

## **CHAPTER FIVE - LAND USE**



### **5.0 Introduction**

The city of Payette is located within the southwest agricultural areas of Idaho. The city is immediately adjacent to Fruitland to the south, Weiser to the north, and Ontario, Oregon to the west. To the east lie New Plymouth and Emmett. The city of Payette has the following features:

- Payette is located in Payette County; agricultural and range lands lie adjacent to the community.
- Payette sits on the high plains at the confluence of the Snake and Payette Rivers in southwest Idaho.
- Generally, the topography is flat within the city limits and in the surrounding areas, with floodplain areas to the south and west.
- The Union Pacific Railroad line bisects the city in a southwest to northeast direction.
- Payette’s original town site has streets lined with mature trees.
- Payette’s historic downtown, which still serves as the city center, has many of its original structures.
- Payette’s residential growth has been located in the eastern and northern sections of the city.
- Commercial development has expanded along US-95 and business areas.

### **5.1 Land Use Overview**

This chapter of the Comprehensive Plan identifies land uses in the city of Payette and the surrounding impact area. The existing land use map depicts current agricultural, residential, commercial, and industrial areas. This map was derived using a current land use and zoning map, modified slightly based on existing conditions.

In the development of the 2045 Comprehensive Plan and Land Use Map, public outreach was conducted in the form of multiple meetings. The Payette citizens who participated identified their priorities, their issues and concerns, along with specifying different elements they would like to see within their community in the future.

In addition, the Comprehensive Plan Subcommittee (CPS), made up of community leaders, activists and residents, spent eighteen months providing input regarding their assessment of present and future land uses, needs and concerns. Upon review of all discussions, community comments, the existing Comprehensive Plan and other specific plans adopted both by the City and other agencies, and upon review of assessments from all City departments, the future land use map was prepared. The map emphasizes the vision for a mix of various types of land uses and activities. Narratives were developed for each chapter, and goals, objectives and strategies were created.

## **5.2 Land Use Patterns**

The City has taken the initiative to develop the necessary plans, ordinances and strategies to implement a plan to manage future growth. In addition, the development of future land use patterns for the city is essential for the city's on-going growth.

As the City plans for the future, it will need to identify the types of land uses that will be appropriate in relation to those plans. Land uses for the City to consider include the following:

- 1) ***Agricultural***: Includes lands that are used for crop cultivation, irrigation, livestock grazing, food production, cattle and calf.
- 2) ***Residential***: Includes single-family residential; low, medium, and high densities.
- 3) ***Public/Quasi Public***: Includes parks, City Hall, police and fire stations, utility facilities, library, and the County courthouse as well as other public land uses.
- 4) ***Commercial***: Includes consideration of the proper location for retail establishments such as food markets, restaurants, office space, medical services, business campuses and other professional activities. Subcategories for commercial uses could be classified as neighborhood, general, and highway/commercial.
- 5) ***Light Industrial***: Includes land uses such as small high-tech businesses, machine shops, warehouses, small manufacturing plants, processing plants, and other related and compatible uses.
- 6) ***Heavy Industrial***: Includes gravel pits, lumber mills, and other land uses which create potential hazardous or negative impacts (such as noise, odor, pollution, and vibration) in the community.
- 7) ***Open Space***: Includes parks, shorelines, conservation areas for wildlife, scenic areas and other recreational uses.

## **5.3 Current Land Use Patterns**

**5.3.1 RESIDENTIAL** - Residential land use is prominent in Payette, and is located throughout the community. Areas designated as residential are suitable for single- and multi-family residential living. Other uses allowed in this area might include cottage industries that have minimal impact on the neighborhood; public or semi-public facilities such as parks, schools, churches; and necessary utility installations.

The Old Town Neighborhood contains a mix of housing types, including some that may be historical in nature. The neighborhood has a distinct character due to the older buildings, mature trees and landscaping. Residents have easy access to the Post Office, County/City offices, Central Park, and the schools.

However, the area continues to need attention because of the aging infrastructure, which needs to be replaced. Sidewalks are lacking in some areas.

**5.3.1.1 Low Density Residential** - These areas contain homes sited on individual lots and are rural/suburban in character. City services are not typically available, but may be in the future. Development density is .5 to 1 dwelling per acre. Land uses allowed are as follows:

- 1) Municipal facilities
- 2) Single-family dwellings
- 3) Duplexes

**5.3.1.2 Medium Density Residential** - Located throughout the community, these areas typically contain single-family dwellings and duplexes where City services are available, and represent the largest land use in Payette. Development density is 3 to 5 dwelling units per acre. Land uses allowed are as follows:

- 1) Assisted Living homes
- 2) Bed and Breakfasts
- 3) Boarding houses
- 4) Dancing schools
- 5) Home occupations offices
- 6) Hospitals
- 7) Multiple-family dwellings
- 8) Townhouses/ row houses
- 9) Low density apartments
- 10) Duplexes
- 11) Condominiums

**5.3.2 CENTRAL BUSINESS DISTRICT (CBD)/ DOWNTOWN** - The Central Business District (CBD) offers the city an opportunity to recapture the historic “feel” of Payette that attracts tourists and builds civic pride. Over the years, many dedicated efforts have been made to preserve and improve the streetscapes and buildings. In 1985, the “Payette City Center Plan” was completed. The document is a useful foundation for future revitalization of the CBD.

It should be noted that the City and County offices, the Post Office, library, and Historical Museum are located in the downtown area; their presence is important.

**5.3.3 COMMUNITY/ HIGHWAY COMMERCIAL** - Adjacent to US 95 are land uses related to community and highway land use designations such as gas stations, convenience stores, restaurants and lounges, grocery stores, motels, and service businesses. New commercial land areas are continually being improved along US 95 from 6<sup>th</sup> Avenue South to the intersection of US 95 and US 95 Business. Water and sewer service lines were financed by the City as part of the City’s aggressive economic development activities to attract new jobs and income to the city. Other commercial land areas are available between SH 52 and US 95, as well as north of the city adjacent to US 95, for future economic development projects.

