



# **VALLEY COUNTY**

## **MASTER FACILITIES PLAN**

**&**

## **COMPREHENSIVE**

## **FINANCIAL PLAN**

**OCTOBER 2023**



# ACKNOWLEDGEMENTS

## Valley County Elected Officials

**Elting Hasbrouck**, Commissioner

**Sherry Maupin**, Commissioner

**Neal Thompson**, Commissioner

**Sue Leeper**, Assessor

**Douglas Miller**, Clerk

**Scott Carver**, Coroner

**Brian Naugle**, Prosecuting Attorney

**Kevin Copperi**, Sheriff

**Johanna Defoort**, Treasurer

## Valley County Department Heads

**Annette Derrick**, Building Department

**Skip Clapp**, Court Services

**Mike Savoie**, Human Resources

**Jeremy Wilcox**, Information Technology

**Steven Anderson**, Noxious Weed Control

**Cynda Herrick**, Planning & Zoning

**Larry Laxson**, Recreation

**Jeff McFadden**, Road and Bridge Department

**Kevin Copperi**, Sheriff's Office

**Scott Clingan**, Solid Waste Management

**Melissa Hamilton**, University of Idaho Extension Educator, 4-H Program

**Valley County Fair Board**, Valley County Fair & Rodeo



## Stakeholders

**Cascade Public Schools**

**City of McCall**

**McCall-Donnelly School District**

**Shore Lodge**

**Perpetua**

**McCall Police Department**

**Local Business Owner**

**Tamarack**

**St. Luke's McCall**

**Legion Hall, McCall**

**Brundage**

**West Central Mountain Economic  
Development Council**

**City of Cascade**

**City of McCall Airport**

**City of Donnelly**

## Citizen's Committee

**Shauna Arnold**, Cascade, Local Business Owner

**Scotty Davenport**, McCall, Local Business Owner

**Scott Freeman**, Cascade, Local Business Owner

**Lindsey Harris**, McCall, West Central Mountain Economic Development Council

**Eric Pingrey**, McCall, McCall-Donnelly School District

**Patrick Pratchett**, Cascade, Southern Valley County Recreation District Manager

**Jill Wright**, Donnelly, Rancher

## Consultant Team

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**Jace Perry**, Clearwater Financial

**Victoria Cleary**, Clearwater Financial

**Russ Phillips**, Insight Architects

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# Part I: INTRODUCTION



# 1. EXECUTIVE SUMMARY

Welcome to the Valley County Master Facilities and Comprehensive Financial Plan (MFP/CFP or Plan). This document is the product of thirteen (13) months of research, public engagement, and analysis to provide concrete guidance to Valley County elected officials and staff on how to provide public facilities and services now and into the future. The MFP/CFP is designed to be accessible to the public and to be a living plan that will be updated and adjusted to the ongoing needs of the community.

Most importantly, the Plan is intended to be implemented. Grounded in the current reality of the County's assets and conditions and built on realistic projections of the future, the Plan is fueled by a comprehensive financial plan that gives needed guidance to funding needed projects in a prioritized and timely manner.

Valley County comprises 3,733 square miles of central Idaho. It is the 28th most populous county in the state, with an estimated 2022 population of 12,661 residents. Demographic analyses indicate the majority of that population currently resides outside of one of the five (5) municipalities located in the County: McCall, Donnelly, Cascade, Smith's Ferry, and Yellow Pine.

In recent years the County has experienced considerable expansion and is expected to continue attracting more residents in the near future. The projections for 2030 anticipate a population of 14,565 individuals in Valley County, which represents an increase of 15% in just a few years. The County has been actively preparing for this population growth, diligently assessing how to efficiently deliver essential services to its residents. This Plan is the culmination of a year long study, aimed at achieving the following objectives:

- Define and describe the existing conditions of County facilities
- Determine current and future needs
- Evaluate how to accommodate all County departments and offices in the most efficient and cost-effective manner to best serve the residents of Valley County

The Plan serves as a concise overview of the entire process, providing a comprehensive framework to guide future facility decisions and outlining the associated budget allocations needed to put the recommendations into action. Supplementary materials and operational documents previously submitted to the County as part of the Master Facilities Plan (MFP) efforts can be found in the appendices of this report.

## 2. CLIENT OVERVIEW

Valley County is overseen by a Board of County Commissioners, comprising three (3) elected officials. Through both general funds and enterprise funds, Valley County provides its citizens with a wide range of accessible and cost-effective public services and facilities. These services are administered by a team of six (6) elected officials and seventeen (17) department directors (with department heads being appointed) collectively responsible for delivering services, which include:

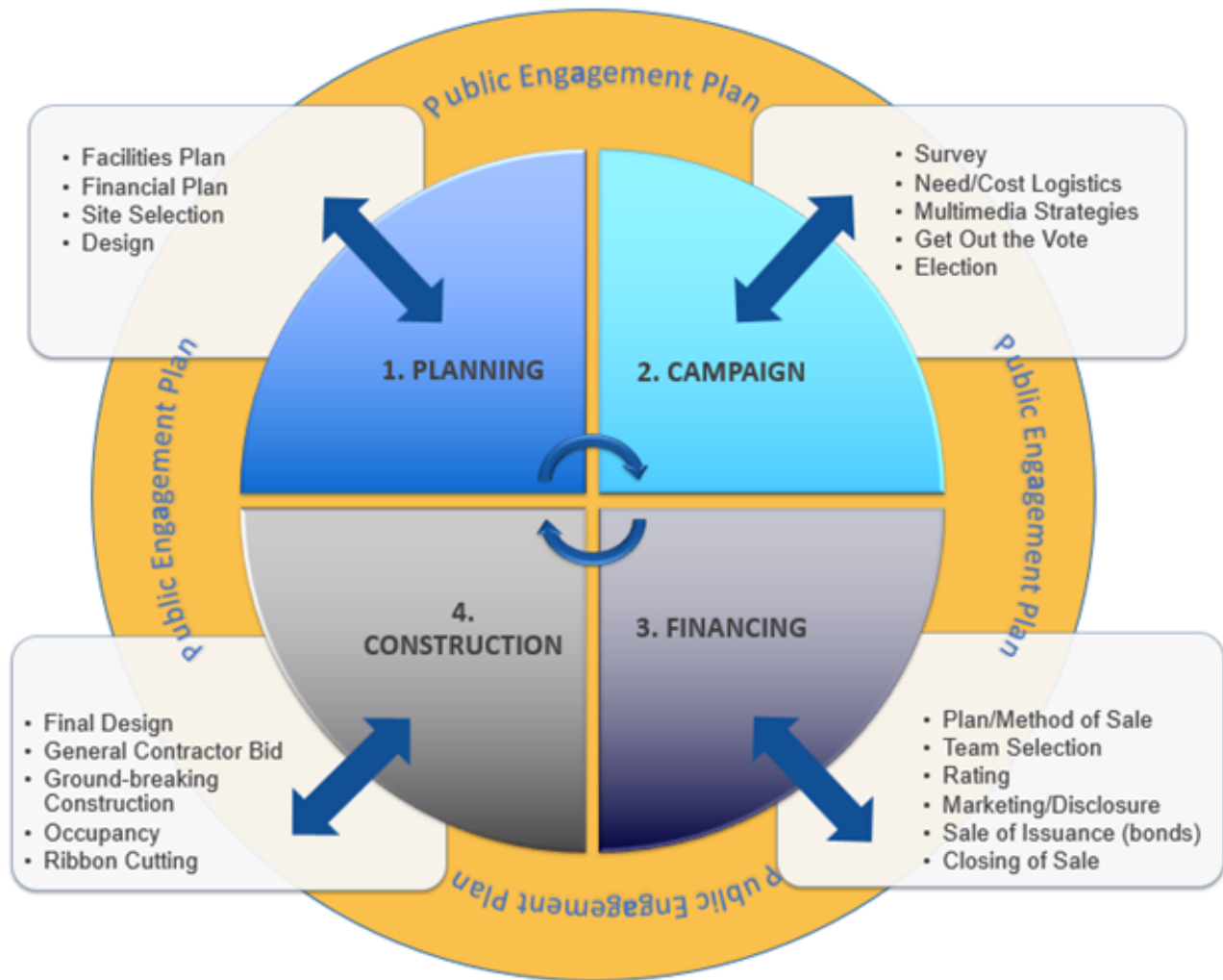
- County Commissioners (Elting Hasbrouck, Sherry Maupin, Neal Thompson)
- Assessor (Sue Leeper)
- Building Department (Annette Derrick)
- Clerk, Auditor, Recorder (Douglas Miller)
- Elections services
- Indigent services
- Court Clerk's Office (Douglas Miller)
- Jury services
- Court Services (Skip Clapp)
- Probation
- Human Resources (Mike Savoie)
- Information Technology (Jeremy Wilcox)
- Noxious Weed Control (Steven Anderson)
- Planning & Zoning (Cynda Herrick)
- Prosecutors Office (Brian Naugle)
- Recreation (Larry Laxson)
- Road and Bridge Department (Jeff McFadden)
- Sheriff's Office (Kevin Copperi)
  - 911 Comm. Center
  - Administration
  - Driver's License
  - Civil Process
  - Detention Facility
  - Patrol & Marine
- Solid Waste Management (Scott Clingan)
  - Transfer
  - Recycling
- Treasurer (Johanna Defoort)
- Valley County Fair & Rodeo (Collaboration with University of Idaho Extension Office and Valley County Fair Board)

(More detail can be found on the County's [website](#).)



# 3. PROJECT OVERVIEW

The MFP/CFP process is foundational and the first part of the Planning phase of the Clearwater Financial Comprehensive Facility Implementation Cycle (Cycle). The image below (Figure 1) details the Cycle and illustrates the importance of the County stepping forward with the MFP/CFP process.



**Figure 1: The Comprehensive Process**

Source: Clearwater Financial



It is noteworthy how Public Engagement underpins the entire process. Involving the public is key. The public is integral in identifying facility needs, prioritizing them, and supporting the funding plan to implement them. Involving the public also establishes and grows trust as the County simply delivers on the contents of the plan.

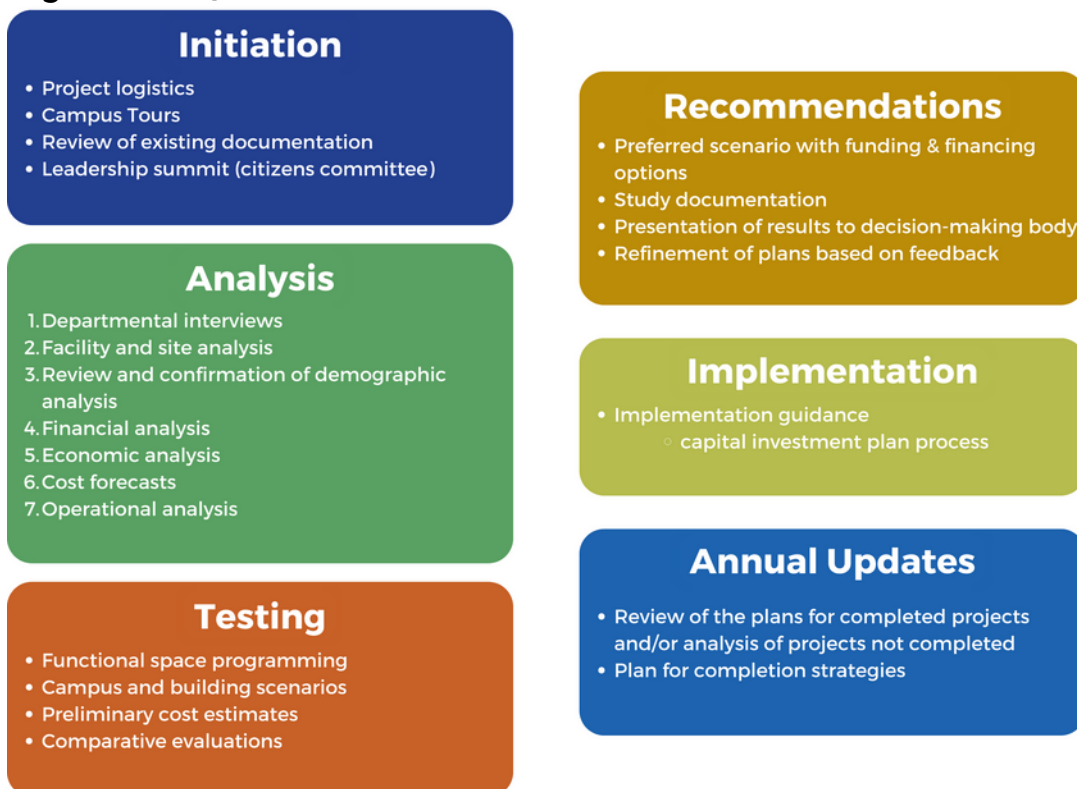
### 3.1 Master Facility Plan & Comprehensive Financial Plan Process

To help ensure that Valley County can continue to provide public services that align with its growth, County Clerk Douglas Miller and County Treasurer Johanna Defoort spearheaded the MFP/CFP project on behalf of County leadership. The County engaged the services of a capable consulting team led by Clearwater Financial, to assist with the process. Over the course of thirteen (13) months, they conducted numerous site visits, hosted a series of workshops, and conducted fifteen (15) interviews with elected officials, department heads, and external stakeholders.

Furthermore, they convened a Citizen’s Committee consisting of seven (7) individuals representing diverse areas of the County and various demographics and interests. The Committee held five (5) meetings, during which they visited facilities and reviewed all consultant information provided. After studying and discussing the information, the Citizen’s Committee formulated recommendations for the Board of County Commissioners based on the findings of the MFP/CFP process (See [Appendix 9.5](#)).

The MFP/CFP process includes the following major phases: Initiation, analysis, testing, recommendations, implementation, and annual updates of the plans (see Figures 2 & 3).

**Figure 2: MFP/CFP Phases.** Source: Clearwater Financial



**Figure 3: Master Facilities and Comprehensive Financial Plan Process.**



Source: Clearwater Financial

The MFP team conducted an inventory and evaluation of twenty-nine (29) separate buildings located across the County’s seven (7) primary locations. The facility assessments comprehensively documented their existing conditions, necessary maintenance, potential building system improvements, and development opportunities (See [Section 4](#) for further details).

An essential component of the MFP/CFP process is assessing the requirements of Valley County to maintain its commitment to residents and deliver services at the desired level. To identify these needs, an evaluation of existing conditions and projections for 2060 was conducted. This comprehensive analysis included an examination of the state of the County facilities, a demographic study, and an evaluation of the County’s Comprehensive Plan, Economic Development Plan, audited financial statements, present operational budgets, and operational analysis. The needs assessment, which covered County facilities, residents, and services, generated a roster of potential projects. This list includes but is not limited to the following projects (in alphabetical order):

- Emergency Operations Facility
- Fairgrounds
- Gold Dust Property
- Justice Facility
- Lake Fork Property
- McCall Annex
- Valley County Courthouse

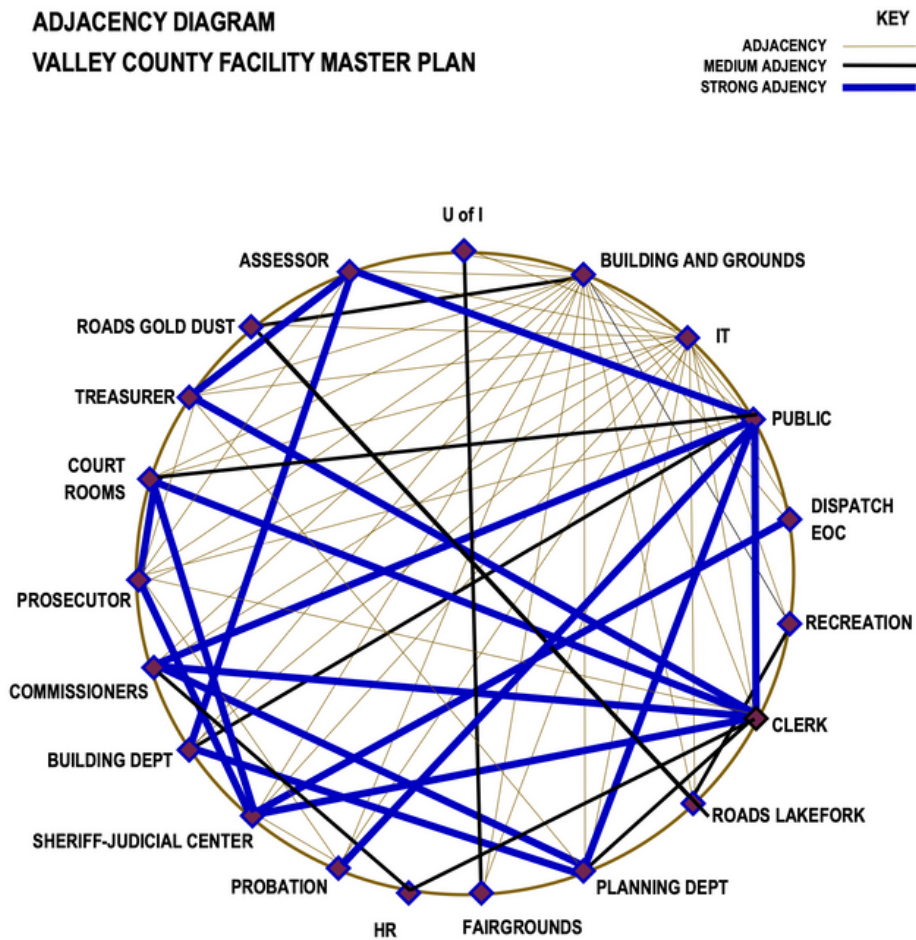
### 3.2 Process Detail

The process began with a thorough review of the County’s land and property assets. This list was further filtered in order to focus planning efforts on the critical infrastructure, particularly buildings. Once the current conditions of facilities were identified, both the County leadership and consultancy teams toured all the identified facilities and observed the physical conditions of each (See [Section 4](#)).

Adjacency diagrams were created to outline the current interaction of all departments and their dependencies on each other. The public was a major consideration in the adjacency process as the County has a strong commitment to providing efficient and quality access to the public (See [Appendix 9.1](#)).

It was discovered that the County Clerk’s Office has the most “strong adjacencies” with five (5). The public is next with four (4) “strong adjacencies.” The Commissioners, Sherriff, and Planning & Building all have three (3) “strong adjacencies.” The Prosecuting Attorney’s Office has several strong and simple adjacencies. Grounds and IT have the most, albeit simple adjacencies.

**Figure 4: Valley County Adjacency Diagram**



Source: Clearwater Financial, Insight Architects



3. Project Overview, cont. ....

The next step included interviewing all County officials and department heads. This enabled each of those interviewed to review and describe the current conditions and needs of their respective facilities and discuss potential future needs.

Major stakeholders in the County were also interviewed (See [Appendix 9.3](#)). This included city leaders, school district personnel, law enforcement, and leadership and employees of prominent businesses. The objective of these interviews was to understand the timing of any forthcoming expansions or significant investments in the County that would occur within the MFP/CFP planning timeframe, as these expansions could significantly impact the County’s ability to maintain and continue to provide quality facilities and services. Additionally, these interviews provided an opportunity for the team to uncover any unforeseen challenges or potential collaboration opportunities at an early stage in the process. A great opportunity that was identified by many of the stakeholders was the desire to meet regularly as leaders of the various organizations to better support each other and collaborate on public services, programs, and facility needs. The County has already taken the lead on these regional planning meetings, and this will be a great opportunity for the County going forward.

The consultant team developed an array of scenarios to address facility needs and other operational efficiencies. The Plan focused primarily on eight priority facilities and attempted to capture the known and potential capital improvement planning projects. MFP development scenarios were tested and reviewed by the Citizens Committee, who provided critical feedback and guidance.

Refining the final Plan recommendations involved development of order-of-magnitude project cost estimates and comparatively evaluating the potential alternatives. Multiple scenarios were created for each facility complex and subjected to a comparative evaluation to determine which solution best ‘fit’ the issue(s) being addressed. Qualitative and quantitative criteria were discussed to assess the alternatives and determine the most appropriate and cost-effective alternatives for Valley County facilities. The preferred scenarios were then broken into individual MFP projects and prioritized based on need.

