of existing system improvements within the service area or areas”;**

**Section 67-8207(2) (b) – “The means by which existing system improvements have been financed”**

Parks within the city of Rexburg have been financed through donations as well as city funds. Some land was donated while other land was either purchased from developers that were in the development stage or purchased for future park facilities. Based on HPA’s findings and the amount of money that could be traced, it was determined that undeveloped property had not made a significant contribution to existing park facilities.

**Section 67-8207(2) (c) – “The extent to which the new development will contribute to the cost of system improvements through taxation, assessment, or developer or landowner contributions, or has previously contributed to the cost of system improvements through developer or landowner contributions.”**

The entire Development Impact Fee Report provides necessary details regarding the extent to which new development will contribute to the cost of the future parks. As stated in the Park Facilities Financing section of this document, the primary funding source for future park facilities will be impact fees. Provisions have been included that allow for the revision of impact fees if alternate funding sources are made available.

**Section 67-8207(2) (d) – “The extent to which the new development is required to contribute to the cost of existing system improvements in the future.”**

Impact fees collected from new development will not contribute to the costs of any existing park improvements. The impact fee ordinance requires that impact fees collected shall be deposited into a separate fund earmarked specifically for capital improvements to future park facilities needed to serve new development. Maintenance and operation costs for existing parks will come from other funding sources. Impact fees cannot finance the maintenance and operation of park facilities.

**Section 67-8207(2) (e) – “The extent to which new development should be credited for providing system improvements, without charge to other properties within the service area or areas”;**

Section 8 of the Development Impact Fee Ordinance provides all the parameters regarding credits. This section states that if a development impact fee is being collected, then a credit may be available.

**Section 67-8207(2) (f) – “Extraordinary costs, if any, incurred in serving the new development”;**

Section 11 of the Development Impact Fee Ordinance provides all the parameters regarding extraordinary costs. This section states that if a development will result in an extraordinary impact and incur extraordinary costs, then the city shall notify the developer in writing what the extraordinary impact is, the reason for the extraordinary impact, and the estimated costs to be incurred because of the extraordinary impact.

**Section 67-8207(2) (g) - "The time price differential inherent in a fair comparison of fees paid at different times";**

The time and price differential is a consideration that currently has an insignificant effect on the impact fees for park facilities. As required by the impact fee act, the capital improvement plan demonstrates that the improvements to be financed by the development impact fees are to be provided within five years of the collection of the impact fees. Considering the small difference in the percentage rate for a long-term municipal bond and a trust account as well as the time increment between payment of the impact fee to benefits received by the impact fee, the time price differential for fees paid at different times would not result in a change of the impact fee amount.

**Section 67-8207(2) (h) - "The availability of other sources of funding system improvements including, but not limited to user charges, general tax levies, intergovernmental transfers, and special taxation. The government entity shall develop a plan for alternative sources of revenue."**

Within the Park Facilities chapter, there is a list of optional financing mechanisms available to fund park improvements. Collection of a development impact fee is just one of the mechanisms available. The city has considered all of these funding sources and made a determination that development impact fees will be the primary funding source for impacts created by future development. The Idaho Development Impact Fee Act requires that the city update the capital budget annually. It is at these times that adjustments to the impact fee could be considered.

## CAPITAL IMPROVEMENTS PHASING

The phasing of capital improvements is a difficult but essential task. As required by the Idaho Development Impact Fee Act, fees accrued through the collection of impact fees must be spent within a specified amount of time or be refunded. This requirement places significant constraints on the method of phasing used for impact fee distribution for capital improvements.

The time constraints placed on the facilities being addressed by the city of Rexburg is five years with the ability to extend to a total of eight years given special circumstances. This means that any dollar collected by impact fees must be spent within a maximum eight - year period from the date it was collected. This requirement makes the phasing of capital improvements dependent on timing rather than need. Until the State legislature changes the "refund" requirement to reflect a more reasonable time limit, cities will have to comply with phasing schedules that may not relate to need as much as financial expediency.

