



# Land Use and Building Department

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## Planning and Zoning Commission PUBLIC HEARING STAFF REPORT

**Hearing Date:** September 25, 2025

**Date Report Compiled:** September 18, 2025

**Agenda Item:** Comprehensive Plan Amendment and Zoning Ordinance Amendment to and for the Development Impact Fee ("DIF") Studies and Capital Improvements Plans ("CIPs")

**Applicant:** Elmore County, Idaho

**Case Numbers:** CPA-2025-01 and ZOA-2025-02

**Associated Cases:** N/A

**County Review Team:** James Roddin, Interim Director  
Mitra Mehta-Cooper, Consulting Principal Planner  
Abbey Germaine, Consulting County Attorney

**Zoning Designation:** N/A

**Parcel Number:** Countywide

**Property Size:** Countywide

### EXECUTIVE SUMMARY:

The Elmore County Board of County Commissioners ("Board") authorized the Land Use and Building Department ("Department") on August 1, 2025, to initiate a County-initiated Comprehensive Plan Amendment (CPA-2025-01) and Zoning Ordinance Amendment (ZOA-2025-02) to and for the Development Impact Fee ("DIF") Studies and Capital Improvement Plans ("CIPs"). The Elmore County DIF Studies and CIPs are adopted as Attachment 3 to the 2014 Comprehensive Plan. CPA-2025-01 proposes to append Figures 25, 26, 27, and 28 of Attachment 3, in Addendum 3A with Figures 25A, 26A, 27A, and 28A, to comply with Idaho State Code Title 67 Chapter 8 in the following manner:

- 1) To project forward the adopted land use assumptions to twenty-years and
- 2) To provide a tentative schedule of improvements for capital improvements eligible for DIF.

The DIF Studies and CIPs are administered through Title 12, Chapters 1 through 4 of the Zoning Ordinance. ZOA-2025-02 proposes the necessary changes to Chapters 1 through 4 to seamlessly implement the proposed CPA-2025-01.

### **BACKGROUND:**

The Board of County Commissioners for Elmore County, Idaho ("Board") adopted the Development Impact Fee ("DIF") Studies and Capital Improvements Plans ("CIPs") in compliance with Idaho State Code Title 67 Chapter 82 on May 12, 2023 after conducting duly notified public hearings on January 13, 2023, and February 17, 2023 on the Comprehensive Plan, and added Title 12, Chapters 1 through 4, to the Zoning Ordinance to administer the DIF studies and CIPs.

The Land Use and Building Department ("Department") started collecting the impact fees from new development within the unincorporated areas of Elmore County on May 25, 2023, after the appeal period and publication procedures were complete.

In order to collect the Elmore County's DIF within the incorporated cities of Mountain Home and Glenns Ferry, the Board needs to enter into intergovernmental agreements with both cities. To keep up with the increasing service demands from new growth and to reduce the burden on the County's taxpayers, Elmore County has made at least the following coordination efforts with both cities to date to begin collection of the County's DIF from new growth in these incorporated areas. This addendum is created to support the request of the Cities and their Impact Fees Advisory Committees.

### **The City of Mountain Home:**

- 1) September 2, 2021, City participated in the County's Invitation Meeting to Join
- 2) January 9, 2023, Department Presentation to City of Mountain Home City Council
- 3) January 13, 2023, Both cities participated in the first Board Hearing
- 4) February 16, 2023, Joint Meeting of City Council and Board
- 5) February 17, 2023, Both cities participated in the continued Board Hearing
- 6) July 23, 2024, Joint Meeting of City Council and Board
- 7) November 1, 2024, Joint Meeting of City Council and Board
- 8) February 6, 2025, Joint Meeting of Elmore County, City of Mountain Home and City of Glenns Ferry Development Impact Fees Advisory Committees

### **The City of Glenns Ferry:**

- 1) September 2, 2021, City participated in the County's Invitation Meeting to Join
- 2) January 31, 2023, Department Presentation to City of Glenns Ferry City Council
- 3) January 13, 2023, Both cities participated in the first Board Hearing
- 4) February 17, 2023, Both cities participated in the continued Board Hearing

