

# Gem Community Joint Comprehensive Plan



City of Emmett, Idaho  
Gem County, Idaho  
Last Updated: March 2010

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While a few names appear here that reflect the organization in place at the time of plan adoption, we must acknowledge all our dedicated community members that stepped forward to serve on committees and others provided valuable input and insights. More than 200 have participated thus far in the process. This wide-ranging and varied view has provided a strong guide for the future and brought a greater awareness to community members of the importance of a Comprehensive Plan. Clearly “the process is the greatest product” of this collaborative effort.

**Footer Dates in this Plan**

You may note that the dates shown in the footer area are different for each chapter. These dates reflect the formal adoption dates of that particular chapter. Rather than update the entire Plan at one time, the Gem Community has chosen a “revolving update” approach where one chapter or a small group of chapters are updated more frequently to ensure the Plan is accurate and pertinent.

## *Introduction*

..."If you are desirous of changing your abiding place, and are a progressive citizen, willing to help shoulder the burdens as well as share the advantages of the community in which you make your home, your welcome among us will be most cordial, and we think you are missing the opportunity of a life time if you fail to visit our city."... (from a 1907 Commerce brochure printed in the Boise Valley)

## **Community Vision Statement**

The vision for our community is that of a beautiful, safe environment, with respect for our rich heritage and local values ensuring a high quality of life and a sound economy through excellence in leadership.



Figure 1 View of Emmett Valley from Freezeout Hill

## **Comprehensive Plan Mission Statement**

This plan is to be used as a tool to ensure that all accountable governing bodies are taking actions that the community has determined to be the most orderly, beneficial and supportive of the community vision statement.

## **Introduction**

The term "plan" as used in this document refers to the joint efforts of the City of Emmett and Gem County to manage change within the broader community. The text of the plan is the strategy for managing the change and is summarized in the goals and objectives of each chapter. Development will be guided by decision-makers through the application of these broad-based strategies to every application and issue pertaining to growth. They provide direction to the planning process of both public and private sectors with needed guidelines for making consistent and rational decisions for Gem County's future development.

The plan is focused on physical and economic development and provides a flexible basis for specific development decision-making over an extended time frame. Because of the general nature of the plan, amendments and reviews must be conducted on a regular basis in an attempt to retain the value of the plan in the face of changing conditions and altered needs.

This plan is not a zoning ordinance or a blueprint for specific developments as specific recommendations within the plan would be ineffective and outdated quickly. The plan presents a number of broad development guidelines with some specific details provided, but only serving as illustrative examples of possible applications of the guidelines and objectives instead of fixed decisions.

The Comprehensive Plan is the primary document which guides and controls land use within the City of Emmett, the Area of City Impact, and Gem County. The Comprehensive Plan is the primary step in identifying the quality of life that community residents desire. The Comprehensive Plan has been updated with a broad base of community-wide citizen input. This plan is sensitive to the changing needs of the community and recognizes a commitment to preserve the lifestyle values identified by residents and limit government interference into personal lives.

By its very nature and content, the plan embodies the vision, character, values and goals of the community. The plan is the repository for the strategies and objectives that citizens of the community have outlined for consideration and completion. The plan serves as the community's roadmap for policy development and associated action planning. It is the responsibility of all the citizens and leaders to ensure that the community's resources are focused on the important targets contained in the plan.

### **Planning Period**

The planning horizon used in assembling the plan is a five to twenty-five year rolling window. The purpose of using five years is to address the rapid rate of change in our world and to keep the plan fresh and applicable. The plan includes short-term, intermediate and long-term goals and policies, some of which will be accomplished and/or phased-out within the five year timeframe. At the same time, the Future Land Use Map and other long-term objectives in the plan envision the community in 25 or more years and are used to help set the future vision and anticipated land uses.

Without rigorous implementation, all planning is moot. We believe that combined with an effective implementation program (see Implementation), a five to twenty-five year horizon, along with continual review, will serve both the long and short term planning needs of the community.