This chapter proposes a phasing schedule that takes the spending time limits of the Act into account as much as possible. It benefits no one to return impact fees that were collected eight years earlier. This phasing schedule should be reviewed and modified on an annual basis to accommodate changes in growth rate and demand. It is intended to be a flexible schedule and will require constant review to perform as a useful tool capable of ensuring that all monies collected will be spent on necessary capital facilities.

### A. Residential Phasing

Growth projections are difficult to predict. There are so many variables associated with future growth that an exact yearly amount of growth can only be estimated. This estimate can be helpful for the purposes of providing future public facilities.

A residential growth projection table is provided on Table 5 – Residential Growth Projections on page 38. This table shows the estimated growth predicted to occur over a 20-year period. It is important to note that these phasing projections are for planning purposes. The intent of these projections is to give the City Council an idea as to when facilities may be needed and when collected monies should be spent. It is simply a planning tool to give the city notice to continue with detailed capital improvement planning.

Based on the City of Rexburg Housing Needs Assessment prepared by BBC Research & Consulting, March 29, 2002, it is anticipated that future residential growth will occur at a rate of 37 single family and 147 multi-family non-single units per year between 2003 and 2005 and will decrease to 34 single family and 11 multi-family non-single units per year from 2006 through 2010. For the purpose of this report, it is assumed that the growth trend will continue through the 20-year projection period.

### B. Nonresidential Phasing

The nonresidential growth projections, Table 6 – Nonresidential Growth Projections on page 39, is based on the amount of square footage of new nonresidential development that has occurred during the last two years. For the purposes of this report, it is assumed that approximately 50,000 square feet

of new nonresidential development will occur each year for the next twenty years.

**C. Law Enforcement Facilities Phasing**

The Law Enforcement Facilities Phasing table provided on page 40 identifies the amount of fees estimated to be collect and when these fees should be expended. As explained in the Law Enforcement section of the report, the population projections do not include the on-campus students. Therefore the total population beginning in the year 2003 is 22,151 instead of 23,788 as assumed for the Fire Protection and Park Facilities. The Law Enforcement Phasing table shows that there is an existing surplus of 0 square feet of building space. Due the projected grow rate and the demand for officers, there will continue to be a surplus of building square footage through the 20-year projection.

Facilities funded by the collection of impact fees will be provided every eight years. This is the maximum time allowed by the Development Impact Fee Act. The eight-year time frame is used based on the surplus projected. Since the impact fees must be spent, facilities will be added at the year 2010 and 2018. It is assumed that \$81,000.00 from previously collected impact fees will be appropriated for the development of 600 square feet of office space for both the years 2010 and 2018. The location for these future facilities has yet to be determined.

**D. Fire Protection Facilities Phasing**

The Fire Protection Facilities Phasing table provided on page 41 identifies the amount of fees estimated to be collected and when these fees should be expended. The table shows that \$150,000.00 will be appropriated for the renovation of the main fire station by the year 2008. By the year 2013, \$30,000.00 will be appropriated for the construction of the training tower. Funds for a fire substation at \$510,304.56 are expected to be appropriated by the year 2021. The funding for these improvements may require a financing source that can be repaid by the development impact fee. This is demonstrated by the anticipated amount, or lack there of, of impact fees collected and the time frames to be maintained in accordance with the Development Impact Fee Act.

Fire Protection facilities funded by the collection of impact fees will be provided every five years with the exception of the first substation. The funding for the substation will occur eight years after the funding for the training tower.

**E. Park Facilities Phasing**

The Park Facilities Phasing table provided on page 42 identifies when park facilities will be provided. The table shows that there will continue to be a surplus through out the 20-year period. Expenditures are anticipated to occur in the years 2008, 2013, 2018, and 2022 for park acreages of 3.0, 1.6, 1.4, and 1.3 acres respectively. The locations of these future park facilities have yet to be determined.