**5.3.4 INDUSTRIAL** - Existing industrial development is primarily found along US 95 Business and adjacent to the Union Pacific Railroad. In anticipation of future economic development, growth, and expansion of job opportunities in Payette, additional lands east and west of US 95 have been set aside for light industrial development.

**5.3.5 PUBLIC AND QUASI-PUBLIC** - Public and quasi-public uses are spread throughout the community, and include City Hall, parks, the airport, schools, the Senior Center, churches, meeting halls, and the City swimming pool. Future school sites will need to be identified and addressed with the school district as the city expands, in regard to the location of city sewer and water service. Irrigation is provided by 25 irrigation districts, and other providers offer telephone and cell phone services, and cable, satellite and television services.

**5.3.6 OPEN SPACES, PARKS, AND TRAILS** - The Payette Greenway is currently under development along the eastern edge of the Snake River following the confluence of the Payette River. Future development is planned to continue following the river to the twin bridges. Paved portions of the Greenway are located between Moss Island and the City’s wastewater treatment plant; gravel paths can be accessed from Centennial Park. Fortunately, most of the area is undeveloped, and within a defined 100-year floodplain. The east side of Moss Island is bordered by an Idaho Fish and Game Conservation Easement. Future plans call for expansion along the Payette River, and eventually a loop route throughout the city.

Parks, open spaces, and visual open spaces are located throughout the community (see Chapter 12, “Parks and Recreation.)

Open Spaces are lands that are publicly owned (or privately owned but used by the public.) Located throughout the community, there are various sites with uses such as schools, parks, and plazas.

**5.3.7 WASHOE (DEVELOPMENT RESERVE) AREA** - The Washoe (Development Reserve) Area has been identified as a future opportunity area. This beautiful natural area is located between the Payette and Snake Rivers. Lands that are prone to flooding need to be identified.

It is important that the City work actively with property owners in the Washoe Area and with the community in formulating a plan that addresses the location of land use areas, roadway network, utilities, landscaping, signage, open spaces, public access and other issues related to use of this unique area. This approach is important of the City wishes to accomplish its objective of pro-actively planning for areas under development pressure while preserving natural and sensitive lands.

## **5.4 Future Land Use Considerations**

The primary focus of the Comprehensive Plan is to provide land use designations for land within the city and the Area of Impact boundaries in order to create conditions for a liveable community and cost-effective services and utilities. It is anticipated that in the next 30 years, Payette will add 3,800 residents and require another 1,500 dwelling units. At the same time, the City must anticipate land uses adequate to support new jobs, new parks, recreation, open spaces, and new commercial services.

**5.4.1 AGRICULTURAL/ RURAL LAND USE DISTRICT** - The city of Payette is surrounded by prime agricultural land which is flat and has ample water via irrigation. In order to direct growth away from these rural unincorporated areas, they should be designated as Agricultural. It is important to note that these areas are not yet staged for urban development with full urban services.

The only area that has much grade is the area northeast of the city, which is in the Area of City Impact. It may be appropriate to develop this area because of lack of water or water rights, the slope of the land and other variables that make the land unsuitable for agricultural purposes.

To assist in discouraging non-agricultural development in the Agriculture zone, the City should continue to follow its current policy of not expanding city services outside of the city limits.

The City of Payette recognizes that Payette County has authority in land use decisions outside of the boundaries of incorporation; the City can only make recommendations.

**5.4.1.1 Residential in Agricultural Land Use Areas** - The city is surrounded by agricultural lands that contribute to the County's economy. The City doesn't have a Land Use category that describes an agricultural land use. At a minimum, Agricultural Residential (AR) should be one dwelling unit per acre. Agricultural Residential land uses are characterized by low densities of single-family and manufactured housing units. These are sensitive areas where sewer and water services are not available, and transitional areas in the Area of City Impact. Some are prime agricultural lands, while others are marginal lands, or have no water rights.

**5.4.2 RESIDENTIAL LAND USES** - The current land use map identifies two residential land uses. A third residential land use designation is recommended.

**5.4.2.1 Low Density Residential** - These areas contain homes sited on individual lots, and are rural/ suburban in character. City services are available.

**5.4.2.2 Medium Density Residential** - Located throughout the community, these areas typically have single-family dwellings and duplexes where city services are available.

**5.4.2.3 High Density Residential** - High Density Residential areas are found in small isolated areas of the city. These housing units consist of a few apartment complexes and seniors/ assisted living developments. As the community ages, additional developments for seniors may be constructed.

In addition, Master Planned Communities and Planned Unit Developments can combine residential development along with commercial development. Special requirements such as development agreements and Specific Area Plans may be implemented. These developments will be dependent on the final development agreement, and should be designed with ideas and projects that are modern and innovative, following the best planning practices available. (Note: this is not an exclusive list of all housing types.)

### **5.4.3 MIXED-USE DEVELOPMENT/ COMMERCIAL DEVELOPMENT LAND**

**USES** - A mixed-use development is a project with planned integration of some combination of retail, office, residential, hotel, recreation or other functions. A mixed-use development is pedestrian-oriented and contains elements of a live/work/play environment. It maximizes space usage, has amenities and architectural expression, and tends to mitigate traffic and sprawl. Community leaders should consider whether this is an important land use option for the city of Payette.

**5.4.4 COMMERCIAL LAND USES** - The purpose of this land use is to fulfill the needs for local trips. Commercial areas should be relatively compact districts located along roadways and within larger commercial districts. This land use should provide commercial services and retail sales to residents within the city.

Commercial land uses should provide some supporting uses to adjacent neighborhoods; attractive interface and convenient pedestrian connections with adjacent residential areas would be encouraged. Examples of commercial land use would include retail and service business establishments, business offices and professional services, banks, grocery stores, automobile-oriented uses (service stations, repair garages, car washes, vehicle sales, and drive-through facilities), some wholesale, storage and distribution, coffee shops, restaurants, entertainment and related uses, clinics and health care facilities, hotels, motels, and small shopping centers.