### **History of Planning in the Community**

In January 1974, the Joint City-County Planning Council was created by the efforts of the Gem County Commissioners, the Mayor and City Council of Emmett and Ida-Ore Regional Planning and Development Association.

Gem County's first Comprehensive Plan was adopted in January 1976. The City of Emmett's current Comprehensive Plan was adopted in 1995. In early 1994, the City of Emmett and Gem County initiated the process of updating their Comprehensive Plans and engaged the citizens of the community in dialogues about the future. Citizens and City and County leaders all agreed to combine their efforts and prepare a joint City/County Comprehensive Plan; a plan was adopted in 1996.

In the fall of 2003, the Gem County Commissioners and the Emmett City Council approved a project plan to "Review and Revise as Necessary" the current Joint Comprehensive Plan. By the end of 2003, a steering committee comprised of citizens from the city and county was formed. The steering committee then began the formation of seven subcommittees who were assigned to review and revise as necessary various chapters of the plan. Approximately 200 citizens were involved in the process. The results of their efforts are the current version of the Gem Community Joint Comprehensive Plan.

### Joint Versus Separate Planning

The joint effort was undertaken due to the growing awareness that the future of the City and rural atmosphere of the County were inseparable and that urban and rural problems often require a common solution and common planning. In the winter of 2003-2004, the steering committee gave careful consideration to the question of whether to have separate plans for the County and City or to continue with a joint plan. After lengthy discussions and debate along with outside consultation, the steering committee decided on a joint plan. We discovered what our fellow citizens from a generation earlier already knew - that the City and County are virtually inseparable and that both rural and urban challenges require joint planning and problem solving. Additionally the steering committee decided to discontinue the use of City and County within the plan and adopt the term "community" since it best represents who we are.

At the same time, we recognize there are policies and ordinances that the City of Emmett with its more urban character and needs must adopt that the more rural areas of Gem County will not ever require. Vice versa, Gem County has the need to adopt and enforce agricultural, natural resources and other types of policies that the City of Emmett will not use. So, there are occasional references to "City" and "County" in this plan where it is necessary to make this distinction. It is the intent of this plan to allow each entity to hold their own, separate public hearings to make amendments to the Future Land Use Map for their respective jurisdictions as well as any policies that may apply to only that jurisdiction. Joint hearings on the plan may also be held.

### Community Ideals

The community's small town feeling, its quiet and peaceful nature and its location are all valued highly by Gem community residents.



Figure 2 Our Community

Statements of commonly held ideals of the community were developed in conjunction with the Comprehensive Plan project. These statements recognize the quality, which the community wants to protect in the future.

- 1) A good place for all kinds of people to live, work and to lead healthy, happy, productive lives.
- 2) Quality educational opportunities.
- 3) Economic vitality that provides jobs for our children and ourselves.
- 4) Programs and services and a sound infrastructure that ensures the well-being and safety of the entire community.
- 5) Protect our distinctive open space and natural resources such as the Payette River and foothills.
- 6) Maintain the warm, friendly, small-town atmosphere that characterizes the community.

### **Purpose**

The basic purpose of the plan is to maintain and improve the existing quality lifestyle for residents by:

- Respecting the rights and encouraging responsibilities of property owners.
- Encouraging development that maintains and improves job opportunities for residents and protects the community ideals.
- Designating adequate land to meet anticipated future demands for urban and rural development in a logical manner.
- Providing for an orderly provision of public facilities and services to function as the framework for urban development.
- Contributing to a stable and diversified economy in the Gem community.
- Retaining and protecting natural and cultural resources that contribute to the livability of the community.
- Encouraging a balance of land uses to ensure that revenues are available to support desired services.
- Providing housing opportunities for all economic groups living in the Gem community.

### **Uses of the Gem Community Comprehensive Plan**

**LEGISLATIVE:** To meet the requirements of the 1975 Land Planning Act of the State of Idaho, Title 67, Chapter 65, and to establish consistency of zoning regulations with the Comprehensive Plan.

**POLICY:** To clarify and articulate public policies and the intentions of the Gem community with respect to the rights and expectations of the general public, private enterprise and local government.

