PAYETTE COUNTY COMPREHENSIVE PLAN

May 2006

PAYETTE COUNTY COMPREHENSIVE PLAN

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PAYETTE COUNTY COMPREHENSIVE PLAN

May 2006

RESOLUTION NUMBER 06-14

A RESOLUTION
ADOPTING THE PAYETTE COUNTY COMPREHENSIVE PLAN AND MAP

WHEREAS, the Payette County Planning and Zoning Commission has developed a Comprehensive Plan for Payette County; and

WHEREAS, the Board of County Commissioners received the recommendation from the Planning and Zoning Commission and has held public hearings as required by Section 67-6509 Idaho Code;

WHEREAS, The Board of County Commissioners after a public hearing indicated an intent to adopt the proposed Comprehensive Plan and thereafter held a second hearing;

NOW THEREFORE BE IT RESOLVED BY the Board of County Commissioners of Payette County, Idaho, that the preceding Comprehensive Plan is hereby adopted as the Comprehensive Plan for Payette County, Idaho.

Passed and approved this 8th day of May, 2006.

Board of County Commissioners
Payette County, Idaho

by _____
Rudy Endrikat, Chairman

_____
Marc Shigeta, Commissioner

_____
Larry Church, Commissioner

ATTEST:

_____
Betty J. Dressen, County Clerk

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1.0 WELCOME TO PAYETTE COUNTY

1.1 Setting

Payette County encompasses an area of broad farmlands in the lower valley of the Payette River, in southwestern Idaho (refer to Figure 1-1). It is the smallest of Idaho's 44 counties at 408 square miles, yet is ranked 14th in population with 20,578 residents (Access Idaho 2004; United States (U.S.) Census Bureau 2000). It is bordered by Canyon, Gem, and Washington Counties on the Idaho side and Malheur County, Oregon to the west. Its irregular western boundary is formed by the Snake River. Elevation ranges from approximately 2,150 feet above sea level (ASL) along the banks of the Payette and Snake Rivers to nearly 4,000 feet ASL by the headwaters of Big Willow Creek in the County's northeast corner. Payette County has three incorporated communities: Fruitland (population 3,805), New Plymouth (1,400), and Payette (7,054) (City of Payette 2004). The County's population increased 25 percent from 1990 to 2000. A significant portion of Payette County is farmland irrigated by the Payette River. To the north and the south of the Payette River are extensive public and private lands that support ranching and grazing.

Payette County has a semi-arid continental climate with warm, dry summers and about a six-month growing season. Average annual rainfall is about 11 inches, but ranges from 8 to 16 inches. The annual median temperature is 65 degrees Fahrenheit (°F), with a range from about -12°F in winter to 95+°F in summer.

1.2 History

Before the arrival of European trappers and explorers in the early 1800s, Native Americans lived in the region for at least 12,000 years. Northern Paiute, Northern Shoshoni, and Bannock populations are known to have occupied the Boise, Payette, and Snake River drainages (Liljeblad 1957). They engaged in a highly mobile lifestyle following game animals to the high country and back, fishing streams and rivers, and harvesting a variety of plant resources along the way. They also collected raw materials for stone tools such as knives, scrapers, and arrowheads.

The county and county seat were named for Francois Payette, a French-Canadian fur trapper and explorer with the North West Company, who first came to the region in 1818. He is believed to be the first Euroamerican in the area and managed Fort Boise from 1835 to 1844 (Idaho History 2004). The Payette name was also given to the significant tributary of the Snake River that flows through the county (Boone 1988).

Permanent Euroamerican settlement of the Payette County area began in the early 1860s when David Bivins established a stage station and ferry on the Snake River. Homesteaders arrived from the Boise Basin mines and established a store and post office at "Boomerang (later Payette)," named for a large log boom used on the Payette River. The settlement served as a construction camp for the Oregon Shortline Railroad in the 1880s. Through the years, it was renamed Payettenville and then Payette (Boone 1988). Cattle, sheep, and horses were raised in the valley early on, with crops increasing in importance after the arrival of irrigation.

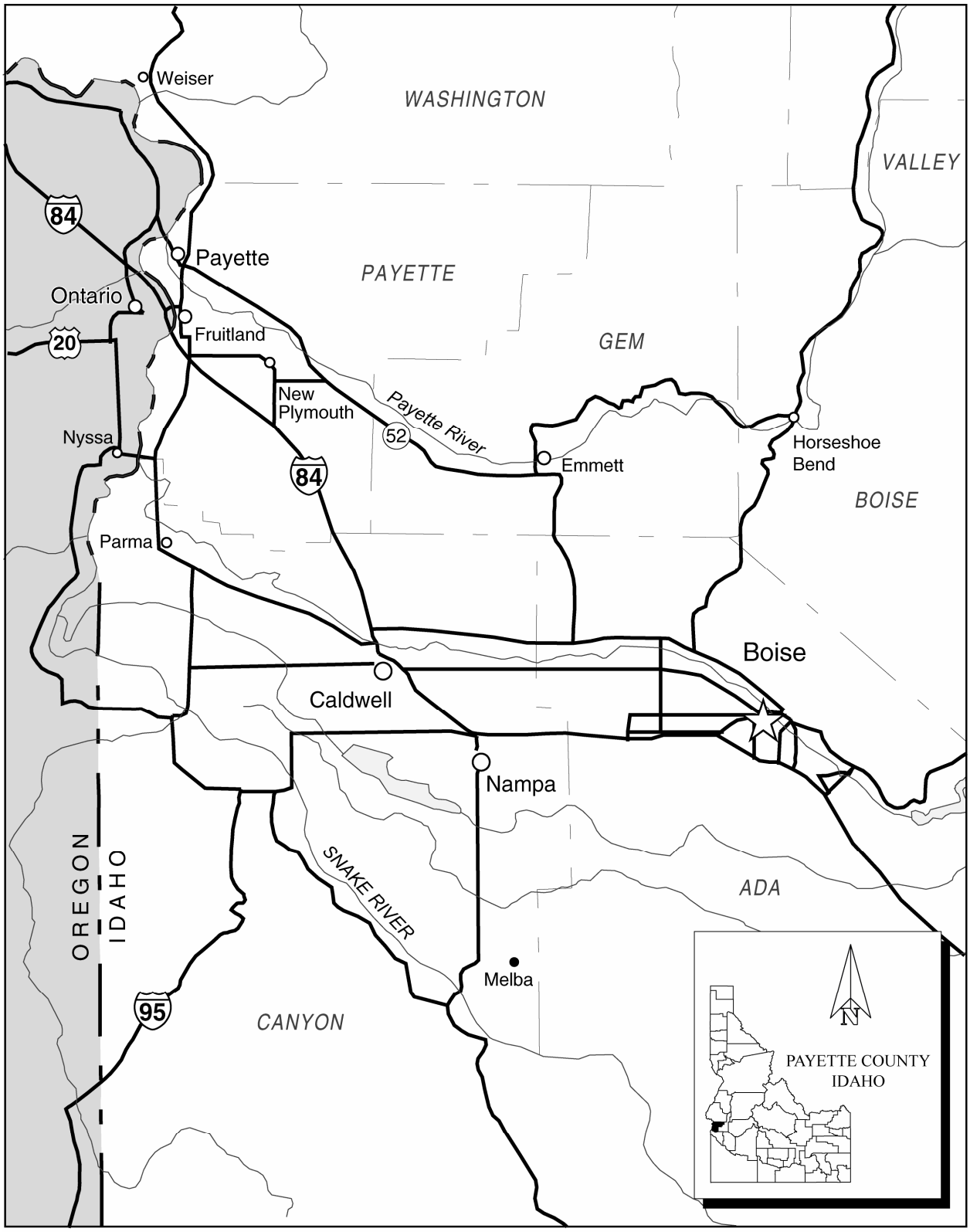


Figure 1-1. Vicinity Map of Payette County

New Plymouth was a planned community established in 1895 by 250 Boston and Midwest families. It was founded and planned by the New Plymouth Society of Chicago as an irrigation project (New Plymouth 2004). William E. Smyth, chairman of the executive committee of the National Irrigation Congress named the colony New Plymouth. The colony incorporated in 1896 and each colonist purchased 20 shares of stock which entitled him to 20 acres of land and a town lot in the area known as New Plymouth Farm Village (New Plymouth 2004). New Plymouth became a city in 1948.

The original townsite of Fruitland was homesteaded by John Hall in 1897. The area was planted in orchards irrigated by the Farmer's Cooperative Canal. In 1902, Amalia Zeller bought part of Hall's property. After the arrival of the Payette Valley Railroad in 1906, the area that would become Fruitland was known as Zeller's Crossing. Fruitland established its first post office in 1911 and incorporated as a village in 1948 (City of Fruitland 2004a).

Irrigation played a significant role in the development of Payette County beginning in the 1890s. The Lower Payette Ditch was the first major irrigation diversion from the Payette River in 1890. One hundred years later, it irrigated about 12,800 acres in the county including the City of Payette. The Noble Ditch extended a Gem County irrigation system 30 miles into Payette County in the late 1890s to irrigate another 5,600 acres, including the City of Fruitland. The Farmer's Cooperative Canal was constructed in the early 1890s to irrigate about 17,800 acres, including the City of New Plymouth. The Black Canyon Irrigation Canal, constructed by the Bureau of Reclamation in the 1930s, irrigated nearly 19,500 acres.

Payette County was created on February 28, 1917, from land first held by Ada County and then Canyon County, about one month before President Wilson asked Congress for a declaration of war against Germany and its allies in World War I.

2.0 PLAN OVERVIEW

The Payette County Comprehensive Plan is the primary document that guides and controls land use within the county. The purpose of the Plan is to integrate the concerns and expressions of the community into a document that recommends how the county should grow and develop.

2.1 Legal Requirements for Planning

The Plan must also address all requirements of the Idaho legislature, specifically the *Idaho Local Planning Act*. Plan components specified in the *Idaho Code* include:

Community Design	Population
Economic Development	Private Property Rights
Hazardous Areas	Public Services, Facilities, and Utilities
Housing	Recreation
Natural Resources	School Facilities and Transportation
Land Use	Special Areas or Sites
Implementation	Transportation

The *Local Planning Act* (Section 67-6508 of the *Idaho Code*) identifies the following requirement for a planning process:

> Prepare, implement, and review and update a comprehensive plan, hereafter referred to as the plan. The plan shall include all land within the jurisdiction of the governing board. The plan shall consider previous and existing conditions, trends, desirable goals and objectives, or desirable future situations for each planning component.

The comprehensive plan provides direction for land use regulation, including zoning, as well as other implementation actions. *Idaho Code* section 67-6511 specifies the following:

> Each governing board shall, by ordinance adopted, amended, or repealed in accordance with the notice and hearing procedures provided under section 67-6509, *Idaho Code*, establish within its jurisdiction one or more zones or zoning districts where appropriate. The zoning districts shall be *in accordance with the adopted plans* (emphasis added).

2.2 Scope of the Plan

This comprehensive plan addresses all lands within Payette County outside established city limits. Plan goals, objectives, and action items focus on a 10-year period although population forecasts are prepared to the year 2025.

2.3 Private Property Rights

This plan was prepared with the intent of protecting private property rights and values. It was not the intent to create unnecessary regulations that would negatively affect private

property rights or values. This plan strives to balance the needs of the community in a broad spectrum of issues.

In 1994, the Idaho State Legislature amended section 67-6508 of the *Idaho Code* to include "an analysis of provisions which may be necessary to insure that land-use policies, restrictions, conditions and fees do not violate private property rights, adversely impact values or create unnecessary technical limitations on the use of property…" [67-6508 (a)].

The Office of the Attorney General of the State of Idaho has prepared a checklist for reviewing the potential impact of regulatory or administrative actions upon specific property. This checklist is provided in Appendix A of this plan.

Goal: Protect fundamental private property rights through all land use decisions made by Payette County pursuant to this plan.

Objective: Protect private property from being taken for public use without just compensation.

Action Items:

- Design land use regulations to protect the County health, safety, and welfare, avoiding any unnecessary conditions, delays, and costs.

Objective: Protect property rights of landowners from arbitrary and discriminatory actions.

Action Items:

- Consider the protection and preservation of private property rights in the development of land use policies, implementation standards, and regulations, as required by law.

Objective: Protect all persons from being deprived of private property without due process of law.

Action Items:

- Strive for stable and consistent policies regarding land use and development densities.
- Consider the requirements of the plan and implementing ordinances in the decision making process.

2.4 Summary of Plan Contents

This plan is organized into 13 chapters. The first three chapters are introductory, followed by 8 chapters that encompass the 14 components required by state law, an implementation chapter, and a chapter listing references. As allowed by *Idaho Code*, some components of the plan have been merged. For example, Private Property Rights are discussed in this chapter. Other components that have been merged include hazardous areas, schools, community design, and special sites. The plan chapters are as follows:

Chapter 1.0, Welcome to Payette County, introduces the reader to Payette County and provides a brief historical background of the County.

Chapter 2.0, Purpose of the Plan, provides an introduction to the purpose and scope of the plan, the plan structure, and the rights of private property owners.

Chapter 3.0, Plan Preparation, describes the comprehensive planning process and the phased approach used by Payette County to develop this plan, including identification of issues, goals, objectives, and action items.

Chapter 4.0, Population, describes the dynamics of Payette County citizens and presents future population figures and scenarios.

Chapter 5.0, Natural Resources and Hazardous Areas, considers the County and surrounding area's environment and the natural resources. This chapter also includes the required hazardous areas component.

Chapter 6.0, Land Use, summarizes current land ownership in the County, general land use patterns, regulations, and identified future trends in land use. This chapter also includes the required community design component.

Chapter 7.0, Housing, describes housing trends and markets and provides an estimate of future housing needs.

Chapter 8.0, Economic Development, describes current employment and income in the County and identifies future trends in economic development.

Chapter 9.0, Public Facilities and Services, classifies existing public services, facilities, and utilities and providers, and identifies the County's future needs. This chapter also includes the required schools component.

Chapter 10.0, Transportation, describes the existing and future transportation system, including bike and pedestrian paths and community gateways.

Chapter 11.0, Recreation/Special Sites, describes current regional recreation areas, county parks, federal recreation areas, and cultural resources, and identifies future trends in recreation. This chapter also includes the required special sites component.

Chapter 12.0, Implementation, provides strategies for implementing the Plan, including committee formation and appointments, regulations, areas requiring further study, and Comprehensive Plan review.

Chapter 13.0, References, lists the references used in preparation of the Plan.

The document concludes with three appendices: Appendix A, Checklist for Reviewing the Potential Impact of Regulatory or Administrative Actions Upon Specific Property; Appendix B, Advisory Committee Members; and Appendix C, Issue Identification Lists.

3.0 THE PLANNING PROCESS

3.1 Project Initiation and Work Plan

In April 2004, Payette County issued a Request for Qualifications to provide Comprehensive Planning Services. In July 2004, an agreement was executed between Payette County and Science Applications International Corporation (SAIC) to provide these services.

Initial coordination meetings with the County staff and establishment of an advisory committee began in early summer 2004. The advisory committee convened in July 2004. Advisory committee members are listed in Appendix B. The advisory committee reviewed a final work plan (including a project schedule and public involvement program), discussed the objectives for the plan, reviewed the necessary components and established a public involvement plan. The SAIC team commenced review of existing literature, maps, and other information regarding Payette County; specifically the 1997 comprehensive plan, relevant socioeconomic data, land use, and other environmental resource information such as maps of transportation and utility networks.

3.2 Public Involvement

As described above, a public information program was developed to inform County residents and promote awareness of the comprehensive planning process. Payette County first identified an advisory committee to provide guidance and citizen perspectives throughout the process. The Advisory Committee convened throughout the planning process.

In addition, four citizen working groups, focusing on specific, but related components, were formed at a series of public workshops. An SAIC team leader and citizen chairpersons facilitated each of the working groups. The team leaders worked together to ensure consistency between components.

Land Use (Land Use, Community Design, Special Areas, Property Rights and Implementation components): Sheri Freemuth, Team Leader. Citizen Chairs: George McClelland, Brent Vaughn.

Natural Resources (Recreation, Hazardous Areas, Natural Resources components): Michele Fikel, Team Leader. Citizen Chairs: Ken Gissel, Jennifer Riebe.

Socioeconomics (Schools, Population, Housing, Economic Development components): Dale Rosebrock, Team Leader. Citizen Chairs: Kevin Coats, Ben Kerfoot.

Public Facilities and Services (Public Facilities, Utilities and Services, and Transportation components): Deborah Hiller, Team Leader. Citizen Chairs: Frazer Peterson, Tom Limbaugh.

Table 3-1 presents the public workshop topics, schedules, and locations for those meetings. The purpose of the workshops was to identify key groups and individuals likely to be most interested in the comprehensive planning process, and facilitate outreach to all interested citizens and to solicit input from the public to assist in the development of a comprehensive plan.

Table 3-1. Public Workshops

Workshop	*Location*	*Date*	*Time*
Issue Identification	Courthouse	September 8, 2004	7:00-9:00 p.m.
Goal Setting	Courthouse	October 5, 2004	7:00-9:00 p.m.
Future Land Use Map	Courthouse	October 19, 2004	7:00-9:00 p.m.
Chapter Review	Courthouse	November 16, 2004	7:00-9:00 p.m.

Once the draft plan was prepared, Payette County hosted four open houses for review of the draft plan and overall comprehensive planning process. The open houses were held in March 2005 in Payette, Fruitland, New Plymouth, and Sand Hollow (see Table 3-2). The advisory committee supported the public notification and responded to citizens at the open houses.

Table 3-2. Draft Plan Open Houses

Dates	*Location*	*Time*
Tuesday, March 8, 2005	Mc Cain Middle School 400 N. Iowa Payette, Idaho	4:00 – 7:00 p.m.
Wednesday, March 9	Fruitland City Hall Council Chambers 200 S. Whitley Fruitland, Idaho	4:00 – 7:00 p.m.
Tuesday, March 15	Sand Hollow Community Center Exit 17. On Oasis Road behind Sand Hollow Community Store, across from Country Corners Campground	4:00 – 7:00 p.m.
Thursday, March 17	New Plymouth Senior Center 126 N. Plymouth Ave. New Plymouth, Idaho	4:00 – 7:00 p.m.

Citizens of Payette County were notified about citizen workshops, citizen working groups, public open houses and public hearings through the media, mailings, flyers, and the internet.

Press releases were sent to the three local newspapers to announce the beginning of the Payette County comprehensive planning process, the opportunities for public involvement, and the public meeting dates, times, and locations. Press releases were submitted two weeks in advance of the meetings to the New Plymouth News (New Plymouth, Idaho), the Independent Enterprise (Payette, Idaho) and the Argus Observer (Ontario, Oregon). Press releases were sent to the Payette, Fruitland, Sand Hollow, and New Plymouth Chambers of Commerce for their distribution purposes. Newspaper advertisements were also submitted directly to these papers.

Local television and radio stations were provided public service announcements regarding the comprehensive planning process and upcoming public meetings. Public service announcements ran during the week prior to public meetings.

Flyers were distributed to announce the comprehensive planning process and the public workshop schedule. Along with the advisory committee, the County and other entities posted these in highly visible areas in local communities, including New Plymouth, Payette, Fruitland, and Sand Hollow. In early August 2004, SAIC provided a poster-size version of the flyer for the County to mount and display at the Payette County Fair. A poster-size version of the flyer was also on display at the Courthouse throughout the process.

3.3 Plan Preparation

Based on the work performed by the steering committee and the four working groups, a team of technical consultants prepared a preliminary draft comprehensive plan. Each component identified by the advisory committee represents a chapter of the plan. As allowed under Idaho Code, some components have been merged including Schools and Transportation, which is subsumed under Public Facilities and Services, Community Design, which is presented in Land Use, Hazardous Areas, which is addressed with Natural Resources, and Special Areas and Sites, which is presented with Recreation.

Each chapter is divided into subsections. The following is a brief discussion of the methodology used to prepare these sections:

- Background – introduces the component by defining what the resource area is (i.e., transportation describes all roads, highways, air and rail facilities) and the purpose and contents of the chapter. These definitions were largely derived from the Idaho Code. This subsection also describes the resource within the county as it has existed over time. This information was obtained for the most part from the County's previous comprehensive plan.
- Current Conditions – describes the resource within the county as it exists today. This information was gathered in the data collection process. No new inventories or studies were conducted; rather, existing information was analyzed and applied to the resource.
- Future Trends – envisions the resource within the county in the future. This analysis applied the population forecasts performed (and described fully in Chapter 4.0) to the various resources. The effects of the forecasted changes on each resource are then described.
- Issues and Concerns – inventories public input. This summarizes the work of the advisory committee and working groups. A complete list is provided in Appendix C.
- Goals, Objectives, and Action Items – outlines a future vision and course of action. The list was developed by the advisory committee and working groups.

In addition to each of the components, other plan chapters were prepared to introduce and summarize the plan. In Chapter 12.0, Implementation, all of the strategies are summarized, categorized by implementation technique, prioritized, and assigned a responsible entity to ensure completion according to a recommended timeline.

3.4 Plan Adoption

On June 23, July 9, September 22, and October 13, 2005, the Payette County Planning & Zoning Commission conducted public hearings regarding the plan. They voted to recommend adoption of the draft plan with modifications outlined in the staff report. On November 14 and December 12, 2005, and January 23, 2006, the Board of Payette County Commissioners reviewed the plan updates as recommended by the Planning & Zoning Commission. Public testimony was received. At a March 20, 2006 hearing, the Commissioners determined that a revised map and public notice would be issued for a hearing to adopt the plan. On May 8, 2006, the plan was adopted.

4.0 POPULATION

The comprehensive plan's population component describes characteristics of the County's population, such as age, race, and ethnicity, pinpoints current trends in growth and change, and presents a forecast for the future.

These factors are critical in identifying the impacts of population on current and future needs including schools; housing; police, fire, and other emergency services; roads and transportation; and health and social services. Population trends and forecasts also affect economic development as the private sector determines the need and location for services.

The population component of the plan begins with a description of past population trends, moves to a discussion of the 2000 Census data, then presents forecasts for five-year increments through the year 2025. The section concludes with a presentation of goals, objectives, and action items.

4.1 Background

The County's population has grown from 12,401 in 1970 to 20,578 in 2000, a two-thirds gain or increase in 30 years (Table 4-1).

Table 4-1. 1970 to 1990 Payette County Population

Year	*Population*	*Number Change*	*Percent Change*
1970	12,401		
1980	15,825	3,424	28%
1990	16,434	609	4%
2000	20,578	4,144	25%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

Payette County's growth has not been consistent over time. The 1970 to 1980 decade showed a 28 percent increase, from 12,401 to 15,825, and the 1990 to 2000 decade had a similar increase, from 16,434 to 20,578, a 25 percent increase. The decade from 1980 to 1990, however, was one of little growth: population increased only 4 percent, from 15,825 to 16,434. It was also a period of out-migration, with 490 persons leaving the County. The out-migration was reversed in the following decade, with 2,971 persons moving into the County.

The population growth trend has also changed the character of the County from 65 percent rural and 36 percent urban in 1980 to 56 percent urban and 44 percent rural in 2000.

Table 4-2. 1990 to 2000 Payette County Population by Area

Area	*1990 Population*	*2000 Population*	*Number Change*	*Percent Change*
Fruitland	2,429	3,803	1,374	57%
New Plymouth	1,313	1,400	87	7%
Payette	5,592	7,054	1,462	26%
Balance of County	7,049	8,321	1,272	18%
Total County	16,383	20,578	4,195	26%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

Population growth outside the County's three cities was 18 percent from 1990 to 2000, increasing from 7,049 to 8,321, an increase of 1,272 residents. The three cities in the County, Fruitland, New Plymouth, and Payette, all recorded growth from 1990 to 2000. Fruitland's population increased 57 percent, from 2,429 to 3,803; Payette grew 26 percent, from 5,592 to 7,054; and New Plymouth grew from 1,313 to 1,400, or 7 percent.

4.2 Current Conditions

The U.S. Census is the most comprehensive source of information on a population's age, ethnicity, race, and gender. The following information is based on data from the 2000 Census.

Age

When looking at a population, age is one of the most critical characteristics as it has a direct correlation to demand for public services and facilities. A young and growing population needs more schools, especially elementary schools but eventually junior high and high schools. It also needs more parks, ball fields, and recreation facilities and programs. A growing older population increases the need for health care facilities, from hospitals to nursing centers.

Payette County's growth in the 5 to 9 and 10 to 14 age brackets increased by 25 percent and 27 percent respectively from 1990 to 2000 (Table 4-3). The two categories also contain the largest number of persons: 1,812 in the 5 to 9 and 1,818 in the 10 to 14 in 2000. Teenagers, the 15 to 19 bracket, grew by 36 percent and contained the third largest group of individuals in 2000, at 1,686.

Table 4-3. 1990 to 2000 Payette County Population by Age

Age Group	*1990 Population*	*2000 Population*	*Number Change*	*Percent Change*
Under 5	1,302	1,558	256	20%
5 to 9	1,453	1,812	359	25%
10 to 14	1,432	1,818	386	27%
15 to 19	1,240	1,686	446	36%
20 to 24	854	1,054	200	23%
25 to 29	991	1,244	253	26%
30 to 34	1,142	1,280	138	12%
35 to 39	1,140	1,409	269	24%
40 to 44	1,063	1,532	469	44%
45 to 49	947	1,250	303	32%
50 to 54	827	1,247	420	51%
55 to 59	734	1,043	309	42%
60 to 64	672	922	250	37%
65 to 69	750	735	-15	-2%
70 to 74	692	647	-45	-7%
75 to 79	595	590	-5	-1%
80 to 84	336	407	71	21%
85 and over	264	344	80	30%
Total	16,434	20,578	4,144	25%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

The categories for the age groups, 20 to 24 and 25 to 29, grew by 23 percent and 26 percent, respectively. The next age bracket, 30 to 34, grew but not as quickly, by 12 percent; the 35 to 39 bracket increased 24 percent. The older age categories also showed increases: 44 percent in the 40 to 44 bracket, 32 percent in the 45 to 49, 51 percent in the 50 to 54, and 42 percent in the 55 to 59. The County's median age changed little from 34.1 years in 1990 to 34.4 years in 2000.