Table 5 – Residential Growth Projections

<b>RESIDENTIAL GROWTH PROJECTIONS</b>									
* * * FOR FACILITY PLANNING PURPOSES ONLY * * *									
STATUS	Notes	YEARS	DWELLING UNITS (1)				TOTAL DWELLING UNITS	POPULATION INCREASE	TOTAL STUDY AREA POPULATION
			SINGLE FAMILY	MULTIFAMILY - SINGLE	MULTIFAMILY - NONSINGLE	TOTAL			
<b>Existing</b>		<b>2003</b>	<b>1,935</b>	<b>1,768</b>	<b>2,666</b>		<b>6,369</b>		<b>23,788</b>
Projected		2003	37	24	147	208	6,577	619	24,408
		2004	37	0	147	184	6,761	486	24,894
		2005	37	0	147	184	6,945	486	25,381
		2006	34	0	11	45	6,990	162	25,542
		2007	34	0	11	45	7,035	162	25,704
		2008	34	0	11	45	7,080	162	25,866
		2009	34	0	11	45	7,125	162	26,027
		2010	34	0	11	45	7,170	162	26,189
		2011	34	0	11	45	7,215	162	26,350
		2012	34	0	11	45	7,260	162	26,512
		2013	34	0	11	45	7,305	162	26,674
		2014	34	0	11	45	7,350	162	26,835
		2015	34	0	11	45	7,395	162	26,997
		2016	34	0	11	45	7,440	162	27,159
		2017	34	0	11	45	7,485	162	27,320
		2018	34	0	11	45	7,530	162	27,482
		2019	34	0	11	45	7,575	162	27,644
		2020	34	0	11	45	7,620	162	27,805
		2021	34	0	11	45	7,665	162	27,967
		2022	34	0	11	45	7,710	162	28,128
		2023	34	0	11	45	7,755	162	28,290
		<b>TOTAL</b>	<b>2,658</b>	<b>1,792</b>	<b>3,305</b>	<b>1,386</b>	<b>7,755</b>		<b>28,290</b>

(1) Phasing is based on Exhibit III-5 in Section III, page 7 of BBC Research & Consulting's City of Rexburg Housing Needs Assessment Report. Dated March 29, 2002

Table 6 – Nonresidential Growth Projections

<b>NONRESIDENTIAL GROWTH PROJECTIONS</b>				
* * * FOR FACILITY PLANNING PURPOSES ONLY * * *				
STATUS	Notes	YEARS	NONRESIDENTIAL SQUARE FOOTAGE	TOTAL NONRESIDENTIAL SQUARE FOOTAGE
<b>Existing</b>		<b>2003</b>	<b>3,921,910</b>	<b>3,921,910</b>
Projected		2003	50,000	3,971,910
		2004	50,000	4,021,910
		2005	50,000	4,071,910
		2006	50,000	4,121,910
		2007	50,000	4,171,910
		2008	50,000	4,221,910
		2009	50,000	4,271,910
		2010	50,000	4,321,910
		2011	50,000	4,371,910
		2012	50,000	4,421,910
		2013	50,000	4,471,910
		2014	50,000	4,521,910
		2015	50,000	4,571,910
		2016	50,000	4,621,910
		2017	50,000	4,671,910
		2018	50,000	4,721,910
		2019	50,000	4,771,910
		2020	50,000	4,821,910
		2021	50,000	4,871,910
		2022	50,000	4,921,910
		2023	50,000	4,971,910
		<b>TOTAL</b>	<b>1,050,000</b>	<b>4,971,910</b>
(1) The nonresidential phasing is based on an average of the building permits pulled since 2001				

