

PAYETTE 2045

Comprehensive Plan Summer 2018



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THE COMPREHENSIVE PLAN FOR
THE CITY OF PAYETTE



PAYETTE 2045

Comprehensive Plan Summer 2018



We would like to thank the citizens of Payette and the Payette Citizens Advisory Committee members for their invaluable input.

“The Future is Bright” in Payette.



Comprehensive Plan

PAYETTE 2045

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BUILT ENVIRONMENT

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COMMUNITY RESOURCES

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NATURAL ENVIRONMENT

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CITY OF PAYETTE COMPREHENSIVE PLAN



Aerial Imagery by Idaho Airship, Inc.

FOREWORD

Local economic development councils have their forums in order to focus the direction of economic development, employment and growth issues. Community leaders schedule retreats for their organizations to focus on the bottom line. Mayors have State of the City addresses to explain current affairs of the community and keep the vision moving forward. A Comprehensive Plan has the ability to provide an avenue to take various forms of current information and trends while meshing with the vision for the future and to create one concise, comprehensive document synthesizing all of the information.

The Local Land Use Planning Act (LLUPA), Idaho Code 67-6508, which was first adopted in 1975 by the Idaho Legislature, describes the purpose of the Act and mandates that all cities and counties develop a Comprehensive Plan and the Act identifies the chapters that should be placed in the plan. The Act did not tell local government how the plan should be developed, where they should get their information and documentation or how the plan should be assembled. That would be the responsibility of the each jurisdiction. The fourteen chapters of the Comprehensive Plan work as one, but in order for the reader to focus on similar subject matter, subsections were established. The subsections are developed to focus on subjects that interact more with each other.

This Comprehensive Plan has seventeen elements and is divided into six subsections as shown below:

Property Rights

Property Rights

Growth Management

Population

Housing

Economic Development

Built Environment

Land Use
Transportation
Public Airport
Public Services, Facilities and Utilities
National Interest Electric Transmission Corridors

Community Resources

Community Design
Parks and Recreation
School Facilities and Transportation
Cultural and Historical Sites

Environmental Quality

Natural Resources
Agriculture
Hazardous Areas

Implementation

The act of Comprehensive Planning is an involved process, designed to reflect the needs and desires of the community it is to benefit. A plan should give the public, businesses and government agencies a clear understanding of the City's intentions and desires regarding future development, which will lead to greater cooperation and will minimize potential conflicts. The plan is intended to be a set of positive, rather than restrictive, statements concerning what the city of Payette wishes to be and to accomplish. The goal of the plan is to introduce long-range consideration into the determination of short-range actions.

Although the year 2045 is used as a planning reference date in the plan, it is related more to circumstances than to a specific future date. Due to the incremental, gradual and often unpredictable nature of community development, no fixed date can apply to all the goals, strategies and proposals expressed in a plan.

Planning is a continuous process. As conditions change and new information becomes available, objectives and priorities of the City may change and goals, objectives and strategies may be modified. This Plan is intended to be the public growth policy of the City of Payette and as such, must be responsive to change, forward-looking and be publicly supported. It should be regularly reviewed and revised if necessary, to reflect the community's changing attitudes and desires.

The Comprehensive Plan should not be viewed as a final statement of the City's vision. In time the population will change, the goals may be redefined and the physical environment in which its residents live and work will be altered. This Plan simply represents a consensus at a

particular point in time on planning issues and strategies. As a result, it is recommended that the Plan be periodically revised to respond to and reflect changing conditions.

The Comprehensive Plan contains a narrative representing seventeen planning components and each component is developed into chapters that include goal(s), objectives and strategies and implementation statements, graphic elements of plans or maps and exhibits. This Plan is intended to facilitate the land use decision-making process by covering the major categories of physical development in relation to the needs of the citizens.

The plan contains background information about existing conditions, historical context and trends related to the topics of the chapter. The discussion also presents background information regarding the community purposes and needs that should be addressed within each chapter.