Gender

In 2000, the County's population was nearly equally split between females (10,377) and males (10,201).

Race and Hispanic Origin

The County's race and Hispanic origin figures showed a shift between 1990 and 2000 (Table 4-4). All populations grew over the decade but the number of persons of Hispanic origin more than doubled, from 1,200 in 1990 to 2,453 in 2000. The percentage of the White population dropped from 93 percent of the County in 1990 to 90 percent in 2000. Those of

Hispanic origin increased from 7 percent of the 1990 population to 12 percent in 2000. The overall White population increased, from 15,210 to 18,572, a 22 percent gain.

Table 4-4. 1990 to 2000 Payette County Race and Hispanic Origin

Race	*1990 Population*	*2000 Population*	*Number Change*	*Percent Change*
White	15,210	18,572	3,362	22%
Black	14	21	7	50%
American Indian	189	179	-10	-5%
Asian	158	181	23	15%
Other	863	1,625	762	88%
Total	16,434	20,578	4,144	25%
Hispanic Origin	1,200	2,453	1,253	104%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

Payette County's Black population increased from 14 to 21 over the decade, the American Indian population decreased by 10 persons, from 189 to 179, the Asian population showed a slight increase, from 158 to 181 (15 percent), and those in the Other category showed an 88 percent increase, from 863 to 1,625. (A Hispanic may be of any race, according to the U.S. Census Bureau; the designation Hispanic or Latino is a national origin, not a racial typing.) Therefore, adding Race and Hispanic origin numbers may yield a total of more than 100 percent.

The County's White population figure of 90 percent in 2000 compares to the Idaho statewide number of 91 percent. The Hispanic origin figure of 12 percent is higher than the statewide number of 8 percent for 2000.

2005 Population Estimate

Payette County's population is estimated at 23,378 persons as of 2005, a gain of 2,800 since the census was taken in 2000. The county's population increased by about 14 percent in that five year time period. That population estimate is based on residential building permit activity occurring in the county and its three incorporated cities.

The number of residential building permits in each area was factored by completion and occupancy rates to determine the number of new households (occupied housing units) added between 2000 and the end of 2004. The number of households in the county and each of the cities was factored by a persons per household rate to determine the population change since 2000. The 2000 through 2004 population change estimate was added to the 2000 census count to reach a 2005 population estimate of 23,378 for Payette County.

4.3 Population Forecasts

Population forecasts for the County were prepared for five-year intervals through 2025 for age groups and by area, using the 2000 Census as the starting point. The County's total population is projected to increase from 20,578 in 2000 to 35,084 in 2025, an increase of 14,506 persons, or 70 percent (Table 4-5).

Table 4-5. 2000 to 2025 Payette County Population Forecast

Age Group	*2000 Population*	*2005 Population*	*2010 Population*	*2015 Population*	*2020 Population*	*2025 Population*
Under 5	1,558	1,641	1,869	2,158	2,467	2,708
5 to 9	1,812	1,670	1,753	1,980	2,269	2,577
10 to 14	1,818	1,902	1,759	1,843	2,070	2,358
15 to 19	1,686	1,914	1,998	1,856	1,939	2,166
20 to 24	1,054	1,895	2,123	2,207	2,064	2,148
25 to 29	1,244	1,275	2,115	2,342	2,426	2,284
30 to 34	1,280	1,427	1,457	2,296	2,523	2,606
35 to 39	1,409	1,409	1,556	1,586	2,423	2,650
40 to 44	1,532	1,492	1,492	1,638	1,669	2,502
45 to 49	1,250	1,593	1,553	1,554	1,699	1,730
50 to 54	1,247	1,288	1,629	1,589	1,590	1,734
55 to 59	1,043	1,270	1,311	1,649	1,610	1,610
60 to 64	922	1,056	1,281	1,322	1,658	1,619
65 to 69	735	934	1,067	1,289	1,329	1,661
70 to 74	647	735	931	1,061	1,280	1,319
75 to 79	590	633	717	906	1,032	1,243
80 to 84	407	567	608	688	866	985
Over 85	344	678	781	853	962	1,183
Total	20,578	23,378	26,000	28,817	31,876	35,084

Source: Intermountain Demographics 2004

Several national demographic trends are "on the horizon" and may impact the near term population forecasts for Payette County as well as other rural areas in Idaho. The oldest segment of the national population, born between 1946 and 1964, will reach retirement age in several years. Portions of that segment of the population are considering early or semi-retirement. That segment of the population also has been mobile, often changing job locations and traveling extensively.

The impacts of changing retirement and travel patterns will have an impact on smaller communities in the northwest. A segment of the early retirement and semi-retiree population will be migrating to areas that are smaller, with few of the congestion problems associated with larger cities. This "moving" population likely will be attracted to places they have visited or passed through while on vacation. Areas such as Payette County may experience a spike in population as these migration patterns play out. Population in Payette County's older age groups may increase in response to persons moving to the area. Those new residents may be full-time residents, or they may live in the area for a portion of the year. Payette County and its cities may be faced with an increased demand for public services and facilities on a year-round or seasonal basis.

The cohort-survival technique was used to prepare the population forecast. That method takes the population for a base year (2000) divided into five-year age groups (cohorts) and

factors each age group into the next higher age category, using a five-year mortality rate. For instance, the number of persons in the 25 to 29 year age group in the year 2000 is factored by a mortality rate and placed in the 30 to 34 year age group in the year 2005, adding in the number of persons in the age group estimated to migrate into the County based on 1990 to 2000 migration rates. For the example age group, the increase is from 1,244 in the 25 to 29 age group in 2000 to 1,427 persons in the 30 to 34 age group in 2005.

Large increases in population growth, both the numbers of persons and percentages, are projected in the County's younger age categories as the number of young families and their children increase. The increase will have a great impact on the demand for new housing and schools.

The number of young persons in the 20 to 24 and 30 to 34 age brackets are both projected to about double by 2025; those in the 25 to 29 bracket are projected to increase by 84 percent. These are the prime ages for starting and raising families and related increases are seen in those categories: the Under 5 category increases 74 percent, the 5 to 9 by 42 percent, the 10 to 14 by 30 percent, and the 15 to 19 bracket by 28 percent.

Large increases, both in numbers and percentages, are also seen in the older age categories, with expected impacts on demand for health services, medical facilities, and medical and nursing professionals. Increases in these population categories range from 75 percent for the 60 to 64 age category to several that more than double, including the 65 to 69 bracket, which is projected to increase from 735 persons in 2000 to 1,661 in 2025, an increase of 926 persons.

By 2025, 28 percent of the County's population is projected to be 19 years old and under; another 28 percent will be between 20 and 39 years old, and the remaining 45 percent will be 40 and over.

The County is projected to grow to just over 35,000 in 2025, a 70 percent increase in its 2000 population of 20,578. The growth is projected to be spread among the three cities and the unincorporated, more rural area of the County (Table 4-6). The County was around 44 percent rural in the 2000 Census and the projection is that it will have a rural population of 13,644 in 2025, or 39 percent of the population.

Table 4-6. 2000 to 2025 Payette County Population Forecast by Area

Area	*2000*	*2005*	*2010*	*2015*	*2020*	*2025*
Fruitland	3,803	4,586	5,412	6,276	7,123	8,178
New Plymouth	1,400	1,489	1,536	1,594	1,655	1,718
Payette	7,054	7,434	8,367	9,364	10,431	11,544
Balance of County	8,321	9,869	10,685	11,583	12,667	13,644
Total	20,578	23,378	26,000	28,817	31,876	35,084

Source: Intermountain Demographics 2004

Of the three cities, Fruitland is projected to have the highest growth rate, 115 percent, more than doubling its 1990 population of 3,803 to 8,178 by 2025. Payette's population is projected to increase by 64 percent, from 7,054 to 11,544, and New Plymouth's growth rate is projected at a relatively modest 23 percent, with its population increasing from 1,400 to 1,718. The three cities combined will have a projected population of 21,440 by 2025, with 13,644 persons living in the rural area.

4.4 Issues and Concerns

A complete list of issues identified by Payette County residents during the planning process is provided in Appendix C.

One of the primary concerns voiced by County residents about the projected growth in population is its cost—who will pay for the roads, schools, new police, fire, and emergency services and all the other services and facilities that the new population will require? A frequently expressed opinion is that growth must pay for itself—that the current residents, the taxpayers, do not have to pay for the infrastructure required by new development.

Besides the cost of growth, other population-related concerns raised by residents include the changing nature of the County's residents, ranging from the shift from rural to urban to an influx of migratory and out-of-state residents. Concern was expressed about preserving the quality of life in the County.

Issues raised include the scattered nature of development and the difficulty of providing services to small, widely-separated developments. Related concerns are the loss of prime agricultural land to residential and commercial development.

Also raised as an issue of concern is the balance between proactively managing growth, which means increased regulatory and land management activities by government, and protecting private property rights.

4.5 Goals, Objectives, and Action Items

Goal: Preserve and enhance the quality of life for current and future Payette County residents.

Objective: Respond to changing population dynamics.

Action Item:

- Recognize that some of the county's population is seasonal or migratory and monitor those population changes every three years.
- Encourage provision of housing and services for an aging population.
- Recognize that national population shifts and trends (e.g., early retirement, semi-retirement, seasonal home ownership) may occur within the next several years and may impact the Payette County population forecast.
- Set up a county-wide population monitoring system which will provide annual population estimates and which tracks Payette County's intermediate and long range population forecasts.

Objective: Define areas for future growth and development.

Action Items:

- Locate future development on land that is not classified as rangeland or agricultural as depicted on the Future Land Use Map.
- Encourage population growth "from the cities out" where current levels of sewer and water service are available.
- Allocate population forecasts to more specific sub-areas of the county.
- Work with service providers to ensure a consistent level of service for new and existing county residents.

5.0 NATURAL RESOURCES AND HAZARDOUS AREAS

5.1 Background

Open spaces, scenic mountain backdrops, and sparkling rivers characterize Payette County's countryside and natural resources. Payette's good soil and water availability forged a history based in agricultural. These natural resources and their protection are a concern to the citizens of Payette County. By skillfully managing Payette's natural resources, future generations may be assured good air quality, clean and plentiful water, and safe living conditions.

This section describes the condition of the area's geology, water, air quality, vegetation, and wildlife. Also included in this section is a description of hazardous areas. Hazardous areas are those areas that currently threaten, or may have the potential to threaten, human health, property, or wildlife. It is important to identify these areas to prevent development in potentially hazardous areas. Hazardous areas can be natural phenomena (e.g., seismic hazards, erosion hazards, and floodplains), as well as human-made (e.g., canals, and abandoned quarries).

5.2 Current Conditions

5.2.1 Geology and Soils

Information presented in this section was summarized from the *Soil Survey of Payette County, Idaho* (Soil Conservation Service 1976). While the survey is over 20 years old, information about the geology and soils of the area is still relevant.

Payette County is located in the far west region of the Snake River Plain. This area consists of an elongated arc extending through central Idaho from Ashton on the east to Weiser on the west. On the north side of the river, extending to the lower Payette Canal and extension, are soils generally medium textured on the surface with a brown compact subsoil and are underlain with mixed and stratified deposits of sand, gravel and cobbles.

The soils adjacent to the Payette River, and in places extending back as far as one to three miles, have generally medium to coarse textured soils with heavier textured subsoils. The soils are deep and nearly level or very gently sloping, with somewhat poorly drained sandy loams on stream bottoms and alluvial fans. These soils are mildly alkaline and non-saline and of the Moulton-Letha-Notus association. This association is best suited to pasture and other forage crops.

The soils in the northeastern part of the county are very gently sloping to steep, deep, well-drained loams and course sandy loams on hilly dissected terraces. This alluvial material is of the Haw-Saralegui association. The soils formed in old, medium-textured to course-textured alluvial material derived from acid igneous rock and are mildly alkaline and non-saline. These soils have a surface layer of loam and a subsoil of clay loam. This association is best suited for livestock grazing, wildlife, and watershed.

The soils in the southern part of the county are very gently sloping to moderately sloping well-drained silt loams that are moderately deep over a hardpan. These soils are of the Elijah-Purdam association. The soils formed in old medium-textured to course-textured

alluvium with a thin top layer of loess and are moderately alkaline and non-saline. These soils are best suited for livestock grazing, wildlife, and watershed.

The soil in the western side of the county is characterized by nearly level soils and moderately steep, deep, well-drained silt loams of the Greenleaf-Nyssaton association. Greenleaf soil is formed in alluvial and lacustrine sediment. The soil is calcareous and moderately to strongly alkaline, depending on depth, and is suited for irrigated crops and home sites. Severe limitations exist for use of septic tank absorption fields in Greenleaf soil because of its moderately slow permeability. Due to its low shear strength, moderate limitations exist for its use in local roads and streets, and its suitability for road fill is fair to poor.

In Payette County, gravel pits are valuable economic operations providing gravel and fill material for existing and future roads and other construction activities in southwestern Idaho. Gravel pits are, in general, a non-renewable resource and are regulated by Idaho Department of Lands (IDL). Gravel pit owners are required to provide reclamation plans to IDL for closure.

5.2.2 Water Resources

Individual water wells supplied by the shallow Payette Valley water table aquifer provide potable water to residents of Payette County. Residents within the urban areas of Payette County are provided water services by the individual cities. Groundwater is recharged primarily from surface water irrigation, direct precipitation, and canal leakage.

Two major aquifers located in Payette Valley provide water for the residents of Payette County: a shallow water table aquifer and a deeper clay aquifer. The shallow Payette Valley aquifer is contained within fluvial deposits. Recharge is primarily from infiltration of diverted irrigation water and leakage from the Payette River and its tributaries (Idaho Department of Environmental Quality [IDEQ] 2000).

The deeper Payette Valley clay aquifer is contained within lacustrine deposits. The primary source of recharge to this aquifer is assumed to be historic runoff from the surrounding mountains (IDEQ 2000).

Water quality of the aquifer is a concern to the residents. The shallow water aquifer contains higher levels of nitrate, lower levels of iron, and higher levels of arsenic than the deeper aquifer. Nitrate found in the aquifer, in general, is primarily due to agricultural activities, such as the use of commercial fertilizer, as well as the release of mineralized nitrogen from soil organic matter. IDEQ has established nitrate priority zones to manage nitrate contamination and improve water quality in the area (IDEQ 2005).

Surface water systems within the County consist primarily of irrigation canals, and the Payette and Snake Rivers. Surface water quality of these rivers has been affected by upstream agricultural practices. In the Payette River, wastewater return drains were found to contribute high amounts of nutrients, bacteria, and sediments (Idaho Department of Water Resources [IDWR] 1999). The Snake River is included on Idaho's 303(d) list, which categorizes its waters as water quality limited (not supporting its beneficial use or exceeding water quality standards). Best management practices designed to prevent surface and ground water contamination have been effective in reducing and preventing contaminants from entering the water system. Since the adoption and enforcement of best management practices, Idaho's water quality has seen an improvement in rivers and canals (IDWR 1999).

The Snake and Payette rivers also provide various recreation opportunities. Fishing, swimming, and boating are just a few of the water-based activities provided by these rivers. Because of the amount of private land ownership, access to the rivers is limited. However, a natural park is being developed to provide additional recreation opportunities.

Planning and administration of water quantity and water quality programs are divided between two State agencies. The IDWR is primarily responsible for programs relating to water quantity, and the IDEQ is primarily responsible for protecting the quality of the state's water. The Idaho Comprehensive State Water Plan (IDWR 1999) addresses both water quality and quantity in Payette and Snake Rivers. Water quality in the area continues to be monitored in order to provide healthy and available water to residents of Payette County.

Concentrated Animal Feeding Operations (CAFOs) and smaller confined feeding operations that may be significant contributors of pollution to surface and /or groundwater are subjected to United States Environmental Protection Agency (USEPA) National Pollutant Discharge Elimination System (NPDES) permits. Waste and wastewater must be captured, treated, and stored onsite of CAFOs such as large dairies and feedlots. Collection or sewage lagoons must be constructed to contain all wastewater and contaminated runoff from a 25-year, 24-hour rainfall event for the site locations. The facility must also be designed, permitted and managed to contain all runoff from winter precipitation. Animals confined in the CAFO must not be allowed direct contact with canals, steams, lakes, or other surface waters. Payette County has developed ordinances to address CAFOs.

In regards to septic systems and water wells, the IDWR is responsible for permitting the construction of water wells. The Health District establishes guidelines for septic tank and leachfield locations and design. Under this current system, water well installation can result in wells being permitted and constructed without specific knowledge of local septic tank or field locations, risking well contamination (IDWR 1999). The IDWR Payette River State Water Plan suggests that where individual septic tanks continue to be used, counties and communities develop lot size requirements reflecting the assimilative capacity of soils, safely siting leachfields and wells. Depending on the location, it may be necessary to establish a community well away from the influences of septic systems to protect drinking water supplies.

5.2.3 Vegetation and Wildlife

Vegetation in the County consists primarily of irrigated crops and rangeland. Basin and Wyoming big sagebrush are the dominant shrubs in the area. Bunchgrasses such as crested wheatgrass and bluebunch wheatgrass also grow throughout the county. Cheatgrass and medusahead are introduced species that have invaded larger expanses of rangeland, substantially devaluing occupied areas for range and wildlife habitat. Due to early maturation and their undesirability as forage for most livestock and wildlife, these plants increase fire hazard early, contributing to a longer fire season. Thirteen of Idaho's official list of 36 noxious weeds exist in Payette County and an additional nine have been reported but not confirmed. These plants may severely impact land use values and cause substantial economic losses.

Wildlife populations are determined largely by the supply of food, cover, and water. The Payette and Snake rivers, irrigation canals, and the other drainages that traverse the county provide an abundance of riparian habitat. Wildlife use riparian and wetland areas

more than most other types of habitat. Big game and upland game animals use riparian areas for water, food, and cover. Beaver, muskrat, waterfowl, and several amphibians live in riparian areas almost exclusively. In addition, Payette and Snake rivers support warm water fishing opportunities. Critical big game wintering areas are located in the northeast portion of the county. The Bureau of Land Management (BLM), who manages these lands within the county, prescribe management policies that affect wildlife and their associated habitat.

5.2.4 Air Quality

The climate of the Payette area is characterized by hot, dry summers with average daily high temperatures reaching 92°F in July, and average daily summertime low of 57°F. Winter months are typically cool, with average daily temperatures from November to March ranging from the high 50s to the low 20s. Precipitation is typically low with an average annual precipitation of 10.78 inches. Most precipitation arrives as snowfall during the November to January time period (Western Regional Climate Center 2004). Air quality in the region is not specifically monitored by Idaho DEQ; however with its small rural population, Payette County has few pollution problems. Primary air quality concerns are similar to other agricultural communities such as field burnings, odors, and crop dusting. Ordinances have been developed within the County to address these issues.

5.2.5 Hazardous Areas

In identifying hazardous areas, safety issues such as abandoned quarry sites, canal water, and roads were of primary concern during public meetings. Other hazardous areas include floodplains, fire-urban interface, and abandoned wells. The West Nile Virus has also been found in neighboring counties. Specific roads were also identified as hazardous crossing areas; these are discussed in Chapter 10.0, Transportation.

The potential for drowning and exposure to chemicals were the focus of concern in regards to abandoned quarry sites and canal water. Quarry sites fill with water after use and pose an attractive nuisance to children in the area. Lifeguards and lifesaving devices are not provided on these undeveloped sites. Chemicals such as herbicides and other pesticides are commonly used in this agricultural area and are found in various amounts in canals. These chemicals are typically harmful when an individual is exposed to large quantities; however, effects of long-term exposure to quantities found in irrigation water are less well known.

West Nile Virus has been reported in an unvaccinated horse in Owyhee County, the first report of the mosquito-borne virus in that southwest Idaho County. In 2004, West Nile virus was reported in horse, bird, or human populations in the Idaho counties of Ada, Bingham, Canyon, Elmore, Gem, Gooding, Payette, Twin Falls and Washington (Idaho Department of Health and Welfare 2004). People and animals are infected by West Nile Virus through the bite of an infected mosquito. People cannot contract the virus from casual contact with an infected animal or person. The virus spreads from one area to another as infected birds migrate. Mosquitoes pick up the virus after biting such infected birds, and can then pass the virus on to people and other animals (Idaho Department of Health and Welfare 2004). Mosquito abatement and other vector insect control is a growing issue within the county. Besides mosquitoes, black flies can also be an irritant to humans and livestock.

Wildfire in the Payette area is common and results from both natural and human causes. Fires cause extensive damage to lives and property. To reduce the risks of wildfire, a

mitigation plan (Dynamec 2001) was developed by the BLM to assess both general and specific actions that are needed. The following action items were identified by BLM to reduce the hazard of wildfire in the Payette area:

- Extend the 7th Avenue Water Line to Payette Heights Road.
- Assist the Payette Valley Rural Fire Department in obtaining funding for an additional tender/pumper.
- Establish a firebreak along the road leading to the landfill and Highway 52, around the perimeter of the landfill itself, and around the motorcycle park.
- Develop an ongoing education and outreach program throughout the assessment area to encourage fire-wise practice.

Development inside a floodplain is a typical concern. While dams along the Snake River have reduced the probability of flooding on the Payette and Snake Rivers, flooding still occurs. The 1997 New Year's Day floods in the Weiser, Payette, and Salmon River drainages caused record flooding and numerous mudslides. Warm temperatures, combined with a rainfall 4 to 6 times the normal amount and resulting snowmelt, triggered devastating floods, mudslides, and avalanches, extensively damaging communities and infrastructure throughout southwestern Idaho. In Payette County, approximately 120 homes and 30 businesses were flooded and several dikes along the Payette River were destroyed by floodwaters. Governor Phil Batt declared 13 counties a disaster: Gem, Adams, Washington, Idaho, Clearwater, Valley, Payette, Elmore, Latah, Boundary, Bonner, Shoshone, and Boise (Idaho Statesman 1997). Floodplains are located along the Snake and Payette rivers. The Federal Emergency Management Agency (FEMA) partially mapped Payette County in 1984, but this report is considered out of date. Upstream development along the Snake and Payette rivers could change the hydrological regime of these floodplains. Incompatible development could occur and expose residents to increased risk.

5.3 Future Trends

Growth and population increases are expected to threaten the quality of the existing natural resources found in the County. Some of these natural resources are beginning to fall below acceptable standards.

The Snake and Payette Rivers already face the effects of pollution from man-made sources. More pressure is being placed on the land to grow more produce; therefore, a decrease in the use of chemicals is not likely. The presence of pesticides is not uncommon to agricultural communities. However, because of their presence, future monitoring should continue.

Water supply will also decrease with a growing population. Water quantity is already at a premium in Payette County. As urban areas continue to grow and irrigation practices become more efficient, less water will be available to replenish the aquifer. In the IDWR Payette River State Water Plan, suggestions were made to provide additional storage for municipal water supply, irrigation, and flood control. While this storage may occur outside of Payette County, additional storage would possibly benefit downstream users. Additional methods of water conservation need to be developed and promoted for continued access to water.

Payette County is a productive agricultural area, as a result of good soils, a long growing season, and the availability of water. These agricultural lands also provide prime areas for housing and urban development. Where housing and agriculture meet, conflicts between neighbors can arise. Issues develop when common agricultural practices such as plowing create noise, dust, and traffic. As the county population grows, this urban/agriculture interface will continue to be an issue.

The effects of wildland fires on county developments and resources are also an issue. While wildland fire is an integral component of rangeland ecosystems, human structures and activities in fire-prone ecosystems can create a potential disaster. The wildland-urban interface occurs where human structures meet with highly flammable rangeland vegetation. The BLM has developed a plan to evaluate the causes of wildland fire and reduce the risk of wildfires. While wildland fires cannot be eliminated, this plan should reduce the risks to life and physical property.

The proposed increasing population is also expected to create urban/wildlife interface conflicts such as people/wildlife and domestic/wildlife conflicts. Many of the lands within the Payette Valley provide migration corridors for large mammals. Payette County's large farms, natural open spaces, and riparian corridors provide excellent habitat, sometimes in a landowners backyard. Conflicts can arise between wildlife and domestic animals. In addition, wildlife road crossings can put animals and people in harms way. Keeping riparian areas and other types of wildlife habitat healthy through responsible development and education is key to preserving wildlife and the existing quality of life.

More people also mean increased exposure to hazardous areas and situations. An increasing population means more cars and potential for more accidents. Higher volumes of traffic decrease safety ratings for railroad crossings. Irrigation canals will always attract young children. The potential for accidents in canals due to the lack of supervision or ignorance of the danger could increase with the growing population. The existing floodplain map is outdated, thereby allowing potentially incompatible development to occur. The floodplains need to be studied and the maps updated and made available to the public to decrease this risk.

5.4 Issues and Concerns

A complete list of issues identified by Payette County residents during the planning process is provided in Appendix C.

The natural resources working group discussion focused on providing a clean and quality environment to current and future residents. Primary issues of concern included children's trespassing in canals and land use encroachment in canal Rights-of-Way (ROW) and in floodplains. A particular area of concern was the spillway between Cassia and Elgin on SE 3rd-Black Canyon Water by old Fox Canyon Cemetery. Concerned citizens also wanted to protect the clean air quality and surface and groundwater particularly around CAFOs, dairies, and septic systems. The groundwater aquifer quality and quantity are particularly important as it is the main source of drinking and irrigation water for the County.

As Payette's county is rich in agricultural history, many people wanted to address the urban/rural interface. Many people wanted the comprehensive plan to consider the effects on agriculture of developing sub-prime agricultural land or non- agricultural land in proximity to prime agricultural land. Other concerns included:

- Living in an area where there's a risk of wildland fire destroying somebody's home or livelihood.
- Developing mosquito and black fly abatement programs.
- Protecting gravel mining resource.

5.5 Goals, Objectives, and Action Items

Goal: Protect and preserve Payette County's natural resources.

Objective: Provide clean and plentiful drinking water by protecting the aquifer.