Table 7 – Law Enforcement Facilities Phasing

**PHASING OF LAW ENFORCEMENT FACILITIES**

STATUS	YEAR	PHASED DWELLING UNITS	TOTAL PROJECTED DU'S	YEARLY POPULATION INCREASE	TOTAL POPULATION	ADEQUACY ANALYSIS		
						DEMAND FOR OFFICERS	SQUARE FOOTAGE DEMAND	SQUARE FOOTAGE SUPPLY
EXISTING	2003	5,963	5,963		22,151	21	6,300	6,300
PROPOSED	2003	208	6,577	619	22,771	22	6,600	6,300
	2004	184	6,761	486	23,257	22	6,600	6,300
	2005	184	6,945	486	23,744	23	6,900	6,300
	2006	45	6,990	162	23,905	23	6,900	6,300
	2007	45	7,035	162	24,067	23	6,900	6,300
	2008	45	7,080	162	24,229	23	6,900	6,300
	2009	45	7,125	162	24,390	23	6,900	6,300
	(1) 2010	45	7,170	162	24,552	23	6,900	6,900
	2011	45	7,215	162	24,714	23	6,900	6,900
	2012	45	7,260	162	24,875	24	7,200	6,900
	2013	45	7,305	162	25,037	24	7,200	6,900
	2014	45	7,350	162	25,198	24	7,200	6,900
	2015	45	7,395	162	25,360	24	7,200	6,900
	2016	45	7,440	162	25,522	24	7,200	6,900
	2017	45	7,485	162	25,683	24	7,200	6,900
	(2) 2018	45	7,530	162	25,845	25	7,500	7,500
	2019	45	7,575	162	26,007	25	7,500	7,500
	2020	45	7,620	162	26,168	25	7,500	7,500
	2021	45	7,665	162	26,330	25	7,500	7,500
	2022	45	7,710	162	26,492	25	7,500	7,500
2023	45	7,755	162	26,653	25	7,500	7,500	
<b>TOTAL</b>		1,386	7,755		26,653			
<b>NOTES :</b>								
(1)	600	Square feet to be constructed.		\$81,000.00	will be expended from the Law Enforcement Impact Fee a			
(2)	600	Square feet to be constructed.		\$81,000.00	will be expended from the Law Enforcement Impact Fee a			

Table 8 – Fire Protection Facilities Phasing

PHASING OF FIRE PROTECTION FACILITIES									
STATUS	Notes:	YEAR	PHASED DWELLING UNITS	TOTAL PROJECTED DU'S	YEARLY POPULATION INCREASE	TOTAL POPULATION	ADEQUACY ANALYSIS		
							FIRE STATION DEMAND	FIRE STATION SUPPLY	ADEQUACY/ (INADEQUACY)
EXISTING		2003	6,369	6,369		23,788	1	1	0
PROPOSED		2003	208	6,577	619	24,408	1	1	0
		2004	184	6,761	486	24,894	1	1	0
		2005	184	6,945	486	25,381	1	1	0
		2006	45	6,990	162	25,542	1	1	0
	(1)	2007	45	7,035	162	25,704	1	1	0
		2008	45	7,080	162	25,866	1	1	0
		2009	45	7,125	162	26,027	1	1	0
		2010	45	7,170	162	26,189	1	1	0
		2011	45	7,215	162	26,350	1	1	0
	(2)	2012	45	7,260	162	26,512	1	1	0
		2013	45	7,305	162	26,674	1	1	0
		2014	45	7,350	162	26,835	1	1	0
		2015	45	7,395	162	26,997	1	1	0
		2016	45	7,440	162	27,159	1	1	0
		2017	45	7,485	162	27,320	1	1	0
		2018	45	7,530	162	27,482	1	1	0
		2019	45	7,575	162	27,644	1	1	0
	(3)	2020	45	7,620	162	27,805	1	1	0
		2021	45	7,665	162	27,967	1	2	1
		2022	45	7,710	162	28,128	1	2	1
		2023	45	7,755	162	28,290	1	2	1
		<b>TOTAL</b>	<b>1,386</b>	<b>7,755</b>		<b>28,290</b>			
<b>NOTES :</b>									
(1)	Renovation of the Main Fire Station to occur.				\$150,000.00		will be financed and repaid by funds collected from impact fe		
(2)	Construction of the Training Tower to occur.				\$30,000.00		will be financed and repaid by funds collected from impact fe		
(3)	Construction of one substation to occur.				\$510,304.56		will be financed and repaid by funds collected from impact fe		