**EDUCATIONAL:** To enable local residents, public agencies and economic interests to become informed of long-range and short-range goals and policies in the community.

**COORDINATION:** To establish a basis for coordination, understanding and negotiation among citizens, economic interests, public officials, private investors and public agencies within the community.

## Components of the Gem Community Comprehensive Plan

The Comprehensive Plan, comprised of goal statements, policies, implementation items, maps, charts and graphs, provides leaders and citizens with data and guidelines essential in the decision-making process.

- **Goal Statements** are expressions of community ideals. They are broad directions that establish ideal future conditions toward which policies are focused.
- **Policies** are intended to make statements that guide decision-making and give clear indication of intent.

The Gem Community Comprehensive Plan includes the following components as required by the Land Use Planning Act:

- **Private Property Rights and Responsibilities:** Presents policies, which will protect citizen rights and avoid taking of private property.
- **Population and Growth:** An analysis of past, present and future trends in population.
- **Education:** Identifies facility capacities, plus school and transportation facilities.
- **Economic Development:** Presents policies for maintaining a positive growth rate, including employment, industries, jobs and income.
- **Land Use:** Encompasses the current vision for a mix of future land uses that will realize the community's diverse goals.
- **Natural Resources and Hazardous Areas:** Identifies the soils, water, vegetation, watersheds and known hazards within the community. These factors are utilized in establishing limitations and potentials of land use.
- **Public Services, Facilities, Utilities and Energy Resources:** an analysis showing general plans for sewage, water supply, fire stations, health and welfare facilities, waste disposal sites, public safety facilities, library, energy and related services.
- **Transportation:** An analysis showing the community's transportation infrastructure which addresses efficient mobility of people, goods and services.
- **Recreation, Parks and Open Space:** Ensures the provision of permanent open and recreational space and identifies future facilities.
- **Housing:** Identifies housing needs and plans for improvement of housing.
- **Cultural, Historic Resources and Special Sites:** An analysis of areas, sites, or structures of historical, archaeological, architectural or scenic significance.
- **Community Design:** An analysis of landscaping, site design, beautification and signage.
- **Implementation:** An analysis of specific actions needed to implement and support the Comprehensive Plan.

### Emmett Area of City Impact

The Emmett Area of City Impact concerns those lands which surround the city limits. Land uses and policies are critical to the efficient and successful implementation of both City and County goals. Development and subdivision standards within the Area of City Impact is the result of negotiations between the City of Emmett and Gem County in accordance with State law.

As established by the combined City/County Governing Boards, the Emmett Area of Impact is shown on the Future Land Use Map.



Figure 3 Gateway signage

### *Chapter 1 - Private Property Rights*

#### **Purpose:**

To ensure all American citizens have an equal opportunity to enjoy the benefits of private property ownership and to insure that the policies and actions of the government agencies within the Gem Community promotes and do not violate private property rights, adversely affect property values in a negative way, or commit acts of unlawful taking of private property.

#### **Objectives:**

- To follow the private property rights legislation at the state and federal levels.
- To use the Idaho Regulatory Takings Act Guidelines checklist as established by the Attorney General to ensure that all actions concerning private property are within the confines of the law. *See Appendix 1-1.*
- To review all Land Use decisions, policies, procedures, and ordinance with respect to private property rights. *See Chapter 12.*
- To recognize that property owners have responsibility in that ownership and should not negatively impact the value of property around them.
- To protect existing, lawful, and safe uses of private property, and consider their precedence if there is a conflict.
- To recognize when it becomes necessary for local agencies to enter private property for the purpose of enforcing established codes.
- To ensure Land Use regulations are not confiscatory. Zoning or other local regulations shall not be used as an indirect means of acquiring private property for public purpose, except as required under state law.

#### **Desired Outcomes:**

It is imperative all citizens and agencies of the Gem Community respect the rights of the individual citizens with regards to private property rights, and exercise taking actions only when a clear and necessary action is required for public health, environmental impacts, or public safety (Section 7-701A, Idaho Code).