**5.4.4.1 General Commercial** - General Commercial land uses provide the city's population with a wide range of goods and services, including certain business and professional offices that are appropriately located throughout the city. However, the land use is not generally expected to include residential uses. This land use would be located off of collectors based on design and function.

**5.4.4.2 Central Business District (CBD)/ Downtown** - There continue to be opportunities for CBD development since completion of the 1985 Central Business District (City Center) Plan. Many of the historical structures identified in the 1985 still exist in the CBD.

An update of the CBD Master Plan needs to be completed and should include:

- A detailed action plan
- A section covering overall land use, such as location and general design of downtown growth and development
- A housing element, identifying housing needs, types, and amounts

- A transportation element, identifying actions to be taken to address all modes of transportation in the CBD including parking, walking, public transit (when available), and biking
- An economic element, identifying all activities that affect the downtown economy, such as retail, entertainment, government, and private sector businesses
- A description of cultural and civic uses that could be enhanced, created, or implemented to improve the success of the CBD, including entertainment, festivals, galleries, museums and tourism
- A plan to increase downtown recreation in public and private open spaces, parks, and plazas.
- A plan that addresses the look and feel of downtown, including the design of buildings (architectural features, scale, height, mass) and the design of streetscapes and private properties
- A funding element, identifying financial needs and funding options and opportunities.

**5.4.4.3 Commercial Highway** - This land use would be located off of highway interchanges, major arterials and some collectors, based upon design and function, which provide access to major commercial development that accommodates large volumes of traffic (traffic oriented business). Commercial highway land uses will be more intense than other commercial land uses. This use includes development of multiple access points to disperse traffic, and a complete system of internal streets, sidewalks and pedestrian and bicycle paths to provide circulation within the district and connections to the surrounding roadway and bicycle route system. Examples include: shopping center, retail, services, drive-in restaurants, offices, and other destination land uses.

**5.4.5 WASHOE AREA (DEVELOPMENT RESERVE)** - As discussed in Section 5.3.8, the Washoe Area, located on the west side of Payette, has been identified as a future opportunity area. This area may be prone to flooding, located between the Payette River and the Snake River. It is recommended that the City undertake a Washoe Area Specific Plan of the entire area, examining sensitive areas, flood-prone areas, wetlands, open spaces, the transportation network, and areas most suitable for residential, commercial, and light industrial uses.

**5.4.6 INDUSTRIAL LAND USES** - As currently identified, existing industrial lands are primarily found along US-95 Business and adjacent to the Union Pacific Railroad. Additional lands east and west of US-95 have been set aside for light industrial

development. Through the economic development process that is being led by an economic development strategist, targeted businesses should be considered. Currently, industrial lands fall into a single category. Based upon the various types of industrial land uses, it is advisable that the industrial land use category be divided into light and heavy industrial use.

**5.4.6.1 Light Industry** - Light and heavy designations would address a variety of uses including existing industrial and manufacturing operations as well as “lighter” industry: storefront, warehousing, wholesaling, railroad and industrial business parks, and a wide range of general manufacturing and related establishments, research, supplies and sales activities.

**5.4.6.2 Heavy Industry** - Heavy industrial businesses should be located away from residential development and designed where they will have minimum impact to surrounding land uses. Heavy industrial land uses have a potential to affect public health and safety due to sound, odors, vibrations (including from rendering plant, gravel extraction and junk yards.)

**5.4.7 ENVIRONMENTAL CORRIDORS** - Payette’s abundant natural resources help to make the area a beautiful place to live. The city’s natural resources could be designated as “environmental corridors.” Environmental corridors are continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreation use. They are based mainly on drainways and stream channels, floodplains, wetlands, steep slopes, and other resource features, and make up part of a countywide system of continuous open space corridors.

**5.4.8 PARK AND OPEN SPACE DEVELOPMENT** - The development of the Washoe Development Reserve could be undertaken with a Special Area Plan. Future city parks are indicated on the Future Land Use Plan. Sites should be purchased or requested from private developers as the areas build out.

## **5.5 Land Use Descriptions**

Exhibit 1 describes the types of land uses and units per acre for residential land use for your edification. All lands are not identified in this Exhibit, but as one reviews the Comprehensive Plan the descriptions should guide the city in identifying land uses that need to be added. The decision to identify allowed uses, prohibited and conditional uses should be guided by this document, but the final direction will be made known in the revised zoning ordinance.

The Land Use Map is identified in Exhibit 1 below:

**Exhibit 1: Land Use Descriptions**

EXISTING LAND USE MAP			FUTURE LAND USE MAP		
<i>Land Use Classification</i>	<i>Dwelling Units per acre</i>	<i>Land Use*</i>	<i>Land Use Classification</i>	<i>Dwelling Units/ acre</i>	<i>Land Use*</i>
<i>Agricultural</i>	NA	NA	<i>Agricultural/ Rural Residential</i>	1	*Agriculture *Residential
<i>Low Density Residential</i>	0.5 - 1	*Municipal facilities *One-family dwellings *Duplexes	<i>Low Density Residential</i>	2 - 4	*Manufactured homes and parks *Attached and detached single family homes *Patio Homes *Townhouses *Duplexes *Group Homes
<i>Medium Density Residential</i>	3 - 5	*Assisted living *B & Bs *Boarding houses *Dancing schools *Home offices *Hospitals *Multiple-family *Townhouses *Low density apartments *Duplexes *Condominiums	<i>Medium Density Residential</i>	5 - 8	*Manufactured homes *Attached/ detached single family homes *Patio Homes *Townhouses *Duplexes *Group Homes
<i>No Category</i>	NA		<i>High Density Residential</i>	9 or more	*Single family *Cluster housing *Patio Homes *Townhouses *Duplexes *Apartments and group homes