Based on the analysis and findings, the Citizens Committee presented Commissioners with a recommendation letter outlining the results of their efforts. Many of the recommendations are interdependent and rely on other capital investments and/or unique planning efforts in order to maintain operations and services while facilities are being renovated, moved, and/or constructed. In addition, the MFP effort identified a few policy recommendations to facilitate future planning and design decisions. See [Appendix 9.5](#) for the Citizens Committee recommendation letter.

Valley County strives to be both responsive to the needs of its residents and a highly attractive employer. The Process of executing the recommended Plan priorities is an ongoing and dynamic dialogue with County leadership, necessitating ongoing, careful planning. The need for these facilities is clear, and in some instances, their

implementation is pressing.

It is important to remember that securing funding, planning, designing, constructing, and eventually occupying new or renovated space takes time. The implementation of these recommendations will extend to the year 2043.

These projects are collectively estimated at a cost of \$50 million in current dollars, with some projects still requiring design and budgeting phases. While certain projects will be funded through County savings or general funds, others will be self-funded by the department occupying the facility. Phased development, creative funding solutions, including bond financing and potential public private partnerships (PPP), must be pursued in order to address Valley County’s facility needs in a timely and cost-effective fashion. The decision to do nothing is an option but a costly one as facilities will continue to deteriorate while growth will multiply needs.

### 3.3 Public Engagement

Public Engagement and outreach communications were important elements of the MFP/CFP process to provide transparency, gather and disseminate information, and provide opportunities for community members to participate and share their input. Details and examples of engagement and communication activities can be found in the Appendix of this report (See [Appendix 9.6](#)). A summary of these efforts and what was shared with the public is listed below.

- A dedicated [MFP/CFP page](#) on the County’s website
- Social media posts
- Monthly employee newsletter updates
- The Commissioner’s Corner blog
- Stakeholder interviews and summary of findings
- Citizen’s Committee meetings and recommendations
- A [Courthouse Tour video](#)
- Quarterly updates and press releases
- Regular public meetings

In addition, a [County Survey](#) was created and deployed. The survey was used to garner feedback and engage County residents. Due to the County’s commitment to providing a quality work environment, employees were also surveyed, and their feedback was particularly informative (See [Appendix 9.4](#)).

# Part II: MASTER FACILITIES PLAN



# 4. FACILITIES & SCENARIOS

Below is a list of current and potential facilities that were included in the facilities planning process. For each facility, current circumstances combined with staff and community feedback were used to determine the current prioritization of the facilities. They are listed from highest priority to lowest.

## 1. Gold Dust Property

Located at 55 Gold Dust, Cascade, ID 83611

Source: Clearwater Financial, Insight Architects



The Gold Dust property currently houses the Weed Department building, multiple equipment storage facilities, and road salt storage. The site is 40 acres in size and currently has unused space. There is room for additional facilities and there is the option to sell surplus portions of the site to support other projects.

### Scenario

Currently the Road Department maintenance facility and storage buildings are located near the Fairgrounds in Cascade. Due to the

current conditions of these buildings, there are concerns about the work environment, safety of employees, and adequate space to properly service County vehicles. There is a need to improve the ventilation, proximity of office space to the work bays, energy efficiency during cold winter months, and expand space to repair and maintain equipment. There is also a shortage of space at the Fairgrounds for parking during large events, such as the County Fair.

The open space at the Gold Dust property provides an opportunity to relocate the Road Department's maintenance and storage buildings to the Gold Dust property. In addition to this land being currently owned by the County, it is strategically located outside of Cascade city limits and along the access to the backcountry located in the eastern part of the County. This provides better access to the backcountry roads maintained by the Roads Department in the eastern part of the County. Additionally, it will create more

space around the fairgrounds for parking and additional expansion or redesign of the Fairgrounds.

In addition to the relocation of the Road Department to Gold Dust, there is an opportunity to sell a small portion of the Gold Dust property to Idaho Power. There is excess land at this site that would not interfere with the current facilities, operations, or the Roads Department once relocated. This would help generate cash flow that could be used to help pay for the relocation of the Road Department.

## 2. Courthouse

219 N Main Street, Cascade, ID 83611

The Valley County Courthouse is made up of multiple expansions. The original 9,680 sq ft Courthouse was built in 1914. The first expansion of 5,440 sq ft was completed in 1976. The second expansion was 14,044 sq ft and completed in 2004. The Courthouse houses the Assessor's office, Building Department, Clerk's office, Planning and Zoning office, Treasurer's office, DMV, Court Services, Commissioner room, and Human Resources and IT departments.

### Scenario

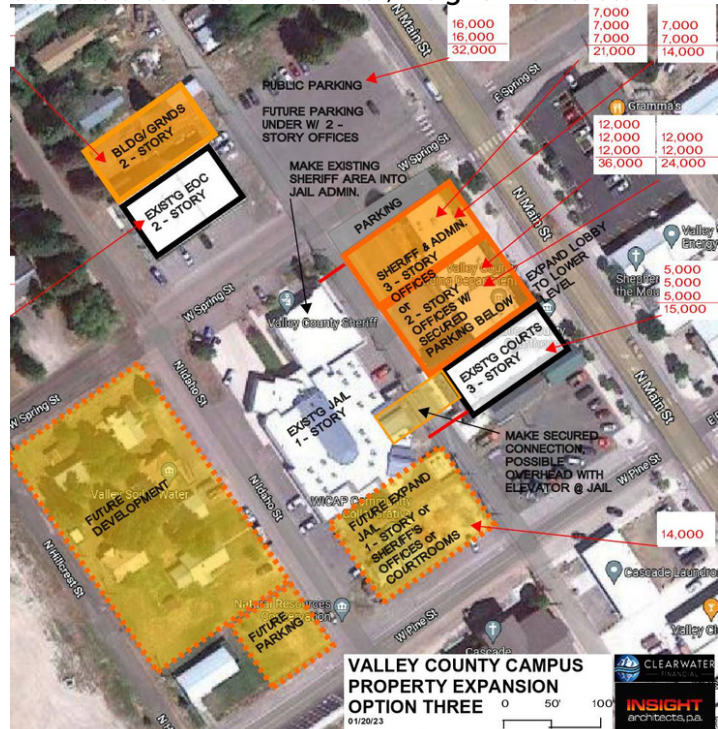
After an analysis of the Courthouse, it was determined that the 2004 expansion is in good condition and

adequate to meet the court demands currently and into the future. The original building along with the 1976 expansion have significant structural challenges affecting the workplace. There are significant inefficiencies in heating and cooling, electrical, accessibility, space use, and work environment. A remodel of the older portions of the building would be costly and would not address all the concerns of the building.

In evaluating scenarios that would meet the County's needs, it was determined that maintaining the existing 2004 Courthouse addition and demolishing and replacing the original Courthouse and 1976 addition would be most efficient and cost effective over time. The County is exploring a two-story building that would include underground secure parking and 38,000 square feet of space to house the current departments along with relocating the Prosecuting Attorney's Office back into the Courthouse. This would reduce the cost of the leased space currently housing the Prosecuting Attorney's Office.

There is also an opportunity to incorporate geothermal heat to reduce energy costs and

Source: Clearwater Financial, Insight Architects





increase energy efficiency in the courthouse with this project. The Courthouse project could include the addition of a secure walkway between the Courthouse and the Justice Facility to increase the security of transporting inmates to and from the Courthouse for hearings.

### 3. Fairgrounds

520 S Front Street, Cascade, ID 83611

Source: Clearwater Financial, Insight Architects



The Valley County Fairgrounds are made up of multiple buildings, and the facilities are old and worn. The site houses both the Fairgrounds and the Road Department, which means there are space limitations during the County Fair. The relocation of the Road Department to Gold Dust will allow for an expansion of the fairgrounds or a redesign of their current facilities and layout.

#### Scenario

The Citizens Committee recommended that the County pursue a Fairgrounds master plan to

define the next steps. This will enable the County to work in conjunction with the fair board to determine a layout and the facilities that best fit the site's needs. They can also take into consideration the economic impacts of improvements to the Fairgrounds and analyze opportunities to add additional capacity or structures that could allow the Fairgrounds to be used for more events, increase economic activity, and further provide amenities to the County.

### 4. McCall Annex

500 Deinhard Lane, McCall, ID 83638

The McCall Annex is currently shared with the McCall Police Department. The County uses a portion of the facility to hold judicial proceedings. There is a small court room, but currently the judge uses an office to perform remote proceedings. There has been interest from the County to reestablish a presence in the North of the County to provide services, which could result in the return of a McCall DMV. With recent and future forecasted growth, it is anticipated that there will be additional demand for County services in the North part of the County. The McCall Police Department (MPD) currently leases out a large portion of the building. MPD has current expansion needs and is contemplating an expansion in the sally port area to increase storage space. MPD also forecasts additional space needs as the City of McCall grows.

### Scenario

The County has an opportunity to expand the current location. West of the current building, there is a vacant lot owned by the County. There is an opportunity to relocate the current road to the west of the building, which would allow for an addition. It would also provide more room for the MPD, enhancing that partnership, and additional space for the County to bring services back to McCall to serve the north part of the County.

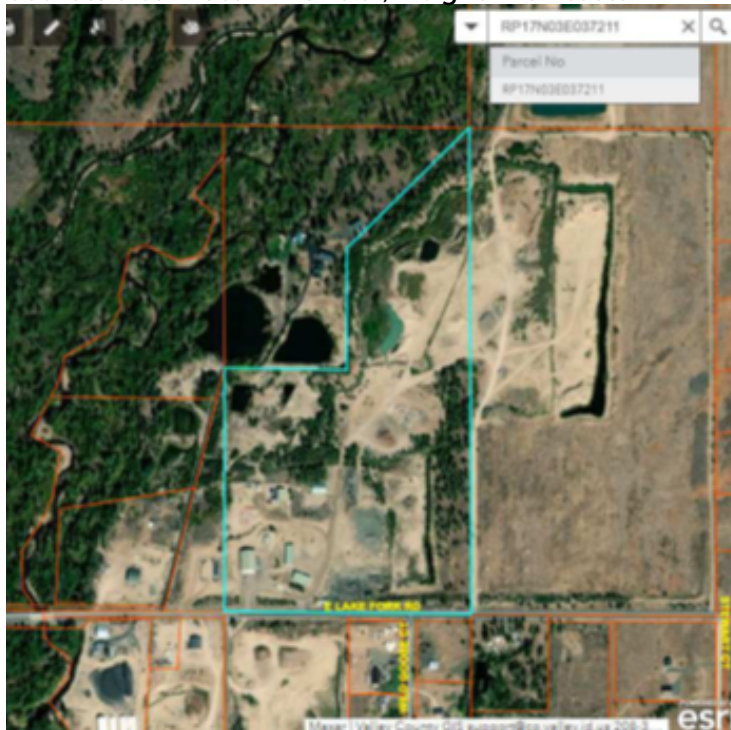
Source: Clearwater Financial, Insight Architects



### 5. Lake Fork Property

50 E Lake Fork Road, Lake Fork, ID 83635

Source: Clearwater Financial, Insight Architects



The Lake Fork property currently consists of an 80-acre parcel with no facilities and a 55-acre parcel, which houses the County's recycling collection facilities and the Road Department's storage and maintenance facilities for operations in the northern half of the County. There are challenges with the water table in the area, which may limit the uses for portions of the 55-acre parcel.

### Scenario

The current facilities are in good condition. There is an opportunity to expand the recycling building to better protect the recycled

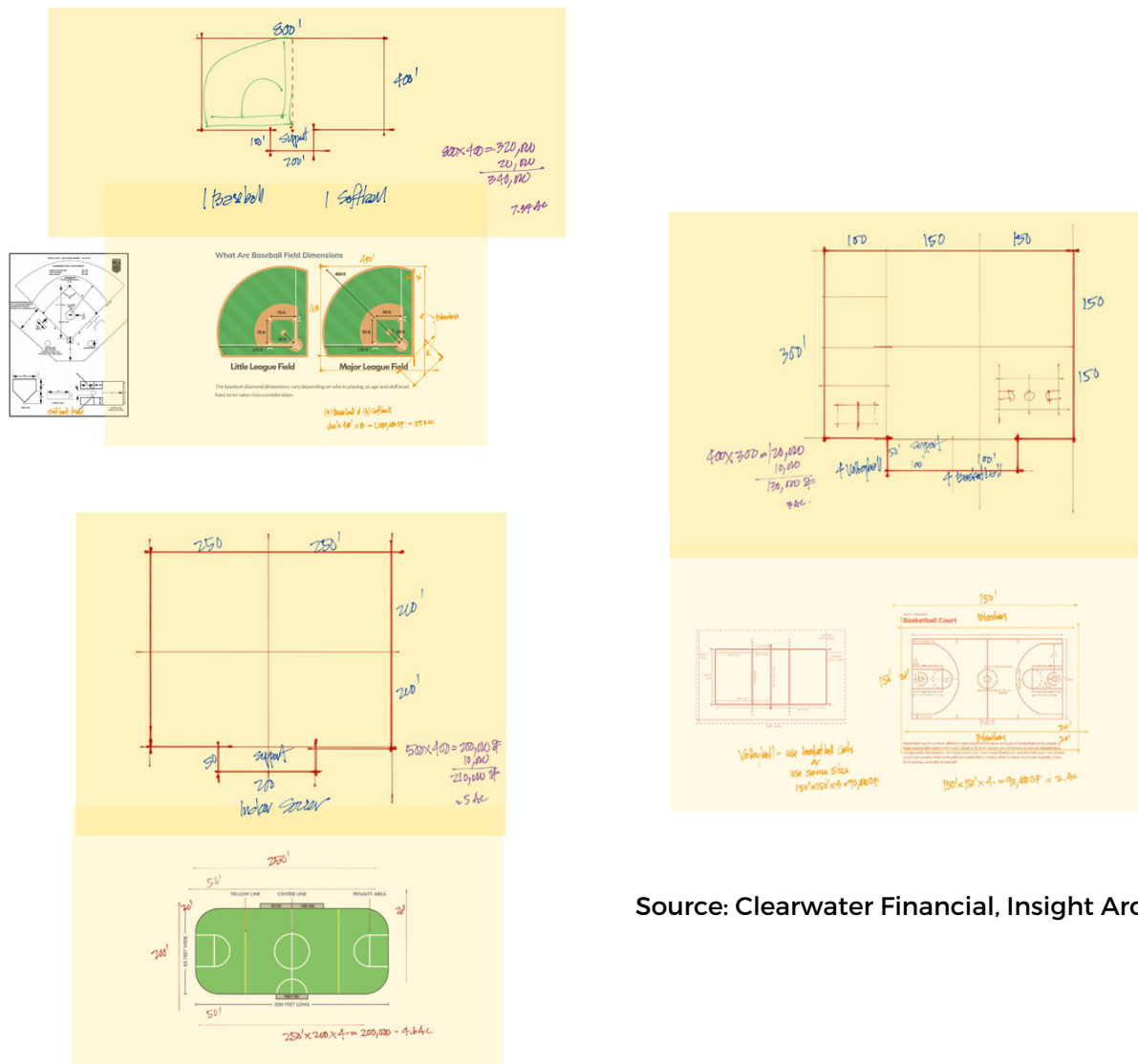
material from the weather, which would increase the marketability and resale value of that material. There is also an opportunity to use the open space for additional facilities. Options include a pickleball complex and a community indoor sport complex.

## 6. Indoor Sports Complex

Location to be determined

### Scenario

Through the MFP/CFP process, the County heard from the community about the need for an indoor sports complex. The long, harsh winter conditions in the area limit the ability of residents and youth to participate in outdoor sports year-round. The Lake Fork property is centrally located in the County, making it an ideal location for such a facility. Potential features include an indoor track and a multipurpose field for baseball, softball, soccer, football, golf, and other activities. Interest in the complex was expressed by several community members during the stakeholder interview process, and there is an opportunity for the County to partner with school districts and other large employers to bring about such a facility.



Source: Clearwater Financial, Insight Architects

## 7. Justice Facility

107 W Spring Street, Cascade, ID 83611

Source: Clearwater Financial, Insight Architects



The Justice Facility houses the Valley County Sheriff's Office and the Valley County Jail and is currently in good condition. The Jail has adequate space for its current needs but is expecting increasing space demands as the County grows into the future. The Sheriff's Office administration could also use additional space for future growth. In addition, there is concern about the ability to securely transport inmates from the Jail facility to and from the Courthouse for hearings.

### Scenario

Expansion of the Justice Facility is not a current need but something the County is planning for in the

future. There is space to the south of the current Justice Facility that could be used to expand the Jail and create additional administrative space for the Sheriff's Office. This expansion could also include additional court rooms and an opportunity to provide a secure walkway connecting the courthouse and the Justice Facility.

## 8. Emergency Operations Center (EOC)

108 W Spring Street, Cascade, ID 83611

The Emergency Operations Center currently houses the County 911 dispatch, a training room, and storage for the Sheriff's equipment. The building is in good condition and adequate for current and future needs. There is also space to the north of the building that houses a portable trailer used by the Building and Grounds Department as storage and an office.

### Scenario

The area to the north of the EOC could be used for an expansion to house the Building and Grounds offices, provide storage for Building and Grounds, and offer potential additional storage for Sheriff's office equipment. This site could also serve as a temporary location of displaced departments during the construction of the new Courthouse project. This is not as pressing a need as other facilities within the County and can be addressed in the future.

Source: Clearwater Financial, Insight Architects



Good planning by the County will aid in prudent decision-making and ensure taxpayer funds go as far as possible. The County is taking the long approach to limit wasteful spending in the short-term and increase efficiencies of the facilities they oversee.

# 5. HIGHEST-AND-BEST ANALYSIS

Source: Clearwater Financial, Insight Architects



In addition to the facilities listed above, a high-level highest-and-best analysis was done on properties owned by the County located between W Spring, W Pine and N Idaho, N Hillcrest. The properties are currently used as employee housing, soil conservation and maintenance shop, Building and Grounds sheds, and open space. Though not identified as a priority project by the Citizens Committee, it is important that the County consider this incredible asset for both its economic development and workforce housing potential. This prime location for the County could also serve as a location for future office space. A combination of Public Private Partnership, Urban Renewal, and Lease revenues could be a potent

opportunity for the County to provide for its current and future space needs, while providing workforce housing and supporting significant private investment. The following analysis provides some insight as to potential uses for this generally underutilized County asset.

A Highest-and-Best Use Analysis was conducted on these properties to determine their development potential. The County is to be commended for acquiring these properties in mass which has created this future development opportunity.

The analysis found that the likely and most needed housing uses would be Garden Apartments (suburban multifamily, usually open-air stairways, 2 or 3 story) that have between 18-25 units and/or Village Cluster Homes (Hybrid between garden style and structured parking. Usually 3 or 4 stories (walk up or elevator served) that have 28-35 units.

It is noteworthy that adding even a few workforce housing units into the Cascade market will have a significant impact on public services for the multiple municipal entities in the area. It is estimated that a potential development would cost between \$5,118,750 and \$6,596,500. This direct investment when combined with Urban Renewal tax increment financing potential can make the development occur sooner and provide a funding source for the qualifying public infrastructure costs of the project. The rental income from County owned units could also support debt service from a potential financing. Note that a publicly owned and financed project would be limited to public uses as a result of IRS tax exempt legal requirements on public vs. private uses of the project. Also, adding between 18-35 housing units will generate relatively significant residual economic impact in the area to support the new residents.