## *Chapter 2 - Population and Growth*

### **Purpose:**

To provide historical population data with future predictions to help the Gem Community anticipate changes.

### **Introduction:**

The Gem Community has shown growth every year since 1989. It is important to have infrastructure and support assets in place as population increases demand them. It becomes possible to predict the needs of future citizens by studying both historical growth characteristics and by looking ahead with growth estimates.

### **Existing Conditions and Historical Perspective:**

#### **Population:**

*See Appendix 2-1 Historical Population and Changes.*

The Gem Community has an estimated population of 16,620<sup>1</sup>. This shows a population increase of 9.5% since 2000, and a 40.3% increase since 1990.

Growth from 1990 to 2008 shows an average annual percentage change of 2.1%<sup>3</sup>. This is higher than the national rate of 1.1%. This growth rate also exceeds the natural change rate (births-deaths) in Idaho of .93%<sup>4</sup>. This difference is most likely from out-of-area populations moving into the Gem Community.

*See Appendix 2-2 Population Pyramid*

A study of the Population Pyramid for the Gem Community also indicates a growth trend, albeit a small growth. A large number of people in the younger age categories indicates a growth potential. The sharply narrowing band at the 20-24 year old range caused by college-aged people leaving the community to pursue post-secondary education works to keep this population growth slow.

Census estimates from 2000 to 2006 show people moving out of areas such as the Northeast and Midwest into the South Atlantic region and the Mountain West region (which includes Idaho). The higher quality of living, affordable economic conditions, and sense of community found in Idaho and the Valley of Plenty are likely contributors to this phenomenon. The second bulge in the Population Pyramid at the 35-50 year old range is indicative of this trend.

Population predictions expect these trends to continue through 2020. It is important to consider the information used to make these predictions however. The healthy growth rate predicted is based in part on increased job markets in Nampa and Boise and attractive housing prices. But large-scale declines in each of these factors during the years 2007-2009 will have an impact on these predictions in the future. But other contributing factors, an expanding job market in Emmett, land availability, and a strategic Treasure Valley location, will help offset the negative factors.

**Education:**

In 2000, 79.4% of residents over 25 years of age were high school graduates. But only 11.4% were college graduates<sup>2</sup>. As previously mentioned, a lack of post-secondary education opportunities will cause a large portion of the population segment from 18-25 to leave the area in search of education. This is a condition known as “Brain Drain” or “Human Capital Flight” and is common in rural areas. The solution is to provide more local post-secondary educational opportunities and to provide more economic opportunities for technically-qualified individuals and their families.

**Income:**

Awareness of the income levels of the population is another factor in community planning. The 2007 median household income for Gem County was \$42,421, compared to \$46,253 for the state of Idaho and \$50,740 for the United States. Further, the Gem Community’s poverty rate was 13.0%<sup>2</sup>, slightly higher than the national rate of 12.4%.

It is necessary to include cost-of-living ratios to provide a more accurate comparison of these numbers. The cost of living scale uses 100 as a base line number. This number reflects the average cost of living for the United States in general. Communities and areas requiring less money to maintain a similar lifestyle will have a score of less than 100, and communities requiring more money to maintain that same average lifestyle will have a score over 100. For example, the average cost of living score for Boise is 95.8, while in New York City (Manhattan) this score is 219.8. In order to maintain the same lifestyle provided by the \$50,740 median U.S. household income would require \$48,609 in Boise but \$109,900 in Manhattan.

The cost-of-living score for Gem County is 87.7. That same \$50,740 average U.S. lifestyle would require only \$44,500 to maintain in Gem County. Therefore our median household income in Gem County of \$42,421 still remains below the national average, , even after being adjusted for our lower cost-of-living.

**Ethnicity:**

*See Appendix 2-3 Ethnicity.*

**Persons per Household:**

The rate of persons per household in Gem County remained constant at about 2.65 from 1990 through 1999. Between 2000 and 2005, the rate increased to about 2.71. This may be explained by the inclination of young adults to leave their former households earlier during the periods of economic growth, and to remain at home longer during the recessionary periods.