It is important to define the terms goals, objectives, strategies and implementation action. The following is a description of these areas of the plan.

Goals, Objectives, and Strategies (Implementation)

Goals - Goals usually are stated in broad terms to reflect community-wide values. The ultimate purpose of a goal is stated in a way that is general in nature and unquantified. They provide the community a direction in which to travel, not a location to reach. Each goal should be consistent with vision and/or mission statements.

Objectives - The objectives statement defines the meaning of the goal, describes how to accomplish the goal, and suggests a method of accomplishing it. An objective advances a specific purpose, aim, ambition or element of a goal. It can describe the end state of the goal, its purpose, or a course of action necessary to achieve the goal. Unlike goals, objectives should be statements that are both specific and tangible. Each objective is a step toward achieving a goal.

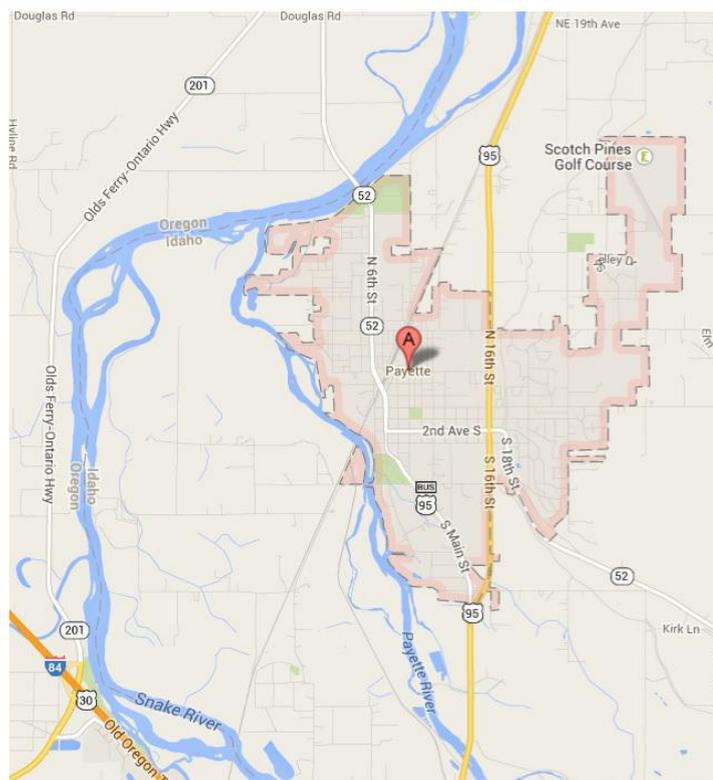
Strategies - Strategies are specific statements that guide actions, imply clear commitment and express the manner in which future actions will be taken. They are however, flexible rules that can adapt to different situations and circumstances. Strategies should be statements or guiding principles that imply a clear commitment to a specific purpose.

Methods of Implementation of Strategies - There are various methods by which the Comprehensive Plan is implemented. Only through implementation can the plan be achieved. It is, therefore, very important to develop a good sound method, which includes a logical approach to problem solving. The following is a guide to develop methods that can be used to implement the plan.

- a) Identify technical needs and sources
- b) Identify funding needs and sources
- c) Develop priorities for use of funding and technical resources
- d) Develop alternative approaches for use of funding and technical resources
- e) Establish a timetable for use of funding and technical resources. Also, set a date when the program needs to be fully implemented
- f) Revise and update methods as the need occurs. The Comprehensive Plan will identify technical needs and sources (item a), while the elected and appointed officials will identify funding opportunities through the city's capital facilities plan (CIP) and the annual budget processes (items b thru f).

The Payette Comprehensive Plan is the primary document which guides and controls land use within the city of Payette and its Area of City Impact. It is also the plan that identifies and expresses the quality of life that Payette residents desire.