**Figure 5: Highest and Best Analysis.** Source: Berkadia, Clearwater Financial

Address	Parcel ID	Acres	Land Use Class
211 N Idaho	RPC00270090070	0.15	Tax Exempt
209 N Idaho	RPC0027009009B	0.3	Tax Exempt
205 N Idaho	RPC00270090100	0.15	Tax Exempt
-	RPC0027009011A	0.22	Tax Exempt
<b>Total</b>		<b>0.82</b>	

Type	Units Per Acre	Variable	Density	Avg. Unit	Cost/SF	Project Cost	Cost/Unit
Single Family Cluster Housing	Between 10-12	12	10	1,500	\$ 350.00	\$ 5,250,000.00	\$ 525,000.00
Townhome or Rowhouses	Between 12-18	18	15	1,350	\$ 350.00	\$ 7,087,500.00	\$ 472,500.00
Cluster or Manor Homes	Between 15-22	22	18	900	\$ 350.00	\$ 5,670,000.00	\$ 315,000.00
Garden Apartments	Between 18-25	25	21	750	\$ 325.00	\$ 5,118,750.00	\$ 243,750.00
Village Cluster Homes	Between 28-35	35	29	700	\$ 325.00	\$ 6,597,500.00	\$ 227,500.00
Four Story w/Central Garage Structure	Between 45-70	70	57	650	\$ 400.00	\$ 14,820,000.00	\$ 260,000.00
Podium	Between 90-110	100	82	600	\$ 425.00	\$ 20,910,000.00	\$ 255,000.00

Type	Notes
Single Family Cluster Housing	Single family, detached homes (one or two stories), situated around courtyards and parking courts.
Townhome or Rowhouses	Single family, attached homes with garage or tuck-under parking, with small private patios
Cluster or Manor Homes	Smaller walk-up style multifamily buildings, 2 or 3 story walk up. Usually parking courts behind or on-street parallel parking
Garden Apartments	Typical suburban multifamily, usually open-air stairways, 2 or 3 story
Village Cluster Homes	Hybrid between garden style and structured parking. Usually 3 or 4 stories (walk up or elevator served)
Four Story w/Central Garage Structure	Usually a 4 story structure wrapped around a central parking garage. Provides parking while hidden from the street.
Podium	Four or five story building with residences on top of a garage podium parking. Maximum height for wood construction.

<b>Current Rental Listings:</b>				
Type	SF	Rent	Rent/SF	
Townhouse (Cascade)	1,259	\$ 2,250.00	\$ 1.79	
House (Cascade)	1,080	\$ 1,650.00	\$ 1.53	
House (Donnelly)	900	\$ 2,000.00	\$ 2.22	
House (Donnelly)	850	\$ 1,475.00	\$ 1.74	
Townhouse ( Donnelly)	1,389	\$ 2,300.00	\$ 1.66	
House ( Donnelly)	1,400	\$ 3,000.00	\$ 2.14	
Apartment (Donnelly)	1,142	\$ 1,800.00	\$ 1.58	
Apartment (Donnelly)	800	\$ 2,000.00	\$ 2.50	
House ( Donnelly)	1,458	\$ 2,150.00	\$ 1.47	
House ( Donnelly)	2,000	\$ 3,250.00	\$ 1.63	
<b>Average</b>	<b>1,228</b>	<b>\$ 2,187.50</b>	<b>\$ 1.82</b>	

<b>Income Analysis</b>							Expense Ratio
Type	Density	Avg. Unit Si	Avg. Rent	Project Income	Annualized	NOI	30%
Single Family Cluster Housing	10	1,500	\$ 2,737.04	\$ 27,370.43	\$ 328,445.21	\$ 229,911.65	
Townhome or Rowhouses	15	1,350	\$ 2,463.34	\$ 36,950.09	\$ 443,401.04	\$ 310,380.73	
Cluster or Manor Homes	18	900	\$ 1,642.23	\$ 29,560.07	\$ 354,720.83	\$ 248,304.58	
Garden Apartments	21	750	\$ 1,368.52	\$ 28,738.96	\$ 344,867.47	\$ 241,407.23	
Village Cluster Homes	29	700	\$ 1,277.29	\$ 37,041.32	\$ 444,495.86	\$ 311,147.10	
Four Story w/Central Garage Structure	57	650	\$ 1,186.05	\$ 67,604.97	\$ 811,259.68	\$ 567,881.78	
Podium	82	600	\$ 1,094.82	\$ 89,775.03	\$ 1,077,300.30	\$ 754,110.21	

# Part III: COMPREHENSIVE FINANCIAL PLAN



# 6. COMPREHENSIVE FINANCIAL PLAN

The Comprehensive Financial Plan outlines a practical strategy for financially executing the projects outlined in the Master Facilities Plan. Since each project has its own unique elements, it follows a route in securing financial resources and determining the timeline for its completion. This culminates into a master timeline that displays all projects. Note that projects in the first 5 years are of higher priority and naturally have more definition, while projects of lesser priority have less definition and timing detail. The following overview outlines potential paths for resources needed and potential timing. These should be reviewed annually as situations adjust and as new resources may become available. Included in each project listed below is a summary of the financial resources needed to complete each project and which tools would be best suited to obtain those resources. An overview of those financial tools and strategies can be found in [Appendix 9.7](#).

## 1. Gold Dust Property

Located at 55 Gold Dust, Cascade, ID 83611

Estimated cost: \$6,651,000

Source: Insight Architects, Clearwater Financial

Gold Dust Roads Office/Shop BUILDING	AREA SF	BLDG. SHELL UNIT COST	SHELL BUDGET	INTERIOR UNIT COST	INTERIOR BUDGET	SITE UNIT COST	TOTAL PROJECT BUDGET
Office & Shop Combined Building	15,000	\$ 266	\$ 3,990,000	\$ 175	\$ 2,625,000		\$ 6,615,000
Parking & Yard - Gravel Surfaced	6,000	\$ -	\$ -	\$ -	\$ -	\$ 6	\$ 36,000
<b>Total Building</b>	<b>15,000</b>						<b>\$ 6,651,000</b>

Given that this project takes precedence, it is recommended to explore currently available resources. The County has approximately \$6.8 million in available fund balance from ARPA grant monies. These funds come with specific time constraints regarding their commitment and expenditure. A portion of these funds must be committed by 2024 and spent by 2026. Because these funds are one-time money, it is important to use them on one-time costs that will have a long-term impact for the County. With available funds the County can move forward quickly to this project, freeing up space at the Fairgrounds, using the ARPA funds before they are lost, and completing the highest priority project within the Master Facilities Plan.



Financial tools: Fund Balance – ARPA grant funds

Timeline: Public Education – October 2023 and throughout project process; Design - October 2023; Bid – December 2024; Selection - January 2024; Construction – Spring 2024; Occupancy – Fall 2024



## 2. Courthouse

219 N Main Street, Cascade, ID 83611

Estimated cost: \$23,400,500

Source: Insight Architects, Clearwater Financial

<b>Option Three - Courthouse</b>	AREA	BLDG. SHELL	SHELL	INTERIOR	INTERIOR	SITE	TOTAL PROJECT
<b>2-STORY BUILDING + SECURED PARKING</b>	SF	UNIT COST	BUDGET	UNIT COST	BUDGET	UNIT COST	BUDGET
Complete Courthouse Demo	15,000	\$ 10.50	\$ 157,500	0	0		\$ 157,500
Addition (2) Levels - Phase 1	24,000	\$ 294	\$ 7,056,000	\$ 231	\$ 5,544,000		\$ 12,600,000
Addition (2) Levels - Phase 2	14,000	\$ 294	\$ 4,116,000	\$ 231	\$ 3,234,000		\$ 7,350,000
Public Prk'g & Main St. Entry Plaza	6,200	\$ -	\$ -	\$ -	\$ -	\$ 15	\$ 93,000
<b>Total Building</b>	<b>38,000</b>						<b>\$ 20,200,500</b>
Add Secured Parking Underneath	16,000	\$ 200	\$ 3,200,000	\$ -	\$ -		\$ 3,200,000
<b>Total Building with Secured Parking Underneath</b>							<b>\$ 23,400,500</b>



As the most complex of the priority projects in both scope and timing, the Courthouse expansion and remodel project will require significant due diligence and has the most detail related to its combination of funding sources and timing. The selected strategy by both the Citizens Committee and the Board of County Commissioners involves the

demolition of the “Old Courthouse” section of the complex which is directly adjacent to and north of the newer 3-story Courthouse. This would be followed by the construction of a new 2-story administrative section along with supporting parking. This project could be supported by the sale of surplus property. The remaining amount would be put to the voters in the form of either a general obligation bond requiring a supermajority or an annual appropriation lease purchase agreement requiring a simple majority vote. It is recommended that the County utilize a public engagement plan to educate the public on the project and encourage voters to participate in the election.

Given that many existing functions of the County are administered from the “Old Courthouse” section of the project, this project will require the temporary relocation of these departments and services. Space has been identified on the second floor of the EOC and trailers can be located on vacant land on or near the EOC. If additional locations are needed, temporary offices on the County’s “Future Development Block” could be used as well.

Financial tools: Fund Balance (Grant – ARPA grant funds); Sell of Surplus Property; General Obligation Bond or Annual Appropriations Lease Purchase Agreement

Timeline: Public Education – October 2023 and throughout project process; Design – January 2025; Bid – March 2025; Selection – May 2025; Public Engagement Campaign – April through election (November 2025); Bond Sale – February 2026; Construction – Spring 2026; Occupancy – Fall 2027



### 3. Fairgrounds

520 S Front Street, Cascade, ID 83611

Estimated cost: to be determined with completion of Fairgrounds Master Plan

Given the size, number of needed facilities, required interactions and negotiations with various stakeholders, development opportunities, and associated costs, the Citizens Committee and consultancy team recommends that the Fairgrounds project be carved out and given its own dedicated master planning process. This planning effort would require the County to budget funds to initiate and complete the master planning process. Once completed, the defined project could then be designed and estimated. Given its economic development



potential, a public private partnership is possible as well as sponsorships, charitable giving, and naming rights opportunities. Another potential source of revenue is the creation of an Auditorium District.

It is anticipated that the Fairgrounds project could also be supported by a County or City created urban renewal district, especially if a public private partnership strategy is pursued. This would enable the privately owned and taxable portions of the project to generate tax increment funds that can be leveraged to pay for necessary public improvements of the project such as parking, utility extensions, and roads. It is also likely that there will be a funding gap that would be filled with a general obligation bond. The combination of these strategies can lessen the impact on County residents, harness the power of private investment, create significant direct economy in the form of direct investment and job creation, as well as spill over economy in the form of additional housing, commercial development, and indirect job creation and attraction. The County has been approached by other parties interested in collaborating on the future development of the fairgrounds. This lends itself to the proposed master planning process.

Financial tools: Fund Balance (Grant – ARPA grant funds); Sell of Surplus Property; General Obligation Bond; Auditorium District; Urban Renewal; Public Private Partnership (PPP); Naming Rights; Sponsorships

**Timeline: Public Education – October 2023 and throughout project process; Master Plan – July 2026; Public Engagement Campaign – Start with Master Plan; RFP for Development Services (PPP) – February 2027; Design – March 2027; Bid – April 2027; Selection - May 2027; Construction – Summer 2027; Occupancy – Spring 2028**



### 4. McCall Annex

500 Deinhard Lane, McCall, ID 83638

Estimated cost: \$19,877,500

Source: Insight Architects, Clearwater Financial

McCall Annex-Law Enforcement Center BUILDING	AREA SF	BLDG. SHELL UNIT COST	SHELL BUDGET	INTERIOR UNIT COST	INTERIOR BUDGET	SITE UNIT COST	TOTAL PROJECT BUDGET
Existing Office Minor Interior Remodel	2,900	\$ -	\$ -	\$ 175	\$ 507,500		\$ 507,500
Office & Shop Combined Building	34,000	\$ 294	\$ 9,996,000	\$ 231	\$ 7,854,000		\$ 17,850,000
Equipment Storage Building	8,000	\$ 180	\$ 1,440,000	\$ -	\$ -		\$ 1,440,000
Parking & Yard - Gravel Surfaced	10,000	\$ -	\$ -	\$ -	\$ -	\$ 8	\$ 80,000
<b>Total Building</b>	<b>44,900</b>						<b>\$ 19,877,500</b>

The McCall Annex project presents an ongoing opportunity for the County to collaborate with the City of McCall in various ways. This partnership can result in several multi-beneficial outcomes that both parties should actively seek to achieve in good faith and earnest. As both parties are growing and in need of additional space to support this growth, an expansion of the annex that would meet both entities’ needs is mutually advantageous and will provide a centralized location for needed public services in the County’s population and economic hub. Funds for this project can be generated through leasing the agreed upon spaces to the City; these agreements can be leveraged to support the project. The project will also need to be supported by a general obligation bond or annual appropriations lease purchase agreement. This potentially highlights the need and potency of the partnership. There is also surplus land at this site that could be sold to support the project. In addition, the County could develop needed workforce housing for public servants that could create a revenue stream to support these projects.



Financial tools: Fund Balance (Grant – ARPA grant funds); Sell of Surplus Property; General Obligation Bond or Annual Appropriations Lease Purchase Agreement

Timeline: Public Education – October 2023 and throughout project process; Design – January 2029; Bid – March 2030; Selection – May 2030; Public Engagement Campaign – Start April 2030; Construction – Spring 2030; Occupancy – Fall 2031

## 5. Lake Fork Property

50 E Lake Fork Road, Lake Fork, ID 83635

Estimated cost: None currently



Facility needs at Lake Fork will depend on how the County uses the excess land. The current facilities are adequate and not in need of expansion or significant improvements in the near term. Should the County choose to use the available space to add additional facilities, costs would be determined at that point. There is the opportunity for the County to explore selling portions of the land to generate revenue for other facility projects within the Master Facilities Plan or use it as the location for the Indoor Sports Complex described below.

## 6. Indoor Sports Complex

Location to be determined

Estimated Cost: None currently

Multiple stakeholders, including the McCall-Donnelly School District, noted the need for an indoor sports complex. In addition, it is understood that the City of McCall is undergoing a planning exercise that has also identified indoor recreation space as a need. However, the Indoor Sports Complex was given a lower priority by the Citizens Committee. Given the size and number of needed facilities, their functions, required interactions and negotiations with various stakeholders, development opportunities, and the associated costs of a potential Indoor Sports Complex, the Citizens Committee and consultancy recommends that this project be carved out and given its own dedicated master planning process. This may require a site selection process to identify where the



project would be best located. It would also require a process to negotiate the procurement of a site. The Lake Fork property has also been identified as a possible location that is centrally located in the County.

Like the Fairgrounds, a master planning effort would require the County to budget funds to initiate and complete and should be done in the FY 2025 budget. Once completed, the

defined project could then be designed and estimated. Given its economic development potential, a public private partnership is possible as well as sponsorships, charitable giving, and naming rights opportunities. Another potential source of revenue is the creation of an Auditorium District. Depending on the location, it is anticipated that the Indoor Sports Complex project could also be supported by a County or City created urban renewal district, especially if a public private partnership strategy is pursued. This would enable the privately owned and taxable portions of the project to generate tax increment funds that can be leveraged to pay for the project itself and necessary public improvements of the project such as parking, utility extensions, and roads. It is also likely that there will be a funding gap that would be filled with a general obligation bond. The combination of these strategies can lessen the impact on County residents, harness the power of private investment, create significant direct economy in the form of direct investment and job creation, as well as spill over economy in the form of additional housing, commercial development, and indirect job creation and business attraction.

Financial tools: Fund Balance (Grant - ARPA grant funds); Sell of Surplus Property; General Obligation Bond; Auditorium District; Urban Renewal; Public Private Partnership (PPP) with the City of McCall, McCall-Donnelly School District #421 and potential private development; Naming Rights; Sponsorships

**Timeline: Public Education - October 2023 and throughout project process; Master Planning - January 2031; Site Selection - October 2031; Public Partnership Negotiations - January 2032; Public Engagement Campaign - Starting May 2032; RFP for Development Services (PPP) - July 2032; Design - September 2032; Bid - November 2032; Selection - January 2033; Construction - Spring 2033; Occupancy - Spring 2034**

## 7. Justice Facility

107 W Spring Street, Cascade, ID 83611

Estimated Cost: None currently



An expansion of the County’s Justice Facility and Jail is needed in the future. It is anticipated that the future needs of the County can be serviced by an expansion of the existing Justice Facility and Jail on the existing site. This project would be funded by future County savings and largely by a future general obligation bond requiring a supermajority or an annual appropriation lease purchase agreement requiring a simple majority vote. A public engagement plan would be required to educate the public on the project and

encourage voters to participate in the election. The need and capacity of the facility would need to be well understood by the citizens.

Annual appropriation lease purchase agreements are possible, though Idaho law requires that financings of jail facilities using this method have no longer than a 5-year term and require no vote, or a simple majority vote is required for longer than 5-year term financings.

The construction of this project may require the temporary relocation of some Sheriff’s Office employees, services, and programs. Space has been identified on the second floor of the EOC or in trailers that can be located on the vacant land of the EOC.

Financial tools: Fund Balance – Project dedicated savings fund; Sell of Surplus Property; General Obligation Bond or Annual Appropriations Lease Purchase Agreement

Timeline: Public Education – October 2023 and throughout project process; Design - January 2035; Bid – March 2035; Selection - May 2035; Public Engagement Campaign – April through November 2035); Bond Sale – January 2036; Construction – Spring 2036; Occupancy – Fall 2037

## 8. Emergency Operations Facility

108 W Spring Street, Cascade, ID 83611

Estimated Cost: \$7,907,000

Source: Insight Architects, Clearwater Financial

EOC Expansion BUILDING	AREA SF	BLDG. SHELL UNIT COST	SHELL BUDGET	INTERIOR UNIT COST	INTERIOR BUDGET	SITE UNIT COST	TOTAL PROJECT BUDGET
EOC Expansion (2) Levels	15,000	\$ 294	\$ 4,410,000	\$ 231	\$ 3,465,000		\$ 7,875,000
Public Prk'g & Entry Plaza	4,000	\$ -	\$ -	\$ -	\$ -	\$ 8	\$ 32,000
<b>Total Building</b>	<b>15,000</b>						<b>\$ 7,907,000</b>

An expansion of the County’s EOC was also identified as a future need and could be funded with the Justice Facility and Jail project. It is anticipated that the future needs of the County can be serviced by an expansion of the existing EOC on the existing site. This project would be funded by future County savings and largely by a future general obligation bond requiring a supermajority or an annual appropriation lease purchase agreement requiring a simple majority vote. It is recommended that the County utilize a public engagement plan to educate the public on the project and encourage voters to participate in the election as the need and capacity of the facility would need to be well understood by the citizens. It is recommended that the funding and timing of this project be included with the Justice Facility and Jail project, though this is likely to adjust given it is at the tail end of the plan.



The construction of this project may require the temporary relocation of some Sheriff’s Office employees, services, and programs. Space has been identified in trailers that can be located on the vacant land east of the EOC.

Financial tools: Fund Balance – Project dedicated savings fund; Sell of Surplus Property; General Obligation Bond or Annual Appropriations Lease Purchase Agreement

Timeline: Public Education – October 2023 and throughout project process; Design - January 2037; Bid – March 2037; Selection - May 2037; Public Engagement Campaign – Start April 2037; Funding – February 2038; Construction – Summer 2038; Occupancy – Fall 2039

\*It is important to note that public parking was identified in the public survey as a need by citizens. The future parking needs for all projects were included in the high-level building scenarios and costs of each project. Future design and definition of costs is necessary for all projects.

# 7. SCENARIOS

Taken all together, the MFP recommendations and the necessary capital investment may seem like a daunting endeavor. Prioritizing projects, phasing development over time, careful and creative financial planning, and potential partnerships will help Valley County effectively accomplish its present and future service and facility requirements within appropriate timelines.

The County has a well-established tradition of fiscal responsibility and resourcefulness, consistently maintaining its facilities in excellent condition. However, overtime this strategy can lead to overcrowding of spaces, inefficiency of use and cost, and the gradual dilapidation of structures. Some reorientation, improvements, and expansions are required to overcome these issues, especially when they are coupled with the growth the County has experienced. These efforts can help achieve long-term cost effectiveness and optimal operational efficiencies. This MFP/CFP and the projects that result from this comprehensive planning effort can answer those challenges and build on past successes as Valley County looks to its future.

## 7.1 Assumptions

Each MFP project will have its own set of unique parameters and circumstances that will affect the implementation of scenarios. Factors such as the timing of phases, the existing facility conditions, and the interrelated nature of projects will have a significant impact on the development of each project. Each scenario is a broad overview and, when taken in turn, represents its own separate project or, in the case of the Courthouse and Fairgrounds, represents a series of projects that results in a complex overtime. Additionally, there are phased elements for other County locations, although these tend to be on a much smaller scale.