EXISTING LAND USE MAP			FUTURE LAND USE MAP		
<i>Land Use Classification</i>	<i>Dwelling Units per acre</i>	<i>Land Use*</i>	<i>Land Use Classification</i>	<i>Dwelling Units/ acre</i>	<i>Land Use*</i>
<i>General Commercial</i>	NA	*Animal hospitals *Armories *Assembly halls *Bakeries *Cold storage, frozen food lockers *Laundries, dry cleaning services *Light manufacturing (when not dangerous or offensive due to dust, gas, smoke or noise in cases where majority of product is not in transportation depots)	<i>General Commer</i>	NA	*Animal hospitals *Armories *Assembly halls *Bakeries *Cold storage, frozen food lockers *Laundries, dry cleaning services *Sold on premises to ultimate consumer *Lodge halls
<i>Central Business District</i>	NA	NA	<i>Central Business District</i>	NA	*Retail *Office *Hotel/ motel *Housing (2 <sup>nd</sup> floor) *Store Front
<i>No Category</i>	NA	NA	<i>Mixed Use Commercial</i>	Commercial and medium or high density housing	*Mixed use w/SAP or DA** *Medium and high density *Commercial *Office *High tech

EXISTING LAND USE MAP			FUTURE LAND USE MAP		
<i>Land Use Classification</i>	<b>Dwelling Units per acre</b>	<b>Land Use*</b>	<i>Land Use Classification</i>	<b>Dwelling Units/ acre</b>	<b>Land Use*</b>
<i>Community Highway Commercial</i>		*Gas stations, convenience stores, restaurants, lounges, grocery stores, motels *Service businesses	<u>NA</u>	<u>NA</u>	NA
<i>No Category</i>			<i>Highway Commercial</i>		*Traffic ordinate business *Gas stations, convenience stores, restaurants, lounges, grocery stores, motels *Truck stops
<i>Industrial</i>		*Agricultural Industries below: *Canneries *Creameries *Egg processing *Feed stores, feed manufacturing *Flour mills and elevators *Fruit and vegetable processing, packing *Poultry processing *Sugar processing	<i>Light Industrial</i>		*Industrial Businesses

EXISTING LAND USE MAP			FUTURE LAND USE MAP		
<i>Land Use Classification</i>	<b>Dwelling Units per acre</b>	<b>Land Use*</b>	<i>Land Use Classification</i>	<b>Dwelling Units/ acre</b>	<b>Land Use*</b>
<i>No Category</i>	NA	*Auto sales, repair, mechanical shops *Coal yards, wool yards *Heavy Manufacturing (confined to limits such as street boundaries) *Ice plants *Iron and steel manufacturing *Lumberyards *Municipal facilities *Planing mills *Railroad yards *Truck terminals *Warehouses	<i>Heavy Industrial</i>	NA	*Businesses that create nuisances
<i>Public and Quasi-Public</i>		*City Hall, parks, airport, senior center, churches, meeting halls, City swimming pool	<i>Public</i>	NA	*Government and public facilities
<i>Open Space, Parks &amp; Trails</i>			<i>Public</i>	NA	*Parks *Open spaces
<i>Washoe (Development Reserve) Area</i>			<i>Agriculture</i>	NA	*Agriculture

\*All land uses are not described.

\*\*SAP (Small Area Plan) and DA (Development Agreement)

## **5.6 Future Growth**

The challenge for any city is deciding where growth should occur. The city of Payette is surrounded by prime agricultural lands that are in production. Based upon the 2018 Comprehensive Plan, it is estimated that the city will gain 3,800 residents and another 1,500 dwelling units by 2045.

During the early Comprehensive Plan Committee discussions, the advisory committee agreed that to accommodate new residential growth, residential development would mostly take place to the east of Highway 95 and north of downtown.

Months later, the advisory committee met with the airport manager, and a member of the Airport Commission informed the committee that 80 acres of the land surrounding the airport and golf course were available for a golf course expansion and for a residential subdivision that would cater to airplane owners wanting to live adjacent to the airport. The airport representative stated that such a land use would enhance the airport. This development could accommodate 800 homes or roughly 1,600 new residents, but neither the airport properties nor the lands surrounding the area have sewer or water service at this time. Along with residential growth, commercial development will take place.

Some committee members were undecided about the degree to which commercial development should occur within this new residential area, but agreed to identify a key intersection in the area. As discussion continued, it was determined that regardless of the timing, residential and commercial development require new roads and the construction of water and sewer services.

The Payette Public Works Department staff was asked where future infrastructure needs to be planned for the city. Based upon sewer capacity and feeder lines, areas preferred for future growth included the airport area and the northeast area.

**5.6.1 POTENTIAL LAND USE CONFLICTS** - The consensus is that growth should occur northeast of the city. The challenge with this location will be the airport and its growth. Airplane noise is a concern as well as potential hazards associated with fuel storage and airplane take-offs and landings. These are major issues in larger airports. More housing in the area could limit the physical expansion of the airport and cause conflicts with new residential neighbors. Certain commercial uses may not be compatible with a location in a flight path or near the airport. Growth in this area will need to be studied as part of the process of developing a master plan of the entire area. A Specific Area Plan would be advantageous in identifying any shortcomings to the residential, commercial or mixed uses in the area.

## **5.7 Specific Types of Land Development Tools**

**5.7.1 - INFILL DEVELOPMENT AND REDEVELOPMENT** - Infill and redevelopment refers to development on vacant, under-utilized, or partially used land. Infill occurs on land that may have been skipped over in the urbanization process. Infill areas have been identified as enclaves and underdeveloped lands where existing city services are available. Infill and redevelopment are encouraged in order to revitalize developed residential and commercial areas and to take advantage of existing infrastructure. Infill development in the downtown area can help create a unique living experience.