Action Items:

- Identify and close abandoned wells.
- Develop future plan for water conservation. Use current Idaho State Water Conservation Plan to guide development or manage growth.
- Encourage low-pressure irrigation systems for lawns.
- With the cooperation of Southwest District Health, study appropriate housing density criteria for septic systems.
- Study appropriate housing density for aquifer preservation. Continue monitoring the aquifer, and establish guidelines for future growth based on water availability.

Goal: Protect soil resources in Payette County.

Objective: Promote best management practices (BMPs) on agricultural lands.

Action Items:

- Work with soil conservation districts, Idaho Department of Agriculture, U.S. Department of Agriculture (USDA), and Extension Services to educate farmers regarding use of BMPs.

Goal: Encourage and continue the use of land for agriculture to preserve the rural quality of life in the County.

Objective: Prevent the loss of range and agricultural land by discouraging the consumption of prime farming lands by non-agricultural uses.

Action Items:

- Consider natural resources and prevailing land use in evaluating proposed development.
- Adopt the Future Land Use Map that identifies areas for rural residential development which do not create conflicts with existing uses.
- Develop zoning policies that maintain contiguous blocks of agricultural and rangeland.

Goal: Maintain a high level of safety for citizens and visitors of Payette County.

Objective: Identify high risk areas in Payette County for canals, pedestrians, bicycles, horseback riding, and roads.

Action Items:

- Develop education program to identify and publicize dangers of canals.
- Limit development or enforce correct setbacks on development near canals.

Objective: Where economically and biologically feasible, re-establish native vegetation to restore ecosystems and range and wildlife values to reduce risk of fire on current and future residences.

Action Items:

- Facilitate public and private partnerships for fire prevention through education and existing ordinances.
- Utilize cooperating agencies expertise and cost sharing funds to assist landowners to eliminate cheatgrass and medusahead and restore native grasses.

Objective: Encourage safe use of the roadways.

Action Items:

- Educate general populace about the impact of farm equipment and farm-related practices on highway safety.

Objective: Protect gravel mining resources.

Action Items:

- Inventory gravel mining resources.
- Identify life-span of existing gravel mines.
- Identify other areas for potential gravel mining resources.

Objective: Ensure proper location of facilities that can handle hazardous material and support community education regarding hazardous materials.

Action Items:

- Identify proper drop-off points for proper handling of hazardous/toxic waste.
- Develop and endorse "reduce-reuse-recycle" educational programs.

Objective: Support and enhance noxious weed, mosquito, and black fly abatement programs.

Action Items:

- Continue to identify noxious weeds present and implement programs to reduce or eliminate their occurrence.
- Develop and implement mosquito and black fly abatement programs.

Objective: Encourage compatible development in floodplain areas.

Action Items:

- Study the existing Payette County floodplains and update the floodplains map.
- Limit development in floodplains.

6.0 LAND USE

6.1 Background

This component of the comprehensive plan identifies major land uses in Payette County. An existing land status map depicts current agricultural, rangeland and urban areas. A future land use map identifies the current vision for rural land uses outside the city limits with provisions for increased residential densities. This section also presents information on land ownership, land development regulations, and community design. The future land use map and accompanying narrative are based on citizen's issues and concerns as presented herein. This section concludes with goals, objectives, and action items.

6.2 Current Conditions

6.2.1 General Land Use Patterns

Table 6-1 depicts land ownership within Payette County in 1995 and 2000. The County is predominately private land with federal and state lands representing about 25 percent of the total land area.

Table 6-1. Land Ownership

Land Ownership	*Acres*
Federal Land	66,136
BLM	66,052
National Forest	0
Other	84
State Land	8,624
Endowment Land	7,842
Fish and Game	782
Parks and Recreation	0
Private Land	183,860
County Land	1,860
Municipal Land	320
Total	260,800

Source: Idaho Department of Commerce 2001.

Payette County is rural with most development occurring in three historic towns: Payette, Fruitland, and New Plymouth. As depicted in Figure 6-1, the rural areas of the county are either rangeland, irrigated agriculture (gravity flow or sprinkler), dryland agriculture, or riparian.

Each of the three towns has traditional downtown commercial areas surrounded by residential neighborhoods. Commercial development also extends outside of the urban areas along local highways. Each town has public buildings for government and school uses, as well as parks and other public facilities and utilities. Some industrial development occurs in each town along the rail lines and other transportation corridors. Larger lot

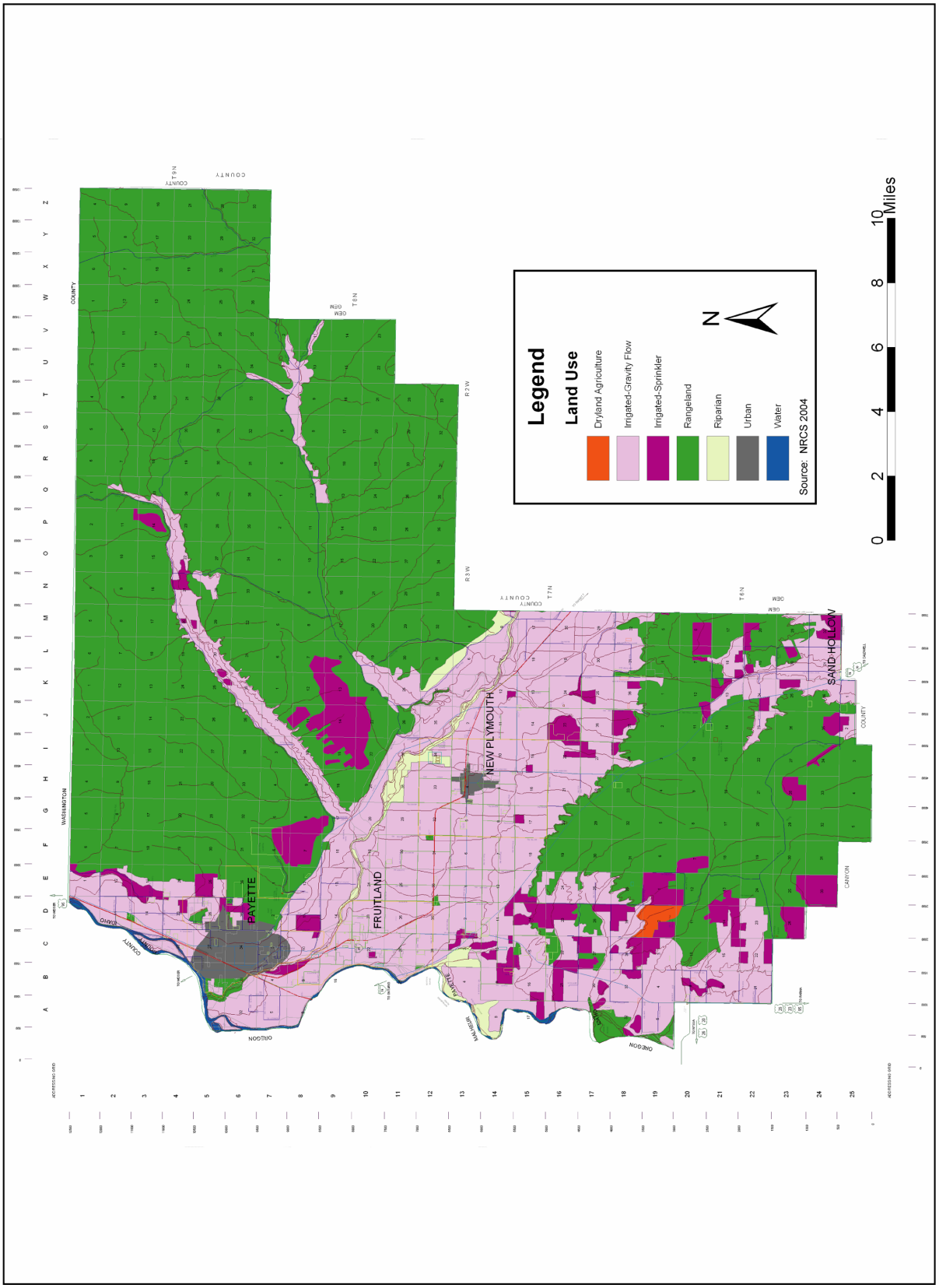


Figure 6-1. Agricultural Land in Payette County

residential development and small farms, along with agricultural support uses such as manufacturing and processing, occur in the outskirts of each town. Several commercial areas occur along three interstate interchanges (the Fruitland/Payette exit #3, the Sand Hollow exit #7, and the Black Canyon junction #13).

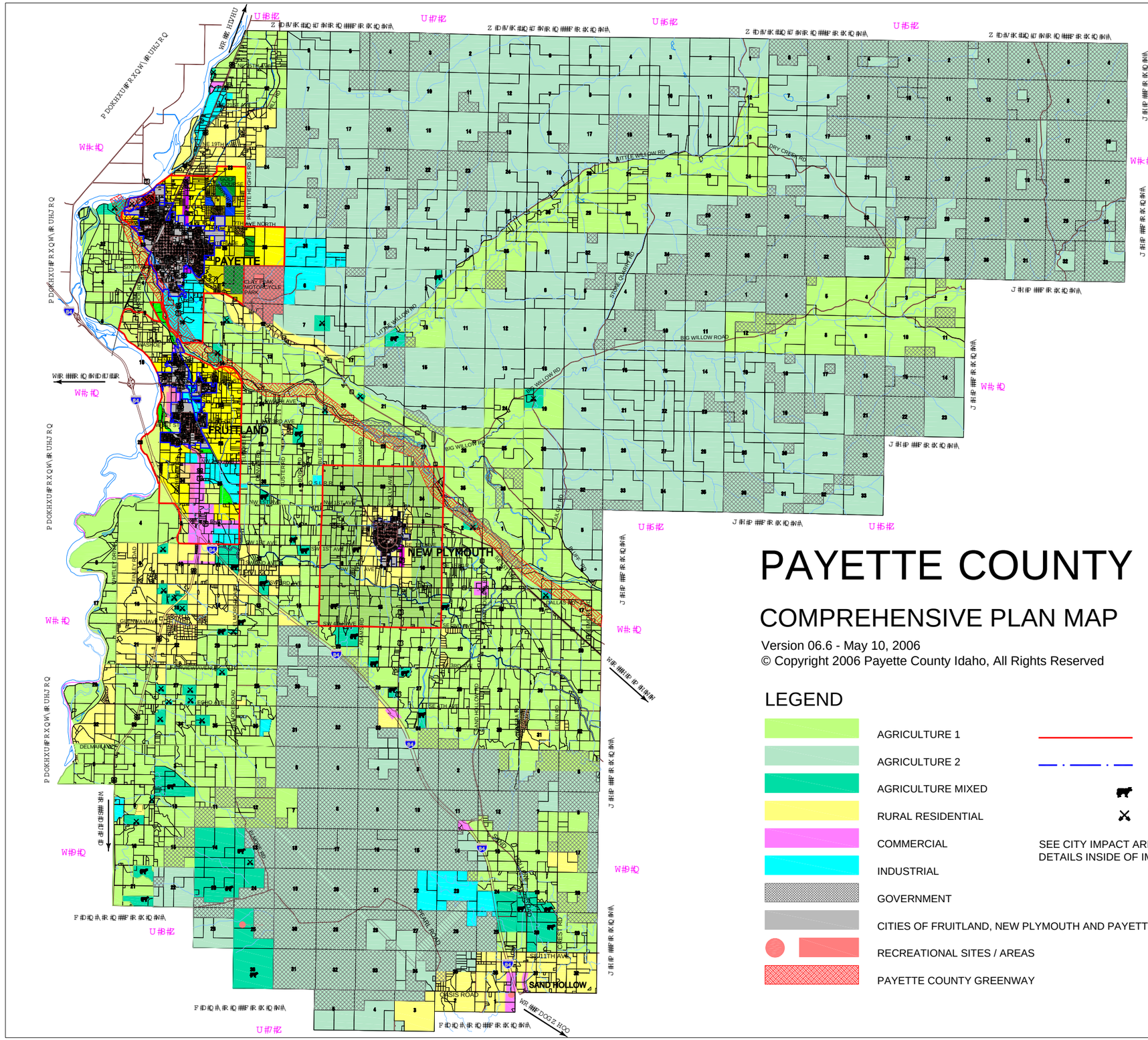
The 1997 Comprehensive Plan identifies several land use categories outside city limits. These land uses may be characterized as follows:

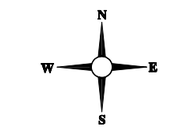
- ***Agricultural*** is the dominant land use in Payette County. Farm sizes range from one acre to in excess of 80 acre parcels. A wide range of agricultural uses are permitted including crop production, nurseries, and livestock raising. Under conditional uses more intensive agricultural uses, such as contained animal feeding operations and processing facilities, may be permitted. The smallest lot size in this area is 1 acre, however current regulations only permit one land division since the ordinance adoption in 1979. A provision for the transfer of development rights exists under the current ordinance to enable further division of land.
- ***Residential*** development is predominately located inside city limits and Areas of City Impact. However, single family homes and mobile home developments do occur in various subdivisions throughout the county. Some specific areas of concentration include residences in the vicinity of Sand Hollow and south of Fruitland. The densities vary but do not exceed one dwelling unit per one acre in order to meet Health District provisions for septic tank and well water.
- ***Commercial*** development outside city limits is limited. Several commercial areas occur along three interstate interchanges and along Highway 95.
- ***Industrial*** uses, including warehousing, general manufacturing, large agricultural establishment including CAFOs, railroad, and industrial business parks, constitute the majority of uses in this category. Most of this development occurs inside the Areas of City Impact.
- ***Parks/Public*** include government offices, public and private schools, health care facilities, churches, utilities, park and recreational areas, and cemeteries. Open space generally includes areas that are underdeveloped, private or public, including irrigation and drainage ditches and utility easements.

6.2.2 Regulations

Land use in Payette County is regulated by the zoning and subdivision ordinances. These regulations are guided by the current comprehensive plan adopted in 1997. County personnel, with the support of the Planning and Zoning Commission, administer the plan and facilitate development applications in accordance with city ordinances and guidelines.

In compliance with Idaho State law, Payette County has adopted mutually acceptable Areas of City Impact with each of the three incorporated cities. The current Area of City Impact boundaries are depicted on Figure 6-2, the future land use map. Existing agreements generally provide for the application of the Comprehensive Plan of Payette County and the County's zoning ordinance and the City's subdivision ordinances within the Area of City Impact. At the time this plan was prepared, the City of Payette was preparing a plan update that could result in a revised Area of City Impact.





PAYETTE COUNTY IDAHO

COMPREHENSIVE PLAN MAP

Version 06.6 - May 10, 2006

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LEGEND

- AGRICULTURE 1
- AGRICULTURE 2
- AGRICULTURE MIXED
- RURAL RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- GOVERNMENT
- CITIES OF FRUITLAND, NEW PLYMOUTH AND PAYETTE
- RECREATIONAL SITES / AREAS
- PAYETTE COUNTY GREENWAY
- IMPACT BOUNDARIES
- CITY LIMITS
- ANIMAL FEEDING OPERATION
- SAND / GRAVEL PIT OR MINE

SEE CITY IMPACT AREA MAPS FOR LEGEND DETAILS INSIDE OF IMPACT BOUNDARIES

6.2.3 Community Design

Community design addresses the need for landscaping, building design, and signs as well as suggested patterns and standards for design, development and beautification. County regulations currently provide basic design and development standards. However, because of the rural nature of the county and the relatively low intensity of development activity these requirements are not rigorous.

6.3 Future Conditions

To prepare a future land use map, Natural Resource Conservation Service (NRCS) maps were carefully assessed, in addition to the current comprehensive plan and zoning map. During that process, citizens participating in the planning process expressed concerns regarding ongoing development trends. Key observations from the land use working group included an overall desire:

- to recognize and enhance the rural character of Payette County;
- to protect the agricultural lands, particularly the productive irrigated portions, within Payette County;
- to focus more intense development (residential subdivisions, commercial and industrial uses) within the Areas of City Impact; and
- to enable more opportunities for a growing and diverse population within the County.

The future land use map attempts to address the land use working group's concerns. This is achieved by providing three land use categories to address the rural and agricultural land uses. This permits a variety of development options in lieu of the current single agricultural designation. The most intense of the categories of use would occur within and near the Areas of City Impact. This addresses the concern that more intense development should occur near the city cores. The other rural land use categories encompass rangeland and agricultural areas. Other land uses, commercial and industrial, are limited outside the Areas of City Impact. Under this comprehensive plan, no changes to the Area of City Impact boundaries are proposed.

A population growth forecast included in Chapter 4.0 estimates that from 2000 to 2005, the County's population outside of the city limits may be expected to increase to 9,869 (and to 10,685 in 2010). As stated in Chapter 7.0, future housing needs will increase by about 325 housing units between 2005 and 2010. In order to accommodate this projected increase, provisions for more residential developments in the agricultural areas are included in this plan.

Figure 6-2 presents the desired land use categories and their locations. This map does not represent changes to the zoning map. The areas depicted on the map are conceptual and, therefore, will require further analysis prior to the creation of a zoning map. The boundaries may be interpreted to include the abutting parcels in the direction of either land use designation. Furthermore, this map does not preclude the development of other more specific zones such as, but not limited to, those which might encompass outstanding natural, cultural, or recreational resource areas.

Figure 6-2 depicts the city limits for Payette, Fruitland, and New Plymouth. The future land use designations depicted for each Area of City Impact represent the land uses identified in their current comprehensive plans. Figures 6-3 (Payette), 6-4 (Fruitland), and 6-5 (New Plymouth) present each impact area in detail. For information on the land use categories in these communities, refer to the respective city plan documents.

The land use areas depicted in the future land use map represent a long-range vision of community development. They may be summarized as follows.

Agriculture 2. This designation encompasses lands outside Areas of City Impact that are predominately rangeland. For the most part these areas are either state or federally owned. These areas would permit residential development and a wide range of agricultural pursuits.

Agriculture 1. This designation encompasses lands outside Areas of City Impact that are either gravity or sprinkler irrigated. Lands along the Snake River and the Payette River drainage as well as the Big Willow and Little Willow drainages are within this land use category. These areas would focus on retention of agricultural use while permitting residential development. A wide range of agricultural pursuits would be principally permitted, while more intense agricultural uses would be permitted under conditional use.

Agriculture Mixed. This designation encompasses lands outside Areas of City Impact that may or may not have irrigation. For the most part, these areas have a current use of an animal feeding operation or a sand/gravel pit or mine. A wide range of agricultural pursuits would be principally permitted that are compatible with the existing uses. The animal feeding operations are allowed by a CAFO siting permit. The sand/gravel pit or mines are allowed by conditional use. This designation is solely for the purpose of indicating the existing and future uses to prospective land owners and potential conflicts.

Rural Residential. This designation would occur primarily within Areas of City Impact and in several other areas where smaller residential lots are concentrated including an area surrounding Sand Hollow. This designation would permit large lot residential areas. Those inside the impact area will likely be annexed into the neighboring city. Smaller lot residential development would only be permitted under a special development application such as a Planned Unit Development (PUD).

Commercial. This designation would include retail stores and services. The designation is limited to each of the four interstate interchanges. However, in the future, residential development may necessitate commercial uses in densely populated areas.

Industrial. This designation includes a light and heavy industrial uses to address a variety of manufacturing, processing, and storage uses. This encompasses existing industrial operations, such as CAFOs and the Clay Peak Landfill.

Government. This map denotes state and federal land ownership, at the time of plan adoption, for informational purposes.

The map also depicts recreation areas located throughout the county and outside the impact areas. These sites include sportsman access sites, the motorcycle park, and several other areas. A special designation depicts the Payette County Greenway. A designation for public use areas may be considered for the zoning map. CAFOs and gravel pits or mines, present when the plan was adopted, are also noted on this map for informational purposes.