It can be expected that after the MFP is published, some circumstances will change. Unforeseen situations or election results can redirect previously assumed plans and chronologies. The CFP aims to lay a framework for the funding of each scenario but will need to be adjusted annually to adjust for market conditions, political changes, and the completion or change of projects in the MFP. The MFP/CFP is therefore intended as a framework and record of thoughtful planning, involving a wide representation of Valley County leadership and local stakeholders. The intent is that this document provides the necessary tools to assist current and future leaders to make decisions, define program expectations, set budgets, and confirm or reestablish priorities within the intended 2025 planning horizon. It is also understood that this project is limited in time, and therefore, it is recommended that the plan be reviewed and adjusted annually. This affords the County the opportunity to continuously engage and inform the public in the process.

Implementation of the MFP/CFP projects assumes that current legislation and best practices will dictate delivery strategies at the time of each project's development. For example, Valley County can start and complete some projects within its annual budget.





Other larger projects cannot start until all funds are saved, planned for, or financed. This means the County will either need to raise revenue for the entire project beforehand or MFP recommendations will have to be further broken down into smaller projects, including Phase I Planning and the subsequent Design Phase. Potentially, if needed, the construction of a larger facility can be subdivided into smaller projects as well, such as demolition, site preparation or shell & core construction (i.e., the building’s exterior but excluding the interior tenant improvements).

The MFP scenarios carefully evaluated potential phasing and ordering of projects to minimize service disruption and additional costs associated with interim space or multiple departmental moves. Many of the recommendations are dependent on other projects happening first; the most notable example is the renovation and improvement of the County Courthouse complex which cannot occur until the temporary structures or administrative spaces are procured, constructed, and operating. The implementation recommendations assume that Phase I planning and even early design can overlap with the last year of construction and occupation of a related project. The MFP assumes that budgetary constraints and the County’s current strategy of “making do” is more costly overtime and will likely necessitate financing the project in whole via a bond.

## 7.2 Priorities & Budgeting

Section 4 introduced the MFP recommendations in order of priority and, in many cases, interdependence. Figure 6 identifies the project cost estimates for each MFP priority in 2023 dollars. Total capital outlay in any given year may be cost-prohibitive depending on Valley County’s investment strategy and the political-will to fund facility development. On the other hand, the needs are clear and the cost of delaying projects until they are “affordable” increases escalation costs, potentially prolongs staff “making do” with compromised work environments and impacts both operational efficiency and levels of service. Different funding sources may be used to implement the MFP projects. Many of the MFP recommendations listed in Figure 6 need an identified funding source, particularly, the Courthouse Complex. The CFP model predicts that the Gold Dust project can be funded without the use of financing or other funding sources.

**Table 6: Estimated Project Costs.** Source: Clearwater Financial

Priority	Property	Estimated Cost
1	Gold Dust Property	\$6,651,000
2	Courthouse	\$23,400,500
3	Fairgrounds	To be determined with completion of Fairgrounds Master Plan
4	McCall Annex	\$19,877,500
5	Lake Fork Property	No estimated cost has been calculated
6	Indoor Sports Complex	No estimated cost has been calculated
7	Justice Facility	No estimated cost has been calculated
8	Emergency Operations Center (EOC)	\$7,907,000

# Part IV: CONCLUSION



# 8. IMPLEMENTATION

Based on the analyses in the Comprehensive Financial Plan, the CFP team has outlined their recommendations for the County regarding the priorities determined during the MFP/CFP process.

## 8.1 Recommendations

### 1. Gold Dust Property

Given that this project is a priority and can lead to the completion or furtherance of other projects, such as the Fair Grounds and relocation of the Roads Department, it is recommended the County use the necessary funds from the approximately \$6.8 million in available ARPA grant monies to complete this project. Given these are one-time funds, it is important to use them on one-time costs that will have a long-term impact for the County.

### 2. Courthouse

As the most complex of the priority projects in both scope and timing, the Courthouse expansion and remodel project will require significant due diligence, funding, and time. It is recommended the planning and design for this project be allocated in the FY 2025 budget and begin in earnest through a RFP for Design Services.

It is recommended the County explore using remaining ARPA funds, selling surplus properties, and budgeting existing and available fund balance to reduce the cost that would need to be financed. The remaining amount would be put to the voters in the form of either a general obligation bond requiring a supermajority or an annual appropriation lease purchase agreement requiring a simple majority vote.

It is recommended the County utilize a public engagement plan to educate the public on the needs of the County, the proposed project that solves these needs, and a funding strategy to pay for the project solutions, as well as to encourage voters to participate in a possible election.

It is recommended that a temporary relocation plan be developed to maintain County services during the demolition and construction phase of the project.

### 3. Fairgrounds

Given the size, number of needed facilities, required interactions and negotiations with various stakeholders, development opportunities and associated costs, it is recommended the Fairgrounds project have its own dedicated master planning process. It is recommended the County budget funds in its FY 2026 budget to initiate and complete this process. Once completed, the defined project could then be designed and estimated.

Given its economic development potential, a public private partnership is recommended as well as sponsorships, charitable giving, and naming rights opportunities. All of these efforts work together to reduce the overall cost of the project.



Another potential source of revenue is the creation of an Auditorium District. It is recommended the County lead an effort to explore the creation of an Auditorium District as early as 2027.

It is recommended the County explore the creation of an Urban Renewal Agency and the creation of a specific urban renewal district that encompasses the Fairgrounds property.

**4. McCall Annex**

It is recommended the County continue to pursue the ongoing opportunity to collaborate with the City of McCall to provide mutually advantageous and centrally located facilities and services at this site.

It is also recommended the County consider the surplus land at the west side of this site either for sale to support other projects, relocation of roadways to make the rest of the site more developable, and/or to develop needed workforce housing for public servants that could create a revenue stream to support these projects.

**5. Lake Fork Property**

It is recommended the County continue to analyze this site for future facilities and space needs and other economic development opportunities.

It is recommended the County consider a partnership and/or use of this site as the location for a future Indoor Sports Complex.

**6. Indoor Sports Complex**

It is recommended the County explore partnerships for an Indoor Sports Complex.

It is recommended the County allocate funds in its FY 2031 budget to initiate and complete the master planning process. Once completed, the defined project could then be designed and estimated.

It is recommended the County undergo a site selection and procurement process to identify an ideal location for the project. The Lake Fork property has also been identified as a possible location for this project that is centrally located in the County.

Once a site is procured, it is recommended the project be designed and estimated likely in partnership with other public and private partnerships as well as sponsorships, charitable giving, and naming rights opportunities.

This could also be another project that is supported by the creation of an Auditorium District and/or an urban renewal district.

**7. Justice Facility**

It is recommended the County consider the expansion of the Justice Facility and Jail as early as 2035 on the existing site.

### 8. Emergency Operations Center (EOC)

It is recommended the County continue to monitor and plan for a future expansion of the County’s EOC as early as 2037.

It is recommended this project be planned and potentially funded with the Justice Facility and Jail expansion project on the existing EOC site.

### 8.2 Other Recommendations

One of the consistent messages heard from stakeholders and other government partners throughout the process was how thankful they were to the County for going through the facility and finance planning process. The government partners in particular expressed a desire to meet regularly to discuss issues of the day.

In conjunction with annual reviews of the Plan, it is recommended the County host regular meetings (at least bi-annually) with federal and local government partners. The County is the natural leader for this and stands to benefit from close communication and collaboration with these important government partners. It may be necessary to invite other entities and businesses to these meetings from time to time. Topics of discussion could include: review and coordination of existing plans, Areas of City Impact (AOIC), major developments and economic trends, growth and other demographic updates, bond & levy elections, infrastructure needs, services coordination, partnerships and collaborative projects, and policy coordination.

Closely akin to regular meetings with government partners are regular meetings with major industry and business interests in the County. There are a number of significant private business expansions in the County that could have an impact on the facilities and services the County provides. Regular communications and good working relationships with business stakeholders is highly recommended.

It is recommended the County take steps to continually engage the public throughout implementation of the Plan. While the specifics of this engagement will evolve over time, it is suggested to annually reconvene the Citizens Committee to update them on progress and receive their feedback.

It is recommended the County update the Plan annually. This should be scheduled on a rolling and consistent interval when most convenient for the County.

It is recommended the County continue the current public engagement efforts such as social media posts, press releases, and website updates to keep the public informed on the implementation of the Plan and to seek their feedback on the ongoing projects. This is a vital part of building trust in the community and bringing continued awareness to the County’s needs, efforts to solve those needs, benefits of certain solutions, potential impacts, and reporting on the progress and completion of projects.

# 9. APPENDICES

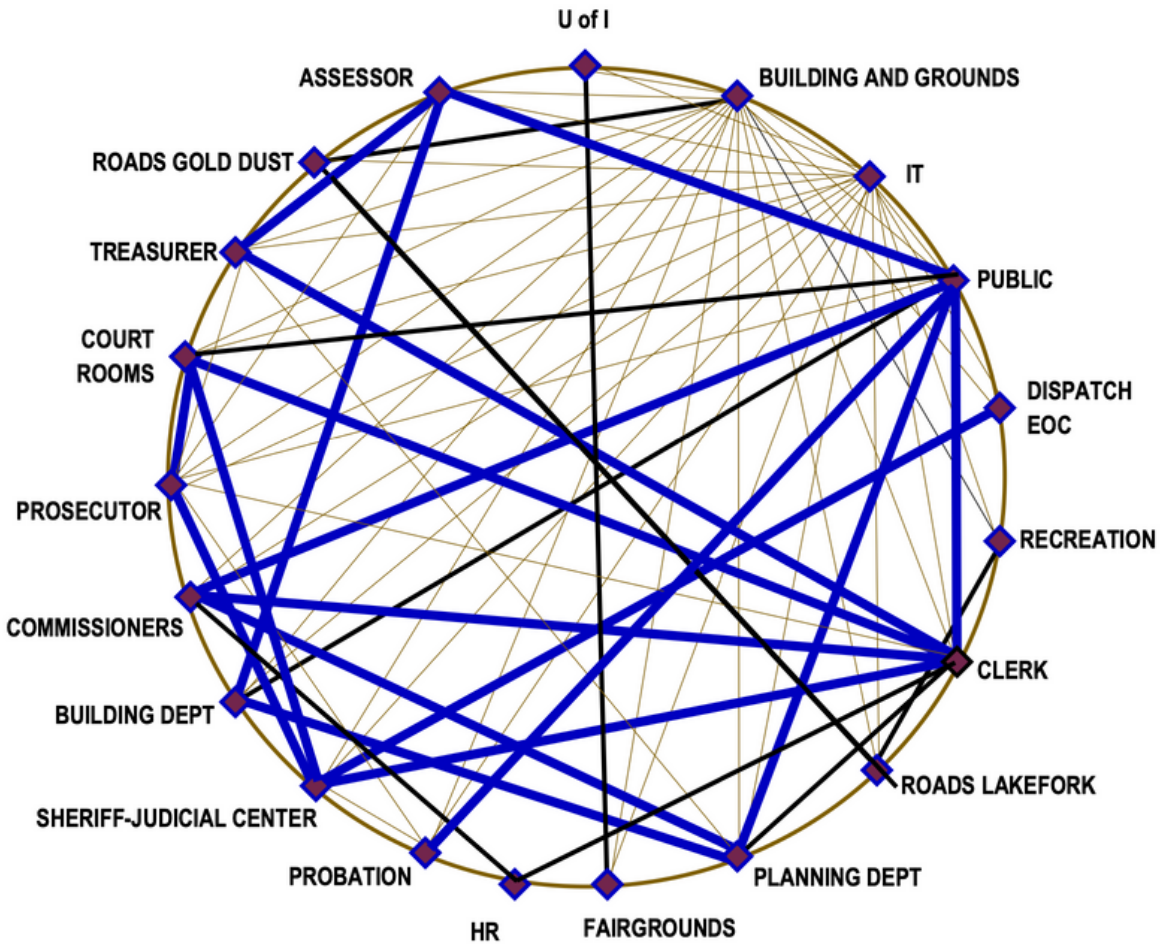
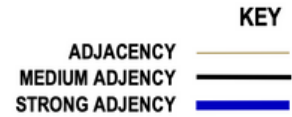
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# 9. APPENDICES

## 9.1 Adjacency

**ADJACENCY DIAGRAM**  
**VALLEY COUNTY FACILITY MASTER PLAN**





# 9.2 Demographic Report



## DEMOGRAPHIC TREND AND FORECAST REPORT FEBRUARY 2023



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— FINANCIAL —

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### EXECUTIVE SUMMARY

DATE: February 25<sup>th</sup>, 2023  
TO: Valley County Commissioners  
FROM: Cameron Arial, Clearwater Financial, President  
RE: Demographic Trend and Forecast Report

It is with pleasure that Clearwater Financial (*Clearwater, CWF*) presents you with this Demographic Trend and Forecast Report (*Report*) to assist Valley County (*County*) with its future decision-making.

Below are a few highlights from the Report:

- Valley County has grown steadily over the last 10 years by 1,884 people, an increase of 19.1% and the County’s estimated 2022 population is 12,661 citizens. The County is also the 5<sup>th</sup> fastest growing county in the State of Idaho.
- The County’s projected population for 2030, 2040 and 2060 is 14,565; 18,061 and 26,253 respectively. The County will double in size in the next 20 to 30 years.
- The County has approximately 20,500 parcels with dwelling units associated with them. Of these, only 17.3% (approximately 3,536) have an Idaho State homeowner’s exemption associated with them.
- Based on available data, approximately 715 lots have been approved in the County. Many of these are in larger subdivisions. However, most of these are also still unrealized, with only 195 lots being platted.
- Given the County’s current growth patterns and land-use entitlement process, the County is forecasted to grow primarily in the Northwest Donnelly, Donnelly proper and South Cascade regions.
- The County’s unemployment rate is at an all-time low of 0.7%. The 16+ population grew approximately 20% over the last decade. The Non-Labor Force population grew approximately 62% over the same period.
- Government and public administration remain the primary job sources and saw an approximate 260% increase over the last decade. Over the same period, Agriculture & Natural Resources saw the largest decline of approximately -72.7% over the same period.

We look forward to assisting the County in using this data and helping find solutions to its current and future facility and finance needs.

Best Regards,

Cameron Arial, President



## Demographics

### Population

Valley County has seen consistent population gain in recent decades (U.S. Census Bureau, Via TidyCensus, 2022). From 2010 to 2020 the County Grew by 1,884 people, an increase of 19.1%. The estimated 2022 population of 12,661 people (Gem State Prospector, 2022) has an even higher year-over-year average (3.9%) than any decennial change since at least 1980 (2.1%). While this growth made Valley County the 5<sup>th</sup> fastest Idaho county by percent in the last decennial, it was 16<sup>th</sup> (out of 44) for total population change. Seven counties in Idaho lost population since the 2010 decennial census.

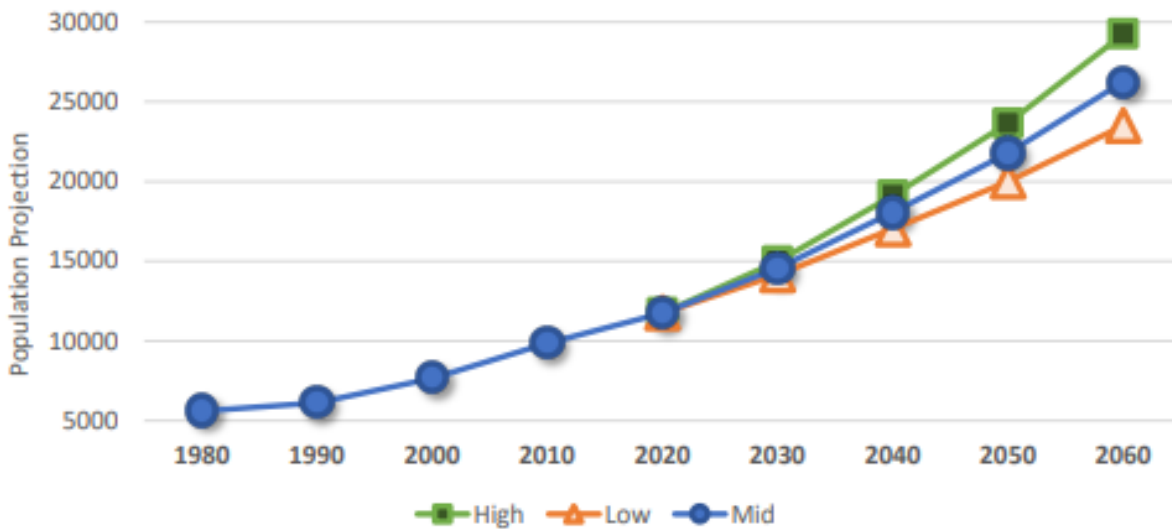
Valley County has a 50/50 split between males and females, and a median age of 50.4. The median age of males is 49.8 and females is 50.6. A significant portion of the population is over the age of 65, at 27.9%, and the largest working age group in 15-year brackets (20 to 34, 35 to 49, and 50 to 64) is 50 to 64 (U.S. Census Bureau, 2022).

Year	Population
1980	5,604
1990	6,109
2000	7,651
2010	9,862
2020	11,746

### Forecast

To forecast the population for Valley County, historical growth is used as a base and then modified to account for other considerations. The historical average growth is 20.6%, with a more recent decennial average of 19.1%. Due to increased year-over-year growth since 2020, more aggressive growth is assumed for a few years and then reduced to the historical average further out. The projected population for 2030 and 2040 is 14,565 and 18,061 respectively. The long-range forecast for 2060 is 26,253.

Table: Historical and Future Population Projection



Forecasting is heavily dependent on not just historical activity, but also external factors such as land availability, social and market forces and perhaps, most importantly, services such as sewer. Regulation and availability of waste systems may be the most influential factors. For these reasons, forecasting should be updated over time to account for infrastructure and regulatory changes.

## Housing

### Existing

Of the approximately 20,500 parcels with mobile homes or residential improvements in Valley County, only 17.3% (approximately 3,536) have an Idaho State homeowner’s exemption. This is not a perfect proxy for rentals versus homeowner-occupied units, but there are discrepancies in Census data for resort communities when considering occupied housing status, vacancy, and the total actual housing supply. At an average of 3.06 persons per dwelling unit in Valley County, this results in a population of 10,714. Since this housing information includes additional construction having occurred since the decennial Census (there would have been fewer housing units) and the population count then was 11,746, there is a gap.

For comparison and according to the Census Bureau’s 2021 American Community Survey (ACS), there are 12,162 housing units in Valley County (U.S. Census Bureau, 2023). Of these, only 3,690 are occupied (30.3%), and of those, only 2,992 units are owner-occupied out of the 12,162 units (24.6%). Since this is five-year data, it is averaged to increase accuracy but cannot be considered representative of what exists in 2021.

There is no realistic way to know how many of the new lots platted and constructed in Valley County are owner-occupied, full-time residents of Valley County. However, assuming similar rates to existing supply, then only 17.3% (based on exemptions) to 24.6% (based on the ACS) of new lots are for owner-occupied units. It is assumed that much of the growth demand for workforce housing would occur in cities, through infill or multi-family housing, by other means such as accessory dwelling units or manufactured housing, or by commuting from outside the County.

### Projections

Without changes to the current entitlement process, housing projections in Valley County must not only meet the needs of future residents, but the continued accommodation of a significant number of second homes and vacation rentals. Based on review of the non-expired entitlements in the last 10 years, approximately 715 lots have been approved in the County. Many of these are in larger subdivisions. However, most of these are also still unrealized, with only 195 lots being platted. It is likely that other lots were developed during this time, from prior entitlements but building data was not available.

The last several years have seen substantially increased entitlement activity through conditional use permits for subdivisions than in the prior eight years. Assuming similar development trends moving forward, which may be susceptible to changes in the economy, workforce

**Table: Subdivision Activity, Residential Lots, 2013 through 2022**

Description	Platted Lots	Pending Lots	Total Lots
Average Per Year (excluding 2022 and 2021)	10	1	11
Average Per Year	20	52	72
10-Year Total	195	520	715
<b>Lots Per Year Projection</b>			<b>50</b>

Data based on averages received from Valley County, Subdivision Applications by Year of C.U.P. Only new buildable lots were considered.



housing programs, and entitlement approval policy, 50 lots (units) per year is assumed. The average in the last 10 years has been 20 lots per year with a total of 195 during the 10-year period. This higher new assumed (forecast) average is greater than both the historical and recent platted lot averages but less than what is entitled. At 50 dwelling units per year, the County can better keep up with projected population growth and equates to 500 dwellings per 10 years.