Exhibit 1: Vicinity Map of the City of Payette



The purpose of the Comprehensive Plan is to integrate the concerns and expressions of the community into a document that recommends how the city should grow and develop. All legislative requirements, specifically the Idaho Local Planning Act must also be addressed in

the Plan. The Plan uses maps and narrative to describe the city, provides a vision of a desired future, and recommends specific measures to reach that future. The components specified in the Idaho Code include:

Seventeen Elements of the Comprehensive Plan

Idaho Code Section 67-6508. Planning Duties states that: “It shall be the duty of the planning department or planning and zoning commission to conduct a comprehensive planning process designed to 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 plan with maps, charts, and reports shall be based on the following components as they may apply to land use regulations and actions unless the plan specifies reasons why a particular component is unneeded.

(a) **Property Rights** - An analysis of provisions which may be necessary to ensure that land use policies, restrictions, conditions and fees do not violate private property rights, adversely impact property values or create unnecessary technical limitations on the use of property and analysis as prescribed under the declarations of purpose in chapter 80, title 67, Idaho Code.

(b) **Population** - A population analysis of past, present, and future trends in population including such characteristics as total population, age, sex, and income.

(c) **School Facilities and Transportation** - An analysis of public school capacity and transportation considerations associated with future development.

(d) **Economic Development** - An analysis of the economic base of the area including employment, industries, economies, jobs, and income levels.

(e) **Land Use** - An analysis of natural land types, existing land covers and uses, and the intrinsic suitability of lands for uses such as agriculture, forestry, mineral exploration and extraction, preservation, recreation, housing, commerce, industry, and public facilities. A map shall be prepared indicating suitable projected land uses for the jurisdiction.

(f) **Natural Resources** - An analysis of the uses of rivers and other waters, forests, range, soils, harbors, fisheries, wildlife, minerals, thermal waters, beaches, watersheds, and shorelines.

(g) **Hazardous Areas** - An analysis of known hazards as may result from susceptibility to surface ruptures from faulting, ground shaking, ground failure, landslides or mudslides;

avalanche hazards resulting from development in the known or probable path of snowslides and avalanches, and floodplain hazards.

(h) **Public Services, Facilities, and Utilities** - An analysis showing general plans for sewage, drainage, power plant sites, utility transmission corridors, water supply, fire stations and fire fighting equipment, health and welfare facilities, libraries, solid waste disposal sites, schools, public safety facilities and related services. The plan may also show locations of civic centers and public buildings.

(i) **Transportation** - An analysis, prepared in coordination with the local jurisdiction(s) having authority over the public highways and streets, showing the general locations and widths of a system of major traffic thoroughfares and other traffic ways, and of streets and the recommended treatment thereof. This component may also make recommendations on building line setbacks, control of access, street naming and numbering, and a proposed system of public or other transit lines and related facilities including rights-of-way, terminals, future corridors, viaducts and grade separations. The component may also include port, harbor and other related transportation facilities.

(j) **Recreation** - An analysis showing a system of recreation areas, including parks, parkways, trailways, river bank greenbelts, beaches, playgrounds, and other recreation areas and programs.

(k) **Special Areas or Sites** - An analysis of areas, sites, or structures of historical, archeological, architectural, ecological, wildlife, or scenic significance.

(l) **Housing** - An analysis of housing conditions and needs; plans for improvement of housing standards; and plans for the provision of safe, sanitary, and adequate housing, including the provision for low-cost conventional housing, the siting of manufactured housing and mobile homes in subdivisions and parks and on individual lots which are sufficient to maintain a competitive market for each of those housing types and to address the needs of the community.

(m) **Community Design** - An analysis of needs for governing landscaping, building design, tree planting, signs, and suggested patterns and standards for community design, development, and beautification.

(n) **Agriculture** - An analysis of the agricultural base of the area including agricultural lands, farming activities, farming.