Table 9 – Park Facilities Phasing

PHASING OF PARK FACILITIES								
STATUS	Notes:	YEAR	PHASED DWELLING UNITS	TOTAL PROJECTED DU'S	YEARLY POPULATION INCREASE	TOTAL POPULATION	ADEQUACY	
							PARKS SUPPLY IN ACRES	PARKS DEMAND IN ACRES
EXISTING		2003	6,369	6,369		23,788	80.60	71.36
PROPOSED		2003	208	6,577	619	24,408	80.60	73.22
		2004	184	6,761	486	24,894	80.60	74.68
		2005	184	6,945	486	25,381	80.60	76.14
		2006	45	6,990	162	25,542	80.60	76.63
		2007	45	7,035	162	25,704	80.60	77.11
	(1)	2008	45	7,080	162	25,866	83.60	77.60
		2009	45	7,125	162	26,027	83.60	78.08
		2010	45	7,170	162	26,189	83.60	78.57
		2011	45	7,215	162	26,350	83.60	79.05
		2012	45	7,260	162	26,512	83.60	79.54
		2013	45	7,305	162	26,674	85.20	80.02
		2014	45	7,350	162	26,835	85.20	80.51
		2015	45	7,395	162	26,997	85.20	80.99
		2016	45	7,440	162	27,159	85.20	81.48
		2017	45	7,485	162	27,320	85.20	81.96
		2018	45	7,530	162	27,482	86.80	82.45
		2019	45	7,575	162	27,644	86.80	82.93
		2020	45	7,620	162	27,805	86.80	83.42
		2021	45	7,665	162	27,967	86.80	83.90
		2022	45	7,710	162	28,128	86.80	84.39
		2023	45	7,755	162	28,290	88.10	84.87
		<b>TOTAL</b>	1,386	7,755		28,290	88.10	84.87
<b>NOTES :</b>								
(1)	3 Acres to be constructed.			\$276,000.00		will be expended from the Park Impact Fee account.		
(2)	1.6 Acres to be constructed.			\$147,200.00		will be expended from the Park Impact Fee account.		
(3)	1.4 Acres to be constructed.			\$128,800.00		will be expended from the Park Impact Fee account.		
(4)	1.3 Acres to be constructed.			\$119,600.00		will be expended from the Park Impact Fee account.		

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## FINANCING OPTIONS

As provided at the end of each facility section of this analysis, there are many ways the city of Rexburg can finance its present and future capital facility needs. This section briefly describes some of the most widely used financing mechanisms.

**A. General Taxes**

The city of Rexburg can levy property taxes, sales tax, and a tax – like business license fee, which would form the main sources of revenue for the city. Any of these taxes can be used to construct or improve capital facilities, but as a practical matter virtually all revenues the city generates are needed for the day – to – day operations of the city government, making it necessary to find other ways to finance capital facilities.

**B. Dedicated Taxes**

Dedicated taxes are funds that are received from specified sources and disbursed to pay for a specific function of government. The transient room tax (TRT) is a good example of a dedicated tax that is imposed on lodgings within the city and is a source of revenue. However, the funds received are limited to costs for tourism promotion and the provision of facilities that help accommodate visitors to the area.

**C. State – Shared Revenues**

The State of Idaho distributes a share of the proceeds from its tax on the sale of gasoline to counties and cities. This money is the principal source of funding for local road maintenance and improvements, which are the only purpose for which it can be used.

The State also distributes a portion of its sales tax and liquor proceeds to cities and counties. This revenue is not dedicated to a specific purpose, but is used to supplement general tax revenues.

**D. Local Bond Issues**

Local governments can borrow money to finance capital facilities projects by issuing bonds. There are two basic types of bonds. General obligation (GO) bonds are repaid using a dedicated property tax levy. Revenue bonds, which are often used to install or improve water and sewage utilities, are repaid with user fees. Bonds can generally be issued only if approved by a vote of the jurisdiction's taxpayers.

**E. Impact Fees**

Impact fees can be a significant funding source to finance large- scale public facilities and services. Impact fees are intended to ensure that new development pays its proportional share of public facilities based on the impacts created by this new development.