The following figures indicate additional housing need above (in addition too) the current/existing housing gap in Valley County. The buildable lot projection, stated earlier, is an assumed 50 dwelling units per year. Understanding the following descriptions is helpful in reviewing the Dwelling Unit, Mid-Range Forecast below:

- **Housing Gap, 100%:** represents allocation towards the need for the local population only. It assumes that no new units are constructed for vacation rentals, second homes, or any user except for the local population only. It is very unlikely and intended only for comparative purposes.
- **Housing Gap, Split Need:** represents need under a business-as-usual forecast where the supply is split. The split ratio is 25% with a homeowner’s exemption in the future, and 75% without. This is slightly higher than the ACS value and aggressive when compared with existing residential State homeowner’s exemptions.

As shown in the Dwelling Unit, Mid-Range Forecast below, the forecast units per year would eventually close the housing gap for the forecast population, if dedicated to full-time residents only. If the current split remains however, the housing gap for full-time occupied housing worsens.

**Figure: Dwelling Unit, Mid-Range Forecast**

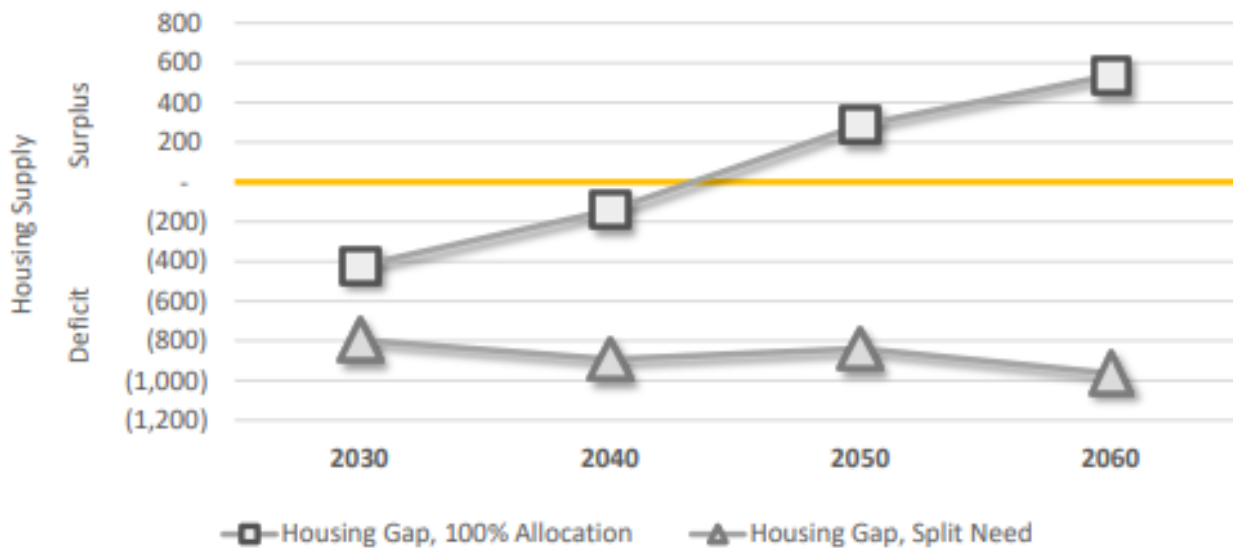


Figure: Dwelling Unit, Forecast Need

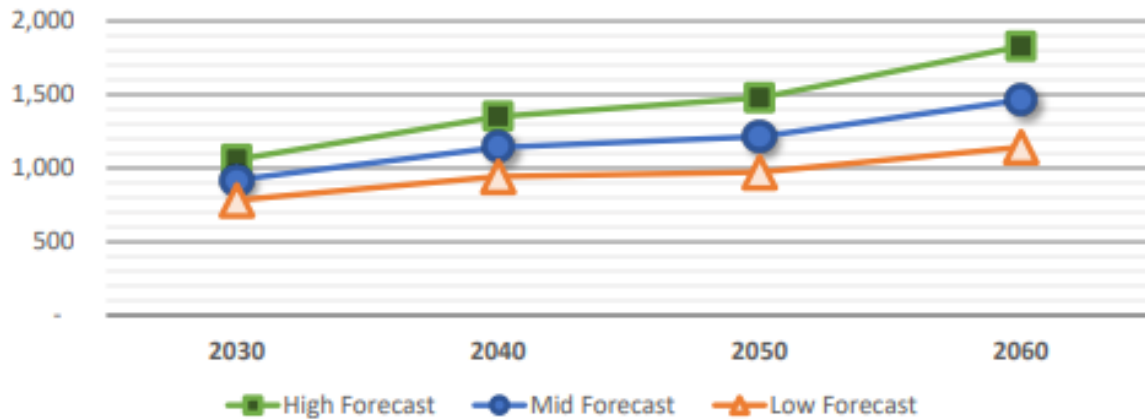
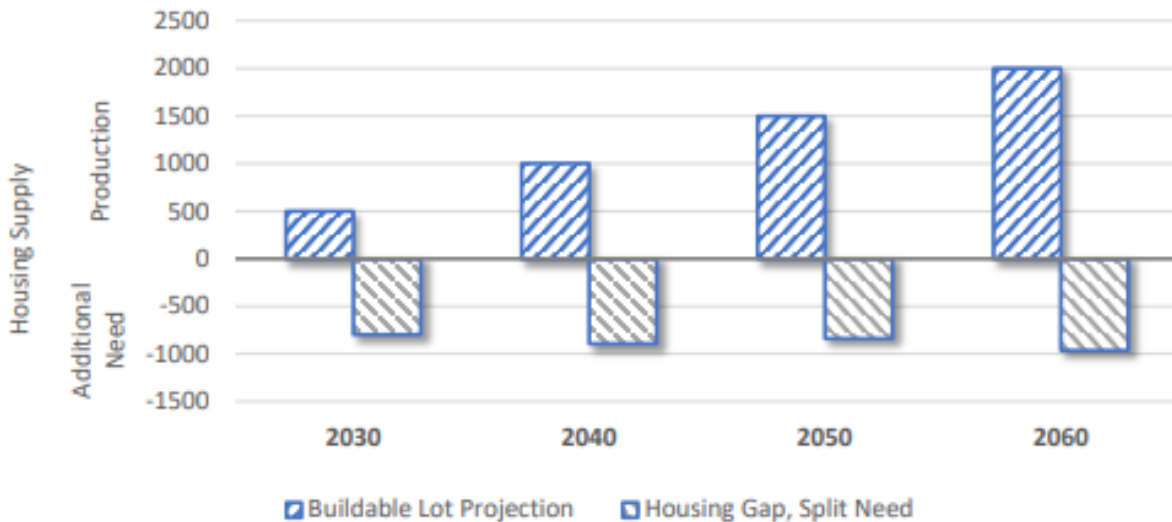


Figure: Dwelling Unit, Mid-Range Forecast

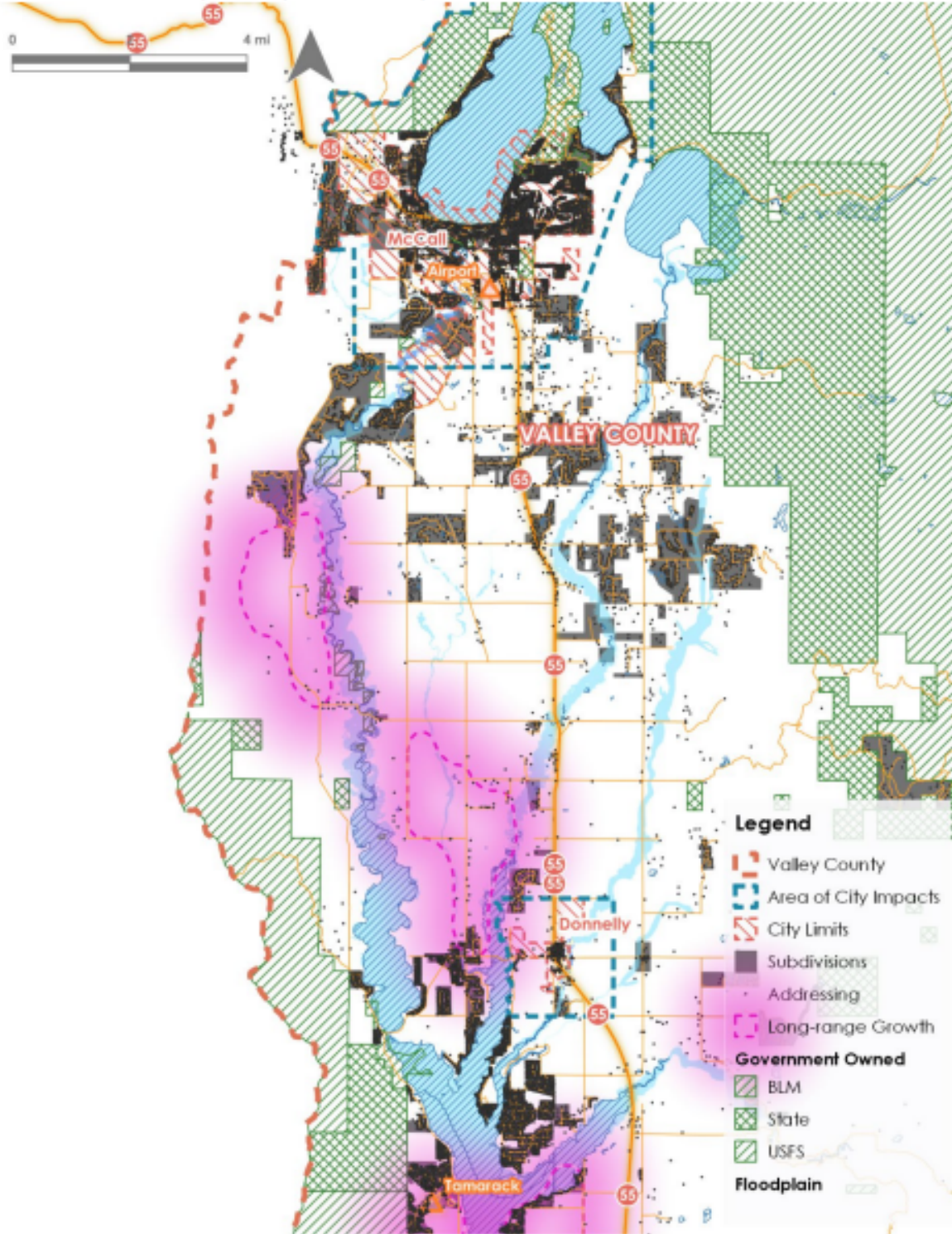


The housing gap described is Countywide development and could be addressed by housing programs, additional multi-family development, or smaller lot development in cities with infrastructure capacity. The buildable lot projection represents only those conditional use permits (CUPs) approved by the County for subdivisions, and not necessarily what cities may approve through other entitlement processes. According to County staff, some cities have resisted expanding utilities for new housing. Since community services are further from cities, and since much of the entitlements for new housing development in the County are not generally for the local workforce and residents, this represents a significant challenge to address future needs. Lastly, and to avoid mischaracterization, it should be noted that business-as-usual assumes need for a local population to support economic activity. Without second homes, vacation rentals, and other tourism, much of the demand would substantially decline.

The following Growth Maps depict potential areas of concentrated housing between now and 2060. These maps only show the assumed housing approved by Valley County, and not the approvals within municipal boundaries.

## Exhibits

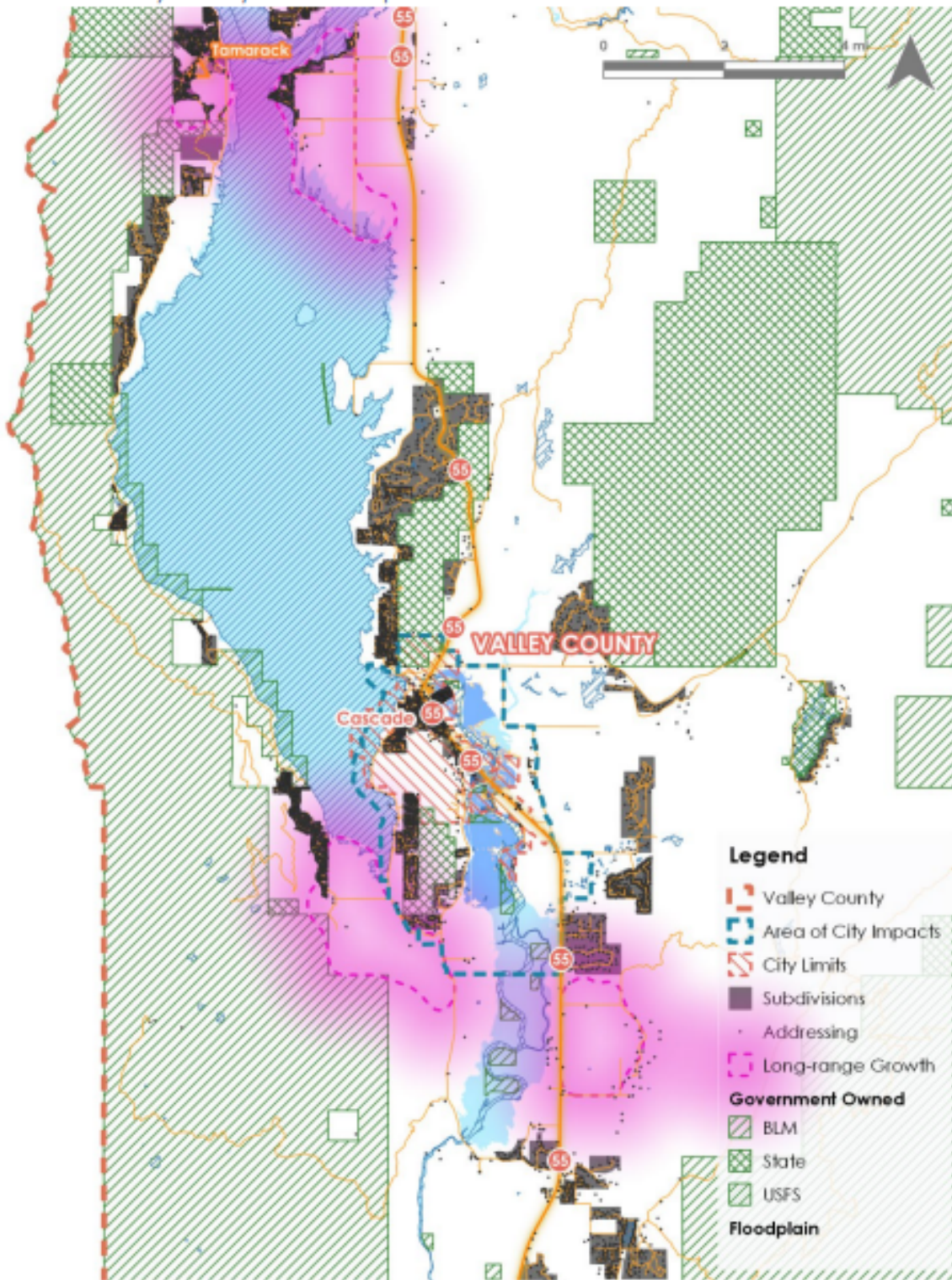
Exhibit: North Valley County Growth Map



*Note: This map series depicts potential areas for new subdivision lots approved by Valley County, and not by municipal jurisdictions.*



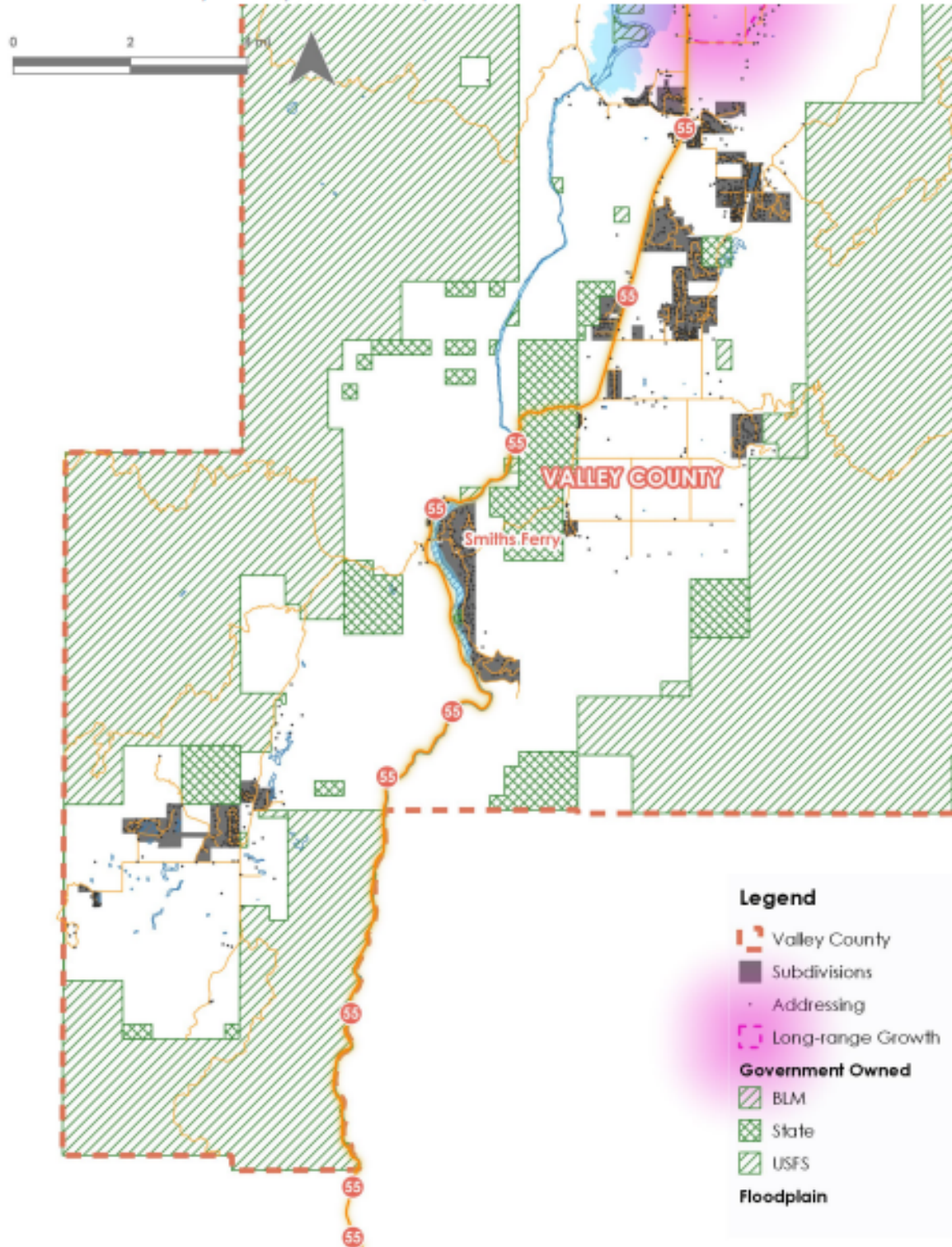
Exhibit: Mid Valley County Growth Map



Note: This map series depicts potential areas for new subdivision lots approved by Valley County, and not by municipal jurisdictions.



Exhibit: South Valley County Growth Map



Note: This map series depicts potential areas for new subdivision lots approved by Valley County, and not by municipal jurisdictions.

## Workforce and Economic Activity

The Census Bureau’s ACS data provides some indicators that help to indicate economic activity by exploring changes to the workforce. Over the last 10 years, and unlike the population, the overall workforce across Valley County has decreased by 4.6% (DP03: Selected Industry Characteristics, 2023). This is despite the civilian population over the age of 16 increasing by 19.7%. More notable is the population aged 16 and older, and not in the labor force, which has increased by 62.2%. As previously indicated, reasons for the reduced workforce may include the increasing age of the population and particularly those over 64, as well as the reduced supply of housing for the workforce. The unemployment rate in the 2021 ACS Five-Year data was only 0.7% (which is notable for a five-year collection period).