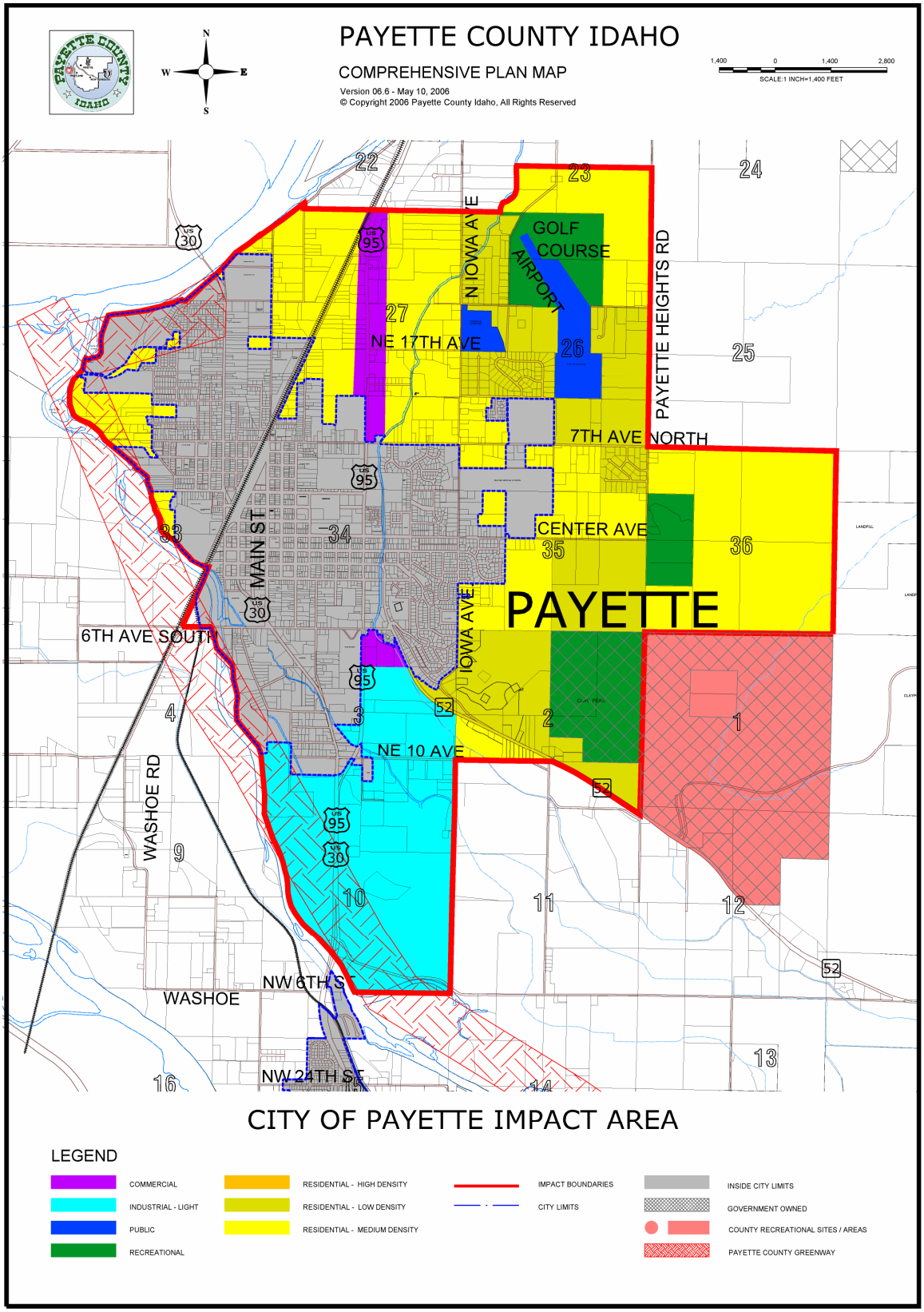

Figure 6-3. City of Payette Future Land Use within the Impact Area

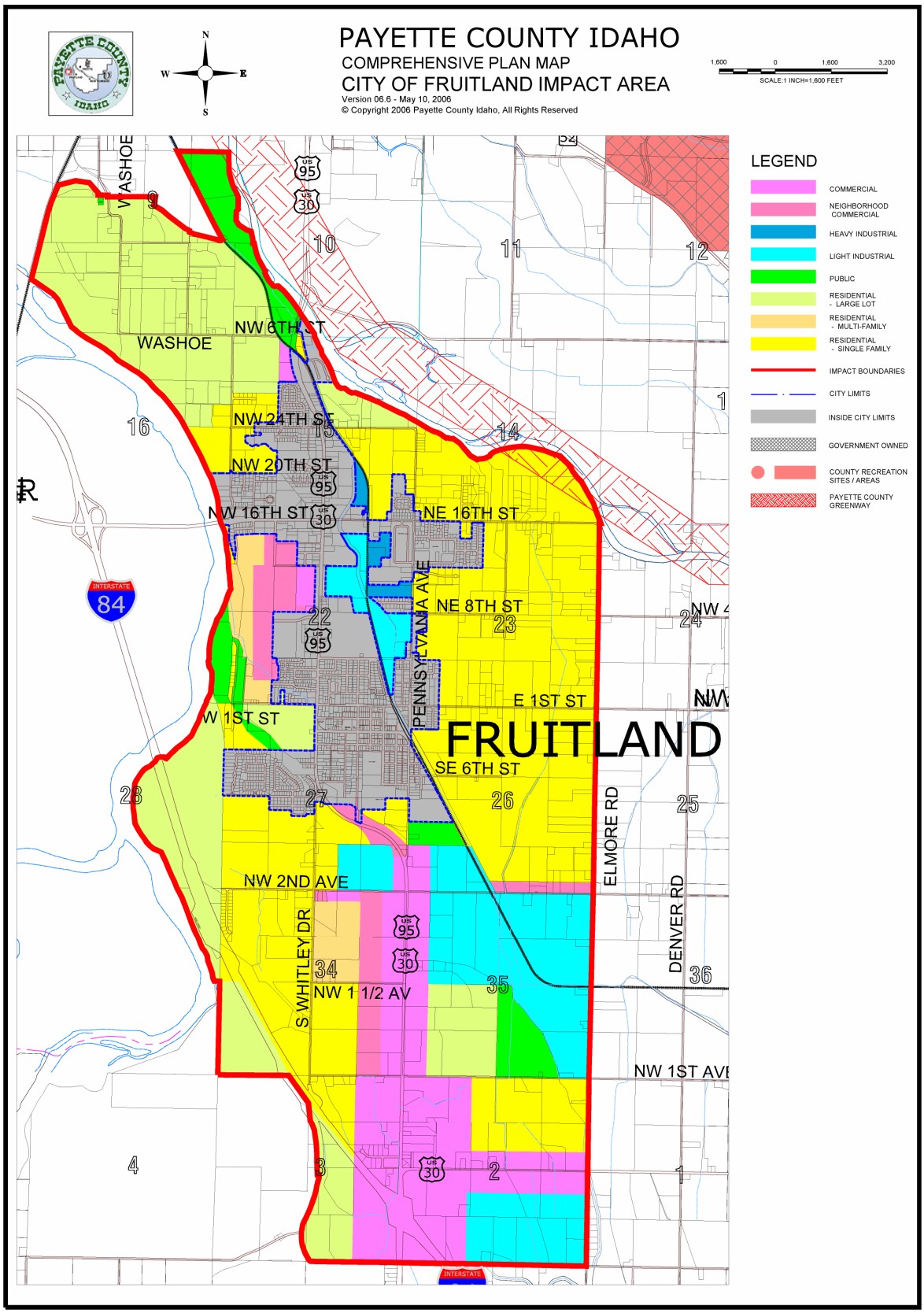

Figure 6-4. City of Fruitland Future Land Use within the Impact Area

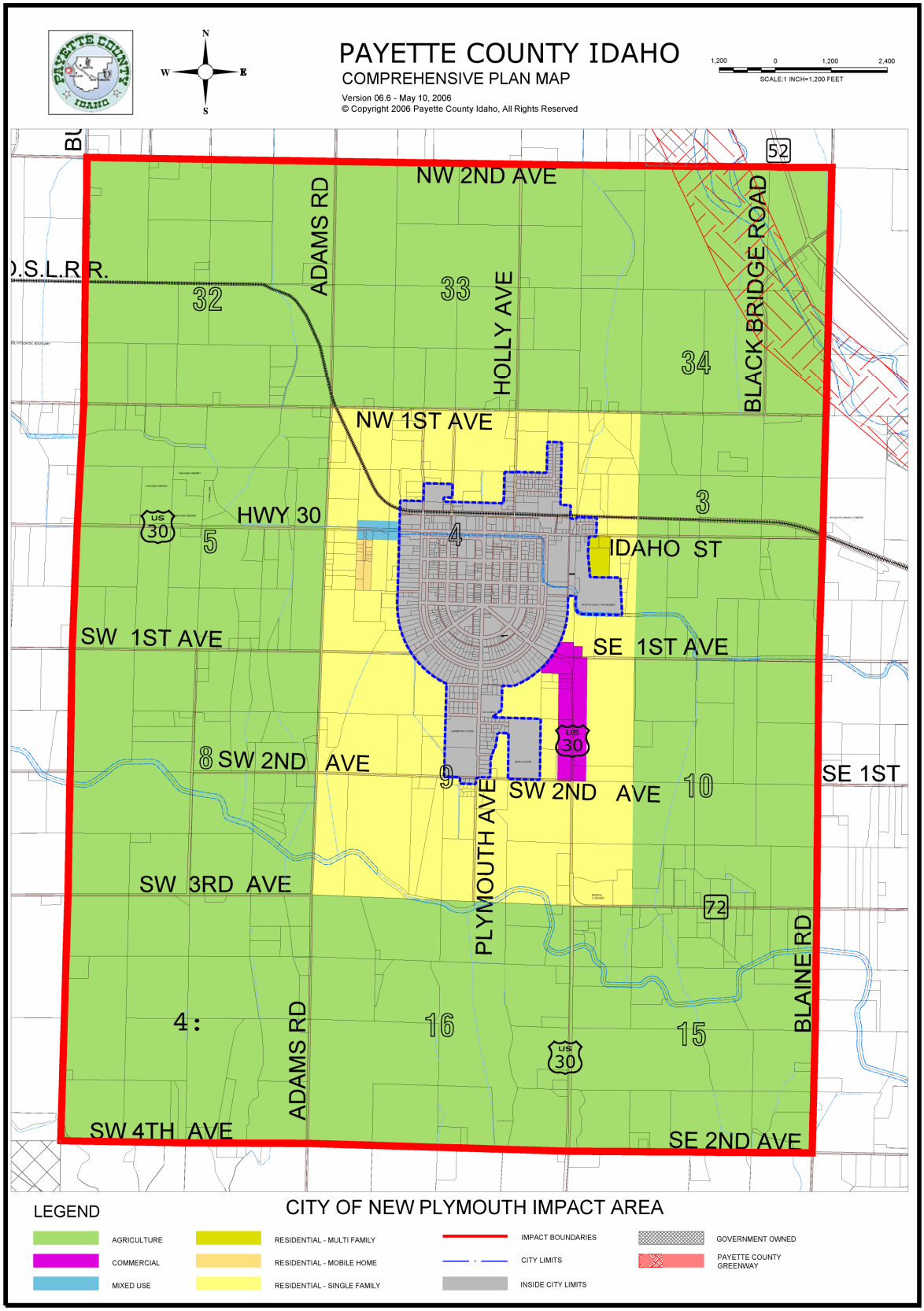

Figure 6-5. City of New Plymouth Future Land Use within the Impact Area

6.4 Issues and Concerns

A complete list of issues identified by Payette County residents during the planning process is provided in Appendix C.

The land use working group identified numerous issues and concerns. The general tone of the discussions was positive based on on-going planning efforts. However, there was a general concern that continued rapid growth without establishing more firm control of development patterns would result in a less desirable community.

The primary focus of the discussions was the conflict between allowing some development of smaller residential lots while preserving productive agricultural areas. The working group discussed the importance of maintaining the county's rural character, preserving lands for future generations and ensuring that new development is sensitive to the lands characteristics (topography, vegetation, etc.). The group agreed that it was important to maintain the quality of life enjoyed by Payette County residents.

For the most part, the working group agreed that small lot residential development, commercial, and industrial uses should be located within Areas of City Impact. Commercial development should be limited to interstate access points or, in the future, small convenience commercial where residential development occurs. The working group had extensive discussions on the issue of livestock operations and how best to address them.

The working group expressed concern that ordinances would be prepared and adopted to implement the plan. They discussed the importance of having consistent regulations between the county and each of the cities.

6.5 Goals, Objectives, and Action Items

The land use working group developed one overall goal for the comprehensive plan land use component with four specific objectives. The group developed associated action items for each objective.

Goal: Preserve our rural character and protect our quality of life.

Objective: Maintain County's agricultural base.

Action Items:

- Adopt the Future Land Use Map depicting a range of agricultural land categories that reflect the variety of lands.
- Revise zoning ordinance and map to reflect current comprehensive plan.
- Develop standards for rural residential PUDs that address the physical site characteristics (topography, soils, water, vegetation, etc.), surrounding properties, building locations, site improvements, water and waste disposal systems, and other amenities.
- Identify agricultural industrial land uses and prepare appropriate design and development standards.
- Re-evaluate Transfer of Development Rights program.

Objective: Encourage development that requires city services to locate within areas of city impact.

Action Items:

- Permit small convenience/neighborhood commercial uses to support residential areas.
- Allow some commercial development appropriate to highway interchanges. Ensure that adequate signage to Payette County communities is integrated at these developments.
- Review and amend the zoning ordinance to address the variety of industrial uses and to ensure that industrial development does not encroach on the rural character of the county.
- Require industrial uses to locate in close proximity to public utilities and transportation systems.
- Require new commercial developments to provide the necessary setbacks, landscaping, and building design to reflect the County's rural character.
- Require all commercial developments to provide good visibility for safe highway access and adequate off-street parking spaces.
- Revise zoning ordinance to ensure that outdoor advertising is related to business enterprises in the immediate area.

Objective: Provide opportunities for individuals that wish to live and work in the county to do so without encroaching on rural character.

Action Items:

- Amend the zoning ordinance to provide a range of building lot sizes, use, and density requirements for residential development.
- Encourage small lot residential on rocky and hilly soils.
- Require that lots smaller than 1 acre be connected to city services.
- Ensure that new residential development be considerate of productive agriculture pursuits.
- Require large residential development (PUDs) to provide the necessary setbacks, landscaping, and design to reflect the County's rural character.

Objective: Work as a region to address greater needs of Payette County.

Action Items:

- Cooperate with other governmental entities to ensure that issues of regional importance are addressed comprehensively.
- Review other Payette County local governments' plans and ordinance requirements and achieve consistency.
- Review and revise Area of City Impact agreements as appropriate.
- Coordinate wildland fire response with BLM.

- Participate in regional efforts to
  - preserve areas of historic and cultural significance;
  - address transportation issues including multimodal alternatives;
  - address environmental concerns such as air and water quality.

7.0 HOUSING

The housing component of the comprehensive plan first examines past housing trends, then looks at the current housing inventory in the County and its impact on residents, and projects housing needs and trends for the future.

The plan examines the changing characteristics of the County's housing inventory from 1990 to 2000, including owner-occupied and rental units, and household size. It then looks at the current housing inventory, including housing type, age, value, monthly housing payments (owner and rental), and recent building permit activity. It contains projections for future housing trends and demand in light of the County's projected population growth. Issues and concerns; and goals, objectives, and action items are the conclusion of the housing component.

7.1 Background

The County's housing inventory increased from 6,250 in 1990 to 7,949 in 2000, an increase of 1,429 units, or 22 percent (Table 7-1). The rate of increase closely parallels the County's population growth for the same period, which increased by 26 percent.

Owner-occupied units totaled 5,461 in 2000, a 74 percent rate of total housing units. The statewide rate for owner-occupied housing in 2000 was 64 percent. The number of owner-occupied housing units increased by 28 percent from 1990 to 2000, from 4,282 to 5,461. The number of renter units increased from 1,758 in 1990 to 1,910 in 2000, gaining 152 units. Renter units accounted for the remaining 26 percent of all occupied housing units.

Table 7-1. 1990 to 2000 Payette County Housing Characteristics

	1990	*2000*	*Number Change*	*Percent Change*
Total Housing Units	6,520	7,949	1,429	22%
Occupied Units (Households)	6,040	7,371	1,331	22%
Owner-Occupied	4,282	5,461	1,179	28%
Renter-Occupied	1,758	1,910	152	9%
Vacant Units	480	578	98	20%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

The number of persons per household in the County remained nearly constant from 2.7 in 1990 to 2.8 in 2000. Two-person households predominate in the County. In 2000, 35 percent of all households were two-person households. The next highest number was the one-person household, at 21 percent of total households.

The overall vacancy rate for housing in the County was about seven percent (578 units) in 2000. The owner-occupied vacancy rate was two percent, considered typical for the type of housing. The rental vacancy rate of 10 percent, however, was double the norm of five percent, which allows for population mobility and housing choice.

7.2 Current Conditions

This section reviews the type, age, and value of the County's housing inventory. The amount and percentage of income residents spend monthly on housing, either for mortgage payments or rent, is examined and an update on building permit activity is presented.

7.2.1 Housing Type

Single family units predominate in the County. In 2000, 5,762 of the nearly 8,000 housing units were single family, a 72 percent rate. Mobile homes totaled 1,352 units, or 17 percent. The remainder were apartments; 7 percent were small units of 10 apartments or less, with 3 percent larger units of 10 or more (Table 7-2).

Table 7-2. 2000 Payette County Housing Type

Housing Type	*Number of Housing Units*	*Percent Total*
Single Family Housing Unit	5,762	72%
Small Apartment (Under 10 Units)	572	7%
Large Apartment Unit (Over 10 Units	239	3%
Mobile Home	1,352	17%
Other	24	0%
Total	7,949	100%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

The County's housing inventory tends to be older with 22 percent of the total units (1,778) built between 1970 and 1979. The median year built for the housing stock is 1971. The 1980 to 1989 decade saw 703 new housing units added, or 9 percent of the current housing inventory. Eleven percent (911 units) was built between 1995 and 1998 and 7 percent (566 units) added between 1990 and 1994.

7.2.2 Housing Value

Most owner-occupied housing in the County in 2000 was valued between $50,000 and $150,000; only 15 percent of the housing stock was valued at $150,000 or more (Table 7-3). The median value was $88,200. The median housing value in Idaho in 2000 was $106,400.

One-fourth (25 percent) of the County's owner occupied housing was valued in the $50,000 to $80,000 range, the largest category. The next two higher value brackets, $80,000 to $100,000 and $100,000 to $150,000, both contained 22 percent of the surveyed housing. Only 15 percent, or 817 housing units, fell in the Under $50,000 value classification.

Table 7-3. 2000 Payette County Owner-Occupied Housing Unit Value

Housing Value	*Number of Housing Units*	*Percent Total*
Under $50,000	817	15%
$50,000 to $80,000	1,378	25%
$80,000 to $100,000	1,206	22%
$100,000 to $150,000	1,219	22%
$150,000 to $200,000	508	9%
$200,000 to $300,000	237	4%
$300,000 to $400,000	16	0%
$400,000 to $500,000	60	1%
Over $500,000	26	0%
Total	5,467	100%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

7.2.3 Mortgage Payment

With the median value of homes in the County somewhat below the state figure, monthly mortgage costs for owner-occupied housing are also relatively low (Table 7-4). One-third of the owners reported paying between $200 and $600 per month in mortgage costs in 2000. The single largest category was between $200 and $400 per month, at 22 percent, followed closely by the $600 to $800 per month category, at 21 percent.

Both the Under $200 monthly and $400 to $600 monthly category tallied 11 percent of homeowners. The two highest brackets, $800 to $1,000 and Over $1,000 per month, were about equal, at 17 percent and 18 percent respectively.

Table 7-4. 2000 Payette County Owner-Occupied Monthly Payment

Monthly Cost	*Number of Households*	*Percent Total*
Under $200	426	11%
$200 to $400	843	22%
$400 to $600	428	11%
$600 to $888	791	21%
$800 to $1,000	660	17%
Over $1,000	670	18%
Total	3,818	100%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

7.2.4 Rent Payment

Monthly rental costs in the County were also relatively low in 2000, the majority of them under $600 per month (Table 7-5). The median rent paid in the County in 2000 was $383 per month. The single largest number of renters responding, 282, reported paying between $350 and $399 monthly. The next highest number responding, 212 renters, reported paying between $450 and $499 monthly.

Table 7-5. 2000 Payette County Renter-Occupied Monthly Payment

Monthly Cost	*Number of Households*	*Percent Total*
Under $200	313	17%
$200 to $400	628	34%
$400 to $600	656	36%
$600 to $800	89	5%
$800 to $1,000	2	0%
Over $1,000	0	0%
None	145	8%
Total	1,833	100%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

More than two-thirds of the renters surveyed report paying between $200 and $600 per month in rent in 2000. The largest category, $400 to $600 per month, was 36 percent of responding renters, followed closely by 34 percent in the $200 to $400 monthly payment bracket. Only 5 percent reported paying more than $600 a month for rent and 17 percent paid under $200.

7.2.5 Housing Cost as a Percentage of Income

While housing in the County is relatively inexpensive, it must also be measured against household income to determine how large a percentage of a household's monthly income goes to pay a mortgage or rent. The U.S. Department of Housing and Urban Development (HUD) considers 30 percent of monthly income for rent or a mortgage the threshold figure for determining if a household is "housing cost burdened," or paying a disproportionate amount of its income for housing.

In the County, 76 percent of homeowners paid less than 30 percent of their monthly income for a mortgage payment in 2000. Sixty percent of renters paid less than the 30 percent threshold figure, leaving 40 percent of the County's renters determined to be "housing cost burdened." Eleven percent of renters (206 out of 1,833) reported paying more than 50 percent of their monthly household income for rent.

Almost 10 percent of County households, combining the number of renters (206) and homeowners (297), reported paying more than 50 percent of their monthly income for housing.

7.2.6 Residential Building Permit Activity

The number of building permits issued countywide is increasing rapidly to accommodate the population growth (Table 7-6). In the decade from 1990 to 1999, 289 residential units were constructed in the unincorporated area of the County, an 11 percent increase overall in houses in the County. Between 2000 and to date in 2004, 401 residential building permits have been issued, a 39 percent increase in the number of housing units in just four years. More than 90 residential building permits were issued in 2000 and 2002, the highest annual levels of permitting activity.

Table 7-6. 2000 to 2004 Payette County Residential Building Permit Activity

Year	*Residential Units*	*Manufactured Homes*	*Total Residential Units*
2000	46	46	92
2001	51	23	74
2002	63	27	90
2003	49	25	74
2004	46	25	71
Total	255	146	401

Sources: Intermountain Demographics 2004
Payette County 2004
City of New Plymouth 2004
City of Fruitland 2004b

In the 2000 to 2004 time frame, a total of 773 residential building permits were issued in the County; 48 percent (372) were issued in the incorporated cities of Fruitland (203), Payette City (140) and New Plymouth (29) and 52 percent were issued for construction in the unincorporated area of the County.

Growth still appears to be spread fairly evenly between the three cities and the unincorporated County areas. In 1990, 42 percent of housing units were in the unincorporated area; the figure for 2000 is 38 percent.

2005 HOUSING UNIT ESTIMATE

The 2005 total housing inventory in Payette County is estimated at 8,956 units. That represents a gain of slightly over 1,000 homes and is an increase of 13 percent since 2000. The level of residential building activity from 2000 to 2005 is more than 70 percent of the total 1990 to 2000 housing unit increase. The current housing unit estimate is based on the number of residential building permits issued in Payette County and the cities of Fruitland, New Plymouth, and Payette from 2000 through 2004.

7.3 Future Trends

Growth projections are for an increase in the number of housing units in the County of between 11 and 13 percent for each five-year period from 2000 through 2025 (Table 7-7). Projections increase the number of housing units countywide from the 7,949 counted in the

2000 Census to 9,951 in 2010,. Further increases and the steady projected growth rate put the number of countywide housing units at around 13,500 by 2025.

Table 7-7. 2000 to 2025 Payette County Housing Unit Forecast

Year	*Housing Unit Forecast*	*New Units Added*
2000	7,949	
2005	8,956	1,007
2010	9,951	995
2015	11,020	1,069
2020	12,182	1,162
2025	13,399	1,217

Source: Intermountain Demographics 2004

The demand for future housing units is forecast by dividing the five year population gain by a persons per household rate to determine the number of new households being formed for that time frame. That number of new households, or occupied housing units, is factored by a vacancy rate to determine the number of total (occupied and vacant) housing units. A vacancy factor is applied to allow for mobility and housing choice for future residents.

With growth fairly evenly divided between the incorporated cities and the unincorporated areas of the County, projections indicate an increase to just over 5,000 homes in the unincorporated area by 2025, which is 38 percent of the total projected housing units. (Table 7-8).

The projections indicate the unincorporated area of the County will see an increase of about 325 homes from 2005 to 2010, another 350 between 2010 and 2015, around 425 added between 2015 and 2020, and some 390 in the last projection period of 2020 to 2025.

Table 7-8. 2000 to 2025 Payette County Housing Unit Forecast by Area

Area	*2000*	*2005*	*2010*	*2015*	*2020*	*2025*
Fruitland	1,518	1,810	2,120	2,450	2,770	3,169
New Plymouth	566	606	626	648	670	693
Payette	2,834	3,008	3,349	3,712	4,102	4,508
Balance of County	3,031	3,532	3,856	4,210	4,640	5,029
Total	7,949	8,956	9,951	11,020	12,182	13,399

Source: Intermountain Demographics 2004

7.4 Issues and Concerns

A complete list of issues identified by Payette County residents during the planning process is provided in Appendix C.

Adding new homes, whether individually or in subdivisions, will affect the inventory of agricultural land available in the County. In addition to the directly measurable loss of crop or grazing land to development, residents pointed out that subdivisions and active

farming operations historically do not make good neighbors and generate complaints and/or conflicts.

Several issues related to the current and future housing situation in the County were raised during the public input period.

Residents are concerned about affordable housing, reflective of the number who report paying more than 30 percent of their monthly income for either rent or mortgage payments and the 11 percent that pay more than half their monthly income for housing.

Concerns were also raised about persons moving into the County, both from adjacent, more densely populated counties and from out-of-state, and their effect in driving up housing costs. A related concern raised is the quality of the existing housing available, especially in the rural, unincorporated areas of the County that are not served by city utilities. One serious concern is failing septic systems and resultant contamination of wells and water supplies. Another issue raised is whether the cities have adequate water resources to supply drinking water to meet future growth and development demands.

7.5 Goals, Objectives, and Action Items

Goal: Provide for a sufficient supply of diverse, high quality housing for current and future Payette County residents.

Objective: Define areas for future residential development.

Action Items:

- Provide an adequate supply of housing, close to community services, for an aging population.
- Ensure an adequate supply of houses for first time homeowners, as well as "downsizing" households.
- Encourage development of affordable, safe, high quality housing for migratory workers.
- Promote high density, high quality, owner and renter housing in the incorporated cities in the county.

Objective: Investigate measures to lower the cost of housing.

Action Items:

- Utilize Community Development Block Grants to lower the cost of housing.
- Form an investment group to help fund housing opportunities and economic development growth.
- Ensure that building codes do not negatively impact the cost of housing.

Objective: Streamline and coordinate all development ordinances to ensure that they are widely understood and enforced.

Action Items:

- Provide a concise overview for the development process in Payette County, including a step-by-step approach and timelines for approval.

- Develop and improve a comprehensive county web-site to define county procedures and functions (i.e., development, voting, and community services).
- Review existing housing and development codes and ensure that they are enforced.
- Review development ordinances for street provision (access and paving) requirements.
- Designate section lines as future transportation arterials and require the dedication of 80 or 100 foot ROWs, one-half on each side of the section line, to accommodate future roads. New development should construct or pay its proportional share of road construction.
- Investigate impact fees for new development in Payette County.
- Ensure that septic and community treatment systems meet a high level of safety standards.

8.0 ECONOMIC DEVELOPMENT

This component discusses the economic base and employment of the County, which is primarily small manufacturing, services, agriculture, and agriculturally-related industries. The component looks at changes in the County's economic base over the last decade, discusses the current employment scenario and related income levels, and projects job and income levels for the future. The component concludes with a discussion of issues raised by the socioeconomic committee and its goals, objectives, and action items.

8.1 Background

There are four main employment bases in the County: manufacturing, services, agriculture and related agricultural industries, and government.

The service industries had the largest total number of employees in 2000, at 1,803, an increase of 49 percent over 1,208 in the 1990s. Manufacturing was next in total employment, at 1,653, a 47 percent increase over 1990. Government, which includes all levels of federal, state, local, and school district employees, ranked third at 1,119 in 2000, a 26 percent increase over 890 jobs in 1990 (Table 8-1).

Table 8-1. 1990 to 2000 Payette County Employment

Sector	*1990 Employees*	*1990 Percent Total*	*2000 Employees*	*2000 Percent Total*	*Number Change*	*Percent Change*
Farm	930	14%	961	11%	31	3%
Agricultural Services	234	4%	332	4%	98	42%
Mining	3	0%	19	0%	16	533%
Construction	227	3%	557	6%	330	145%
Manufacturing	1,126	17%	1,653	19%	527	47%
Transportation/Utilities	569	9%	498	6%	-71	-12%
Wholesale Trade	316	5%	465	5%	149	47%
Retail Trade	737	11%	1,080	12%	343	47%
Financial	346	5%	454	5%	108	31%
Services	1,208	18%	1,803	20%	595	49%
Government	890	13%	1,119	13%	229	26%
TOTAL	6,586	100%	8,941	100%	2,355	36%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

8.2 Current Conditions

8.2.1 Employment and Wages

The County's employment totaled 8,941 in 2000, an increase of 2,355 employees, or 36 percent, over 6,586 in 1990. The employment totaled 8,836 in 2002, a 1.2 percent decrease.

The unemployment rate in the County in July 2004 was 7.6 percent. The statewide unemployment rate was 4.9 percent and the national rate in July 2004 was 5.5 percent.

Outside of farming and agriculturally related services, the type of job available in the County has changed over the last decade. Relatively large increases in the number of manufacturing, service, and retail jobs between 1990 and 2000 mark a shift in the County's traditional employment base. The number of construction jobs increased 145 percent, from 227 to 557.

Agriculture remains fairly constant. The number of farm jobs increased slightly, by 3 percent, over the decade. Fourteen percent of the workforce in 1990 was engaged directly in farming, falling to 11 percent in 2000. In the agricultural services industry, the number of jobs increased from 234 in 1990 to 332 in 2000, but its share of the workforce remained the same, at 4 percent.

Farming directly provided 961 jobs in 2000. Agricultural services had 332 employees in 2000, a 4 percent increase over 1990. There were 556 farm proprietors in the County in 1990, which increased to 576 in 2000 but is below the 1985 level of 630 farm proprietors.

One segment, transportation and utilities, decreased 12 percent over the decade from 569 employees in 1990 to 498 in 2000.

The service industry is the largest and one of the fastest growing segments of the County's economic base. Its 1,803 employees in 2000 comprised 20 percent of the County's workforce. The 595 jobs added between 1990 and 2000 are a 49 percent increase in job numbers.

Manufacturing added 527 jobs between 1990 and 2000; a 47 percent increase. Manufacturing provided $46 million in wages and was the largest single source of wages paid in the County in 2000. Two other segments of the economy, wholesale trade and retail trade, also each grew by 47 percent over the decade. Retail trade totaled 1,080 jobs in 2000, up 343 over 1990, and wholesale trade totaled 465 jobs, an increase of 149 over 1990.

The number of government-related jobs increased more slowly over the last decade, increasing by 229 positions from 890 in 1990 to 1,119 in 2000, a 26 percent increase. The government and service sectors combined provided $32 million in wages in the County in 2000.

Major private sector employers located in Payette County are Chiquita Processed Foods, Dickinson Frozen Foods, Henggler Packing Company, and Woodgrain Millworks. State and local governments, including the school districts, also are major employers in the county.