The following is a list of the public facilities as identified in the Idaho Development Impact Fee Act that have a life expectancy of 20 or more years and allow for the collection of impact fees for the purposes of system improvements to the facilities to mitigate against the impacts from future development.

1. Water supply production, treatment, storage, and distribution facilities.
2. Wastewater collection, treatment, and disposal facilities.

3. Roads, streets, and bridges, including rights of way, traffic signals, landscaping and any local components of state or federal highways.
4. Storm water collection, retention, detention, treatment and disposal facilities, flood control facilities, and bank and shore protection and enhancement improvements.
5. Parks, open space and recreation areas, and related capital improvements.
6. Public safety facilities, including law enforcement, fire, emergency medical, rescue, and street lighting facilities.

**F. User Fees**

User fees are usually authorized by statute for specific uses and are typically required for connection to sewer and water systems. The fees are used as a revenue source to maintain the systems in proper operating condition and for the construction of facilities needed to meet demand.

**G. Special Districts**

Special districts can be created to help finance the provision and, in many cases, maintenance of new facilities that benefit specific areas. People within a special district must pay an additional property tax levy or user fees to help repay the bonds issued by the district and finance its ongoing operations.

Idaho law allows the city of Rexburg to form improvement districts and special service districts. The residents of an area may also petition to have a special district created. The procedures are slightly different for each type of district, but all involve an opportunity for property owners to protest the formation of the district.

If a majority of property owners in an area are willing, special districts might be used to finance water and sewer facilities, major roadways and other public facilities that serve specific areas.

**H. State Grants and Assistance Program**

The State of Idaho has a variety of programs intended to assist local jurisdictions in financing public facilities and services. These programs generally must be used for specific projects and by which an application requesting the assistance must be provided to the state. The financial assistance from the state can be in the form of a proprietary option to purchase state property, funds clear of the need from repayment, matching funds and/or low interest loans. Some of the funds are also matched by the federal government, but are still managed by the state.

**I. Federal Assistance**

The federal government also provides a variety of programs available to local jurisdictions for financial assistance. One of the more common funding sources is the Community Development Block Grant (CDBG) fund. Other typical sources of funds are federal matching funds for state-run assistance programs. It must be noted that since the end of the 1980s, the funds available from the federal government have substantially decreased. Other available funding sources are as follows:

1. **ECONOMIC DEVELOPMENT - GRANTS FOR PUBLIC WORKS AND INFRASTRUCTURE DEVELOPMENT** - The objective of this grant is to promote economic development and assist in the construction of facilities needed to encourage the creation and retention of permanent jobs in areas experiencing severe economic distress. The facilities can include water and sewer systems, industrial access roads to industrial parks, railroad siding and spurs, tourism facilities, vocational schools, business incubator facilities and infrastructure improvements for industrial parks. The basic grant may fund up to 50% of the cost of the facilities. For communities that are severely depressed the grant may fund up to 80% of the cost of the facilities.
2. **DRUG CONTROL AND SYSTEM IMPROVEMENT – FORMULA GRANT** – The objective of this grant is to provide funds to reduce illegal drug activity, crime, violence, and to improve the criminal justice system. The funds can be used to provide additional personnel, equipment, facilities, and personnel training related to the apprehension and prosecution of persons violating laws related to the production, possession, and transfer of controlled substances. The range of financial assistance is \$500,000 to \$47,000,000.
3. **PUBLIC SAFETY AND COMMUNITY POLICING GRANTS** - The grants are to increase police presence and enhance public safety. The funds may be used to hire career law enforcement officers, procure equipment, pay overtime, and to provide a wide variety of law enforcement enhancement programs. The hiring grants are for amounts up to 75% of salary and benefits per officer, up to a maximum of \$75,000 per officer. Nonfederal funds must pay the difference. A minimum nonfederal match of 25% is required the first year of hiring with the nonfederal share increasing over the grant period. The hiring grants are awarded for a three-year period.
4. **RECREATIONAL TRAILS PROGRAM** - Funding for this program comes from the passage of TEA-21. Funds are provided to States for the purpose of developing, maintaining, and/or restoring both non-motorized and motorized recreational trails and trail-related facilities. Each State administers its own program, but must divide their funds accordingly: 30% for non-motorized trail uses, 30% for motorized trail uses, and 40% for diverse trail uses. Grants commonly range in value from \$2,000 to \$50,000 and will fund up to 80% of the project's costs.
5. **COMMUNITY DEVELOPMENT BLOCK GRANTS** - Although not as plentiful as they once were, Community Development Block Grants (CDBG) are still available for a wide variety of infrastructure improvements needed by local governments.