(o) **Implementation** - An analysis to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

(p) **National Interest Electric Transmission Corridors** - After notification by the public utilities commission concerning the likelihood of a federally designated national interest electric transmission corridor, prepare an analysis showing the existing location and possible routing of high voltage transmission lines, including national interest electric transmission corridors based upon the United States department of energy’s most recent national electric transmission congestion study pursuant to sections 368 and 1221 of the energy policy act of 2005. “High-voltage transmission lines” means lines with a capacity of one hundred fifteen thousand (115,000) volts or more supported by structures of forty (40) feet or more in height.

(q) **Public Airport Facilities** - An analysis prepared with assistance from the Idaho transportation department division of aeronautics, if requested by the planning and zoning commission, and the manager or person in charge of the local public airport identifying, but not limited to, facility locations, the scope and type of airport operations, existing and future planned airport development and infrastructure needs, and the economic impact to the community.”

Format for the Comprehensive Plan

The 2045 updated Payette Comprehensive Plan is developed in portrait format for easy reading. For convenience, each of the seventeen elements is outlined as a chapter; a glossary of terms is provided as an Appendix in the back of this Comprehensive Plan. The seventeen elements are the Methods of Implementation of Strategies.

Statement of Purpose

Based upon the Local Land Use Planning Act, Idaho Code 67-6508, the purpose of the Payette Comprehensive Plan is to promote the health, safety, and general welfare of the people of the City of Payette and its Impact Area as follows:

67-6502. PURPOSE. The purpose of this act shall be to promote the health, safety and general welfare of the people of the state of Idaho as follows:

- (a) To protect property rights while making accommodations for other necessary types of development such as low-cost housing and mobile home parks.
- (b) To ensure that adequate public facilities and services are provided to the people at reasonable cost.
- (c) To ensure that the economy of the state and localities is protected.

- (d) To ensure that the important environmental features of the state and localities are protected.
- (e) To encourage the protection of prime agricultural, forestry and mining lands and land uses for production of food, fiber and minerals, as well as the economic benefits they provide to the community.
- (f) To encourage urban and urban type development within incorporated cities
- (g) To avoid undue concentration of population and overcrowding of land.
- (h) To ensure that the development on land is commensurate with the physical characteristics of the land.
- (i) To protect life and property in areas subject to natural hazards and disasters.
- (j) To protect fish, wildlife and recreation resources.
- (k) To avoid undue water and air pollution.
- (l) To allow local school districts to participate in the community planning and development process so as to address public school needs and impacts on an ongoing basis.
- (m) To protect public airports as essential community facilities that provide safe transportation alternatives and contribute to the economy of the state.

Vision Statement as Developed by the City of Payette Citizen Advisory Committee:

The City of Payette has adopted a vision statement as described below. Keep this statement in mind as you review this document:

The city of Payette is a picturesque, quiet, and friendly community that honors its diverse population, values its open spaces and rural way-of-life, and believes in retaining, expanding and promoting new businesses. Payette is a special place to explore, spend a day, or a lifetime. "The Future Is Bright" in Payette.

Payette Comprehensive Plan Process

The process for developing this updated Comprehensive Plan for the City of Payette involved a multi-faceted approach intended to elicit a high degree of community involvement. The goal of this effort was to capture, to the greatest extent possible, community ideas, values, and hopes for the future.

The core activity to accomplish this goal was the establishment by the City of Payette of a Citizens Advisory Committee, comprised of a cross-section of community residents that would represent voices from as many community groups as possible. This group then engaged in a series of guided discussions and meetings led by the City's consulting team.

They met a total of nineteen times. City planning staff participated in each meeting, and the Mayor attended as his schedule permitted. The group engaged with each chapter of the comprehensive plan three times:

1. Reviewing the old plan and talking about changes in Payette.
2. Reviewing a draft of the text of each chapter in the new plan.
3. Reviewing the Goals and Strategies of each chapter.