Important tools for implementing infill and redevelopment concepts may include one, all, or a combination of the following:

- 1) The use of special development standards for properties that are considered infill sites.
- 2) Provisions specifically relaxing requirements such as setbacks for development on the narrow original townsite lots.
- 3) A provision establishing a “not limited to” list of uses that are permitted in each of the zoning districts, provided that the land meets criteria for being considered “infill.”
- 4) A provision that specific development standards for infill can be set on a project-by-project basis through a Site Plan Review Committee using general standards for the zoning district in which the development is located as a guideline.

The positive impacts of infill development are:

- Existing utilities and services are available.
- A public water supply and distribution system.
- A public sanitary sewer system.
- A public transportation system including an urban street system (with urban standards, curb and gutter, sidewalks, street lighting, etc.); pedestrian and bicycle facilities; public transit and other urban transportation services such as paratransit, trip reduction programs (carpooling, park and ride lots, etc.)
- A publicly managed storm drainage system.
- Higher levels of police and fire protection and emergency medical service than are generally provided in rural areas.
- Solid waste collection service.

- Neighborhood public facilities, including neighborhood and community parks, schools, etc.
- The cost to the City and the development for infrastructure may be less.

**5.7.2 PLANNED UNIT DEVELOPMENT** - Communities can encourage development that has creative site design and a mix of uses by incorporating flexibility into local ordinances, especially with regard to use, setbacks, and minimum lot sizes. Tools such as Specific Area Plans (SAPs) and Planned Unit Developments (PUDs) can help developers build projects that otherwise would fail to meet traditional zoning standards, while at the same time giving local governments valuable design oversight. The PUD is a form of development that usually includes a mix of housing units and non-residential uses in one unified site design. PUDs may include provisions to encourage clustering of buildings, designation of common open space, and incorporation of a variety of building types and land uses.

**5.7.3 SMALL AREA PLANS** - Small Area Plans (sometimes called Precise Plans) are comprehensive zoning documents that can be used to encourage mixed use and compact development for defined geographic areas such as downtowns and central business districts. Small Area Plans usually contain comprehensive zoning and design guidelines for the entire area, replacing that area's original zoning.

**5.7.4 SPECIFIC AREA PLANS** - The Specific Area Plan (SAP) provides a means to modify or create new zoning regulations for unique areas and developments such as mixed-use developments and planned communities or planned developments where conventional zoning mechanisms cannot achieve the City's desired results. Each SAP has its own non-transferable set of regulations based upon the City's zoning and subdivision ordinances. The regulations may combine some or all of the following elements for a defined area into one document: zoning standards, design guidelines, site plan, infrastructure plan, phasing plan and other elements as appropriate. SAPs are adopted into the zoning code by title, and become either the base zone or an overlay zone for the property.

At the most basic level, a SAP may simply be an overlay zone that retains the existing base zoning for a small site, but modifies and/or expands it in certain ways; for example, allowing different dimensional standards, streetscape treatments, and architectural designs. Even a small and basic SAP should include a fairly detailed site plan and illustrations since the purpose is to be very "specific" about how the property will be developed based upon the City's zoning and subdivision ordinances.

At the most complex level, a SAP may address a very large site of hundreds or even thousands of acres. In this case, the SAP may include many different chapters with detailed standards for the issues addressed in each chapter. For example, a large Planned

Community SAP may include a complete and detailed Land Use Plan, and a conceptual master plan with lot layout patterns, building envelopes, and street and general utility networks. Detailed zoning standards could be included, addressing setbacks, heights, mix of uses, and parking ratios.

A Design Chapter could describe materials, architectural styles and sign programs. A Landscape Section could address common open space areas with a plant palette and irrigation plans. A Transportation Chapter could include roadway cross-sections and streetscapes, pathways and maybe a public transportation or Transportation Management program. An Infrastructure Chapter could address the location, sizing and timing of sewer, water, fire station and other facilities, along with the related potential development impacts. An Environmental Chapter could address water quality, riparian protection, re-vegetation of graded slopes, storm-water run-off, erosion control, potential environmental impacts, and similar issues. A Phasing Chapter could identify how elements would be installed. A Review Process Chapter could describe the specific review and approval process for individual phases within the project. In this case, the SAP might constitute all aspects of project approval short of subdivision plat final approval.

**5.7.5 URBAN RENEWAL DISTRICT** - In general, an urban renewal district is the rehabilitation of city areas by renovating or replacing dilapidated buildings with new housing, public buildings, parks, roadways, industrial areas, etc., often in accordance with Comprehensive Plans. Idaho Code Title 50 Chapter 20 describes the urban renewal law. The city of Payette has an active urban renewal district.

## **5.8 Land Use Regulations**

Land use zoning regulations generally state that no building or structure shall be erected or structurally altered or used unless otherwise provided in the zoning ordinance. The exception is when the regulations allow for conditional or special use permits, which allow a use or alteration based upon special conditions. In addition, the specific purposes of each zoning district shall guild the development of land uses that are of similar or compatible purpose.

The regulations of the subdivision provide directions for an orderly process of residential and other land use development, with the key word being “compatibility.” The Comprehensive Plan sets the foundation in developing these ordinances.

Land use designations serve as a planning tool that assists the City in sustaining reasonable growth and development, as well as in identifying land use patterns which remain consistent with the goals, objectives, and strategies of the Comprehensive Plan. Zoning and subdivision

regulations are implemented to manage growth by identifying land uses and stating how lands can be subdivided. Generally, no development occurs unless the property owners meet local land use ordinances.

**5.8.1 ZONING ORDINANCE** - The overall purpose of zoning is to regulate the use of land, the density of land use, and the siting of development. Zoning is intended to implement a community's vision of future land use as stated in the municipality's Comprehensive Plan. It is the most commonly and extensively used local technique for regulating land use as a means of accomplishing municipal goals. One of the benefits of zoning is that it makes it attractive for developers to site a project in a particular area due to the level of certainty that the community will accept the project because it conforms to zoning ordinances.