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## IMPLEMENTATION

### I. INTRODUCTION

This section deals with the actual mechanics of collecting the impact fee. The implementation measures to be discussed include timing of collection, fee collection method, and applying the fee to differing types of land uses.

### II. TIMING OF FEE COLLECTION

For collection of the impact fee, it is proposed that all fees be collected at the time of building permit issuance. Reasons for this time of collection rather than an earlier development approval stage or a later occupancy stage are many. First, the collection of the fee at building permit issuance is timed more closely to when the actual impacts of the development to public facilities will occur. In most instances, when a building permit is acquired, construction usually occurs within a relatively short period of time. Collecting a fee earlier in the process (e.g. at the development approval stage) assumes the greater risk that the development will not actually be constructed. In that event, the city is obligated to refund monies collected after a certain period of time. This can create both financial and administrative problems for the city, especially if the money has already been spent on a new facility.

Second, collection of the fee at building permit issuance will be administratively easier since most other fees are collected at this time. The builder can pay and the city can collect all the fees at the same time. The necessary accounting of fees to ensure that the monies are spent on facilities actually being impacted by the particular development will be much easier if the money is collected at this stage.

Third, collecting the fee at a later stage of development (i.e. at time of occupancy) creates another burden on the city to collect the fee after construction is complete. Many people may not be willing to pay the fee at that point making it necessary for the city to institute enforcement procedures. This typically adds another strain on city resources and does not lend itself to good public relations.

### III. FEE COLLECTION ADMINISTRATION

The method used by the city to collect fees is critical. The city must ensure that fees are collected in a proper manner and accounted for to withstand any legal challenges. It is recommended that the fees for each facility be calculated separately and itemized for the person paying the fees. Although this may sound cumbersome, it is the best way to guarantee an honest accounting of all fees collected. The basic premise of collecting impact fees is that the fees will be used for specific facilities that are being impacted by the new development. The city is required to account for every penny collected and to set up separate accounts for holding and subsequently spending these fees. As such, money collected for parks cannot be spent on law enforcement.

Another reason to itemize the fees is that if one fee is successfully challenged in the courts, the remaining fees will remain intact. In other words, successful challenge of one fee will not invalidate the entire fee program.

From the builder's point of view, it makes no difference if the fees are accounted separately. The builder would receive an itemized list of the individual fees, but only one check for the total fee would be required.

## CONCLUSION

The Development Impact Fee Report provides the city of Rexburg with the information needed to ensure that land use and public investment decisions are based on an accurate assessment of the current availability of, and future demand for public facilities and services.

The impacts assumed by future development are based on the existing land use designations and the current data available from the various city departments. Changes to the land use designations could occur in the future to reflect the desires of future residents or political decision makers. These changes may lead to different impacts of public facilities. In addition, changing demographics may also result in different impacts to public facilities. Development trends and demographic changes will continue to evolve and shape the development and growth in the study area. To compensate for these changes, the public facilities analysis should be updated on a regular basis to maintain the validity of the study and to effectively plan for public facilities in the future.

As previously demonstrated, the impact fee amounts should pay for most of the impacts to parks, law enforcement, and fire protection facilities. The Development Impact Fee Report and the impact fee amounts must be updated from time to time in order to ensure that the fees continue to pay for impacts created by future development as well as maintain proportionate fairness. The update to this report and the impact fee amounts should be conducted as determined necessary by the Impact Fee Advisory Committee and the city Council. In accordance with the Development Impact Fee Act, the report and fees must be reviewed at least once every five years.