8.2.2 Agriculture

There were 639 farms in the County in 2002 totaling 154,500 acres, according to the most current USDA census data. Average farm size was 242 acres and the median size was 47 acres. The market average value per farm, for land and buildings, was estimated at $402,000 or $1,735 per acre. The largest number of farms, 261, was in the 10 to 49-acre range; there were 24 farms of 1,000 or more acres.

The farms produced more than $10 million worth of crops in 2002, or an average of $167,000 per farm. Most of the farms, however, produced a small amount of sales. Nearly half the farms, 275, produced less than $2,500 in sales; 82 farms produced more than

$100,000 in sales. The average net farm income produced in the County in 2002 was estimated at $49,295.

Of the 639 farms, about half, 332, were operated by persons whose principal occupation was farming. The remaining 307 were farmed as a secondary occupation.

8.2.3 Income

Changes in the County's household income distribution were positive between 1990 and 2000, with the number of low-income households declining and the upper income households increasing. The County's median and per capita income figures also increased.

The most marked change was the increase in number of households in the $40,000 to $50,000 income range, from 485 in 1990 to 923 in 2000, a 90 percent increase. As a percentage of the population, the share increased from 8 percent to 13 percent. The $30,000 to $40,000 annual income bracket also increased markedly, by 47 percent, from 791 households to 1,166 (Table 8-2).

Table 8-2. 1990 to 2000 Payette County Household Income Distribution

Income Range	*1990 Households*	*2000 Households*	*Number Change*	*Percent Change*
Under $10,000	1,359	730	-629	-46%
$10,000 to $20,000	1,654	1,330	-324	-20%
$20,000 to $30,000	1,305	1,208	-97	-7%
$30,000 to $40,000	791	1,166	375	47%
$40,000 to $50,000	485	923	438	90%
$50,000 to $60,000	249	629	380	153%
$60,000 to $75,000	148	735	587	397%
$75,000 to $100,000	63	296	233	370%
$100,000 to $150,000	62	223	161	260%
Over $150,000	28	143	115	411%
Total	6,144	7,383	1,239	20%

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

At the same time, the number and percentage of lower-income households decreased. The lowest bracket, Under $10,000, fell by 46 percent, from 1,359 households in 1990 to 730 in 2000. As a percentage of the population, the decline was from 22 percent to 10 percent. The next lowest income bracket ($10,000 to $20,000) also declined, from 1,654 households to 1,330, a drop of 20 percent.

In 2000, 13 percent of the County's population (2,700 persons) was classified as living below the state-determined poverty level, down from 18 percent in 1990.

The County's median income increased from $20,367 in 1990 to $33,046 in 2000, a 62 percent increase. The state median income figure for 2000 was $35,572. Payette County's

per capita income increased from $9,400 to $14,924, a 59 percent jump, also from 1990 to 2000. The statewide per capita income in 2000 was $17,924.

The median household income in the County in 2000 was $33,011. For owner-occupied homes it was $37,551 and for renter-occupied homes, $22,597.

The gains made in the County's household income from 1990 to 2000 are positive but a comparison to state and national income figures shows the County is lagging.

The County's 2000 median income of $33,046 is 93 percent of the state level of $35,572 and 79 percent of the national figure. Its per capita income is 85 percent of the state's level and 69 percent of the U.S. per capita income (Table 8-3).

Table 8-3. 2000 Payette County, Idaho and U.S. Income Comparison

Area	*Median Household Income*	*Per Capita Income*
Payette County	$33,046	$14,924
State of Idaho	$35,572	$17,841
United States	$41,994	$21,587

Sources: Intermountain Demographics 2004
U.S. Census Bureau 2002

Household income in the County is concentrated in the $10,000 to $40,000 level, with half the County's households. The income concentration level for the state and nation is in the $50,000 to $75,000 bracket.

8.2.4 2005 Economic Conditions

8.2.4.1 EMPLOYMENT

Payette County's total full- and part-time employment is estimated at about 8,500 employees in early 2005. Employment data maintained by Idaho Commerce and Labor indicate that full-time employment in Payette County declined from about 9,300 employees in 2000 to about 8,750 employees by December of 2004, a decrease of six percent. The department attributes that employment decline to "relatively large layoffs" in several employment sectors. Payette County's unemployment rate reached a high of 12.7 percent in December of 2004, the most recent month of data availability.

8.2.4.2 INCOME

According to proprietary economic forecasts and estimates prepared by Intermountain Demographics, Payette County's changes in median household and per capita incomes have kept pace with the national rate of inflation. Both indicators of income have increased by 17 percent since 1990. Payette County's median household increased from $33,046 in the 2000 census to $38,620 by 2005. Per capita income increased from $14,924 to $17,470 in the same time frame.

8.3 Future Trends

8.3.1 Employment Forecast

Projections for the County's workforce are for an increase in employment of around nine percent for each five-year period from 2000 through 2025. Overall the County workforce will increase by 35 percent by 2025, to slightly more than 17,000 employees (Table 8-4).

Table 8-4. 2000 to 2025 Payette County Employment

Year	*Payette County Employment*
2000	8,941
2005	8,494
2010	9,235
2015	10,074
2020	11,023
2025	12,102

Source: Intermountain Demographics 2004

Employment in the services industry is forecast to nearly double from 2000 to 2025; manufacturing is forecast to increase by more than one-fourth; and retail trade is projected to increase by 45 percent. The projection for farming is a stable workforce, staying at around 970 jobs. Agricultural services are forecast to increase significantly from 332 jobs in 2000 to nearly 900 in 2025. Construction is projected to continue its current increase to match the County's population and housing growth by 2025.

The employment forecast for Payette County was based on forecasts prepared for each sector of its total economy. Historical data are available for the farming; agricultural services; mining; construction; manufacturing; transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; services; and government sectors for the county. Various assumptions were used for each sector in each county to produce a countywide forecast. In general, it was assumed that employment in the farming and mining sectors remain relatively constant. Employment forecasts for the manufacturing; transportation and public utilities; and wholesale trades were based on combinations of long range and short term trends. Forecasts in the construction, retail trades, services, and government sectors also were based on trends and were modified for population gains in the county.

8.3.2 Future Income Trends

Both indicators of income (median household and per capita) are forecast to increase by one-third for 2000 to 2008. Median household income is expected to reach about $45,000, while per capita income is estimated to be slightly more than $20,000 that same year.

The number of households in all income categories below $35,000 is forecast to continue declining until 2008. The number of households in the $35,000 to $50,000 income range is predicted to remain almost constant. Households in the remaining higher income brackets are expected to increase. The $50,000 to $75,000 income range will contain the largest concentration, over 20 percent, of all Payette County households by 2008.

8.4 Issues and Concerns

A complete list of issues identified by Payette County residents during the planning process is provided in Appendix C.

The desire for a strong local economic base and the benefits it brings – more and better-paying jobs, a stronger tax base, more opportunities for young families to stay in the area and thrive – is nearly universal. But in Payette County, with its strong agricultural and

social tradition, the tradeoff brings tough choices. Land for industrial and commercial expansion will likely be taken from now-productive farmland.

Residents have strong concerns about preserving farmland but also want to ensure a broad range of economic opportunities and do not want their county to be a bedroom or commuter community with workers going outside their home towns every day to work. They see a growing manufacturing, light industrial, and commercial economy as not only offering jobs but broadening the County's tax base, which is now primarily residential and agricultural.

In summary, residents expressed concern that the County has little land planned or zoned for industrial and manufacturing use; there are few buildings available to house industries that may be interested in locating in the County; there is a perception that it is difficult to start or locate a business in the County; and local governments may not be prepared to encourage and manage economic development.

Keeping the County's rural character is an issue frequently raised, perhaps best resolved by designating and preserving prime agricultural land and encouraging the development of agricultural support industries and related businesses. Other economic expansion, such as manufacturing, light industrial, and commercial, could be directed onto less desirable agricultural property. Finally, another area of concern expressed is the protection of private property rights.

8.5 Goals, Objectives, and Action Items

Goal: Diversify Payette County's tax base beyond its primarily residential and agricultural uses.

Objective: Provide for and encourage development of other land uses in the county.

Action Items:

- Define areas for future light industrial parks.
- Encourage commercial uses compatible with the rural characteristics of the county.
- Encourage agriculturally related services, industries, and related activities.
- Develop a mixed use economic plan for the Highway 95 corridor.
- Develop a multi-cultural center which could support a variety of uses (educational, service, commercial).
- The county should work closely with the cities to help extend streets and infrastructure so development could more easily occur where the services exist.

Objective: Preserve prime agricultural land.

Action Item:

- Encourage economic development in areas that are not classified as prime agricultural land.

Objective: Enhance existing job opportunities and create a greater variety of employment opportunities in the county.

Action Items:

- Encourage the expansion of local businesses.

- Encourage the broader use of local product sales.
- Encourage the use of local businesses as providers of goods and services to the county.
- Target market selective employers for the county.
- Recruit employers which offer complete benefit packages.

9.0 PUBLIC FACILITIES AND SERVICES

9.1 Background

This component presents those services, programs, and capital projects that meet the immediate needs of the public at large, and that generally could not otherwise be provided by individual residents acting in isolation. The provision, location, and efficiency of public facilities are strong determining factors for the quality of life and development for the entire County. Public facilities and services discussed in this section include sewer and water services, fire and safety protection, public schools and libraries, waste management, public health services, publicly and privately operated utilities and communications, and county facilities. The cities of Fruitland, Payette, and New Plymouth provide the majority of these services. Services provided by the county include solid waste management provided by Clay Peak Landfill; law enforcement and dispatch services provided by the County Sheriff's Office; and legal services provided at the County Courthouse.

9.2 Current Conditions

9.2.1 Sewer and Water

The County does not provide water or sewer services. All existing water and sewer lines are primarily located within Areas of City Impact. The Public Works Departments of the cities of Fruitland, Payette, and New Plymouth operate these water and sewer services. Residents of the unincorporated county generally rely on private wells and septic systems (City of Fruitland 2004a).

Southwest District Health reviews septic permit applications. Any structure proposing a subsurface sewage disposal system must be situated on a site of no less than one acre. Permit applications are evaluated based on soil properties, depths to groundwater and bedrock, proximity to canals and surface water, test hole drilling, and on-site inspections. The county building department cannot issue building permits until a septic permit has been granted. Plats and subdivisions are also subject to sanitary restrictions under Idaho Code requirements for prior approval of sewer and water plans by the director of the Department of Health (Southwest District Health 2004).

IDWR is responsible for permitting the construction of water wells. Payette County is part of Water District #65 as established by the IDWR. No moratoriums currently exist on water rights within the county (personal communication, Skaggs 2005). Irrigation companies providing water to areas within the county include Farmers Cooperative Irrigation Company, Black Canyon Irrigation, Washoe Irrigation Company, and the Noble Ditch Canal Company, Ltd.

9.2.2 Fire and Safety

9.2.2.1 LAW ENFORCEMENT

Each city has its own police department providing services to its respective incorporated areas.

Payette County Sheriff's Office is located at 1130 3rd Avenue North, Room 101, adjacent to the Payette County Courthouse. The County Sheriff's Office provides services for the entire

unincorporated county. Department staff include the Sheriff, a Captain, a civil deputy, one detective, four support staff, and twelve sworn full-time officers, including a full-time Drug Abuse Resistance Education (DARE) officer and one school resource officer (SRO) (personal communication, Elson 2005). Additionally, under a reserve program, the Sheriff has 8 to 10 reserve officers that support large events, such as rodeo and motocross (personal communication, Huff 2005).

The county has 12 jailors (two part-time and ten full-time) and three employees (two part-time and one full-time) working with the work inmate program (WIP) and probation.

Total offenses, mainly assault, theft, forgery, vandalism, drugs and equipment, and weapons law violations, increased in 2003 by 1.7 percent from 2002. Arrests in 2003, mainly for driving under the influence, liquor law violations, and other offenses, increased by 64.2 percent from 2002 (Idaho State Police 2003). The current jail capacity is 80 beds for overnight inmates. In 2004, the number of inmates in a 24-hour period averaged 85, ranging from 67 to 103 at the highest. A portion of the inmates are usually not jailed overnight and thus the bed capacity is not exceeded. When jail capacity is exceeded, the Sheriff will contact other jails for bed space (personal communication, Huff 2005).

The typical duties provided by the Sheriff's Office include the preservation of the peace, patrol, follow-up investigations, attendance at court proceedings, receipt and service of all civil process, examining and issuing drivers licenses, Liquor Law enforcement, Search and Rescue, Detention Services, and Criminal Records. The County Sheriff is also primarily responsible for the enforcement of the Idaho Safe Boating Act. Other functions, which the County Sheriff's Office performs, include brand inspection law enforcement, registering sex offenders, and enforcing the State Motor Vehicle Licensing Act and fish and game laws.

Additionally, the Sheriff's Office provides a wide range of community services to include finger printing, house checks, crime prevention, application of Concealed Weapons Permits, SROs, DARE, and WIPs (Payette County Sheriff's Office 2004).

9.2.2.2 EMERGENCY MEDICAL SERVICES

Emergency medical services (EMS) for the county are provided by two independent entities: New Plymouth Quick Response Unit (QRU) and Payette County Paramedics. New Plymouth QRU is a volunteer unit located at City Hall.

Payette County Paramedics is located behind Fruitland City Hall. In 2003, the City of Fruitland assumed responsibility for the Payette County Paramedics. Payette County Paramedics is a partial tax-based/fee-for-service agency created by the City of Fruitland upon request from the Payette County Commissioners in order to provide Advanced Life Support level emergency care to the citizens of Payette County. Three ambulances are equipped to provide pre-hospital and interfacility transport capability. Personnel include a part-time business manager, 2 full-time paramedics, 5 part-time paramedics, 3 full-time emergency medical technicians, and 5 part-time emergency medical technicians (personal communication, Watkins 2005).

Call volumes and call locations for EMS services are evaluated annually. In 2003, there was an 18 percent increase in call volumes over 2002. In 2004, there was a 1 percent increase in call volumes over 2003. The large increase in calls in 2003 was due to the change in service providers from a private company to the City of Fruitland. There are no plans for EMS facility expansion in 2005 (personal communication, Watkins 2005).

Three life flight services are available, including NPA Air, St. Lukes, and St. Alphonsus, all based out of Boise. The Air National Guard also provides life flight services if no other life flights are available.

The Payette County Sheriff's Office provides disaster services and homeland security services for hazardous spills, terrorist threats, and natural disasters such as floods or fire. A Wildland Fire Mitigation Plan, an All Hazard(s) Mitigation Plan (earthquakes, floods, and other natural disasters), and a Terrorism Plan have been prepared for the county (personal communication, Barowsky 2005).

9.2.2.3 FIRE

Fire protection in Payette County is provided by Payette City/Rural Fire District, Fruitland Fire Department, New Plymouth Rural Fire District, and Parma Fire District. Sand Hollow Fire District and the City of New Plymouth contract with New Plymouth Rural Fire District for fire services. Fruitland City Fire Department covers the City of Fruitland and Payette City/Rural Fire Department covers the City of Payette.

Operating revenues for both districts are generated largely through taxes and subscription dues. Mutual aid agreements exist between all the fire departments within the Snake River Valley Chiefs Association, including Payette City/Rural Fire District, Fruitland Fire Department, New Plymouth Rural Fire District, and Parma Fire District. The BLM provides fire service assistance for fires near BLM lands that do not involve homes or other buildings.

New Plymouth Rural Fire District serves the central portion of Payette County. Sand Hollow Fire District serves the southeastern portion of Payette County. Parma Fire District serves the southwestern portion of Payette County. Figure 9-1 depicts the fire district boundaries.

The Payette County Dispatch Center serves as a central dispatch to the New Plymouth, Fruitland, and Payette Police and Fire Departments; to the Payette Rural and New Plymouth Rural Fire Departments; to New Plymouth Quick Response Unit; Payette County Paramedics; the County Coroner; and the Idaho State Police. The Center is in charge of receiving, transmitting, and recording messages by telephone, radio and computer. Payette County Dispatch Center runs 24 hours a day, seven days a week. The nine dispatchers handle the radio communications, business and residential alarms, six phone lines, and three enhanced 911 lines. Dispatchers are trained as Emergency Medical Dispatchers (EMDs), and can provide emergency care instructions over the phone (Payette County Sheriff's Office 2004).

9.2.3 Public Health

Southwest District Health Department serves Payette County and five other counties in the southwestern Idaho area. Its mission is to prevent disease, disability and premature death; to promote healthy lifestyles; and to protect and promote the health and quality of the environment. A Department office is located in Payette and provides community health services.

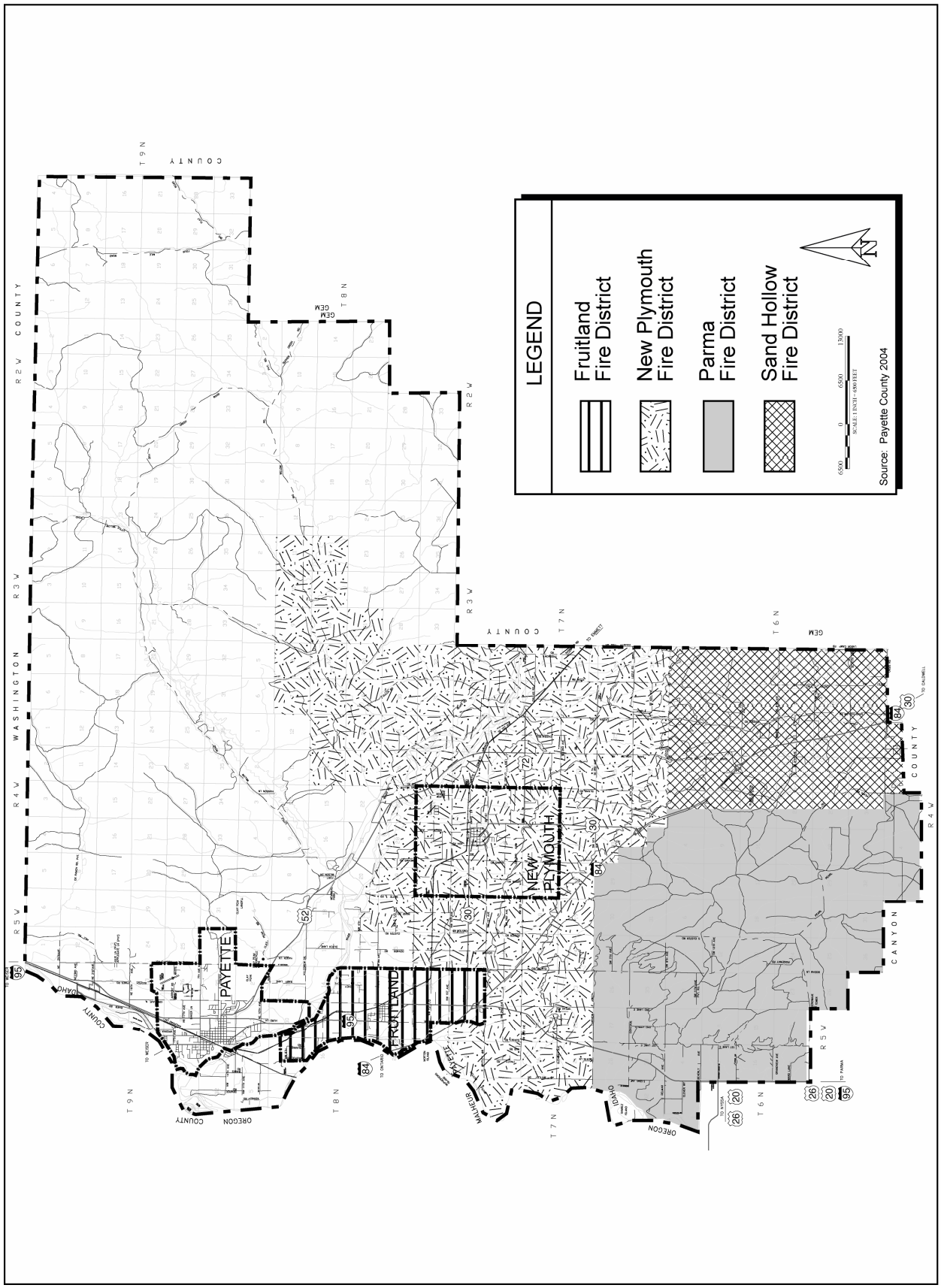

Figure 9-1. Payette County Fire Districts

Payette City public health care facilities include the following: Valley Family Health Care, a non-profit corporation consisting of nurse practitioners and physician assistants that offer family medicine, preventative care, and dental care; Sunrise Care and Rehabilitation Center, a 103-bed facility providing nursing care and rehabilitation therapy; Royal Villa Care Center, providing residential care or assisted living; and Care at Home, providing home health; Ashley Manor Care Center, providing assisted living and general care; and Cottages of Payette, a 15-bed assisted living facility.

The City of Fruitland has the following health care facilities: Dominican Health Services, an affiliate of Holy Rosary Medical Center in Ontario and Mercy Medical Center in Nampa, consisting of three full-time, in house health care providers and providing basic medical services and a pharmacy.

The Clinic at New Plymouth is the primary healthcare facility for New Plymouth. It is an affiliate of West Valley Medical Center in Caldwell, coordinating services to physician specialists and diagnostic services, and providing family health and minor urgent care to the local and surrounding community.

Hospice services for the County include XL Hospice in Payette County, Pathway Hospice in Weiser, and Heart 'n Home Hospice & Palliative Care in Fruitland.

More extensive emergency and specialty medical services are available at Holy Rosary Medical Center in Ontario. The Center houses 50 medical-surgical beds, 8 obstetrics beds, 8 pediatric beds, and an 8 bed critical care unit. Holy Rosary has opened the Dominican Health Services clinic in Fruitland. A cancer treatment facility, a part of Mountain States Tumor Institute and the Physicians Primary Care clinic, is also located in Fruitland. Physical therapy, chiropractic care, dermatology, and dental services are also offered (City of Fruitland 2004a). West Valley Medical Center is located in Caldwell, Idaho; Mercy Hospital in Nampa; and St. Alphonsus Regional Medical Center, St. Luke's Regional Medical Center, and the Idaho Elks Rehabilitation Hospital in Boise.

Veterinary services are available in the cities of Payette, Fruitland, and New Plymouth.

9.2.4 Public Schools

This section provides an overview of public schools in Payette County. It includes a discussion of educational attainment in the county, long range and short term student enrollment trends, an inventory of physical facilities, and student enrollment forecasts where available. There are three school districts in Payette County: Payette Joint District #371, New Plymouth District #372, and Fruitland School District #373. School facilities are depicted in Figure 9-2.

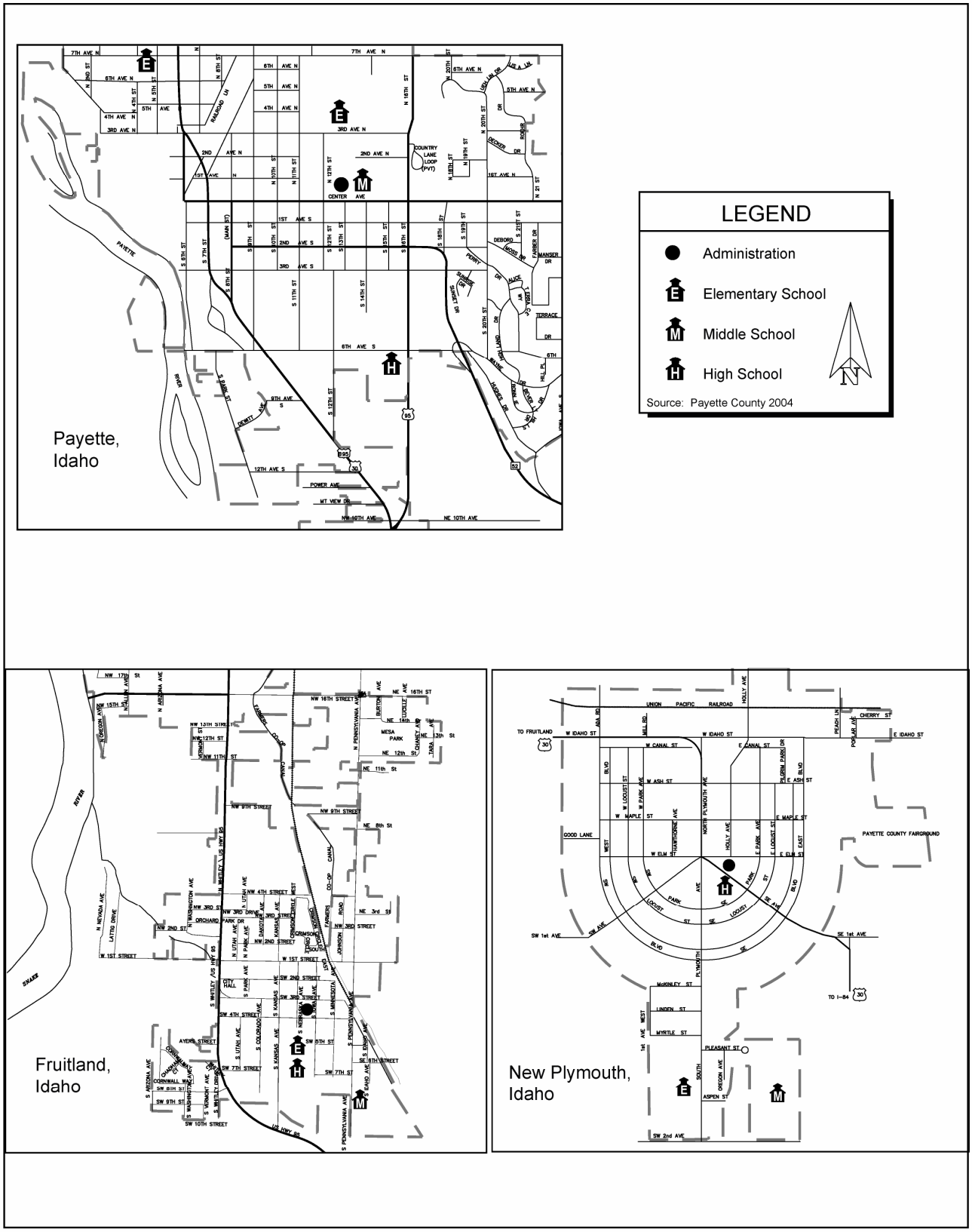

Figure 9-2. Payette County Schools

9.2.4.1 EDUCATIONAL ATTAINMENT

According to the 2000 Census, nearly three-fourths of Payette County's population age 25 years old and older, were high school graduates (Table 9-1). Nearly 1,000 of those high school graduates or eight percent of all County residents were college graduates. About one-fourth of all county residents had less than a high school education. In the State of Idaho, 70 percent of all residents had a high school education, 15 percent were college graduates, and 30 percent had less than a high school education.