Zoning commonly consists of a zoning map and a set of zoning regulations. The zoning map typically divides a municipality into various land use districts, such as residential, commercial, and industrial or manufacturing. Zoning regulations usually describe the permissible land uses and dimensional standards (such as building heights and distances of buildings from property lines) in each of the various zoning districts identified on the zoning map.

Many communities are now looking beyond the traditional single-use zoning and considering zoning ordinance which encourage mixed-use and "clustered" development that is served by transit and is accessible to pedestrian and bicycle networks. Other options include creating zoning ordinances which protect agricultural and significant natural areas and build on existing infrastructure (Zoning Regulations, Idaho Code, Title 67, Chapter 67-6511.)

**5.8.2 SUBDIVISION ORDINANCE** - Subdivision review regulations control how land is divided into smaller parcels, which is a key factor in the overall future growth and development of a community. While the simple division of land may not appear to be very important, that action may spur other development, trigger the need for additional municipal infrastructure, or possibly produce demands for rezoning of an area.

At a minimum, most subdivision regulations are intended to ensure that when development occurs, the streets, lots, infrastructure and open space are properly and safely designed. More comprehensive subdivision regulations focus on whether a proposal meets the municipality's land use objectives. Thus, subdivision regulations can be used to promote a community land development pattern that:

- 1) Encourages preservation of open space
- 2) Discourages strip development along roads
- 3) Encourages an interconnected street network
- 4) Supports an efficient provision of public services

Although people typically think of multi-lot subdivisions as part of a large development when they think of the term “subdivision,” subdivision review regulations may also apply to any simple division of land for the purpose of sale, transfer of ownership, or development. Typically, subdivision ordinances require applicants to submit scaled drawings (“plats”) showing the layout of lots, roads, driveways, details of water and sewer facilities, topography and drainage (Subdivision Regulations, Idaho Code, Title 67, Chapter 67-6513.)

## **5.9 Area of City Impact**

The Area of City Impact is the area in which the City expects growth to occur within a designated time-frame based upon City policy. The City of Payette should have an agreement in place with Payette County for land use decisions in pre-defined impact areas surrounding the city. The boundaries of the Area of City Impact should be contingent upon negotiations with Payette County and should be developed in a timely fashion. In some cases, as requested by a landowner, the City may annex outside its Area of City Impact.

Growth issues affect both the City and County. Effective growth management will require a coordinated effort involving City and County land use regulations. Some of the more specific growth-related issues include:

- 1) Potential for growth in the areas outside of the city and within the Area of City Impact
- 2) Modifications to the Area of City Impact and possible annexation
- 3) Expansion of City services only in areas within the city limits of Payette
- 4) The City recognizes that it can only make recommendations on land use issues in the Area of Impact
- 5) Impacts of growth can affect the efficiency of existing and future transportation corridors.

Pursuant to Idaho Code Section 67-6526, Area of City Impact - Negotiation Procedures: “a separate ordinance providing for application of plans and ordinances of the Area of City Impact shall be adopted. Subject to the provisions of Section 50-222, Idaho Code, an Area of City Impact must be established before a City may annex adjacent territory.” In defining an Area of City Impact, the following factors should be considered:

- 1) Trade areas
- 2) Geographic factors
- 3) Areas with reasonable expectations of future annexation into the City

Current Areas of City Impact for Payette and Fruitland meet at the Payette River.

## **5.10 Future Acquisition Map**

How and where will the city grow in the future? Where will new roads, parks, water and sewer facilities be located? Idaho Code Section 67-6517 states that a map should be developed by the City designating lands proposed for acquisition for these services for a period of twenty years maximum. Lands designated for acquisition may include land for:

- 1) Streets, roads, other public ways, or transportation facilities proposed for construction or alteration
- 2) Proposed schools, airports, or other public buildings
- 3) Proposed parks or other open spaces
- 4) Lands for other public purposes

## **5.11 Other Planning Techniques**

**5.11.1 CONSERVATION EASEMENTS** - A conservation easement is intended to protect, preserve and conserve a natural feature by prohibiting construction of any building or structure within the easement; removal of vegetation is also prohibited, except as necessary for protecting public health and safety, and/or according to an approved forest management plan, where required.

**5.11.2 TRANSFER OF DEVELOPMENT RIGHTS** - Transfer of Development Rights (TDR) programs allow increased development in areas that a community has designated for development in return for preservation of areas that a community wants to protect. TDR is often used for agricultural and/or open space protection, although it can be used to protect any important resource.

Generally established through a local zoning ordinance, a TDR program can protect farmland or significant natural areas by shifting development from those areas to areas that are planned for residential and commercial growth. When the development rights are transferred for the “sending” piece of property, that land is then restricted to agricultural or conservation use by means of a conservation easement; the “receiving” land can then be developed at a greater density than generally allowed under the municipality’s zoning ordinance.

In a TDR program, local governments approve transactions and monitor easements. Some communities have created “TDR banks” that buy development rights with public funds and sell them to developers and other private landowners. Other communities have contracted out the easement monitoring aspect of the program to other conservation-oriented groups such as local land trusts. The value of development is

traditionally based on projections about average property value changes in the sending area as well as in the receiving area.

A “TDR-less” program is similar to a traditional TDR program in that it allows development rights in a sending area to be purchased and moved to a receiving area. However, TDR-less programs use site-specific appraisals to determine fair payments to and from sending and receiving sites. For instance, a proposed receiving site would be appraised to provide an estimate of the increase in profit attributable to the additional density allowed under a TDR program. The developer would then be required to spend a specified percent of the estimated increased profit on preservation of a sending site. The sending site would also be appraised to estimate the fair value of the conservation easement that would permanently restrict future development of that site. As with traditional TDR programs, local governments approve transactions and monitor easements on sending sites.

**5.11.3 DESIGN REVIEW** - Distinctive communities that have well-designed buildings and storefront facades are better at attracting new businesses and residents, and are also less likely to suffer from disinvestment and neglect. Communities can enact clear and uniform design guidelines to gain control of the community’s appearance.