Subject matter experts presented information on various community assets and infrastructure systems as was relevant to each chapter of the comprehensive plan. They reviewed historical plans in the context of Local Land Use Planning Act, became educated on the current status of various critical aspects of the community, and ultimately approved the new draft Plan including all Goals, Objectives, and Strategies. Their recommendation was then forwarded to Planning and Zoning Commission for a public hearing. Once the Planning and Zoning Commission completes its public hearing, they will forward their recommendation to the City Council. The City Council will conduct their public hearing. Once the City Council completes its public hearing the City Council will approve, with any modification, and adopt by resolution.

Public Participation Process

Other feedback from the community was gathered through Open Houses held May 22, 2017, and June 1, 2017 for the Spanish-speaking community. Upon entering, citizens first engaged with a poster of the new Payette Vision Statement. They were then directed to four corners of the room, where staff and City of Payette Citizens Advisory Committee members solicited comments on several chapters of the emerging Comprehensive Plan. At each station, people could post comments on extra large Post-It notes. These comments were then compiled and reviewed at the next Advisory Committee meeting. However, three more targeted efforts took place to bring even more ideas into the discussion.

First, with the help of Advisory Committee members and bi-lingual consulting staff, smaller and more informal gatherings took place that provided opportunities for residents from the local Latino Community to come together and discuss their ideas and hopes for Payette. This information was then brought back to the Advisory Committee for incorporation into the Plan.

In a somewhat similar fashion, a small economic development strategy group was called together by the City to take a more in-depth look at issues and ideas that could support healthy economic development for Payette. A planning tool called the Community Potential Matrix was used in this process. Residents ranked Payette according to its potential to add

jobs via twenty-one different economic diversification strategies. Again, this input was then brought back to the Advisory Committee to help inform its work developing the Economic Development element of the Plan.

Finally, the consulting staff briefed and updated the Payette City Council on the overall planning and the strategic process on January 16, 2018. This meeting provided Council members an opportunity to offer feedback for the Advisory Committee to consider.

Also the process included receiving local expertise input regarding the various elements. Staff contacted the following individuals who provided input to the Comprehensive Plan Subcommittee.

Comprehensive Plan Meeting Guest List

Debbie Maxwell, Assistant Director, Treasure Valley Transit
Dennis King, Board Member, Treasure Valley Transit
Kathy Patrick, Senior Citizen Center
Patti Nitz, Payette County Council Planning and Zoning Administrator
Dean Berryman, Information Technology (IT)
Erik Kingston, Idaho Housing and Finance
Jennifer Marshall, School District
Kim Bruce, Realtor, Gold Wings Real Estate
Eric Berliner
Mark Sands, Idaho Department of Fish and Game
Steve Castenada, Fire Department
Emiley Gallegos, Assist. Pool Manager
Frazer Peterson, Airport Commission
Bert Osborn, Airport Commission
Dave Koeppen, Airport Commission
Jaime Couch, Streets and Parks and Recreation
Chief Mark Clark, Police
Michelle Giokas, Payette County Paramedics.
Brenda Stowe, Acting Library Director
Darwin Decroo, Wastewater Superintendent
Jacob Husk, Water Superintendent
Ann Curtis, Historian

Resource Documents

Included for reference is the following list of the local resources that were available.

Payette 2018 Strategic Economic Development Plan
Community Economic Profile - Payette 2017
2016 Payette Community Survey
Payette Municipal Airport Master Plan - Draft - March 9, 2015
2016 Pavement Management Plan
City of Payette Activity Connection Plan
2012 Census of Agriculture
Downtown Building Façade Grant Program
Fiber Code and Ordinance
Public Works Standards
Continuous Improvement Plan for the Payette School District
Payette Listings of Historic Places
Malheur/Payette Coordinated Transit Plan
Payette City Source Water Protection - Ordinance #1417
Protection of Public Water System Sources - Ordinance #1418