Table 9-1. 2000 Payette County Educational Attainment

Education Level	*Number of Persons*	*Percent Total*
No High School Degree	3,256	26%
High School Graduate	4,080	32%
Some College	4,071	32%
College Graduate	988	8%
Post College	366	2%
Total	12,761	100%

Sources: Intermountain Demographics 2004
U. S. Census Bureau 2002

9.2.4.2 ENROLLMENT TRENDS

The county-wide long-range student enrollment trend increased from 3,711 students in the 1991-1992 school year to 4,379 students in the 1999-2000 school year (Table 9-2). The 668 student increase in that time span was an 18 percent gain.

Table 9-2. 1991 to 2000 Payette, New Plymouth, and Fruitland School District Enrollment

School Year	*Payette # 371*	*New Plymouth # 372*	*Fruitland #373*	*Total*
1991 to 1992	1,712	809	1,190	3,711
1992 to 1993	1,731	864	1,207	3,802
1993 to 1994	1,849	924	1,254	4,027
1994 to 1995	1,894	934	1,278	4,106
1995 to 1996	1,992	941	1,298	4,231
1996 to 1997	2,003	977	1,316	4,296
1997 to 1998	1,949	980	1,354	4,283
1998 to 1999	1,987	991	1,356	4,334
1999 to 2000	1,999	971	1,409	4,379
# Change	287	162	219	668
% Change	17%	20%	18%	18%

Sources: Intermountain Demographics 2004
Idaho Department of Education 2004

Payette Joint School District #371 grew by 287 students, or a 17 percent gain from the 1991-1992 school year to the 1999-2000 school year. Enrollment in the district peaked in the 1996-1997 school year at 2,003. In the 1999-2000 school year, the Payette School District was 46 percent of the three district total enrollment.

New Plymouth School District #372 had the smallest student enrollment and the lowest enrollment increase in the same time period. Its enrollment was 809 in 1991-1992 and reached 971 by the 1999-2000 school year, gaining 162 students for a 20 percent gain. The district's enrollment peaked at 991 students in 1998 to 1999 and decreased by 20 in the next school year. Its 2000 enrollment was 22 percent of the three district total.

Fruitland School District's enrollment grew by 219 students, or 18 percent, in the decade. The district's enrollment was 1,190 in 1991-1992 and reached 1,409 by 1999-2000. Its enrollment accounted for one-third of the student enrollment in Payette County.

Enrollment patterns have shifted among the three school districts since the 1999-2000 school year (Table 9-3). The Payette school district's enrollment has declined by 131 students, a 7 percent loss since that time. Enrollment was 1,982 in 2000-2001 and declined to 1,851 in the 2003-2004 school year. The district's enrollment decreased to 42 percent of the three district total. It currently has an open enrollment policy and is accepting students who live outside the district boundary.

Table 9-3. 2000 to 2004 Payette, New Plymouth, and Fruitland School District Enrollment

School Year	*Payette # 371*	*New Plymouth # 372*	*Fruitland #373*	*Total*
2000 to 2001	1,982	934	1,449	4,365
2001 to 2002	1,923	850	1,502	4,275
2002 to 2003	1,883	986	1,524	4,393
2003 to 2004	1,851	961	1,558	4,370
# Change	-131	27	109	5
% Change	-7%	3%	8%	0%

Sources: Intermountain Demographics 2004
Idaho Department of Education 2004

Enrollment gains in the New Plymouth and Fruitland districts slightly offset the losses in the Payette district. The greatest enrollment increase occurred in the Fruitland school district, which gained 109 students for an eight percent change. Enrollment gains were not as substantial, a three percent increase, at the New Plymouth district, but it still experienced a net enrollment gain of 27 students. New Plymouth's 2000-2004 enrollment remained at 22 percent of the County's total. Enrollment at Fruitland schools increased to a 36 percent share of all county school enrollment.

9.2.5 Libraries

The County does not provide library services; there are libraries in Payette, Fruitland, and New Plymouth. The Payette Public Library is home to 50,000 volumes, available for circulation. The library also provides six internet accessible computers for public use. Persons living within the City of Payette are not charged for library services. Non-city residents may pay $20 a year to utilize the library services.

The Fruitland Community Library offers over 14,000 books for circulation for residents of the Fruitland School District. A fee of $10 a year per family is required for library patrons. The library offers computers for internet use and word processing. The library is staffed entirely by volunteers.

The New Plymouth Library is located in New Plymouth City Hall. It owns approximately 9,000 books for circulation and two computers for internet use and word processing. Library services are free to New Plymouth residents and $15 a year per family for residents outside city limits. The library is staffed by one part-time employee and a volunteer.

9.2.6 Solid Waste Management

Landfill services are provided by the Clay Peak Landfill, which is operated by the county. Clay Peak Landfill is less than three miles east of Payette, and is part of a larger 1,340-acre tract owned by Payette County.

The landfill opened in 1993 and is a USEPA Subtitle D permitted facility. In 1993, IDEQ determined that Clay Peak met the requirements under the Idaho Solid Waste Facilities Act design criteria for "arid design." It is located on a remote, semi-arid hilltop. Sparse groundwater is located hundreds of feet beneath deep dry layers of impenetrable "hard pan" claystone. With rainfall less than 13 inches per year and a potential evaporation rate of greater than 62 inches annually, Clay Peak has been in an annual 49-inch water deficit for most of the last 15,000 years. Therefore, Clay Peak does not incorporate plastic liners beneath the solid waste and has been able to avoid leachates escaping from the landfill. According to IDEQ the geologic stability of the landfill makes it such that a liner is not needed.

The Clay Peak Landfill has the following capacity: Cell #1 (today), 2.4 million cubic yards; Cell #2 (future), 5.3 million cubic yards; Cell #3 (future), 19.9 million cubic yards. As each section of a landfill cell is retired, six feet of topsoil and natural compost are applied. This is done on a continuing basis, rather than waiting until final cell closure. This builds soil structure, retains moisture, and fights erosion. It also provides habitat for threatened or endangered species. For example, the Southern Idaho ground squirrel has experienced declining populations in the area. Closed landfill cells can provide secure and productive habitat for the ground squirrel. Additionally, the landfill encourages native plant growth while fighting noxious weeds and non-native vegetation.

Landfills require long-term financial stewardship. The inevitable final closure of any landfill requires terracing, planting and geotechnical monitoring. Payette County continues to satisfy state and federal requirements by annually setting aside financial assurance funds for the landfill.

On June 19, 2003, Clay Peak underwent a Joint Comprehensive Review by enforcement professionals from the IDEQ and the Southwest District Health Department as required by the Idaho Solid Waste Facilities Act (Idaho Code §39-7419). Clay Peak Landfill received praise from the inspectors, both for environmental compliance and for innovative recycling and composting techniques. The landfill offers a voluntary recycling program and provides bins for this service (City of Fruitland 2004a).

The landfill offers a voluntary metal, compost, and tire recycling program and provides bins for this service (personal communication, Kavanaugh 2005).

Hardin Sanitation provides residential and commercial garbage services throughout Payette County.

9.2.7 Utilities and Communications

9.2.7.1 ELECTRIC POWER AND GAS

Electric Power is available to all county residents through Idaho Power Company. Electricity is generated by hydroelectric facilities located at Brownlee, Oxbow, and Hells Canyon dams on the Snake River, adjacent to Washington County. Electric rates are much lower than the national average (City of Fruitland 2004a).

Intermountain Gas provides natural gas services. Grants Petroleum in Fruitland provides home heating fuel to residences throughout Payette County. Several local vendors provide propane for heating purposes (City of Fruitland 2004a).

9.2.7.2 CABLE, TELECOMMUNICATIONS, AND NEWSPAPER

Cable One provides cable television services (City of Fruitland 2004a). Qwest and Farmers Mutual Telephone Company provide telecommunications services. Farmers Mutual Telephone Company is located at 319 SW 3rd Street in Fruitland. The Company was incorporated in 1925 and has retained its identity as a private company, owned by the citizens of the community, with each customer buying into the company. Telephone lines generally coincide with major electrical transmission lines.

The Farmers Mutual Telephone Company has expanded from a local telephone service provider to a provider of Internet Service under the name of Farmers Internet; which can be accessed from any customer within the Western Idaho Extended Calling Area and customers in Malheur County, Oregon. Farmers Mutual Telephone customers in the Fruitland and NuAcres Exchanges have 56K capability on all telephone lines provided by a network of Fiber Optics plants located within two miles of 95 percent of the customers. In addition, DSL (broadband) service is available to a majority of the customers.

The Farmers Mutual Telephone Company is connected to Boise via a fiber ring connecting US West exchanges in Western Idaho. An alternative fiber route is available by Syringa Networks. The company offers Wireless Personal Communication Service (PCS) to Weiser residents in Washington County, all residents of Payette County, and a portion of the residents of Malheur County, Oregon under the name of Snake River PCS (City of Fruitland 2004a). I Speed Wireless, based in Payette, provides T-1 lines, DSL, wireless internet services throughout the county. Some of these services are not available in New Plymouth or Fruitland.

Newspaper services for the County are provided by New Plymouth News LLC, based in New Plymouth; the Independent Enterprise, serving Payette and based in Ontario, Oregon; and the Argus Observer, serving the regional area and Ontario and based in Ontario.

9.2.7.3 POSTAL AND PARCEL SERVICE

The cities of Payette, New Plymouth, and Fruitland all have U.S. Postal Offices. With respect to parcel carriers, United Parcel Service (UPS) has a distribution site located in downtown Payette. Federal Express services the Payette County area and provides overnight express mail service. Payette County has a same day courier service. Serving the southwest Idaho region, B&L Courier based out of Emmett, Idaho provides pickup and deliveries up to 1,000 pounds.

Several truckload freight carriers serve the Payette County area. Overnight freight transport is available to Portland, Seattle, Spokane, Salt Lake City, and Reno. Second day shipments will reach Los Angeles, San Francisco, and points in Wyoming, Montana and Colorado.

9.2.8 Other County Facilities

County legal and administrative offices are located at the County Courthouse at 1130 3rd Avenue North in Payette. Legal services include a prosecuting attorney, a district judge, lawyer magistrate judge, district court jury room, a small claims and traffic fine court, and a magistrate courtroom. Administrative services include county commissioners and county clerk; an auditor, recorder, treasurer, assessor, and tax collector; vehicle registration and drivers licensing; the Sheriff's Office, jail, and EMS services; planning, zoning, and building departments; and the University of Idaho Payette County Extension service. The University of Idaho Payette County Extension provides horticultural education, Master Gardener, 4-H, and extension nutrition programs.

9.3 Future Trends

The population growth forecast included in Chapter 4.0 estimates that Payette County's population outside of the city limits may be expected to increase to from 8,321 in 2000 to 9,869 in 2005 and to 10,685 in 2010. As set forth in Chapter 7.0, future housing within Payette County will increase by about 325 homes in 2010.

More people and housing units will mean a higher demand for all city and county public facilities. This increase in demand will likely require expansion or improvements of most public facilities. Most improved or expanded services will be city provided and financed, such as water and sewer expansion. Other services will be financed primarily through county property taxes. Additional tax revenues generated by more recently developed properties may not cover the costs of service provision and maintenance. In this case, voter-approved tax increases may become necessary unless alternative means of revenue generation can be developed. The future trends for county services are discussed below.

Sewer and Water. Increased housing units in unincorporated areas will likely result in increases in the number of individual wells and septic systems. If such growth is not monitored cautiously, contamination or depletion of already diminishing groundwater resources could occur. Approval of development in the county planning area should, therefore, be continually coordinated with the IDWR and IDEQ.

Water demand throughout the County will also increase with a growing population. Water quantity is already at a premium in Payette County. Irrigation water rights are already utilized to capacity and any new agricultural waters will likely need to be purchased from current water right holders. As urban areas continue to grow and irrigation practices become more efficient, less water is returned to the groundwater aquifer. Further draw-down of the groundwater aquifer level would be expected. In the IDWR Payette River State Water Plan, suggestions were made to provide additional storage for municipal water supply, irrigation, and flood control. While this storage may occur outside of Payette County, additional storage would possibly benefit downstream users. Additional methods of water conservation need to be developed and promoted throughout the County for continued access to water.

Fire and Safety. As housing units increase throughout the County, higher demands will be placed on the fire districts. Additionally, the transportation infrastructure will be under higher demands and fire and emergency medical response times may increase. Increased population will also increase demands upon the County Sheriff's office. Jail facilities are consistently booked beyond capacity and the county prosecutor has cases on hold for months at a time. The fire districts and County Sheriff's Office will need to plan for increased population demands and ensure staff and support vehicle resources are available to meet those demands. Between 2003 and 2004, calls for EMS services only increased 1 percent; no immediate expansion of EMS facilities is planned.

Public Schools. According to Fruitland School District officials, student enrollment has increased about 2.5 percent annually for the last 10 years. Based on that rate of increase, the district has estimated student enrollment at 1,985 students in 10 years, at 2,476 students in 20 years, and at 3,095 students in 30 years. Student enrollment is expected to level off after recent declines and remain at its current level for the foreseeable future at the Payette School District. The current student enrollment is stable into the future at the New Plymouth School District. The population forecasts presented in Chapter 4.0 of this plan show steady increases in the young family age brackets. When applicable, the local school districts will need to plan for those student increases and ensure land is available for schools to be located in developing communities.

Libraries. Population increases may place more demand on local libraries. To provide the maximum amount of resources to county residences, the city libraries may want to consider developing a countywide library district, which would allow for inter-library loans and extend services to county residences.

Solid Waste Management. Since beginning operation in 1993, Clay Peak has been putting municipal solid waste in Cell #1 of the landfill. Even at current growth rates for the Treasure Valley area, the landfill has capacity to serve local communities through the year 2085. Even at unprecedented levels of use, plans for a new landfill will not need to be explored until the middle of the century.

Public Health. Population growth, particularly among aging segments of the population, will heighten demand for health care services. As presented in Chapter 4.0, large increases are seen in the older age categories. This will affect needs for enhanced health services.

Utilities and Communications. Power, gas, telephone, cable, newspaper, and post and parcel services will continue to be offered to all developed portions of the county, as needed. Despite regional growth trends, consumption of electrical power is actually declining due to enhanced technological efficiency in transmission and distribution.

9.4 Issues and Concerns

A complete list of issues identified by Payette County residents during the planning process is provided in Appendix C.

The general tone of the public facilities discussions was positive based on adequate public facilities and services being provided throughout the county. Citizens were concerned that public facilities resources would not be adequately funded to keep up with growth demands. Citizens felt that the county and city governments should investigate fees for development to ensure they adequately support infrastructure improvements (water, sewer, power,

roads, schools, intersections). The citizens did not want present taxpayers paying for new development infrastructure requirements or expanded requirements.

Citizens were largely concerned with ensuring that septic systems did not threaten the cleanliness of groundwater. They wanted to establish a minimum acreage required for septic systems and extend city sewer systems to county neighborhoods adjacent to city limits. They also thought it would be helpful to increase septic setbacks and provide community well systems in larger subdivisions.

Citizens saw a need to improve infrastructure and ensure adequate wireless telephone coverage, gas facilities, curb-side recycling, domestic water wells, septic, and power, especially in Sand Hollow. They identified that county residents would be served more efficiently and economically by combining currently segmented services into countywide services. Citizens saw a need for countywide fire districts and ambulance service, as well as a county library system and a consolidated administration of schools within the county.

They wanted to preserve historic areas and expressed the importance of proactively managing growth and maintaining the quality of life. Participants had concerns about wildland fires on public lands and affects on surrounding private lands and wanted improved emergency access to the Payette River.

With respect to schools, citizens had concerns about changes in school enrollment and population increase demands on schools. Citizens felt that the school structures should represent good community design and that the school system or city should preserve adequate land, close to future residential development, for school sites.

9.5 Goals, Objectives, and Action Items

Goal: Provide quality public facilities and services for every county resident.

Objective: Continue to provide waste management services to the county.

Action Items:

- Review profitability of landfill.
- Potentially eliminate county landfill fee.
- Coordinate with landfill to improve directional signage.

Objective: Prevent contamination of water supply.

Action Items:

- Establish task force (including representatives from Southwest District Health, County Commissioners, Planning and Zoning, Public Representatives) to discuss residential development in unincorporated Payette County and its effects on water quality.

Objective: Investigate feasibility of county-wide fire district.

Action Item:

- Establish advisory committee to investigate feasibility of county-wide fire district; make recommendation; and/or look into possibilities for obtaining funding to meet objective.

Objective: Continue to provide adequate police services throughout the county.

Action Items:

- Investigate future police service needs and plan for meeting those needs.
- Investigate Neighborhood Watch programs.

Objective: Provide consumer oriented and efficient county services to all county residents through use of current technology.

Action Items:

- Increase short-term funding and support for internet technology.
- Continue funding and training to support use of internet technology.
- Increase public awareness of online county services.

Objective: Provide quality library services to all county residents.

Action Items:

- Support library committee by meeting with them to determine community need and interest for library districting.
- If a library district is recommended, have county representative meet with city representatives and Payette, Fruitland, and New Plymouth library boards and staff to provide input and recommendation.
- If the county recommends a library district, support the libraries in forming a districting committee to carry out tasks needed to organize a library district. The committee would meet to discuss extending services to county residents and eligibility for state funding for potential projects such as:
    - easier book access
    - interlibrary loan
    - book mobile
    - networking

Objective: Identify and protect historical sites within the county.

Action Item:

- Establish a committee to identify and protect historical sites within the county.

Goal: Provide a quality education and school facilities for all Payette County residents.

Objective: Ensure that high quality school sites are available in the future.

Action Items:

- Identify areas of future residential development and work with the school districts to identify potential school sites.
- Locate schools in safe environments, which will have access to facilities such as transportation, water, and sewer service.

Objective: Increase administrative and financial efficiency of school districts.

Action Item:

- Establish unbiased task force to determine feasibility of combining Payette, Fruitland, and New Plymouth School Districts and/or administrators.

10.0 TRANSPORTATION

10.1 Background

This component discusses the county transportation system and issues related to the needs of both existing and future development throughout Payette County. The County's road network includes a system of roads, arterials, and highways that crisscross the county and are owned and operated by municipalities, Highway District No. 1, and the Idaho Transportation Department (ITD). Because the predominant form of transportation in Payette County is the automobile, this plan focuses on the thoroughfare network while providing directives for developing alternate modes of transportation for the county.

10.2 Current Conditions

10.2.1 Highways

Two major highways in Idaho, U.S. Highway 95 and Interstate 84 service Payette County. Highway 95 is a major north south carrier connecting the states of Oregon, Nevada, and California, and extending to the most northern parts of Idaho and southern Canada. East-west traffic is served by Interstate 84, which lies next to Payette County on the Oregon side and into Southwest Idaho through the New Plymouth area. I-84 continues to Boise, Idaho and into Utah. U.S. 30 traverses Fruitland from New Plymouth west to Ontario.

The County's roadway network is generally laid out on a one-mile grid following the section lines of each township. Roadway management, maintenance, and planning for non-state roads within city limits are the responsibilities of the cities. On U.S. 95 and U.S. 30, the City of Fruitland operates under the authority of the ITD. Other high-traffic-volume arterial and collector streets (e.g., Washoe Road) are on ITD's Federal Aid system. Highway District No. 1 oversees roadway improvements in the surrounding unincorporated areas. Financing is supported through state and federal funds and by ad valorem taxes (City of Fruitland 2004a). No centralized highway authority within the county government exists, although the Highway District operates under the larger authority of the ITD. The Local Highway Technical Assistance Council supports some highway projects.

All roadways within Payette County are classified under the Highway Functional Classification System. As designated by the ITD, highways in Payette County fall into four main classifications. *Principal arterials* serve statewide and interstate transport. U.S. Highway 95 is the only principal arterial in the county. *Minor arterials* provide long-distance access, mainly within the state. U.S. Highways 30, 52, and 72 are the County's minor arterials. *Major collectors* serve key transportation routes, largely within the County. U.S. Highway 30, running north from Interstate I-84 to its intersection with U.S. Highway 72 is designated as a major collector. *Minor collectors* link local roads with major collectors or arterials. Several minor collectors connect rural areas of the County with the arterials. All other local roads in the County are intended to service short-distance local traffic in developed areas among neighboring rural locations. Figure 10-1 depicts the arterials and collectors within Payette County.

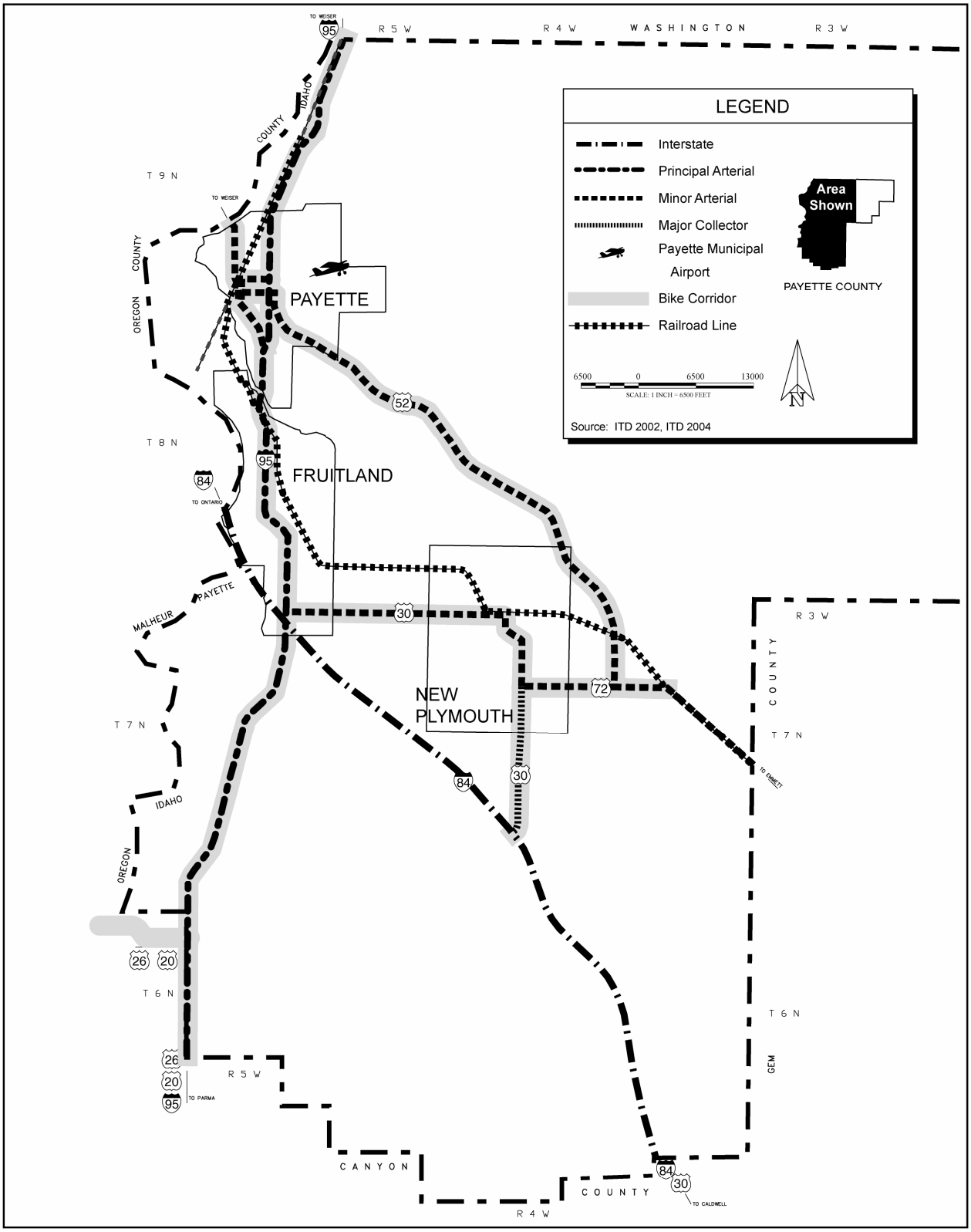

Figure 10-1.
Payette County Arterials, Collectors,
Payette County Municipal Airport, Bike Corridors and Railroad Line

Rural and commercial traffic flows for various roads and highways in Payette County in 2003 are set forth in Figure 10-2.

The County has developed and adopted Highway Standards and Development Procedures for the Payette County Road Department and Highway District One. These were most recently revised and adopted in January of 2000. These standards set forth requirements for the construction of roads, streets and driveways within the county.

10.2.2 Bus Transport

Greyhound bus service is available in Ontario, providing bus service throughout the U.S., but no services to Caldwell or Nampa. The Payette Senior Citizen Center Bus provides a limited on-call transit to the Payette Center and for weekly shopping in Ontario. The center recently purchased a new 22-seat bus that is handicapped accessible. The New Plymouth Senior Center bus provides a limited on-call transit to the Center. Two taxicab services are also available (City of Fruitland 2004a). The Department of Veterans Affairs provides transportation to disabled war veterans.

Ada County Highway District offers Commuteride vanpools and car pools from Payette County to Boise. Currently, one commuter van operates from Exit 13 on a daily basis, Monday through Friday.

10.2.3 Air Travel & Airport Shuttle

The Payette Airport is located northeast of Payette (refer to Figure 10-1). The airport supports general aviation and has a 3,000 foot paved runway, taxiway and tie-down areas as well as hangers. It is lighted for night operation. Commercial passenger service is available at the Ontario Municipal Airport, located across the Snake River, and the Boise Air Terminal in Boise (City of Fruitland 2004a).