The purpose of most design guidelines is to ensure that redevelopment or new projects are compatible with existing styles in the surrounding neighborhood. While most design guidelines are developed for historic districts, they can be established for development in other areas as well. Design guidelines can also provide clear guidance to developers about the municipality’s preferred designs so that these preferences can be incorporated in the early stages of developing a project rather than later in the process when it is more costly.

Design guidelines can address some or all of the following design elements: site layout; building orientation; location of parking; connectivity and transition between land uses; vehicular and pedestrian access and circulation; building facades; building materials and colors; windows and doors; landscaping and screening; lighting; and signage. Communities may create a Community Design Guidebook or Manual providing illustrated examples for developers.

**5.11.4 OPEN SPACE AND RECREATION PLANNING** - Parks, pathways, greenways, farms and other open spaces are important ingredients in the appeal and livability of any community. Creating and preserving parkland and open space also attracts businesses, increases property values, and draws residents who want to enjoy an enhanced quality of life.

Converting under-utilized land to parks and gardens can help to revitalize neighborhoods; public ownership of parcels in key locations can help to increase public access to natural amenities for recreation. Providing small parks or other well-maintained and attractive public space within a quarter- mile to a half-mile of most residents is a good rule of thumb for creating walkable communities. Parks and open areas can also be a cost-effective alternative for flood control and storm-water treatment.

One way a community can assess and preserve its open space is by developing an open space plan, or including an assessment of open space and recreational resources as part of its Comprehensive Plan. In this process, a community:

- 1) Categorizes and inventories all of its open space parcels by looking at their use and function within the community
- 2) Prioritizes the open space parcels for protection
- 3) Considers the best way to use and protect these open spaces

Open space is not just vacant land, but may also include recreational sites, parks, greenways, active agricultural lands, cemeteries, forests, woodlands, wetlands, and trail networks. With a complete inventory of open space parcels, and a plan for prioritizing and protecting key lands, a community can work towards obtaining the financial means to achieve its open space goals.

**5.11.5 DEVELOPMENT AGREEMENTS** - Some communities utilize the development agreement as a process for annexation, subdivision, and other development processes. The development agreement is negotiated between a local government and a developer, setting out the regulations that will apply to a development that may not be part of a traditional application as conditions for approval. Examples include, but are not limited to: road improvements, partnering with the City to increase needed infrastructure due to development, and negotiation for land intended for public recreation.

**5.11.6 OVERLAY AREAS** - Overlay areas are places where additional requirements are placed on portions of existing (or underlying) zoning districts. The standards for overlays are effectively added to the standards of the original zoning district. Therefore, careful review is warranted to ensure that multiple overlays do not overly burden a single parcel. If no overlays exist, the regular zoning standards apply. Overlays are applied to areas with special conditions, such as environmental or historic features, within geographic boundaries that may not coincide with underlying zoning districts. Examples include, but are not limited to: Sensitive Lands, Natural Features, Greenway, Water Resources (wetlands, streams, riparian corridors and aquifer recharge areas), Historic Preservation Overlay, Residential Protection Overlay (this overlay can be included to provide protection of residential areas that are vulnerable to encroachment from non-residential uses. Restrictions on changes from residential to non-residential zoning and development are provided for areas within this overlay.)

## **5.12 Goals, Objectives and Strategies**

### **OBJECTIVES AND STRATEGIES FOR ACCOMMODATING GROWTH**

**GOAL 1:** Ensure that development in the city of Payette is consistent with the City's goals, objectives and strategies of the Comprehensive Plan.

**OBJECTIVE 1:** The Comprehensive Plan should be the basic daily policy and decision-making guide for all community development related decisions, both public and private.

**STRATEGY 1:** Assure that other adopted plans are consistent with the Comprehensive Plan.

### **OBJECTIVES AND STRATEGIES FOR CITIZEN PARTICIPATION**

**GOAL 2:** Continue to involve citizens of Payette in planning, implementation and decision-making processes.

**OBJECTIVE 1:** Strive to maximize productive public participation in planning and development review processes.

**STRATEGY 1:** Post upcoming meetings and publish public hearings as described by the Open Meeting law.

**STRATEGY 2:** Require that a neighborhood meeting is conducted before a land use (annexation, rezoning, conditional use, etc.) public hearing request is heard by the Planning and Zoning Commission.

### **OBJECTIVES AND STRATEGIES FOR ANNEXATION**

**GOAL 3:** Ensure that the city of Payette has sufficient available land within the city and the Area of City Impact to accommodate projected city growth.

**OBJECTIVE 1:** Develop a process that will clearly identify the City's future plans to extend the city boundaries.

**STRATEGY 1:** Create an annexation map as required by Idaho Code Section 67-6517.

**STRATEGY 2:** Create and implement a five-year plan to annex enclaved properties (properties surrounded on all sides by city property) into the city of Payette to ensure cost-efficient provision of public and emergency services.

### **OBJECTIVES AND STRATEGIES FOR INFILL DEVELOPMENT**

**GOAL 4:** Coordinate infill development where current infrastructure exists.

**OBJECTIVE 1:** Identify locations for infill development.

**STRATEGY 1:** Encourage the infilling of available lots for residential growth before encouraging peripheral growth.

**STRATEGY 2:** Create incentives for infill development.

### **ONJECTIVES AND STRATEGIES FOR THE AREA OF CITY IMPACT**

**GOAL 5:** Continue to dialogue with Payette County and the City of Fruitland regarding future Area of City Impact (ACI) boundaries.