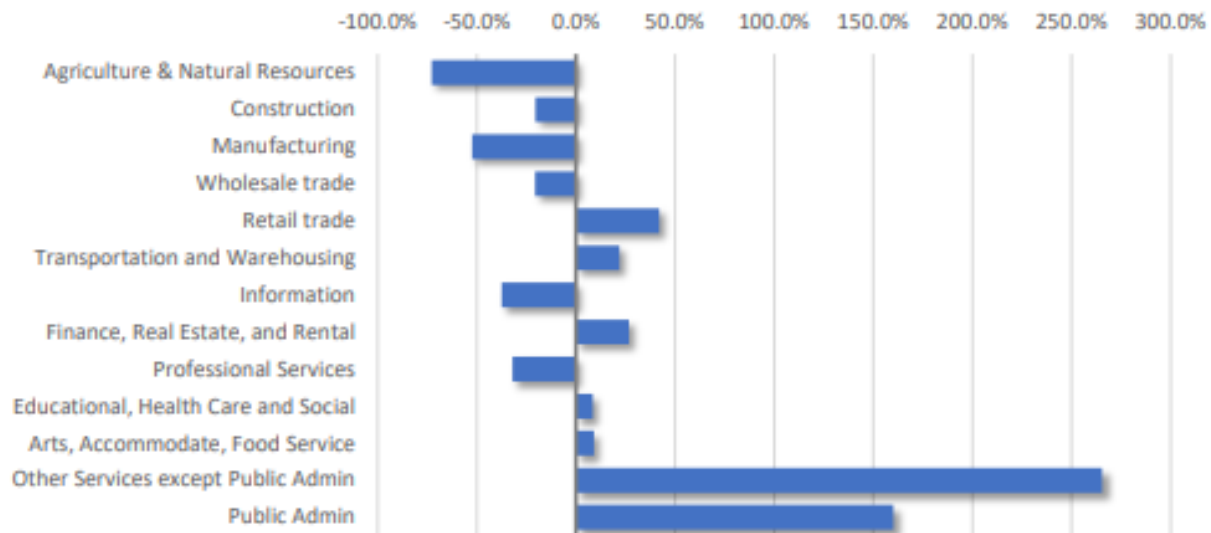
**Table: Valley County Workforce**

Workforce	2011	2016	2021	Change 2016 to 2021	Change 2011 to 2016	Average 5-Year Change	Change 2011 to 2021	2011 to 2021 % Change
Population 16+	8,149	8,230	9,757	1,527	81	804	1,608	19.7%
Not in labor force	2,973	3,580	4,821	1,241	607	924	1,848	62.2%
Civilian labor force	5,176	4,650	4,936	286	-526	-120	-240	-4.6%
Unemployment Rate	6.8%	4.9%	0.7%	-4.2%	-1.9%	-3.1%	-6.1%	-89.7%

The following are standard industry groups for the employed workforce over the same periods as the Valley County Workforce table. ACS data is a valuable lens to view this type of data as it captures all types of employment, and not just covered employment (those without employment insurance and generally including part-time and seasonal workers) which is a shortcoming of other datasets. This workforce data represents those who live in Valley County. Employment has seen only minimal growth over the last 10 years, at 1.5%, and there have been significant declines in several industries including agriculture, manufacturing, information, and professional services. Services, retail, and public administration have all increased consistently.



**Figure: Percent Change to Labor Industry, 2011 to 2021**



**Table: Valley County Employment Industries**

Industry Sector	2011 #	2016 #	2021 #	Average 5-Year Change	Change 2011 to 2021	2011 to 2021 % Change
Civilian employed population 16+	4,825	4,420	4,899	37	74	1.5%
Agriculture & Natural Resources	480	136	131	-175	-349	-72.7%
Construction	772	419	614	-79	-158	-20.5%
Manufacturing	321	125	153	-84	-168	-52.3%
Wholesale trade	92	13	73	-10	-19	-20.7%
Retail trade	506	469	718	106	212	41.9%
Transportation and Warehousing	183	450	223	20	40	21.9%
Information	144	102	90	-27	-54	-37.5%
Finance, Real Estate, and Rental	240	301	304	32	64	26.7%
Professional Services	409	422	278	-66	-131	-32.0%
Educational, Health Care and Social	814	609	883	35	69	8.5%
Arts, Accommodate, Food Service	608	965	663	28	55	9.0%
Other Services except Public Admin	98	155	358	130	260	265.3%
Public Admin	158	254	411	127	253	160.1%

To understand how the workforce may vary from the jobs available in Valley County (for example, some residents commute outside the County or work remotely), a combined dataset from the Census LEHD program may be useful to contrast (OnTheMap, 2023). This data is commonly accessible from Census Bureau’s On The Map program, but also through other API in more robust formats. This dataset combines information from the Census Bureau such as ACS, and other sources such as the Bureau of Labor and Statistics. This data is typically behind a few years due to the processing effort required to produce it, and has higher margins of error. Finally, some of the information fed into the dataset has

limitations, such as only including covered employment. Still, for those jobs and residents that this information does cover, it can be very helpful when considering other companion data.

**Table: Worker vs. Resident Characteristics**

Industry	Worker #	Worker %	Resident #	Resident %	Difference
Total All Jobs	3,927	100.0%	3,872	100.0%	55
Agriculture & Natural Resources	93	2.4%	103	2.7%	-10
Construction	387	9.9%	332	8.6%	55
Manufacturing	44	1.1%	146	3.8%	-102
Wholesale Trade	33	0.8%	88	2.3%	-55
Retail Trade	498	12.7%	541	14.0%	-43
Transportation and Warehousing	85	2.2%	112	2.9%	-27
Information	34	0.9%	38	1.0%	-4
Finance, Real Estate, and Rental	195	5.0%	180	4.6%	15
Professional Services	191	4.9%	287	7.4%	-96
Educational, Health Care and Social	536	13.6%	594	15.3%	-58
Arts, Accommodate, Food Service	1,167	29.7%	904	23.3%	263
Other Services except Public Admin	113	2.9%	108	2.8%	5
Public Admin	551	14.0%	439	11.3%	112

There are several areas of notable discrepancy between what workforce is available and what jobs are available in Valley County. This can be characterized as Labor Export, those residents who work outside the area (or work remotely), and Labor Import, those jobs that are not filled by Valley County residents but by employees who commute into the County. The industries with the biggest export are Manufacturing, and Professional Services. The industries with the biggest import are Arts, Accommodation, and Food Service, and Public Administration.

**Figure: Labor Export and Import**

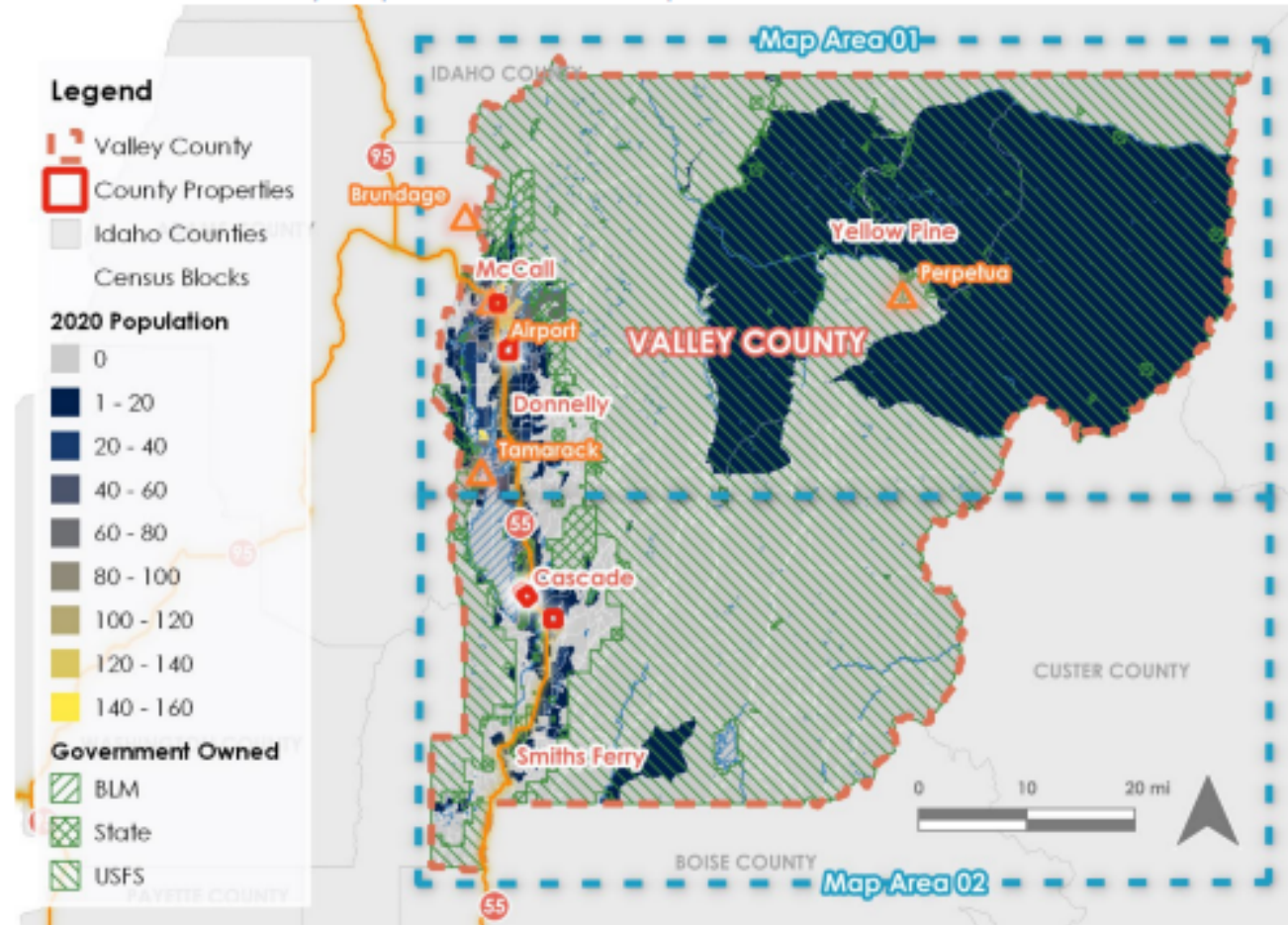


Without a big shift in industry growth and job availability, the previous information shows a trend generally expected in growing resort areas. More affluent and tourism-related services are increasingly in demand, and in combination with the housing market, are provided by a labor force different from the changing demographic of the residents that live in Valley County. More restaurants and retail space will be needed, and more space for services ranging from hair stylists, doctors' offices, and government services.

However, projects like Perpetua have the potential to significantly impact not just jobs in the County but create a trickle-down that creates need for new workforce housing and new services to support the workforce; and may have a variety of impacts from leisure activities to maintenance of roads and other public infrastructure. Big projects, generally, may act as market disruptors and compete for land and the land development workforce. In either case, new residents either visiting, temporary, or permanent, will continue to increase demand for commercial space. The permanence and ability for new employers to be able to sustain full-time, non-seasonal jobs, will likely depend on the type of housing provided in the future.

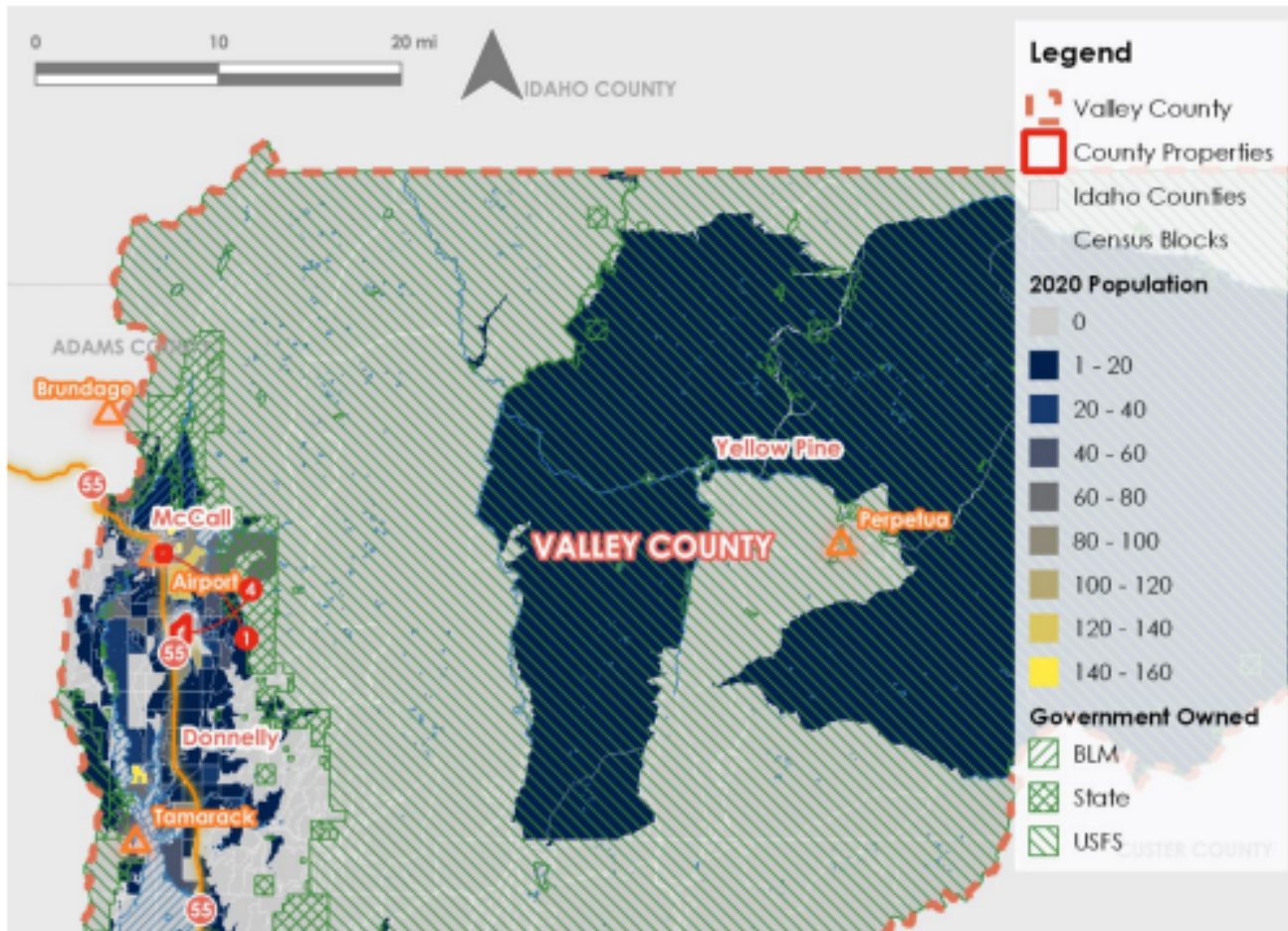
## Facility Maps

Exhibit: Overall Facility Map with Decennial Population



Note: See Map Area 01 and Map Area 02 for enlarged view and lists of facilities at each location.

Exhibit: Map Area 01



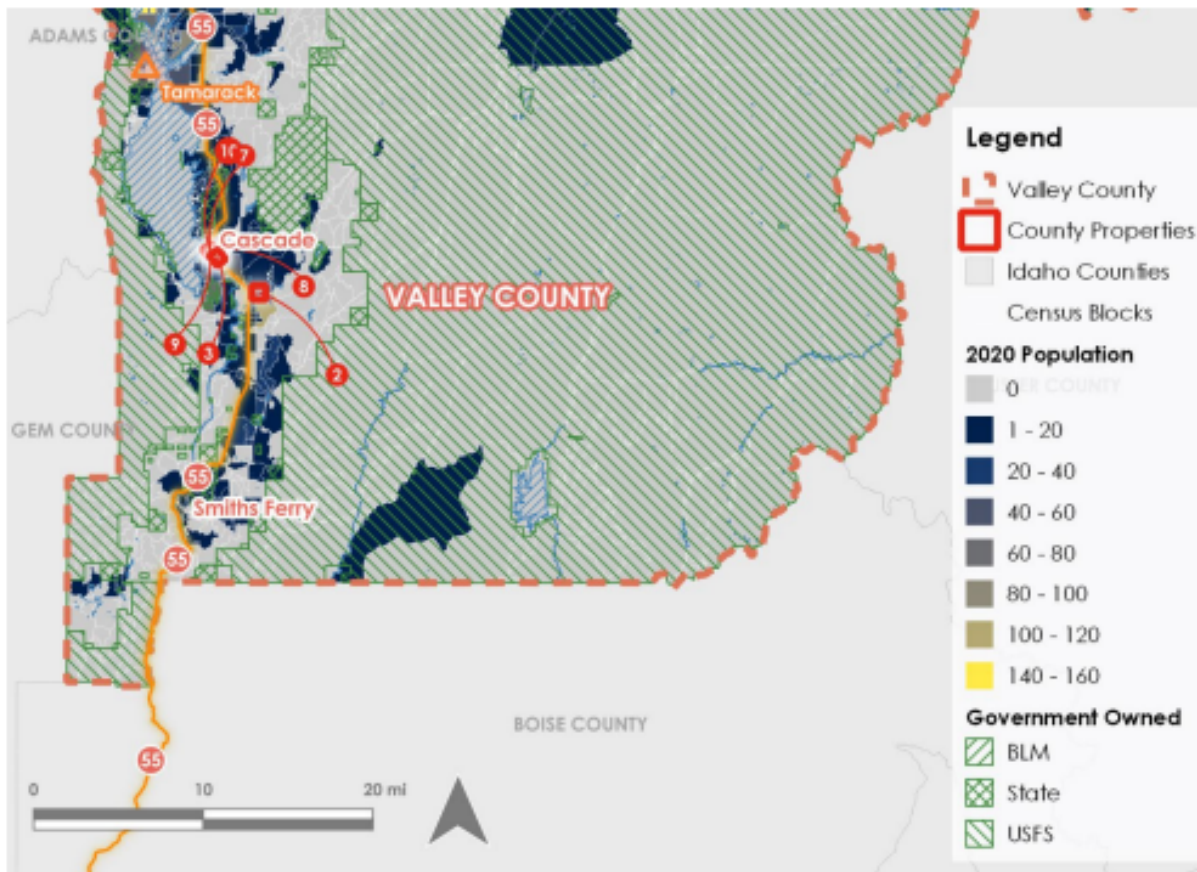
**#1: 550 Deinhard Ln**

- McCall Annex Probation
- McCall Police Community Service Coordinator

**#4: 107 W Spring St**

- Sand Storage - Lake Fork (Road Dept)
- Lake Fork Shop
- Truck Barn Lakefork
- Grader Barn Lakefork
- Recycle Facility
- Compactor Building
- Boat Storage (Road Dept)
- Sign Shop - Lake Fork (Road Dept)
- Bobcat Building (Road Dept)

Exhibit: Map Area 02



**#2: 55 Gold Dust Rd**

- Sand Storage - Gold Dust (Road Dept)
- Van Storage (Road Dept)
- Equip/Storage Bldg - Gold Dust (Road Dept)
- Weed Equipment Storage

**#3: 520 S Front St**

- Ticket Booth (Fairgrounds)
- Road Department Offices
- Snack Bar (Fairgrounds)
- Restrooms (Fairgrounds)
- Sign Shed (Road Dept)
- Equipment & Truck Storage (Road Dept)
- Weed Spray Building (Road Dept)
- Warehouse #4 (Road Dept)
- Warehouse #3 (Road Dept)
- Warehouse #2 (Road Dept)
- Oil House (Road Dept)
- Cascade Shop #2 (Road Dept) Weld Shop
- Cascade Shop #1 (Road Dept)
- Warehouse #1 (Road Dept)

**#5: 415 N School St**

- Senior Citizen Center

**#6: 219 N Main St**

- Courthouse - Cascade (County Offices)

**#7: 205 N Idaho St**

- Employee Housing

**#8: 107 W Spring St**

- University of Idaho Extension

**#9: 108 W Spring St**

- Emergency Operations Center (EOC)