- 5) April 9, 2024, Joint Meeting of City Council and Board
- 6) February 6, 2025, Joint Meeting of Elmore County, City of Mountain Home and City of Glenns Ferry Development Impact Fees Advisory Committees

Elmore County DIF Studies and CIPs are adopted as Attachment 3 to the 2014 Comprehensive Plan. In light of the State Code requirements for the Development Impact Fees, Elmore County needs to add two documents to the adopted DIF Study and CIPs. Therefore, the purpose of this addendum is also to establish the following compliance:

- 1) In compliance with Sections 67-8208(d) and 67- 8203, adopt land use assumptions that provide “a description of the service area and projections of land uses, densities, intensities, and population in the service area over at least a twenty (20) year period.”
- 2) In compliance with Section 67-8208(k) develop a schedule of improvements for facilities within the CIPs by “setting forth estimated dates for commencing and completing construction of all improvements identified in the capital improvements plan.”

#### **CPA-2025-01 - Proposal for Land Use Assumptions:**

The Elmore County Comprehensive Plan (“Plan”) is a guide that establishes goals, objectives, and land use assumptions for future growth and development in the County. The current Comprehensive Plan was adopted in 2014 and anticipated a steady annual population growth rate of 3% over the next 10 years. Prior to 2018, Elmore County experienced a downturn in its population growth. However, Elmore County saw its largest annual population increase of 4.7% between 2019 and 2020. Since 2020, the County is in the unusual position of coordinating development of two planned communities in the Mayfield area on its western border. This area has the potential to develop up to 17,000 new homes and is large enough to change the growth trajectory and land use assumptions of the County.

The planned communities, combined with the recent wind and solar projects; recreational activities in the mountains; as well as industrial developments within the Simco Road District of the Comprehensive Plan, have further started to shift the current residential and non-residential land use patterns in the County. Therefore, the Consultants used the past building permit data in combination with the Comprehensive Plan population growth assumption in development of “Figure 25: Ten-Year Projected Residential and Nonresidential Growth” for the DIF Studies and CIPs. Addendum 3A, expands upon Figure 25 of the current Comprehensive Plan Attachment 3, and provides Figure 25A, Twenty-Year Projected Residential and Non-residential Growth Based on Current Land Use Assumptions (Exhibit 1).

#### **CPA-2025-01 Proposal for Schedule of Improvements for CIPs:**

The Attachment 3 of the Elmore County Comprehensive Plan outlines impact fees as the primary source of funding, with a few exceptions, for most systems improvements needed for new growth in Figures 26, 27, and 28 for Elmore County Sheriff, Jail, and EMS respectively.

Year three into the impact fee's administration, Elmore County does not have the necessary intergovernmental agreements for collection of DIF within incorporated cities where most growth has occurred as demonstrated in 2021-2025 New Builds (Exhibit 2). Which means that the total potential DIF revenue in any given year so far has not kept up with the growth and new construction roll. This capital outlay is becoming cost-prohibitive on Elmore County's Schedule of Improvements especially in and around its existing cities.

Each capital improvement eligible for DIF funding outlined in Figures 26, 27, and 28 will have its own set of parameters and conditions impacting how the schedule of improvements proposed in Figure 26A, 27A, and 28A will be implemented in the future (Exhibit 1). Phasing pressures, existing facilities locations and conditions, and interrelated projects will significantly influence how and when each CIP improvement is made. It is expected that once these additions are made to the Comprehensive Plan, some circumstances will change. Therefore, the proposed Schedule of Improvement as a framework and record of thoughtful planning, will be guided and reestablished as a result of future leadership changes, their decisions, program expectations, and annual budget appropriations.

In the Current Foreseeable Schedule of Improvements, a three-year construction period is expected for capital improvements of \$1,000,000 or less, with the first year dedicated to site preparation, planning costs, and the beginning of design. For the larger capital improvements (mostly jail expansion) of more than \$1,000,000, a five-year construction period is expected in the proposed Schedule of Improvements with the first year of construction dedicated to planning costs and the beginning of design.