**OBJECTIVE 1:** Secure an expanded Area of Impact agreement with Payette County, as needed.

**STRATEGY 1:** Initiate a new Area of Impact Agreement with Payette County.

**STRATEGY 2:** The City shall not extend city services outside of the corporate boundaries.

### **OBJECTIVES AND STRATEGIES FOR ORDINANCE COMPLIANCE**

**GOAL 6:** Update the City's land use ordinances.

**OBJECTIVE 1:** Update ordinances to meet the goals, objectives and strategies of the adopted Comprehensive Plan.

**STRATEGY 1:** Amend the zoning ordinance to incorporate new zoning classifications.

**STRATEGY 2:** Amend the subdivision ordinance to incorporate Comprehensive Plan updates.

## **OBJECTIVES AND STRATEGIES FOR DESIGN REVIEW**

**GOAL 7:** Promote quality development and redevelopment.

**OBJECTIVE 1:** Protect and improve the general appearance of all buildings, structures, landscaping and open areas in the city to encourage the protection of economic value and proper use of properties.

**OBJECTIVE 2:** Reinforce positive images of the city through landscaping, signage and design at the city's gateways and major travel corridors.

**STRATEGY 1:** Consider developing Design Review Guidelines for multi-family dwelling units and for commercial development.

## **OBJECTIVES AND STRATEGIES FOR COMMUNITY DESIGN**

**GOAL 8:** Support community design and development guidelines to ensure that development at key locations supports the goals, objectives, and strategies identified in the Comprehensive Plan.

**OBJECTIVE 1:** Maintain, enhance or seek to create a strategic mix of non-residential uses which are appropriate to the location and potential market.

**STRATEGY 1:** Create neighborhood shopping opportunities for goods and services that are conveniently available to area residents.

**OBJECTIVE 2:** Support a diversity of housing types, sizes, and cost.

**STRATEGY 1:** Create neighborhood shopping opportunities for goods and services that are conveniently available to area residents.

## **OBJECTIVES AND STRATEGIES FOR GENERAL LAND USE**

**GOAL 9:** Future growth patterns should be supported by the Payette Comprehensive Plan and map.

**OBJECTIVE 1:** Create land use strategies that will guide future development in the city.

**OBJECTIVE 2:** Implement the land use goals, objectives, and strategies of the economic plan of 2018.

**STRATEGY 1:** Adopt a future land use map that encourages a variety of residential densities, commercial uses and employment opportunities in a revitalized central business district.

### **OBJECTIVES AND STRATEGIES FOR AGRICULTURAL LAND USE**

**GOAL 10:** **Promote agriculture, protect farmland, and protect the rural economy.**

**OBJECTIVE 1:** Protect the prime agricultural land surrounding the city from urban development.

**STRATEGY 1:** Support urban development within the city limits.

**STRATEGY 2:** Provide for a variety of formal and informal economic activities such as agri-tourism and home businesses which support a rural way of life.

**STRATEGY 3:** Encourage development that is designed to preserve open space and valuable agricultural land.

### **OBJECTIVES AND STRATEGIES FOR RESIDENTIAL LAND USE**

**GOAL 11:** **Develop a community that is attractive, well-maintained, safe, and with an appealing residential environment that will meet the needs of a diverse population.**

**OBJECTIVE 1:** Guide future residential development in areas consistent with the Comprehensive Plan.

**STRATEGY 1:** Provide diverse housing options throughout the city by providing a mix of choices of location, accessibility, housing types, cost and neighborhood character.

### **OBJECTIVES AND STRATEGIES FOR COMMERCIAL LAND USE**

**GOAL 12:** Support development in the Central Business District and the business corridors along US 95 and US 95 Business.

## **OBJECTIVES AND STRATEGIES FOR INDUSTRIAL LAND USE**

**GOAL 13:** Preserve the existing industrial areas for industrial use; develop additional industrial areas where appropriate; provide for the physical rehabilitation and economic revitalization of industrial areas through both public and private efforts.

**OBJECTIVE 1:** Partner with the Chamber of Commerce and the business community to identify locations for industrial, high-tech, agri-business, and business park development.

**STRATEGY 1:** Support expansion of industrial land areas adequate to provide economic sustainability.

**STRATEGY 2:** Promote opportunities to redevelop existing industrial areas, where possible.

## **OBJECTIVES AND STRATEGIES FOR DOWNTOWN/ CENTRAL BUSINESS DISTRICT**

**GOAL 14:** Maintain and enhance downtown Payette as a center of government, education, and culture.

**OBJECTIVE 1:** Improve the image of downtown Payette as a dynamic place to live, work, shop, dine, and enjoy entertainment.

**OBJECTIVE 2:** Promote and preserve the downtown's unique social and cultural character by enhancing daytime and nighttime activities.

**OBJECTIVE 3:** The design of downtown should be inspiring, creative, and complementary to historic and natural resources.

**STRATEGY 1:** Encourage a variety of cultural entertainment options; provide spaces for community entertainment, exhibition and public gathering spaces; support and enhance the vitality of the arts and entertainment for all.

**STRATEGY 2:** Ensure efficient, safe and convenient access to, from, and within the downtown area for all modes of transportation including walking, biking, transit, and automobiles.

**STRATEGY 3:** Establish an efficient and predictable development review process to implement the community's vision for downtown.

**GOAL 15:** **Continue to build on the strengths and assets of downtown.**

**OBJECTIVE 1:** Update the City Center Plan of 1985.

**STRATEGY 1:** Conduct a reconnaissance survey of historic structures in the CBD.

**STRATEGY 2:** Partner with the University of Idaho Architecture/Planning program to coordinate the downtown master planning process.

**OBJECTIVES AND STRATEGIES FOR IMPLEMENTATION OF THE COMPREHENSIVE PLAN**

**GOAL 16:** **Ensure that development regulations and review procedures are effective in achieving the Plan's goals.**

**OBJECTIVE 1:** Develop a timeline for implementing proposed modifications.

**STRATEGY 1:** Provide adequate human and financial resources to implement the Comprehensive Plan.

**STRATEGY 2:** Update the zoning map to be consistent with the future land use map.

**STRATEGY 3:** Amend the zoning and subdivision ordinances to be consistent with Comprehensive Plan provisions.