**#10: 107 W Spring St**

- Justice Facility





## References

- Gem State Prospector. (2022, December <http://www.gemstateprospector.com/demographics.html>). *Valley County Demographic Profile*. Retrieved from Idaho Department of Commerce: Gem State Prospector
- U.S. Census Bureau. (2022, December). *Explore Census Data*. Retrieved from United States Census Bureau: <https://data.census.gov/>
- U.S. Census Bureau. (2023, February). *DP03: Selected Industry Characteristics*. Retrieved from Explore Census Data: <https://data.census.gov/>
- U.S. Census Bureau. (2023, January). *DP04: Selected Housing Characteristics*. Retrieved from Explore Census Data: <https://data.census.gov>
- U.S. Census Bureau. (2023, February). *OnTheMap*. Retrieved from Center for Economic Studies, LEHD: <https://lehd.ces.census.gov/>
- U.S. Census Bureau, Via TidyCensus. (2022, December). *Available API's*. Retrieved from Data & Maps: <https://www.census.gov/data/developers/data-sets.html>



Attachments:

Attachment 01: Demographic Snapshot

Indicator Description	Value
<b>County Area (Square Miles)</b>	<b>3,733</b>
<b>Estimate Population, 2022</b>	<b>12,661</b>
<b>Total Population, 2000</b>	<b>7,651</b>
<b>Total Population, 2010</b>	<b>9,862</b>
<b>Total Population, 2020</b>	<b>11,746</b>
10-Year Population Change, Total	1,884
10-Year Population Change, Percent	19.1%
20-Year Population Change, Total	4,095
20-Year Population Change, Percent	53.5%
<b>Population Density/SQM</b>	<b>3.1</b>
<b>Gender</b>	
Male	50.0%
Female	50.0%
<b>Age Groups</b>	
Under 5 years	4.5%
5 to 9 years	3.3%
10 to 14 years	6.3%
15 to 19 years	4.2%
20 to 24 years	3.5%
25 to 29 years	4.8%
30 to 34 years	5.1%
35 to 39 years	3.8%
40 to 44 years	7.7%
45 to 49 years	6.1%
50 to 54 years	5.3%
55 to 59 years	8.1%
60 to 64 years	9.5%
65 to 69 years	10.5%
70 to 74 years	6.5%
75 to 79 years	3.9%
80 to 84 years	2.1%
85 years and over	4.9%
<b>Age Groups Grouped</b>	
Under 10	7.8%
10 to 19	10.5%
20 to 34	13.4%
35 to 49	17.6%



50 to 64	22.9%
65 and Older	27.9%
<b>Median Age</b>	<b>50.4</b>
Male	49.8
Female	50.6
<b>Labor Force</b>	<b>5,414</b>
<b>Unemployment Rate</b>	<b>5.2%</b>
<b>Median Household Income</b>	<b>\$65,316</b>
<\$10 K	2.94%
\$10-\$20K	7.30%
\$20-\$30K	11.72%
\$30-\$40K	8.98%
\$40-\$50K	5.98%
\$50-\$60K	8.21%
\$60-\$75K	12.17%
\$75-\$100K	14.01%
> \$100	28.14%
<b>Notes:</b>	
* Values included in total Taxable Property Value	
<b>References:</b>	
2022 Population Estimate: Idaho Department of Commerce, Gem State Prospector, Retrieved on December 5, 2022.	
2010 and 2020 Population data: DEC Redistricting data, US Census Bureau, Retrieved on December 5, 2022.	
Age and Sex data: ACS 5-Year Estimates, Retrieved on December 5, 2022.	
Labor Force and Income data: Idaho Department of Commerce, Gem State Prospector, Retrieved on December 5, 2022.	



## 9.3 Stakeholder Interviews Summary



### Valley County General MFP Comments

With rapid growth Valley County stakeholders reported their organizations are currently stretched thin to accommodate the new and higher demand for resources. Short-term growth plans are many and were reported to be completed within 6 months with other plans being completed in the next 2 years. Long-term expansionary plans were fewer and extended from 5 to 25 years. Comprehensive plans exist within municipalities but need to be updated or revisited.

Short-term plans include building facilities to accommodate growth and are projected to be completed within the next six months, finishing in 2023. St. Luke's, located in McCall, projects to finish building a facility, roughly 35K sq ft. - 60K sq. ft., in January. Funding for the Cascade Public School District is based on enrollment and daily attendance. With enrollment stagnant within the school district, members plan to generate a PR campaign to communicate their needs to stakeholders. Also, within 3-5 years, there is a plan to build out the municipal broadband system.

Long-term plans include spatial, residential, and workforce needs of the community. Plans for parking lots, workforce housing, residential housing, and other forms of expansion for various organizations are beginning and undergoing construction within the next five years. Perpetua, a gold and mining company in Donnelly, Idaho, will start their expansionary project in 2027, estimated to cost \$1B. The Sewer District in McCall is currently preparing a 20-year Master Plan. In the long term, the Cascade Public School District aspires to expand the Career and Technical Education classes offered and utilize geothermal energy for school building use.

For current needs, it is reported that McCall lacks access to drinkable water, and the approximate cost of this project is \$2.8M. Additionally, McCall has a significant intersection need, as well as a need for employment and employee housing. In Cascade, there is a need for a stormwater management plan. Cascade recently received a \$600K grant from FEMA related to stormwater issues. For general notes, it would be beneficial to have County Buildings closer to residents, and it would also be helpful to expand hotel industries to individuals coming and going to the municipalities.

Employment, reported by various organizations, is expected to grow within the next 5-10 years. Some organization leaders estimate roughly 6-7% up to a 42% increase, depending on the organization and the period for the project. Brundage, located in McCall, Idaho, predicts a full-build out of the organization over the next 20-25 years and





projects employment growth to rise from 350 employees in peak season to 500-600 employees.

Needed services within communities include, but may not be limited to, Water, Sewer, Safe Public Transportation systems, Emergency Services, and better recycling services. The stakeholders noted that the service providers are responsive, reliable, professional, and qualified, but providers may be subject to resource constraints.

For stakeholders that provided perceptions of Valley County facilities based on their experiences and current relationship, many noted the facilities were dated but have promising projections about what the facilities could be with adequate resources, communication, and relationship building among City and County members.

Workforce housing is necessary to accommodate growth for this community, and some stakeholders note that a plan is already in place after the city established a housing committee. In the future, it may be helpful to offer a more precise definition of workforce housing development to accommodate projected growth in the future and source appropriate funding sources.

A shared recreation center would benefit all age groups within the community, as reported by almost all interviewed stakeholders. The McCall School district might be a good partnership for this type of project, and Brundage currently has 113 acres available for summer recreation events and activities. Lake Fork could be a good location for this purpose, and traffic and parking would be a significant consideration.

When asked about the Valley County fairgrounds, many reported they needed clarification on its location, proclaimed they hadn't visited due to the condition, or remarked it was underwhelming and unimpressible. In the future, improvements could be made to this public resource by hosting special events and extending its use to different entries and programs.

With the community's anticipated growth within the next 5-10 years, organization members recognize a need for improved services, expansionary plans, and increased residential and workforce housing. Community involvement opportunities, building recreational districts, and utilizing existing publicly owned facilities, like the Valley County fairgrounds, would benefit the community.



## 9.4 Survey Results



# VALLEY COUNTY

## Courthouse Facility Survey

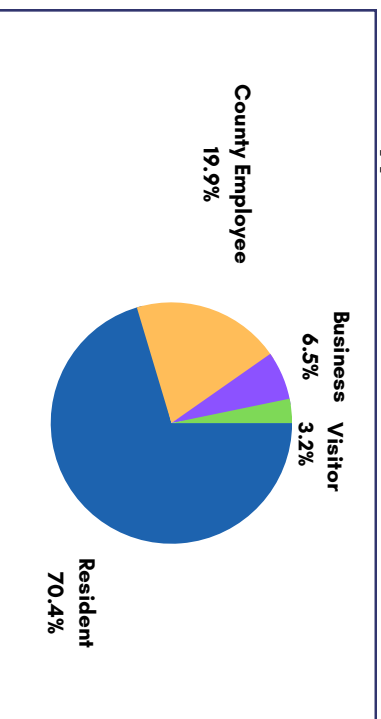
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**April 18 - August 9, 2023**

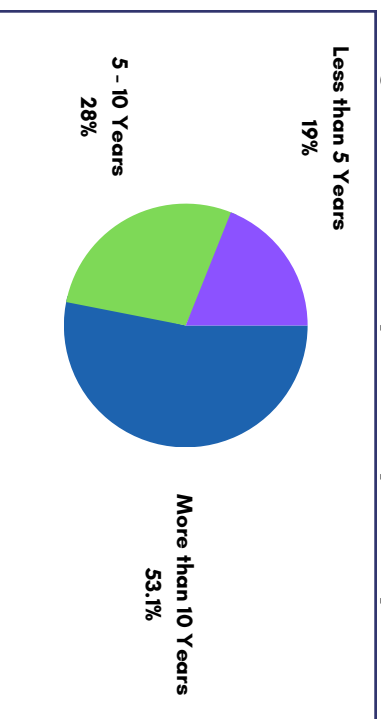
**Responses: 269**

## Respondent Demographics

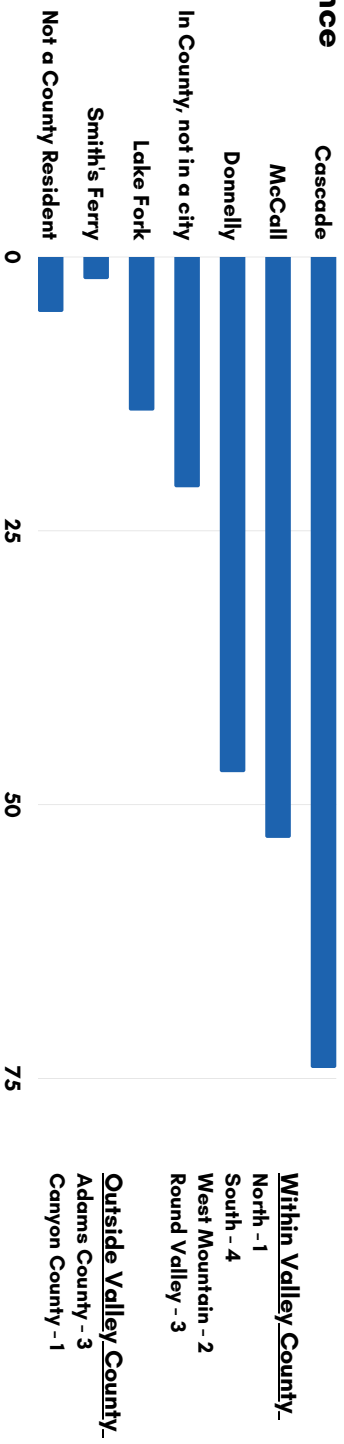
### Visitor Type



### Length of Residency in Valley County



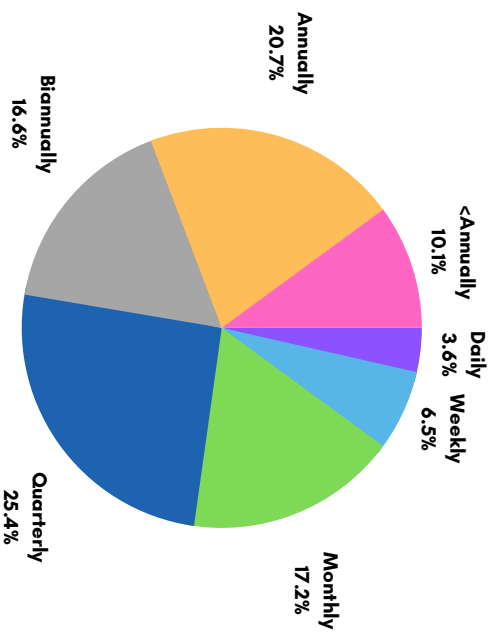
### Residence



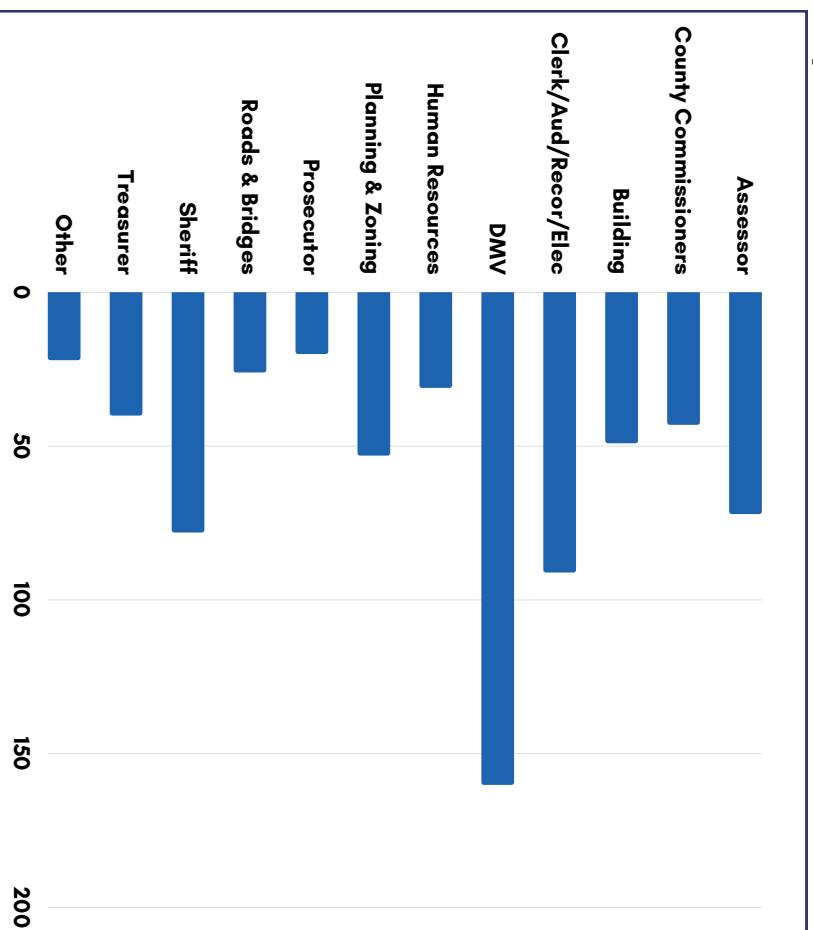
- Within Valley County.
- North - 1
- South - 4
- West Mountain - 2
- Round Valley - 3
- Outside Valley County.
- Adams County - 3
- Canyon County - 1



**Visit Frequency, Employees excluded**



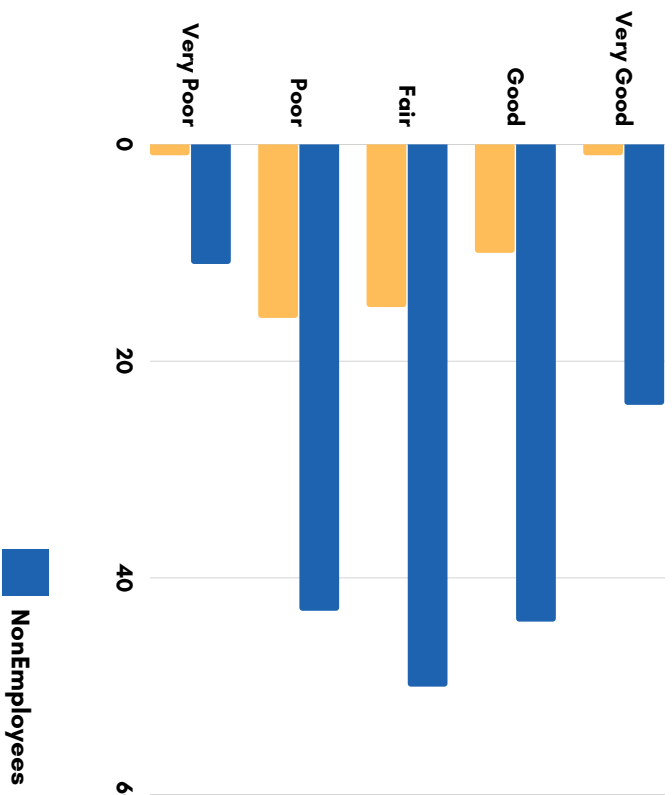
**Department Visited**



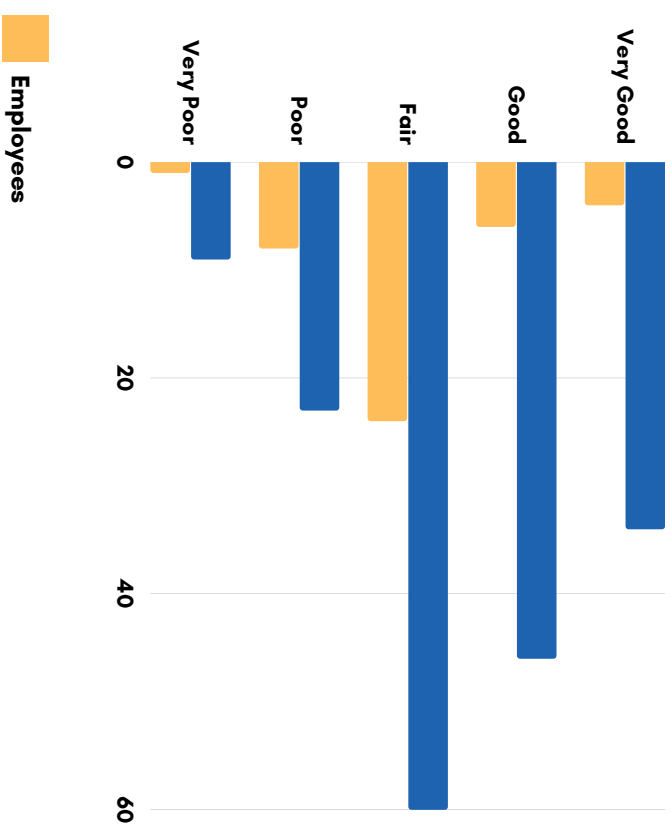


# Visit Information

## Parking & Access

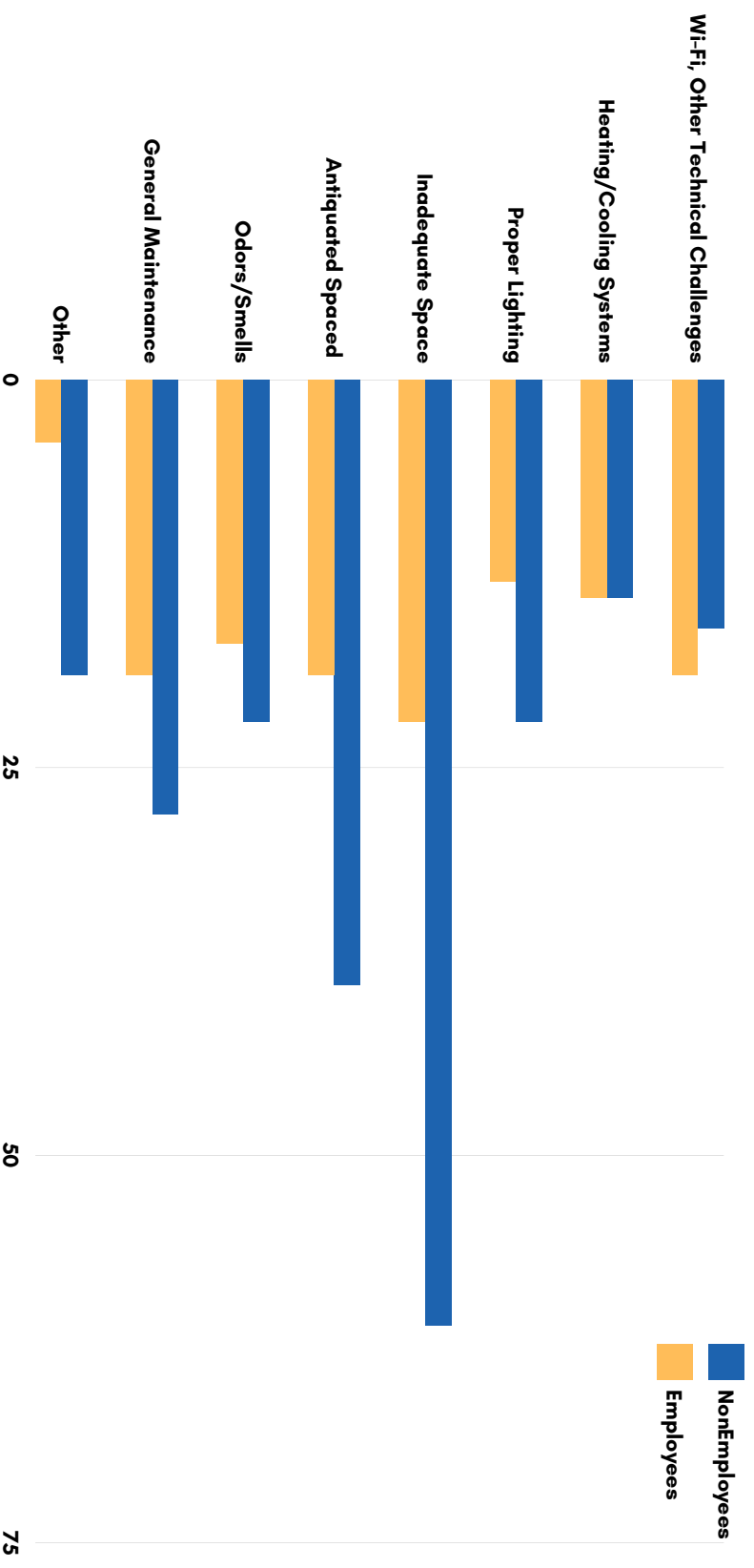


## Condition of Department Visited



## Facility Needs

### Facility Needs Observed or Experienced



## Most Common Comments

- **Space Needs**
- **Dated Spaces, Needing Improvements**
- **Waiting Areas Needed**
- **Accessibility Improvements**
- **Frustrated by Security Entry Requirement**
- **DMV - Busy, Crowded Spaces, Liked having McCall location**



# 9.5 Citizens Committee Recommendation Letter

DATE: August 8, 2023  
TO: Valley County Board of County Commissioners  
FROM: Citizens Committee Members  
RE: Master Facilities Plan and Comprehensive Financial Plan Recommendations

---

Honorable County Commissioners:

As members of the Master Facilities Plan (MFP) and Comprehensive Financial Plan (CFP) Citizens Committee, we are grateful for the opportunity to provide input to these Plans that will guide and prioritize future facility and budget planning. These Plans will ensure continuous delivery of public services as the County grows and evolves.