### **ZOA-2025-02 - Proposed Changes:**

In order to implement the proposed changes of CPA-2025-01 and to clarify certain editorial texts and procedural requirements of Title 12, Chapters 1-4, staff proposes amendments to the Zoning Ordinance (Exhibit 3).

### **REVIEW PROCESS FOR CPA-2025-01:**

As required in State Code for Impact Fees, a Joint Elmore County Development Impact Fees Advisory Committee ("Committee"), comprised of seven members, was established on April 15, 2022, by the Board to guide the impact fee studies, capital improvement plans, and growth assumptions from County taxpayers' perspective. They have reviewed the proposed amendments on two different occasions - July 7, 2025, and August 15, 2025 - to review and provide their recommendation to the Board. Their comments after both meetings are provided herein the Record (Exhibit 4 & 5).

Staff met with the Board to initiate the Comprehensive Plan Amendment and Zoning Ordinance Amendment on August 1, 2025. After the Board initiated CPA-2025-01 and ZOA-2025-02, the proposal was discussed at a local public agency meeting on September 3, 2025.

Today's Planning and Zoning Commission ("Commission") Public Hearing was advertised in the Mountain Home News on 9/10/2025.

**Required Process for Comprehensive Plan Amendment per Section 7-3-16:**

1. The Commission shall conduct at least one (1) public hearing in which interested persons shall have an opportunity to be heard.
2. At least fifteen (15) days prior to the hearing, notice of the time and place and summary of the plan to be discussed shall be published in the official newspaper.
3. A notice may be sent to other papers, radio and television stations as a public service announcement.
4. Notice will be sent to all political subdivisions providing services within the planning jurisdiction at least fifteen (15) days prior to public hearing.

**Staff Response:**

As can be seen in the above-mentioned section "Review Process for CPA-2025-01", staff has taken the necessary steps to follow required process for a Comprehensive Plan Amendment and is conducting this duly noticed hearing with the Commission for it.

**Required Findings for Zoning Ordinance Text Amendment Per Section 7-3-15:**

Upon recommendation from the Commission, the Board shall make a full investigation and shall, at the public hearing, review the application. In order to grant a Zoning Ordinance Text Amendment, the Board shall make the following findings:

1. The Zoning Ordinance Text Amendment complies with the applicable Comprehensive Plan; and
2. The Zoning Ordinance Text Amendment complies with the regulations outlined for the proposed base zone, specifically the purpose statement; and
3. The Zoning Ordinance Text Amendment shall not be materially detrimental to the public health, safety, and welfare; and
4. The Zoning Ordinance Text Amendment shall not result in an adverse impact upon the delivery of services by any political subdivision providing public services within the planning jurisdiction including, but not limited to, school districts.
5. Following the approval of Zoning Ordinance Text Amendment, the Board shall adopt an Ordinance, and within thirty (30) days, publish a summary of the Ordinance in the official newspaper of general circulation in the County.

**Staff Response:**

As can be seen in the above discussion about ZOA-2025-02, the proposed changes to the Zoning Ordinance are triggered by the concurrent Comprehensive Plan Amendment. Therefore, finding # 1 is met. The change is applicable to all zones countywide. Therefore, finding # 2 is not applicable.

The impact fees were adopted in 2023, and being amended now, to ensure that the new growth in Elmore County is contributing towards maintaining a level of service for public services such as Sheriff, Jail, EMS, and Fire without placing undue burden on the County's taxpayers. Therefore, finding #3 & 4 are met.

**STAFF RECOMMENDATION:**

The proposal will comply with the foregoing requirements of the Zoning Ordinance and State Regulations for Impact Fees subject to evidence being presented at the public hearing and Staff's analysis above. Staff recommend that the Commission:

- 1) Recommend approval of CPA-2025-01 to the Board of County Commissioners.
- 2) Recommend approval of ZOA-2025-02 to the Board of County Commissioners.

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