In conclusion, the impact fee report is a document that can be utilized in a wide variety of ways to prepare for and assist in the management of growth in the future. The information presented in this study will help the city of Rexburg decision makers understand the projected extent of their community's growth and anticipate the costs of providing some of the public facilities and services needed to accommodate that growth. It should be consulted often to ensure that proposed development within the study area could be accommodated by the existing and future facilities identified.

This report is also known as Addendum A of the City of Rexburg Development Impact Fee Ordinance. The approval of this report and ordinance will allow the city of Rexburg the ability to collect impact fees for the facilities identified herein.

## APPENDIX

## GLOSSARY OF TERMS

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The following terms are referred to repeatedly throughout this Development Impact Fee Report, and are defined below to better facilitate reader understanding.

- *Area of Impact* - the probable ultimate physical boundaries and service area of a city. It is assumed that as development occurs, these areas will be annexed into the city limits.
- *Build-Out*- a forecast of all residential and non-residential growth within an area from the present time until all available land has been developed to the extent realistically permitted by the terrain and the local zoning regulations.
- *Comprehensive Plan*- A coordinated plan for the development of a city, based on existing and anticipated needs, showing (in graphic and textual forms) existing and proposed improvements to the city, as well as laying out a general vision by which all future development will be judged.
- *Development Impact Fees*- Charges applied to new development to generate revenue for the construction or expansion of capital facilities (those services with a projected lifespan of 20 years or more, such as parks and other infrastructure) located outside the boundaries of the new development (off-site) that benefit the contributing development.
- *Level of Service (LOS)*- The level at which public facilities and services are being provided.
- *Performance Standard*- A requirement set by a local jurisdiction to ensure that adequate public facilities are provided at a desirable level.

## **BUILD OUT ANALYSIS – Assumptions**

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Any model used to predict future scenarios makes certain assumptions. The build out analysis for the city of Rexburg is based on the following assumptions:

- Future development patterns for commercial, industrial, and residential land uses will remain similar to the existing development patterns of these land uses.
- The City of Rexburg Comprehensive Plan (updated February, 2001) was used to determine future land uses. Since the Comprehensive Plan is intended to be conceptual rather than absolute and some parcels were located between the land use designation areas, assumptions regarding future land uses for those parcels were made. For those parcels with no clear land use designation, the future land use was determined by considering the parcel's existing land use, zoning designation and future land uses surrounding the parcel.
- Future industrial land uses will be developed similar to existing industrial development patterns. By determining and applying the coverage factor for existing industrial development, the square footage for future industrial development was determined. The coverage factor for industrial development was assumed to be 30%.
- Future commercial land uses will be developed similar to existing commercial development patterns. By determining and applying the coverage factor for existing commercial development, the square footage for future commercial development was determined. The coverage factor for commercial development was assumed to be 30%.
- The samples used to determine commercial and industrial coverage factors were taken from within city boundaries. It is assumed that future development will be characteristic of existing development within the more urbanized city center, rather than existing development found in the more rural areas within the Area of Impact.
- Commercial development includes office and retail type uses.
- Existing residential units located in areas designated for future nonresidential uses are considered temporary. It is assumed that these units will be replaced with nonresidential uses in the future.
- Residential population calculations assume that no units are vacant.

## **BUILD OUT ANALYSIS – Database Spreadsheets**

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# INVENTORY OF RESIDENTIAL WITHIN THE CITY LIMITS

# INVENTORY OF RESIDENTIAL WITHIN THE AREA OF IMPACT

# INVENTORY OF NONRESIDENTIAL WITHIN THE CITY LIMITS

# INVENTORY OF RESIDENTIAL WITHIN THE AREA OF IMPACT

# BYU-IDAHO HOUSING

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## LAW ENFORCEMENT ASSUMPTIONS

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# FIRE FACILITY ASSUMPTIONS

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# **PARK FACILITIES ASSUMPTIONS**

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