The Board is to be commended for undertaking this important, proactive endeavor that has brought together stakeholders and the public to start working toward our common future. Our committee is comprised of individuals from all over the county who represent various community organizations. We applaud the Board for working to protect your constituents by engaging in this process. We hope that the county continues to engage the community in the annual review of the Master Facilities and Comprehensive Financial Plans.

Following tours of County facilities, review of extensive documentation, review of a public facilities survey, seeking public feedback, active discussion at four Committee meetings, and a collaborative prioritization process, we are prepared to share our observations and recommendations below. These recommendations are listed by level of importance.

1. Issue a Request For Proposal (RFP) for the design of new Roads Department building at the County-owned Gold Dust site,
2. Negotiate a sale of a portion of the Gold Dust site to Idaho Power for a future substation which will also help fund needed improvements identified in the final Master Facilities Plan,
3. Move forward with the Courthouse Complex design as described in Campus Scenario Option 3 and the necessary funding process,
4. Partner with the Fair Board and potential community partner entities and organizations (U of I extension, 4H leaders' council, etc.) to initiate a Master Plan process for the Fairgrounds site,
5. Plan for expansion at the McCall Annex,
6. Work with the recently appointed Valley County Recreation Advisory Committee and potential community partner entities and organizations to explore a Master Plan process for a multi-purpose indoor sports complex, potentially at the County-owned Lake Fork site, and
7. Assess and plan for improvements that may arise at the Emergency Operations Center, as resources allow.

On behalf of the County, we will continue to provide review of and input to the MFP and CFP as the processes continue.

Thank you again for this opportunity.

Sincerely,

MFP/CFP Citizens Committee Members:

Scotty Davenport  
Jill Wright  
Shauna Arnold

Scott Freeman  
Eric Pingrey

Lindsey Harris  
Patrick Pratchett



## 9.6 Public Engagement Report

Public engagement and outreach communications were important elements of the MFP/CFP process to provide transparency, gather and disseminate information, and provide opportunities for community members to participate and share their input.

Engagement and communication activities throughout the project process are summarized below:

### Stakeholder Interviews

Early in the process, team members conducted interviews with both internal and external stakeholders.

Internal interviews are valuable as they help give the perspective of the employees who use the facilities the most. They can help identify facility and service delivery challenges and plans for future activity.

External interviews are an integral part of the MFP/CFP process to help identify common challenges and opportunities, learn of future plans, gather valuable data, and identify potential collaborations and partnerships. The team conducted a total of 15 external interviews with other public agency officials in the region, and individuals representing business, community, and nonprofit organizations. A summary of stakeholder interviews can be found in [Appendix 9.3](#).

### Citizens Committee

The Committee was comprised of seven community members serving in an advisory capacity to ensure community needs were addressed and that resident concerns were relayed and incorporated into the process. Committee members participated in facility tours and attended a total of 4 meetings where they offered early feedback, valuable local and industry-specific insights, and input on prioritization of scenarios, all of which helped refine the final Plans. The Committee's final recommendation letter can be found in [Appendix 9.5](#).

### Courthouse Facility Survey

A total of 269 responded to a 10-question survey, which was released in April and remained open for approximately three months. Hard copy surveys were available at Departments housed at the Courthouse, and the survey was promoted on the City's website and social media. The survey gathered visitor and employee feedback regarding facility needs and conditions. Residents represented approximately 70 percent of responses; employees, 20 percent; and businesses and visitors, the remaining 10 percent. Overall facility conditions were rated as fair. The most common challenges identified were inadequate and dated spaces, security requirements for entry, and accessibility. In addition, employees identified Wi-Fi and other technological challenges. The final survey results report appears in [Appendix 9.4](#).



## **Courthouse Tour Video**

A tour of the Courthouse facility, conducted by County Clerk Douglas Miller and County Treasurer Johanna Defoort, offers residents a current view of facility conditions. To view the video please visit <https://www.youtube.com/watch?v=onSdkjlxpqw>.

## **Dedicated Project Webpage**

The MFP/CFP project-specific webpage was created early in the process, providing an overview of the steps and timeline. The page was updated on a regular basis to include reports, quarterly updates, and County Commission presentations. To view the webpage visit <https://www.co.valley.id.us/departments/ClerkAuditorRecorder/MasterFacilitiesPlan>.

## **Social Media**

Posts highlighted information and images to drive viewers to the webpage for information early in the process. The survey was promoted heavily and helped drive additional respondents to take the survey. See examples of posts below.

## **Quarterly Updates and Press Releases**

Updates were posted to the webpage and issued to news media on a regular basis.

9.6 Public Engagement Report, cont.....

**Valley County Idaho**  
April 24

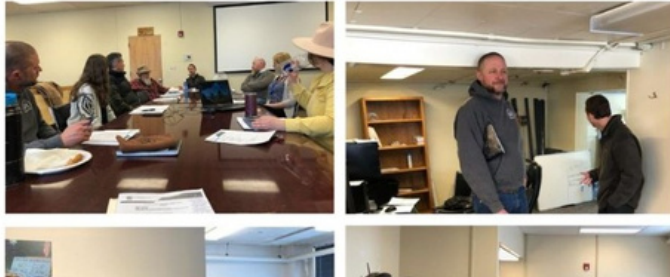
Help Valley County assess the conditions of our current facilities by taking our courth...  
Answers will help us prepare our Master Facilities Plan to proactively guide efforts to accommodate projected growth and ensure consistent delivery of services well into the future. If you have recently visited the County Courthouse facility, we kindly ask that you take a moment to respond to a survey assessing your visit. The survey should take no more than three minutes. [See more](#)



**Valley County Idaho**  
May 15

As part of ongoing Master Facilities Plan activities, the Citizens Committee held its initial meeting in March. Committee members also learned firsthand about short ceilings, sloping floors, insufficient heating, and blown fuses when space heaters are used in Courthouse facilities.

The Committee plays an important role in the Master Facilities Plan Process by:  
• Sharing information to provide an understanding of the County's facility needs, challenges, findings, opportunities... [See more](#)



**Valley County Idaho**  
June 1

Do you think current Valley County facilities meet our community's needs? Let us know in the survey below!

Answers will help us prepare our Master Facilities Plan to proactively guide efforts to accommodate projected growth and ensure consistent delivery of services well into the future.

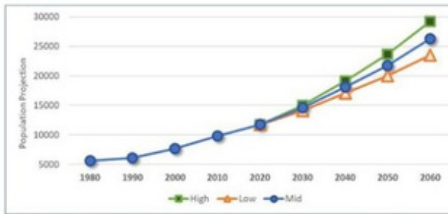
If you have recently visited the County Courthouse facility, we kindly ask that you take a moment to respond to a survey assessing your visit. The survey should take no more than three minutes... [See more](#)

**Valley County Idaho**  
May 17

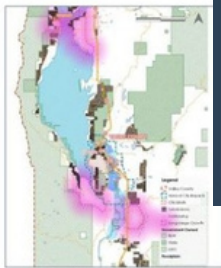
Did you know, based on historical growth patterns, Valley County's population could double in the next 20 to 30 years? And, based on entitled lots, near-term growth is forecasted primarily in Northwest Donnelly, the City of Donnelly, and the South Cascade regions.

These and other data points are part of a recent demographic report, part of the ongoing Master Facilities Plan process, which covers trends and projections essential in efforts to proactively prepare for the County's future. [See more](#)

**DEMOGRAPHIC REPORT**



Donnelly Area



Cascade Area

**Valley County Idaho**  
June 27

If you've recently visited the Valley County Courthouse—whether you're a resident, business, or an occasional visitor—your feedback is welcome. Your input will contribute to the County's Master Facilities Plan process to proactively guide efforts to address current and future facility and service needs.

The survey should take no more than three minutes to complete. Scan the QR code or access the survey here > [https://boisestate.az1.qualtrics.com/\\_/SV\\_bylNfpzt.MdR8j5Q](https://boisestate.az1.qualtrics.com/_/SV_bylNfpzt.MdR8j5Q)



**Master Facilities Plan**

Home > Groups > Clerk Auditor Recorder > Master Facilities Plan



**Master Facilities Plan and Comprehensive Financial Plan Process**

Valley County's active Campus Planning Committee has been meeting monthly over the past year to recommend solutions to address immediate space needs, assess existing conditions of County facilities, and develop a plan that ensures the continuous, efficient delivery of public services as the County grows.

The Committee recommended the preparation of a long-range Master Facilities Plan (MFP) as well as an accompanying Comprehensive Financial Plan (CFP) to ensure prudent resource allocation policies are in place to implement the MFP.

These long-range planning efforts will align with goals identified in the County Strategic Plan and offer findings and recommendations that can be updated annually and as conditions change. Having the MFP and CFP in place will ensure future delivery of public services even as County officials and staff change over time. In addition, a variety of solutions will be presented to provide current and future County officials and staff with the flexibility to determine the best course of action.

Following a Request for Qualifications process seeking a consultant to prepare the MFP and CFP, the Idaho-based team of Clearwater Financial and Insight Architects was selected.



## 9.7 Funding and Financing Sources

Valley County has several funding and delivery strategies available for MFP project implementation. Direct development can be funded by any combination of the sources discussed below. It is likely that a combination of all these funding sources is necessary to implement the MFP/CFP.

### General Funds

Currently, the capital investment monies are allocated out of the County's ad valorem (property) tax, also commonly known as General Funds. Ad valorem property taxes are levied on real or personal property by local governments, such as the County, in order to fund their operations and facilities and to provide their constitutionally mandated public services. Ad valorem means a tax on goods or property expressed as a percentage of the assessed value. The County can pledge its General Fund revenues to finance MFP projects. This General Fund Revenue bond has a 50% voter authorization requirement and would require the County to identify the necessary funds in its annually appropriated budget to paid debt services on a bond.

### County Savings

As directed in Idaho Code 31-1008, "the board of county commissioners may create a fund upon a finding by the board that a critical need exists for justice or law enforcement related facilities. The board may deposit any unexpended sums from the county current expense fund or the county justice fund into the county building construction fund or may deposit into the fund all or a part of any non-ad valorem tax revenues not otherwise restricted or dedicated by law. On or before the thirty-first day of March of each odd-numbered year, the board may review the budget for the current fiscal year and adjust the expenditures in the budget to provide for deposits into the fund from revenues not otherwise budgeted or to provide for deposits into the fund from revenues projected to be surplus over budgeted revenues." Valley County currently has no "County Building Construction Fund". There is a 66.7% voter authorization requirement to create this fund. The fund can be pledged to pay debt services on a bond.

### Foregone Revenues

Per Idaho Code 63-8 unutilized levy increases can accumulate (up to 3% per year, plus growth) and be applied the following year if the County doesn't use the allowance. These foregone revenues can be used to pay for projects or finance debt. Foregone revenues can also be used for M&O, provided that the amount is not more than 1%. Foregone revenues can also be used to fund equipment with a useful life of 10 years or more, as well. Prior to budgeting any forgone increase, the Commissioners must provide notice of its intent to do so, hold a public hearing, which may be in conjunction with its annual budget hearing, and certify by resolution the amount of forgone increase to be budgeted and the specific purpose for which the forgone increase is being budgeted.





## General Obligation Bonds

Idaho Code 57-200 states that a municipal bond or a general obligation bond could be issued for any identified purpose. Perception prevails that bonds are difficult to gain voter approval for. A main purpose of the MFP/CFP process and the corresponding public engagement efforts are meant to include the public in the process from the beginning. Through transparency, the County as a whole identifies and agrees with its needs and then proceeds with necessary plans to solve those needs. Bonds should not be pursued lightly, and Valley County has proven its desire to ensure the public is engaged on these important community decisions. Continuous public engagement is necessary to properly implement the MFP/CFP recommendations.

## Annual Appropriations Lease Purchase Agreement

Similar to bonds, lease purchase agreements can be entered into by the County to fund necessary improvements and facilities. Lease payments are secured by annually appropriated revenues of the County. This structure does not create a new revenue stream and would require the County to use existing funds. The major advantage of this structure is it does not require a vote and can be authorized by the Board of County Commissioners.

## Local Improvement District

Local governments, such as municipalities or counties, frequently use Local Improvement Districts (LIDs) as a financial mechanism to finance particular infrastructure or public improvement projects within a defined area. The demand for new or improved public infrastructure, such as streets, sidewalks, sewer networks, street lighting, or drainage systems, is frequently addressed through LIDs.

To avoid burdening the entire community, the main goal of creating a LID is to divide the costs of these upgrades among the property owners who will directly benefit from them. The expenditures for any proposed public infrastructure or upgrades are split among the property owners in the legally specified geographic region known as the designated area of impact.

Property owners inside the district would be assessed a share of the project's cost depending on elements like property value, lot size, or frontage. This revenue would be used to pay for the LID. This funding system makes sure that everyone contributes fairly, especially those who stand to gain the most from the changes.



### **Development Impact Fees**

Other local governments, especially those experiencing growth, employ development impact fees to help “growth pay for growth.” According to Idaho Code 67-82, development impact fees are not a new property tax and the fee is only imposed on new development on the basis of levels of service for public facilities. These fees can only be imposed on new development for the impacts of that development. In other words, they cannot be used to maintain existing infrastructure and facilities, but can be used to expand or improve existing infrastructure and facilities due to the impacts of growth and development.

### **Sale of Existing Property(ies)**

Selling surplus properties or higher-priced facilities and replacing them with more cost-effective options is a logical way to supplement the costs of capital infrastructure and facilities investments. This might also include subdivisions at some of the County’s existing sites. A good example of this would be a sale of the proposed two acres at the Gold Dust site to Idaho Power for a substation.

### **Lease of Existing/New Space**

Municipalities can choose to lease space (typically reducing operating costs) versus building or owning new space. This option can offer lower costs in the near term but are typically not viewed as a fiscally responsible, long-term solution. An example of this is the Prosecuting Attorney’s lease at the Title company building. Local governments can also lease space that they own and generate revenue. An example of this is the County’s partnership with the City of McCall at the McCall Annex facility.

There are also examples of jurisdictions funding bond purchases through lease cost avoidance by consolidating functions in leased space into owned facilities. Another potential funding source involves partnerships to pay for development in whole or in part. MFP priorities that could attract investment and/or shared use by other parties could help reduce initial capital investment by the County. The County’s property near the Cascade School District is one potential example of a project where partner(s) might be willing to contribute to the initial capital cost or negotiated long-term lease rate to share the future facility. The County could potentially enter into cooperative agreements with other local governments that need space, such as the Medical Center.

## Public Private Partnerships, Naming Rights, Sponsorships, Donations

Another potential solution that can be deployed is public private partnerships (PPPs or P3). Public private partnership agreements are most commonly associated with government office and service buildings. These partnerships with private sector developers can be more costly but create development opportunities and economic development that may be otherwise elusive. An excellent example of this is the County's housing partnership with the McCall Annex. PPPs are logical for the stand-alone recommendations to analyze the Fairgrounds and the conceptual project of the multi-purpose sports complex. In the interest of quickly addressing as many MFP priorities as possible, Valley County should explore alternative funding sources and P3 opportunities for certain projects.

PPPs often take the shape of private donations and sponsorships. An example of this may be the sale of the naming rights of the fairgrounds and/or the multi-purpose sports complex to a major corporate sponsor. The proceeds of the sale of the name of the facility can be used to support the project.

## Urban Renewal

Idaho Code 50-2902 states, "the purpose of this act is to provide for the allocation of a portion of the property taxes levied against taxable property located in a revenue allocation area for a limited period of time to assist in the financing of urban renewal plans, to encourage private development in urban renewal areas and competitively disadvantaged border community areas, to prevent or arrest the decay of urban areas due to the inability of existing financing methods to promote needed public improvements, to encourage taxing districts to cooperate in the allocation of future tax revenues arising in urban areas and competitively disadvantaged border community areas in order to facilitate the long-term growth of their common tax base, and to encourage private investment within urban areas and competitively disadvantaged border community areas."

The County may decide to adopt an ordinance to create an Urban Renewal Agency (URA). No voter approval is required. Boundaries of the district must be decided, and there are certain eligibility requirements for the area including deteriorating buildings or sites, defective street layouts, unsafe conditions, and endangerment of life or property. The combined district property value must also fall below 10% of all properties within the municipality. It is also important to keep in mind that Idaho Code 50-2905A limits the construction of municipal buildings. The typical term of the tax increment financing (TIF) is 20 years or less. Property taxes received by the URA can be used to pay back financing.



## Grants

Grants are a great opportunity for the County to access funds to complete projects. Grants are not borrowed and therefore do not need to be repaid. There are several sources for grants, with the largest grant opportunities coming from the Federal and State governments. Some private businesses and not-for-profit entities may also issue grants to municipalities for specific purposes. [Grants.gov](http://Grants.gov) is an excellent resource for identifying grants that can be used for specific purposes.

It is best to identify the project that the County will pursue and then work to apply for grants that align with that project. The grant application process will require information about the project and specifics about how the funds will be used. For facilities, grant applications will likely require plans, designs, and other studies to help the granting agency determine grant recipients. Although grants are valuable and desirable, they are limited in the funding that is available, take considerable work to identify and apply for, and often come with guidelines and restrictions around the use of the funds. It is important to understand the requirements of any grant that is applied for. We encourage the County to pursue grants whenever they are identified.

## Auditorium District

As outlined in [Idaho Code 67-4902](#), “an auditorium or community center district is one to build, operate, maintain, market and manage for public, commercial and/or industrial purposes by any available means public auditoriums, exhibition halls, convention centers, sports arenas and facilities of a similar nature, and for that purpose any such district shall have the power to construct, maintain, manage, market and operate such facilities.”

Revenues from an auditorium district are generated by a hotel tax of not more than 5% on room sales. This means the revenue is primarily generated from people visiting Valley County. The creation of an auditorium district requires a petition of 10% of the population and a majority vote of residents of the proposed district. Once the district has been created, it does not require voter approval for a bond issuance as the debt service payments would likely be paid by the revenue generated from the hotel sales tax. [Idaho Code 67-49](#) governs the creation, maintenance, and laws surrounding an auditorium district. As it does take time to create, enact, and ultimately generate the revenue needed to complete the project, it is recommended that a County start the process of creating a district a couple of years before the project construction is set to commence.