Ontario, Oregon located west, across the river from Payette County has a 4,531-foot runway to accommodate jet landings and take-off. The Ontario airport is equipped with a Visual Approach Slope Indicator (VASI) and Automatic Direction Finder (ADF) navigational aids and air to ground communications. They offer mechanical facilities, flight instruction, hangars and fuel service.

The Boise Air Terminal is an international airport, located approximately 45 miles east of Payette County, offering customer, customs, and airfreight services. The Boise Air Terminal offers a wide variety of commercial air carriers with convenient daily schedules to and from major cities and large market areas throughout the western U.S.

Taxi services offer transportation to the Ontario Municipal Airport. The Diamond Express Airport Shuttle, based in Payette, provides transportation to and from the Boise Airport and other locations in Boise. They also offer charters for business and personal use.

10.2.4 Rail Transport

The Idaho Northern and Pacific Railroad, headquartered in Emmett, operates the branch line between Payette, Fruitland, New Plymouth, and Emmett. One round-trip freight train travels the line each day (City of Fruitland 2004a). Figure 10-1 depicts the railroad lines within Payette County.

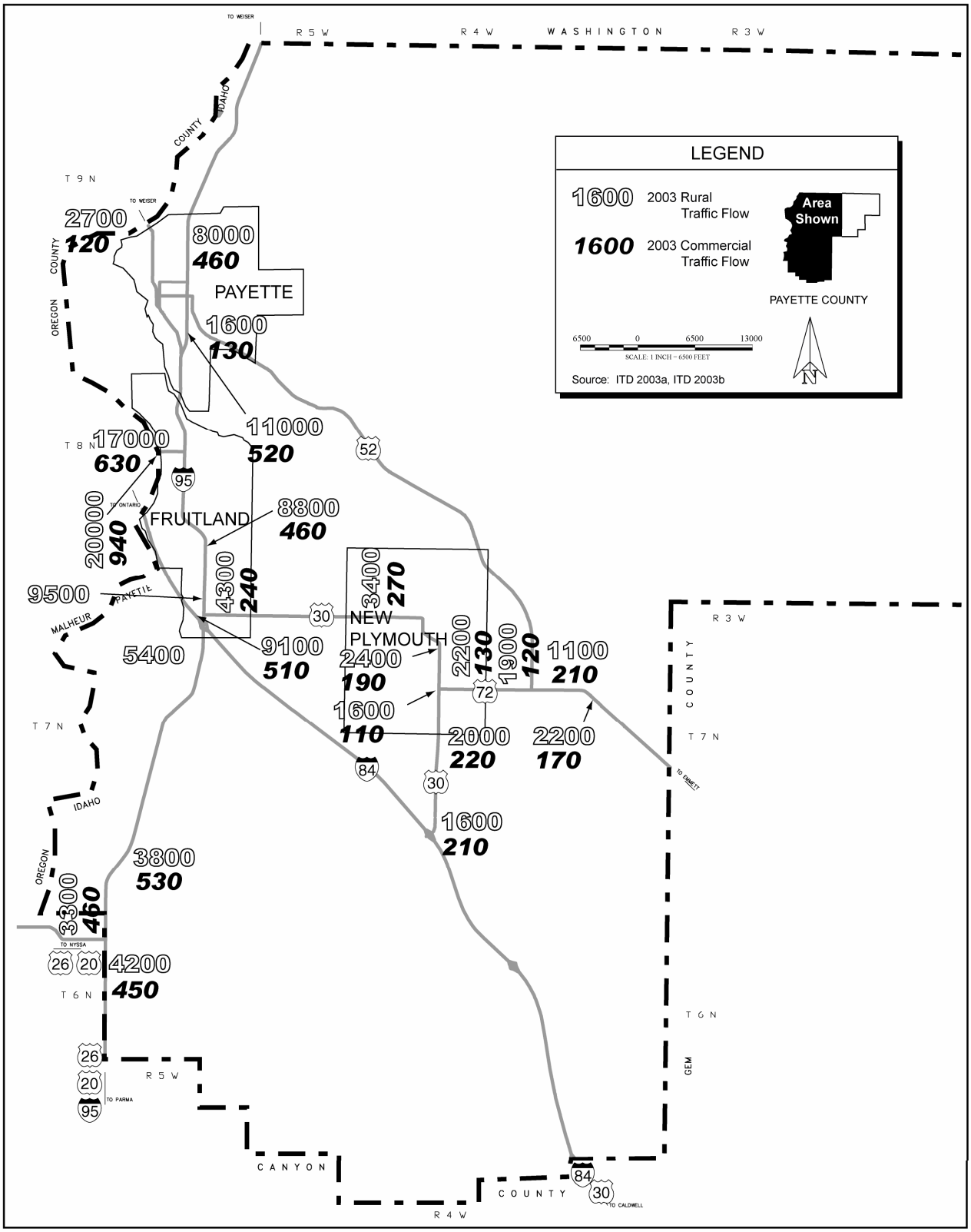

Figure 10-2.
Payette County Rural and Commercial Traffic Flow

The Union Pacific Railroad maintains a loading dock in Payette on its mainline between Portland and Salt Lake City. The area Customer Service Center is located in Nampa, Idaho, approximately 40 miles away.

10.2.5 Bicycle Paths

State highways with paved shoulders for bicycling, as identified by ITD are depicted on Figure 10-1. Within the Fruitland Area of City Impact, there are bicycle and pedestrian pathways including an existing eight-foot bicycle and pedestrian path located on the east side of U.S. 95 from Interstate 84 to 16th Street. The City of Payette Greenway Committee is currently seeking grants and monies to extend the bike path and pedestrian system along the Payette River.

10.3 Future Trends

Like other public facilities, the demand for efficient transportation increases as the population grows. Increasing population levels generally also contribute to more complex transportation problems including traffic congestion. Infrastructure developed over the past thirty years will require maintenance and rehabilitation. Ensuring adequate funding for maintenance of city roads will be a critical issue. Transportation system conditions impact the community's economic vitality and quality of life.

Transportation plans for Payette County and the surrounding area consider community development trends. Planned projects include ITD replacing the steel truss bridge over the Payette River in the year 2006.

Transportation plans should monitor growth and development. Increased traffic congestion may deter potential employers from locating in the county. To reduce congestion, land use policies should deter low density development at a distance from employment and commercial centers. By integrating land use policies and transportation planning, future development could emphasize mixed-use developments aimed at increasing the number of people who live within walking distance of their jobs.

Large county development proposals that are likely to generate significant traffic would be required to prepare a transportation study so that their impact on the transportation system and surrounding land uses could be assessed. In addition, the study should examine ways of encouraging all forms of transportation such as transit, walking, and cycling. New development should be designed to encourage walking and bicycling.

Though the automobile is the dominant form of transportation in Payette County, a successful transportation system includes other modes of transit. As construction and maintenance of the road system continues, improvements would ensure the integration of bicycle and walkway systems into the design of transportation facilities.

Public transit does not match well with Payette County's low-density development and predominant automobile use. However, a continuing effort is needed to expand public transit to serve a growing population, particularly elderly citizens. Transit will not only help reduce vehicular traffic, but also provide transportation access to jobs and services for all residents and employees, including the young, elderly, physically challenged, and those who do not have access to a private vehicle. The provision of a transit system is also an important component of a healthy economic and social strategy. Transit services need to cross municipal, county, and state boundaries in order to serve travel demands for

employment and education such as the Treasure Valley Community College in Ontario. To accomplish this, a coordinated regional transit system is needed. All communities within the region should be linked together by transit. An integrated and coordinated transit system should be able to serve most of the travel needs of potential riders at a reasonable cost.

The Idaho Northern and Pacific Railroad is currently exploring passenger service from Emmett to Cascade. A study should be conducted to determine the feasibility of passenger use and special excursion trips to service Payette and Fruitland.

The safe and efficient movement of goods by a rail and road network is an important component of the county's economic strategy. The county supports the growth and development of rail services for industrial areas. Rail improvements provide spurs to industry and reduce conflicts between train and automobile traffic.

Recent developments in the telecommunication industry (such as fiber optics) along with the demand for timely information have contributed to the need for high-volume communication corridors and facilities. Farmers Mutual Telephone Company has led the local effort to develop telecommunications facilities and lines.

10.4 Issues and Concerns

A complete list of issues identified by Payette County residents during the planning process is provided in Appendix C.

The general tone of the transportation discussions was one of frustration due to poor road conditions throughout the county, the lack of a north/south thoroughfare, traffic hazards and difficulties in accessing Highway 95 and traffic delays in the Fruitland Gayway Junction area. Specifically, the working group felt that a north/south thoroughfare is drastically needed to allow large trucks and other outside traffic to bypass town centers. They felt that it was too late for Highway 95 to be a thoroughfare and wanted to see more stop lights on Highway 95 prior to major accident. They felt it was a priority to replace the bridge between Payette and Fruitland Citizens and wanted the following difficult traffic areas addressed:

- Highway 95, anywhere in Payette
- Palisades corner
- Highway 52
- Highway between Sand Hollow and Emmett

The second high priority for citizens involved ensuring that funding for transportation projects is obtained before growth occurs, potentially from state or federal funding for improvement projects or by having developments fund arterials.

Citizens felt that all rural roads need to be widened and upgraded, understanding that this would be costly. They wanted to reduce cross commuting and improve school crossings across state highways. They wanted transportation and community planning to consider impacts on historic/special areas and air quality and subsequent potential for loss of road improvement funding.

Other interests included improving railroad-warning mechanisms at two railroad crossings on Washoe Road; extending the greenbelt to link Fruitland, Payette, and New Plymouth; and lengthening the runway at Payette Airport to serve local businesses.

10.5 Goals, Objectives, and Action Items

Goal: Provide quality and safe transportation.

Objective: Ensure safe thoroughfares and access throughout the County.

Action Items:

- Designate a north/south thoroughfare through the county and significantly limit access along that route.
- Protect future county thoroughfares through effective land use planning.
- Add stop light or an overpass at 7th Avenue North in Payette and Highway 95.
- Prioritize and upgrade county roads.
  - Improve ROW/widen Sand Hollow roads.
  - Support replacement of bridge between Payette and Fruitland.
- Expedite a stoplight anywhere on Highway 95 prior to installation of the new school.
- Amend zoning ordinance to require large developments to assess impacts on the transportation system.

Objective: Improve/investigate methods for alternative modes of transportation.

Action Items:

- Determine and develop corridors for horse, bike, or pedestrian transportation.
- Protect corridors for horse, bike, or pedestrian transportation.
  - Coordinate with Weiser Road trail for horse, bike, or pedestrian transportation.
  - Continue bike path from Fruitland to Payette to New Plymouth.
- Investigate fees for public/private bus service.
- Work with Ada and Canyon Counties and other regional partners on mass transit opportunities.
- Investigate scenic byway designation of U.S. Highway 52.
- Support efforts to offer rail service.

Objective: Support enhancement and maintenance of airport.

Action Items:

- Work with the City of Payette to fund airport improvements and improve services.
- Provide county funding for the airport.
- Increase airport profitability to increase countywide economic development.

11.0 RECREATION/SPECIAL SITES

11.1 Background

People participate in recreational activities for a variety of reasons; for refreshment, for relaxation or for pursuing challenging experiences. For some, recreation provides a chance for solitude, self-reliance or adventure. For others, recreation provides a sociable interaction between family and friends. With Payette's open spaces, rivers, and mountains, residents can enjoy hunting, fishing, hiking, etc., in a local area. Organized recreation such as football, soccer, and volleyball, is provided by the Payette County Recreation District (PCRD), who's mission is "to provide our community recreational avenues that are open to all members of our society." This section describes recreation in Payette County and identifies Special Sites which are also of interest to both citizens and visitors.

11.2 Current Conditions

Recreation leagues and programs for Payette County are provided by the PCRD. The PCRD is administered by a three-member board from Payette, Fruitland, and New Plymouth. These elected non-paid representatives serve a four-year term. The PCRD is funded by property taxes and participation fees. The boundaries of the district are the same as for the county lines (depicted on Figure 1-1).

Seasonal leagues are run for both adults and youths and include, but are not limited to, softball, baseball, basketball, tennis, and soccer. Year-round programs are focused on preschool activities and arts and crafts. The PCRD continually looks for new programs to meet the community's changing needs. It is the policy of the PCRD that no resident of the district be refused participation in a program that is run by the district because of an inability to pay. Free registration is available for low-income families and participants.

Payette, New Plymouth, and Fruitland also offer the local County residents recreation and picnic sites. These developed parks provide a vital place for County resident children to play and participate in sports. The PCRD operates a 12-acre, multi-use complex in cooperation with the City of Fruitland. Mesa Park includes five ball fields, five soccer fields, a picnic shelter with tables, restrooms, two horseshoe pits, one volleyball court and parking. Both the cities of Payette and Ontario have public pools that offer relief to area residents during the long hot days of summer.

Payette County also boasts an 18-hole, par 72 public golf course. Scotch Pines Golf Course, built by a local community effort in the early 1960s, includes a pro shop, driving range, practice tee, and restaurant.

A river trail is being developed within the County. This is depicted on Figure 6-2 as the Payette County Greenway. The City of Payette is working with the State Department of Lands on this project. There are tentative plans to extend the trail into Fruitland and New Plymouth. The current greenbelt extends from the wastewater treatment plant in Payette to Centennial Park. The Old Twin Bridges over the Payette River may be left in place and used for a recreational trail and access. The project is a joint venture of the county and city, with the city and several private organizations assisting with the maintenance and upkeep. In addition, an 8-acre island has been given to the "Friends of the Payette" for natural site development.

Clay Peak Off Road Park is managed by the County. It is a 948-acre park located in the foothills off Highway 52. The park includes miles of scenic trails, a challenging motocross track, hill climbs, and restrooms. The park is open to the public free of charge.

11.2.1 Regional Recreation Areas

With the abundance of public lands in the region, many outdoor recreation activities such as hunting, hiking, and nature viewing are available to the local County resident. While much of the Snake and Payette River corridor is privately-owned, sportsman's access areas are available for recreationists. These rivers offer excellent fishing opportunities. Reservoirs associated with these rivers also offer boating, water skiing, and swimming opportunities. Snow skiing and winter-based recreation are available within easy access of Payette County.

The region has many public and private areas for hunting and fishing opportunities. The area is home to many big game animals, fish species, small game animals and fur bearers, upland game birds and waterfowl.

Some recreational facilities in the surrounding region include:

- Eagle Island State Park, Ada County
- Veterans Memorial Park, Ada County
- Lucky Peak Reservoir, Ada County
- Owyhee Reservoir
- Mann Creek Recreation Area
- Succor Creek (Oregon)
- Leslie Gulch (Oregon)
- Brownlee Reservoir (Oregon and Idaho)
- Hells Canyon Recreation Area (including three Idaho Power parks)
- Oregon Trail (Scenic Trail)
- Black Canyon Reservoir (Bureau of Reclamation)
- Birds of Prey Natural Area
- Payette National Forest
- Crane Creek Reservoir
- Brundage Mountain (skiing), Valley County
- Bogus Basin (skiing), Boise County
- Anthony Lakes (skiing) (Oregon)

Payette boasts the easiest access to the Hells Canyon area.

11.2.2 Federal Recreation Areas

BLM administers approximately 25 percent of land in Payette County (BLM 2004). (Figure 6-2 depicts public land ownership.) The BLM manages land for multiple use including

recreation. Federal lands in Payette provide opportunities to hunt upland game birds, waterfowl, and big game including mule deer and elk.

11.2.3 Cultural Resources and Special Sites

Payette County's cultural heritage is expressed in its many historical sites. The county has 13 properties listed on the National Register of Historic Places (National Register). Table 11-1 lists the National Register properties. Although the National Register sites are primarily located within the communities of the County, many more recorded sites in other parts of the County reflect the long habitation of the valley both by Native Americans and Euroamerican settlers. Payette County's history is documented in the Payette County Historical Museum located in the town of Payette.

Table 11-1. National Register Properties, Payette County

Resource Name	*Address*	*City*	*Listed*
Chase, David C., House	307 9th St., N.	Payette	1978-02-07
Coughanour Apartment Block	700--718 1st Ave., N.	Payette	1978-05-23
Jacobsen, N.A., Building	N. 8th St. and 1st Ave.	Payette	1982-11-17
Jacobsen, N.A., House	1115 First Ave. N	Payette	1998-01-07
Methodist Episcopal Church of Payette	1st Ave., S. and 9th St.	Payette	1977-10-05
Moss, A.B., Building	137 N. 8th St.	Payette	1978-02-08
New Plymouth Congregational Church	Southwest Ave. between West Park and Plymouth	New Plymouth	1982-11-17
Palumbo, J.C., Fruit Company Packing Warehouse Building	2nd Ave. and 6th St.	Payette	1982-11-17
Payette City Hall and Courthouse	3rd Ave. and 8th St.	Payette	1979-05-14
St. James Episcopal Church	1st Ave., N. and 10th St.	Payette	1978-04-20
US Post Office--Payette Main	915 Center Ave.	Payette	1989-03-16
Whitney, Grant, House	1015 7th Ave., N.	Payette	1978-02-23
Woodward Building	23 8th St.	Payette	1978-04-26

Source: National Register Information System (NRIS) 2004

11.3 Future Trends

Adequate recreation facilities are currently being provided in Payette County. However, with an increase in population, particularly of young people, some of the more popular areas may experience crowds or delays. With the dispersed nature of the undeveloped type recreation, over crowding would only be a problem during high use weekends such as three-

day holidays. While it is likely the existing facilities can handle the increasing population, the quality of recreation experience may suffer. For example, many people would like to be able to fish in their favorite fishing spot with their family and friends. Although the stream or river can handle the addition of one or two fisherman, the quality of the recreational experience may decrease for those wanting more of a solitude experience.

The Clay Peak Motorcycle Park has proven to be very popular. As the relatively new park becomes more recognized, use is expected to increase. Parking is becoming more difficult on popular weekends. Trucks and cars pulling trailers take up a lot of space. Also many people use their recreational vehicles (RVs) to pull their trailers. By developing parking for these RVs, the park would be able to better accommodate users.

While urban parks will address local needs for playing fields and playgrounds, the County may consider providing a larger recreational facility. This facility could meet regional needs if properly situated near arterials or future public transit stops.

11.4 Issues and Concerns

A complete list of issues identified by Payette County residents during the planning process is provided in Appendix C.

Few issues in regards to recreation were identified during the planning process. Most residents were concerned about developing new access, or facilities to support developed recreation areas and along the Payette and Snake rivers. The following are issues identified relative to recreation and special sites.

- Develop possible greenbelts on the Payette and/or Snake Rivers.
- Develop additional access to Payette River (road exits).
- Expand RV Parking at Clay Peak Motorcycle Park.

11.5 Goals, Objectives, and Action Items

Goal: Identify and develop dispersed recreation activities.

Objective: Support development and access of recreation resources.

Action Items:

- Identify and develop more public access points to the Payette River.
- Expand RV parking at Clay Peak Motorcycle Park.
- Identify future green belt development along the Snake and Payette rivers.

12.0 IMPLEMENTATION

The comprehensive plan reflects a 10-year time horizon. This planning period allows adequate time to implement new development ordinances, land use patterns, transportation networks, and facility plans. Capital improvement funding strategies, funding sources, planning techniques, and plan review are important facets to the plan's implementation and ultimate success.

Implementation is the phase of the planning process that makes the goals, objectives, and action items, as stated in the comprehensive plan, become reality. This chapter discusses implementation tools and presents all plan action items by priority.

12.1 Implementation Tools

Citizen involvement and support is an important implementation tool and it has been strongly affirmed throughout the comprehensive plan update. The public should be aware of, and involved in, all of the County's planning decisions. All Payette County citizens are encouraged to contact the County at any time to review the comprehensive plan and implementation policies.

Annual Plan Review. The comprehensive plan should be continually reviewed and updated. It is recommended that a yearly review of the plan be held to update and/or reaffirm the plan to fit changing needs, as well as address unforeseen planning problems and opportunities.

Zoning Ordinance and Map. The policies of the comprehensive plan establish a framework for the zoning and development ordinances and zoning map. The text of the ordinances establishes the conditions under which land may be used to create a stable future land use development pattern. Existing uses of land and buildings are permitted to continue — even if they are not in conformance with the plan policies and the associated land use ordinances. The zoning map shows the location of districts in which various residential, commercial, and industrial uses may be located to form a compatible arrangement of land uses.

The Planning and Zoning Commission reviews all new development proposals to insure compatibility with the zoning and development ordinances and the comprehensive plan. County Commissioners conduct the same review, accompanied by the Commission's recommendations, and makes the final decision on a particular development issue.

Subdivision regulations are contained within the County Code. Subdivision regulations establish various standards for the subdivision of property to ensure an adequate lot size; street access built to adequate specifications; that urban services have been installed; and public parks, schools, and pathways are given consideration.

Based on the action items identified in this plan, zoning ordinance and map amendments are likely.

Comprehensive Plan Amendments. From time to time, changing conditions will result in a need for comprehensive plan amendments which should be carefully considered. Review is desirable on an as-needed basis by the Planning and Zoning Commission and a Comprehensive Plan Oversight Committee that encourage public comment. The *Idaho Code* provides for amendment to the comprehensive plan. The Board of County

Commissioners or any group or person may petition the Planning and Zoning Commission for a plan amendment at any time. The Planning and Zoning Commission may recommend amendments to the comprehensive plan to the Board of County Commissioners not more frequently than every six months.

12.2 Prioritized List of Action Items/Responsible Entities

In order to ensure implementation of the action items identified in this plan, those items have been prioritized by citizen committees and assigned to the responsibility of appropriate government or public agencies. Table 12-1 illustrates the categorical priority of each item, as well as the party responsible for implementation, and the section of the plan where the action item appears.

Prioritization of the action items for implementation was based on the immediacy of community need regarding the expected outcome of such items. Those identified as "immediate" (0 to 1 years), would be in their developmental stages immediately after the comprehensive plan is adopted. Those action items ranked as "short-term" (1 to 2 years) and "mid-term" (3 to 4 years) would also be considered as near-term projects, although the level of further study or organization involved will likely extend the time for implementation. Action items designated as "long-term" (4 to 6 years) or "on-going" are not necessarily less important. This classification indicates that they simply do not have the same urgency and will be actions that will be implemented over a long period of time.

The responsible entities identified in Table 12-1 are listed alphabetically as follows:

Ada County Highway District (ACHD)
Advisory Committee
Airport Commission
All City Councils
Board of County Commissioners
Canyon County Highway District (CCHD)
Chambers of Commerce
Citizens Committee
City Advisory Committee
City of Payette
Clay Peak Landfill
Community Organizations
County and Service Providers
County Engineer
County Museum and Board
County Road Department
Economic Development Commission (EDC)
Educational Providers
Fire Districts
Friends of the Payette
Greenway Committee
Idaho Housing and Finance Association

Idaho Transportation Department (ITD)
Industrial Corporations
Irrigation Districts
Library Committee
Payette County Planning and Zoning Commission (P&Z)
Payette County Planning Department
Payette County Sheriff's Department
Payette School District
Private Sector
Road Department
Senior Groups
Southwest District Health
State Department of Mines & Geology
State Historic Preservation Office
U.S. Department of Agriculture
U.S. Department of Housing and Urban Development
Volunteer Task Force

Table 12-1. Prioritized List of Action Items
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Priority	*Action Item*	*Responsible Entity*	*Section*
Immediate	Locate future development on land that is not classified as rangeland or agricultural as depicted on the Future Land Use Map.	P&Z, BOCC, EDC	4.5
Immediate	Encourage population growth "from the cities out" where current levels of sewer and water service are available.	BOCC, All City Councils	4.5
Immediate	Adopt the Future Land Use Map that identifies areas for rural residential development.		5.5
Immediate	Adopt the Future Land Use Map depicting a range of agricultural land categories that reflect the variety of lands.	BOCC, P&Z	6.5
Immediate	Amend the zoning ordinance to provide a range of building lot sizes, use and density requirements for residential development.	Planning Department, P&Z, BOCC	6.5
Immediate	Develop and improve a comprehensive county web-site to define county procedures and functions (i.e., development, voting, and community services).	BOCC	7.5
Immediate	Designate section lines as future transportation arterials and require the dedication of 80 or 100 foot ROWs, one-half to each side of the section line, to accommodate future roads. New development should construct or pay its proportional share of road construction.	BOCC; County Road Department	7.5
Immediate	Define areas for future light industrial parks.	BOCC, P&Z, EDC, All City Councils	8.5
Immediate	Encourage commercial uses compatible with the rural characteristics of the county.	BOCC, P&Z, EDC	8.5
Immediate	Encourage agriculturally related services, industries, and related activities.	BOCC, P&Z, EDC	8.5
Immediate	Develop a mixed use economic plan for the Highway 95 corridor.	BOCC, P&Z, EDC, All City Councils	8.5
Immediate	Adopt the Future Land Use Map depicting a range of agricultural land categories that reflect the variety of lands.	BOCC, P&Z	8.5

Table 12-1. Prioritized List of Action Items
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Priority	*Action Item*	*Responsible Entity*	*Section*
Immediate	Establish task force (including representatives from Southwest District Health, County Commissioners, Planning and Zoning, and Public Representatives) to discuss residential development in unincorporated Payette County and its effects on water quality.	P&Z	9.5
Immediate	Designate a north/south thoroughfare through the county and significantly limit access along that route.	ITD, BOCC, All City Councils	10.5
Short-term	Set up a county-wide population monitoring system which will provide annual population estimates and which tracks Payette County's intermediate and long range population forecasts.	Planning Department, P&Z, BOCC	4.5
Short-term	Consider natural resources and prevailing land use in evaluating proposed development.	P&Z, BOCC	5.5
Short-term	Develop zoning policies that maintain contiguous blocks of agricultural and rangeland.	P&Z	5.5
Short-term	Limit development or enforce correct setbacks on development near canals.	P&Z, Irrigation Districts	5.5
Short-term	Facilitate public and private partnerships for fire prevention through education and existing ordinances.	P&Z, BLM	5.5
Short-term	Educate general populace about the impact of farm equipment and farm-related practices on highway safety.	ITD, County Road Department, Sheriff Department	5.5
Short-term	Inventory gravel mining resources.	State Department of Mines & Geology, County Road Department	5.5
Short-term	Identify life-span of existing gravel mines.	State Department of Mines & Geology, Road Department	5.5

Table 12-1. Prioritized List of Action Items
(Page 3 of 10)

Priority	*Action Item*	*Responsible Entity*	*Section*
Short-term	Identify other area for potential gravel mining resources.	State Department of Mines & Geology, Road Department	5.5
Short-term	Identify proper drop-off points for proper handling of hazardous/toxic waste.	BOCC	5.5
Short-term	Develop and endorse "reduce-reuse-recycle" educational programs.	BOCC, Payette School District	5.5
Short-term	Continue to identify noxious weeds present and implement programs to reduce or eliminate their occurrence.	BOCC	5.5
Short-term	Develop and implement mosquito and black fly abatement programs.	BOCC	5.5
Short-term	Study the existing Payette County floodplains and update the floodplains map.	BOCC, P&Z, Planning Department	5.5
Short-term	Revise zoning ordinance and map to reflect current comprehensive plan.	Planning Department, P&Z, BOCC	6.5
Short-term	Develop standards for rural residential PUDs that address the physical site characteristics (topography, soils, water, vegetation, etc.), surrounding properties, building locations, site improvements, water and waste disposal systems, and other amenities.	Planning Department, P&Z, BOCC	6.5
Short-term	Identify agricultural industrial land uses and prepare appropriate design and development standards.	Planning Department, P&Z, BOCC	6.5
Short-term	Re-evaluate Transfer of Development Rights program.	Planning Department, P&Z	6.5
Short-term	Permit small convenience/neighborhood commercial uses to support residential areas.	Planning Department, P&Z	6.5
Short-term	Review and amend the zoning ordinance to address the variety of industrial uses and to ensure that industrial development does not encroach on the rural character of the county.	Planning Department, P&Z, BOCC	6.5

Table 12-1. Prioritized List of Action Items
(Page 4 of 10)

Priority	*Action Item*	*Responsible Entity*	*Section*
Short-term	Revise zoning ordinance to ensure that outdoor advertising is related to business enterprises in the immediate area.	Planning Department, P&Z, BOCC	6.5
Short-term	Ensure an adequate supply of houses for first time homeowners, as well as "downsizing" households.	City Councils, BOCC, Private Sector	7.5
Short-term	Promote high density, high quality, owner and renter housing in the incorporated cities in the county.	P&Z	7.5
Short-term	Form an investment group to help fund housing opportunities and economic development growth.	Industrial Corporations, BOCC, EDC	7.5
Short-term	Provide a concise overview for the development process in Payette County, including a step-by-step approach and timelines for approval.	Planning Department, P&Z	7.5
Short-term	Review existing housing and development codes and ensure that they are enforced.	Planning Department	7.5
Short-term	Review development ordinances for street provision (access and paving) requirements.	Planning Department, County Engineer	7.5
Short-term	Investigate impact fees for new development in Payette County.	P&Z, BOCC	7.5
Short-term	Establish advisory committee to investigate feasibility of county-wide fire district; make recommendation; and/or look into possibilities for obtaining funding to meet objective.	Fire Districts and Advisory Committee	9.5
Short-term	Review profitability of landfill.	Citizens committee	9.5
Short-term	Establish a committee to identify and protect historical sites within the county.	County Museum and Board, State Historic Preservation Office	9.5
Short-term	Establish unbiased task force to determine feasibility of combining Payette, Fruitland, and New Plymouth School Districts and/or administrations.	Educational Providers, and School Districts	9.5
Short-term	Increase short-term funding and support for internet technology.	County	9.5

Table 12-1. Prioritized List of Action Items
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Priority	*Action Item*	*Responsible Entity*	*Section*
Short-term	Identify areas of future residential development and work with the school districts to identify potential school sites.	BOCC, Payette School District	9.5
Short-term	Increase public awareness of online county services.	BOCC	9.5
Short-term	Expedite a stoplight anywhere on Highway 95 prior to installation of a new school.	ITD, BOCC, All City Councils	10.5
Short-term	Amend zoning ordinance to require large developments to assess impacts on the transportation system.	P&Z, BOCC	10.5
Short-term	Work with the City of Payette to fund airport improvements and improve services.	Airport Commission, EDC, City of Payette, BOCC	10.5
Short-term	Expand RV parking at Clay Peak Motorcycle Park.	BOCC	11.5
Short-term	Identify future green belt development along the Snake and Payette rivers.	BOCC, Friends of the Payette	11.5
Mid-term	Develop future plan for water conservation. Use current Idaho State Water Conservation Plan to guide development or manage growth.	P&Z, BOCC, IDWR	5.5
Mid-term	With the cooperation of Southwest District Health, study appropriate housing density criteria for septic systems.	BOCC	5.5
Mid-term	Study appropriate housing density for aquifer preservation. Continue monitoring the aquifer, and establish guidelines for future growth based on water availability.	BOCC	5.5
Mid-term	Work with soil conservation districts, Idaho Department of Agriculture, USDA, and Extension Services to educate farmers regarding use of BMPs.	BOCC	5.5
Mid-term	Develop education program to identify and publicize dangers of canals.	Irrigation Districts	5.5
Mid-term	Limit development in floodplains.	P&Z	5.5

Table 12-1. Prioritized List of Action Items
(Page 6 of 10)

Priority	*Action Item*	*Responsible Entity*	*Section*
Mid-term	Utilize Community Development Block Grants to lower the cost of housing.	EOC, BOCC, U.S. Department of Agriculture, U.S. Department of Housing and Urban Development, Idaho Housing and Finance Association, All City Councils	7.5
Mid-term	Develop a multi-cultural center which could support a variety of uses (educational, service, commercial).	Payette School District, Community Organizations, Chambers of Commerce, Senior Groups	8.5
Mid-term	Potentially eliminate county landfill fee.	Citizens committee	9.5
Mid-term	Coordinate with landfill to improve directional signage.	Clay Peak Landfill	9.5
Mid-term	Investigate Neighborhood Watch programs.	County Sheriff's Office and City Advisory Committee	9.5
Mid-term	Determine and develop corridors for horse, bike, or pedestrian transportation. Coordinate with Weiser Road trail for horse, bike, or pedestrian transportation. Continue bike path from Fruitland to Payette to New Plymouth.	Greenway Committee, BOCC	10.5
Mid-term	Add stop light or an overpass at 7th Avenue North in Payette and Highway 95.	ITD, BOCC, All City Councils	10.5
Mid-term	Provide county funding for the airport.	BOCC, EDC, Airport Commission	10.5
Long-term	Identify and close abandoned wells.	BOCC	5.5

Table 12-1. Prioritized List of Action Items
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Priority	*Action Item*	*Responsible Entity*	*Section*
Long-term	If a library district is recommended, have county representative meet with city representatives and Payette, Fruitland, and New Plymouth library boards and staff to provide input and recommendation.	Library Committee	9.5
Long-term	If the county recommends a library district, support the libraries in forming a districting committee to carry out tasks needed to organize a library district. The committee would meet to discuss extending services to county residents and eligibility for state funding for potential projects.	Library Committee	9.5
Long-term	Prioritize and upgrade county roads. Improve ROW/widen Sand Hollow roads. Support replacement of bridge between Payette and Fruitland.	ITD, BOCC, All City Councils	10.5
Long-term	Investigate scenic byway designation of U.S. Highway 52.	ITD, BOCC, All City Councils	10.5
Long-term	Work with Ada and Canyon Counties and other regional partners on mass transit opportunities.	ITD, BOCC, All City Councils, ACHD and CCHD	10.5
Long-term	Investigate fees for public/private bus service.	Volunteer Task Force	10.5
Long-term	Increase airport profitability to increase countywide economic development.	BOCC, EDC, Airport Commission	10.5
Long-term	Identify and develop more public access points to the Payette River.	BOCC	11.5
On-going	Design land use regulations to protect the County health, safety, and welfare, avoiding any unnecessary conditions, delays, and costs.	BOCC	2.3
On-going	Consider the protection and preservation of private property rights in the development of land use policies, implementation standards, and regulations, as required by law.	BOCC	2.3

Table 12-1. Prioritized List of Action Items
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Priority	*Action Item*	*Responsible Entity*	*Section*
On-going	Strive for stable and consistent policies regarding land use and development densities.	BOCC	2.3
On-going	Consider the requirements of the plan and implementing ordinances in the decision making process.	P&Z, BOCC	2.3
On-going	Recognize that some of the county's population is seasonal or migratory and monitor those population changes every three years.	BOCC	4.5
On-going	Encourage provision of housing and services for an aging population.	BOCC	4.5
On-going	Recognize that national population shifts and trends (e.g., early retirement, semi-retirement, seasonal home ownership) may occur within the next several years and may impact the Payette County population forecast.	BOCC	4.5
On-going	Allocate population forecasts to more specific sub-areas of the County.	P&Z	4.5
On-going	Work with service providers to ensure a consistent level of service for new and existing county residents.	County & Service Providers	4.5
On-going	Encourage low-pressure irrigation systems for lawns.	P&Z	5.5
On-going	Utilize cooperating agencies expertise and cost sharing funds to assist landowners to eliminate cheatgrass and medusahead and restore native grasses.	BOCC	5.5
On-going	Allow some commercial development appropriate to highway interchanges. Ensure that adequate signage to Payette County communities is integrated at these developments.	Planning Department, P&Z	6.5
On-going	Require industrial uses to locate in close proximity to public utilities and transportation systems.	Planning Department, P&Z, BOCC	6.5
On-going	Require new commercial developments to provide the necessary setbacks, landscaping and building design to reflect the county's rural character.	Planning Department, P&Z, BOCC	6.5

Table 12-1. Prioritized List of Action Items
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Priority	*Action Item*	*Responsible Entity*	*Section*
On-going	Require all commercial developments to provide good visibility for safe highway access and adequate off-street parking spaces.	Planning Department, P&Z, BOCC	6.5
On-going	Encourage small lot residential on rocky and hilly soils.	Planning Department, P&Z, BOCC	6.5
On-going	Require that lots smaller than 1 acre be connected to city services.	Planning Department, P&Z, BOCC	6.5
On-going	Ensure that new residential development be considerate of productive agriculture pursuits.	Planning Department, P&Z, BOCC	6.5
On-going	Require large residential development (PUDs) to provide the necessary setbacks, landscaping and design to reflect the county's rural character.	Planning Department, P&Z, BOCC	6.5
On-going	Cooperate with other governmental entities to ensure that issues of regional importance are addressed comprehensively.	Planning Department, P&Z, BOCC	6.5
On-going	Review other Payette County local governments' plans and ordinance requirements and achieve consistency.	Planning Department, P&Z, BOCC	6.5
On-going	Review and revise Area of City Impact agreements as appropriate.	Planning Department, P&Z, BOCC, All City Councils	6.5
On-going	Coordinate wildland fire response with BLM.	Planning Department, P&Z, BOCC	6.5
On-going	Participate in regional efforts to preserve areas of historic and cultural significance, address transportation issues including multimodal alternatives, and address environmental concerns such as air and water quality.	Planning Department, P&Z, BOCC	6.5
On-going	Encourage development of affordable, safe, high quality housing for migratory workers.	City Councils, BOCC, Private Sector	7.5
On-going	Ensure that building codes do not negatively impact the cost of housing.	Planning Department	7.5

Table 12-1. Prioritized List of Action Items
(Page 10 of 10)

Priority	*Action Item*	*Responsible Entity*	*Section*
On-going	Ensure that septic and community treatment systems meet a high level of safety standards.	BOCC, Southwest District Health	7.5
On-going	Encourage the expansion of local businesses.	EDC	8.5
On-going	Encourage the broader use of local product sales.	EDC	8.5
On-going	Encourage the use of local businesses as providers of goods and services to the county.	EDC	8.5
On-going	Target market selective employers for the county.	EDC	8.5
On-going	Recruit employers which offer complete benefit packages.	EDC	8.5
On-going	Locate schools in safe environments, which will have access to facilities such as transportation, water, and sewer service.	P&Z, Educational Providers, and School Districts	9.5
On-going	Investigate future police service needs and plan for meeting those needs.	Sheriff's Department, City Advisory Committee	9.5
On-going	Support library committee by meeting with them to determine community need and interest for library districting.	P&Z, BOCC, Payette School District	9.5
On-going	Continue funding and training to support the use of internet technology.	BOCC	9.5
On-going	Protect future county thoroughfares through effective land use planning.	ITD, BOCC, All City Councils	10.5
On-going	Support efforts to offer rail service.	EDC, BOCC	10.5
On-going Mid-term	Provide an adequate supply of housing, close to community services, for an aging population.	City Councils, BOCC, Private Sector	7.5

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Persons and Agencies Contacted

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APPENDIX A
CHECKLIST FOR REVIEWING THE POTENTIAL IMPACT OF REGULATORY OR ADMINISTRATIVE ACTIONS UPON SPECIFIC PROPERTY

APPENDIX A CHECKLIST FOR REVIEWING THE POTENTIAL IMPACT OF REGULATORY OR ADMINISTRATIVE ACTIONS UPON SPECIFIC PROPERTY

1. Does the regulation or action result in a permanent or temporary physical occupation of private property?

Regulation or action resulting in permanent or temporary occupation of all or a portion of private property will generally constitute a "taking." For example, a regulation that required landlords to allow installation of cable television boxes in their apartments was found to constitute a "taking." (See *Loretto v. Teleprompter Manhattan CATV Corp.,* 458 U.S. 419 [1982].)

2. Does the regulation or action require a property to dedicate a portion of property or to grant an easement?

Carefully review all regulations requiring the dedication of property or grant of an easement. The dedication of property must be reasonably and specifically designed to represent or compensate for adverse impacts of the proposed development. Likewise, the magnitude of the burden placed on the proposed development should be reasonably related to the adverse impacts created by the development. A court will also consider whether the action in question substantially advances a legitimate state interest. For example, the United States Supreme Court determined in *Nollan v. California Coastal Comm'n*, 483 U.S. 825 (1987) that compelling an owner of waterfront property to grant public easement across his property that does not substantially advance the public's interest in beach access, constitutes a "taking." Likewise, the United States Supreme Court held that compelling a property owner to leave a *public* green way, as opposed to a private one, did not substantially advance protection of a floodplain, and was a "taking." (*Dolan v. City of Tigard*, 114 U.S. 2309 [June 24, 19994].)

3. Does the regulation deprive the owner of all economically viable uses of the property?

If a regulation prohibits all economically viable or beneficial uses of the land, it will likely constitute a "taking." In this situation, the agency can avoid liability for just compensation only if it can demonstrate that the proposed uses are prohibited by the laws of nuisance or other pre-existing limitations on the use of the property (See *Lucas v. South Carolina Coastal Coun.,* 112 S. Ct. 2886 [1992].)

Unlike 1 and 2 above, it is important to analyze the regulation's impact on the property as a whole, and not just the impact on a portion whether there is <u>any</u> profitable use of the remaining property available. (See *Florida Rock Industries, Inc. v. United States,* 18 F.3d 1560 [Fed. Cir. 1994]. The remaining use does not necessarily have to be the owner's planned use, a prior use or the highest and best use of the property. One factor in this assessment is the degree to which the regulatory action interferes with a property owner's reasonable investment backed expectations.

Carefully review regulations requiring that all of a particular parcel of land be left substantially in its natural state. A prohibition of all economically viable users of the property is vulnerable to a takings challenge. In some situations, however, there may be pre-existing limitations on the use of property that could insulate the government from takings liability.

4. Does the regulation have a significant impact on the landowner's economic interest?

Carefully review regulations that have a significant impact on the owner's economic interest. Courts will often compare the value of property before and after the impact of the challenged regulation. Although a reduction in property value alone may not be a "taking," a severe reduction in the property value often indicates a reduction or elimination of reasonably profitable uses. Another economic factor courts will consider is the degree to which the challenged regulation impacts any developmental rights of the owner. As with 3, above, these economic factors are normally applied to the property owner as a whole.

5. Does the regulation deny a fundamental attribute of ownership?

Regulations that deny the landowner a fundamental attribute of ownership —including the right to possess, exclude other, and dispose of all or a portion of the property — are potential takings.

The United States Supreme Court recently held that requiring a public easement for recreational purposes where the harm to be prevented was to the flood plain was a "taking." In finding this to be a "taking," the Court stated:

The city never demonstrated why a public green way, as opposed to a private one, was required in the interest of flood control. The difference to the petitioner, of course, is the loss of her ability to exclude others … [T]his right to exclude others is "one of the most essential sticks in the bundle of rights that are commonly characterized as property."

Dolan v. City of Tigard, 114 U.S. 2309 (June 24, 1994). The United States Supreme Court has also held that barring inheritance (an essential attribute of ownership) of certain interest in land held by individual members of an Indian tribe constituted a "taking." *Hodel v. Irving,* 481 U.S. 704 (1987).

6. Does the regulation serve the same purpose that would be served by directly prohibiting the use or action; and does the condition imposed substantially advance that purpose?

A regulation may go too far and may result in a takings claim where it does not substantially advance a legitimate governmental purpose. (*Nollan v. California Coastal Commission,* 107 S. CT. 3141 [1987]; *Dolan v. City of Tigard,* 114 U.S. 2309 [June 24, 1994].)

In Nollan, the United States Supreme Court held that it was an unconstitutional "taking" to condition the issuance of a permit to land owners on the grant of an easement to the public to use their beach. The court found that since there was not an indication that the Nollan's house plans interfered in any way with the public's ability to walk up and down the beach, there was no "nexus" between any public interest that might be harmed by the construction

of the house, and the permit condition. Lacking this connection, the required easement was just as unconstitutional as it would be if imposed outside the permit context.

Likewise, regulatory actions that closely resemble, or have effects of a physical invasion or occupation or property, are more likely to be found to be takings. The greater the deprivation of use, the greater the likelihood that a "taking" will be found.

APPENDIX B
ADVISORY COMMITTEE AND WORKING GROUP MEMBERS

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APPENDIX C
ISSUE IDENTIFICATION LISTS

APPENDIX C ISSUE IDENTIFICATION LISTS

Land Use
(Land Use, Community Design/Special Areas, Private Property Rights)

Preserve prime agricultural land (don't break into small plots)

Need to define rural residential vs. productive agricultural

Allow folks to have land around them

Maintain rural character

Understand areas that can "handle" development

No building in the flood plain

Lot sizes/configurations should consider land characteristics

Be considerate of future generations

Identify incentives to encourage small farms

How small of a lot is appropriate outside of city service areas?

Review city/county subdivision requirements and achieve consistency

Address the diverse lands in Payette County

Address issue of residential and livestock operation conflicts

What is the appropriate size and location for livestock operations?

Concern about highway between Emmett and Sand Hollow

Concern about industrial plant in farming area (Washoe…)

Identify industrial lands on the Plan Map

Are livestock operations industrial?

Identify types of industry that are suitable

Roads are too narrow throughout the county

Encourage most commercial in cities

Convenience/service commercial may be desirable outside urban areas

Concern with wildland fire on public land (affect on private lands)

Special area: BLM bird refuge

Possible greenbelt on the Payette?..Snake?

Identify criteria for industrial

Investigate agriculture preservation incentives

How to address urban rural interface

Adopt ordinances/map to implement plan

Try to be consistent within cities and county plan language and regulations

Develop inventory of historic resources

Consider fees for development to support the cost of infrastructure

Maintain the quality of life

Promote historical research and preservation

Ensure county planning process coincides with the city planning processes

Private land interests not protected

Acreages threatened by development

Natural Resources
(Natural Resources, Hazardous Areas, Recreation)

Canal Safety-

- Kids/chemicals
- Land-encroachment (right of way)
- Traffic on roads adjacent to canals

Concern with Water Quality-

- Surface and ground
- Nitrates and chemicals in groundwater and surface Water
- Protection of Aquifer
- Health District water/septic set backs, failures/contamination

Water Rights Delivery

- To each lot within a subdivision

How to address Urban Rural Interface

- Farm Equipment on Roads

Urban Wildland Mitigation Plan

Concern with Wildland Fire on Public Land

Special Area: BLM bird refuge

Possible greenbelts? On the Payette and/or Snake Rivers?

No building on floodplain

Access to Payette River

Potential RV Parking (motorcycle park?)

Encourage Industries

Mosquito and Black Fly abatement

School Crossing State Highways - safety

Air Quality

- Might lose funding for roads

Identify Prime Agriculture Land

- With or without water rights
- Loss of prime agricultural land
- Need to define rural residential vs. productive agricultural

Protect Agriculture Rights

Maintain the quality of life

CAFOs are unacceptable and there should be a head per acre

Acreages threatened by development

Public Facilities
(Public Facilities, Utilities, and Services, and Transportation)

Need to upgrade rural roads (upgrading of rural roads will be expensive)

Need funding for transportation projects before growth occurs

Need arterial access for trucks so they can by pass town centers

Thoroughfares need to be kept free of stop lights.

Need stop lights prior to major accident.

Arterials need to be funded by developments

Transportation and community planning need to consider impacts on air quality and potential for lost road improvement funding

Improvements- how are they funded (need state/federal funding for improvement projects)

Replace bridge between Payette and Fruitland

Consider effects of transportation improvements on historic/special areas

How to get County share of funding

Pay attention to difficult traffic areas

- Highway 95 anywhere in Payette
- Gateway Junction by center AVP
- Palisades corner
- 7th Ave. want light
- Highway 95 and 52
- Potential traffic at Sand Hollow
- Stop lights on 95

Investigate fees for development to support infrastructure improvements (water, sewer, power, roads, schools, intersections)

Need county wide fire districts and ambulance service (tap state, federal, private grants)

Need County library system

Improve infrastructure: domestic water wells, septic, telephone and power especially in Sand Hollow

Determine when landfill will need to be replaced?

How small of a lot is appropriate outside of city service areas?

Concern about highway between Emmett and Sand Hollow

Roads are too narrow throughout the county

Concerned about wildland fires on public lands and affects on surrounding private lands

School crossings across State highways

Cross commuting

Health District water/septic set backs, failures and contaminations

Water supply cities

Proactively manage growth

Maintain the quality of life

Encourage everyone has a voice on this Comprehensive Plan

Ensure county planning process coincides with the city planning processes

Sanitation/sewer

Public schools

Gas utilities

Waste management

Communications (cell towers, cable)

Coordinating public service authority

Cooperative agreements

Payette R. and Snake R.

Changes in the last 10 years

Transportation

- Air
- Bus
- Rail
- Bicycle lanes/paths
- Coordination with other districts
- Senior citizens
- RR crossings
- Trails (equestrian, biking, hiking)
- Interstate access

Socio-Economics
(Population, Schools, Housing and Economic Development)

Issues/Schools:

Open enrollment in schools

Population increasing and demands

Some enrollments increasing, some decreasing

Demographics changing

Bedroom vs. Freestanding

Losing manufacturing employment

Change in population –migrant/seasonal

Tax Base-Residential homes not carry need diversity

Housing-buyers market

Out of state-CA and WA

Development all over county

New Plymouth-landlocked and economic development

New Plymouth annexation policies

Water supply cities

Land supply vacant

Perception that Payette County is hardest to get new business or zoning

No adequate land zoned for industrial

Buildings are not available to move into

Goal to attract light industrial

Loss of prime agriculture ground

Compact growth preserve agricultural growth

Long range effects unable to farm and make money without selling off for development

Types of agricultural related industry

Development on not prime agricultural ground

Services must be able to support areas of development

Health District water/septic set backs, failures/contamination

Implementation

Strip commercial

Stop lights 95

Border-Sales Tax

More economic development

Cross commuting

Tourism limited-motorcycle

Job wages-want higher pay and benefits

Tax codes are 5th highest in the state-basis

Quality of life vs. economic development

Schools represent quality design

Housing quality-enforcement is not an issue

Economic development at any cost?

Need affordable housing

Encourage economic growth

Proactively manage growth

Maintain the quality of life

Economic development and accountable government

Decrease unemployment rates

Private land interests not protected

Encourage industries

Encourage everyone has a voice on this comprehensive plan

Public schools

ACRONYMS AND ABBREVIATIONS

°F	degrees Fahrenheit
ACHD	Ada County Highway District
ADF	Automatic Direction Finder
ASL	above sea level
BLM	Bureau of Land Management
BMP	best management practice
CAFO	Concentrated Animal Feeding Operation
CCHD	Canyon County Highway District
DARE	Drug Abuse Resistance Education
EDC	Economic Development Committee
EMD	Emergency Medical Dispatcher
EMS	Emergency Medical Services
FEMA	Federal Emergency Management Agency
HUD	United States Department of Housing and Urban Development
IDEQ	Idaho Department of Environmental Quality
IDL	Idaho Department of Lands
IDWR	Idaho Department of Water Resources
ITD	Idaho Transportation Department
National Register	National Register of Historic Places
NPDES	National Pollutant Discharge Elimination System
NRCS	Natural Resource Conservation Service
NRIS	National Register Information Service
PCRD	Payette County Recreation District
PCS	Personal Communication Service
PUD	Planned Unit Development
QRU	Quick Response Unit
ROW	right-of-way
RV	recreational vehicle
SAIC	Science Applications International Corporation
SRO	School Resource Officer
U.S.	United States
UPS	United Parcel Service
USDA	United States Department of Agriculture
USEPA	United States Environmental Protection Agency
VASI	Visual Approach Slope Indicator
WIP	Work Inmate Program

The Payette County Comprehensive Plan was prepared by Science Applications International Corporation (SAIC). Personnel involved in the plan included: Sheri Freemuth, Project Manager, SAIC; Dale Rosebrock, Intermountain Demographics; Michele Fikel, SAIC; Deborah Hiller-LaSalle, SAIC; Kristi Regotti, SAIC; Ty Corn, SAIC; Kimberly Wilson, SAIC; and Claudia Laughlin, SAIC.