**Future Conditions and Desired Outcome:**

*See Appendix 2-4 Population Forecast*

The Gem Community will be in a better position to anticipate future growth by annually reviewing the conditions that support growth and their past effects. Growth is constant and inevitable, so it is important to ensure that the present needs of the citizens are met on an ongoing basis. But it is equally critical that we plan for the future before it becomes the present. Growth requires an increase in police and fire protection, increases in utility provisions, increased transportation requirements, and an increasing demand on our Educational system.

A balance is also necessary for long-term success in managing growth. Requiring that current populations finance future growth creates an unfair burden. Policies that place the responsibility of covering initial costs (i.e. extending water and sewer services) on developers helps reduce poorly planned growth. Well thought-out zoning plans allow the Community to reduce gaps in services and protections, and avoid unnecessary expenses.

Population forecasting is not an exact science and economic conditions frequently change, causing significant influence on population levels. Understanding and frequently reviewing these indicators will allow the Community to reduce the costs of future growth by staying one step ahead.

**Documentation:**

- <sup>1</sup> – Idaho Economics Summer 2008 County Economics Forecasts: Gem County
- <sup>2</sup> – U.S. Bureau of the Census
- <sup>3</sup> – Idaho Economics Summer 2007 County Economics Forecasts: Gem County
- <sup>4</sup> – Idaho Bureau of Health Policy and Vital Statistics

### *Chapter 3 - Housing*

#### **Purpose:**

Encourage a variety of housing to fit the individual needs of all residents.

#### **Introduction:**

The housing element has a pivotal role in growth management plans. The element encourages the development of housing in a way which conserves open space, reduces unnecessary cost, and provides housing choices. With this approach, the Gem Community has a way to guide the effects of growth without losing its sense of community. Providing a wide range of housing opportunities for our residents, encourages neighborhoods to remain strong and people to care about community. We desire to maintain the quality of our neighborhoods while planning for the future.

The key factors that influence the Gem Community housing market have historically been affected by economics. Gas prices, whether high or low and lack of jobs in the community.

#### **Existing Conditions:**

Rural character, inexpensive bare land and rural homes with acreage are what set the Gem Community apart from the rest of the Treasure Valley. Infrastructure and a hospital give us the capability for a full-service community.

The Gem Community must be concerned with the condition and quality of housing. Many of the existing dwelling units within the Gem Community are older housing stock, built prior to 1970 and are in aging condition. The period from 1970 to 1979 saw the most substantial building with 1,545 units. Next largest was the period from 1990 to 1999 with 1,263 units built. 2000 to 2007 has seen 508 stick built units and 325 manufactured homes. A total of 7293 residential units exist in the Gem Community.

The Gem Community has seen population steadily increasing. More population information can be found in *Appendix 2-1*

Health, family, friends, convenience will be the lifestyle choice of Aging Active Adults. They are being attracted to multigenerational communities that intermingle with young families, urban and mixed-use locations that provide walkability convenience. Rental apartments in lieu of ownership are becoming a desirable alternative choice of many. Proximity to commercial centers for shopping, entertainment, cultural and educational events is becoming more important, as is access to health care. Aging Active Adults can bring much needed tax relief but do not affect local schools and put less stress on infrastructure. They have more discretionary income and volunteer more time to the community.

Residential land use represents the largest land type in the planning area and will continue to be the dominant category. Comparative housing characteristics for the Gem Community can be found in *Appendix 3-1*

### Housing Trends:

Due to the proximity to Ada County, the Gem Community housing is increasing in value faster than most of the state. The average sales price of residential property (without acreage) has increased substantially since 1990. The average sales price for residential dwelling in 1990 was \$42,000 and by 1993 had increased by nearly 55% to \$65,000. Average sales price in 2000 was \$97,000, the state being \$106,300. Average sales price in 2008 was \$174,085 nearly an increase of 314% from 1990 and an increase of 79.5% from 2000 to 2008. For the comparison of income to affordability see Chapter 2 Population and Growth Income section.

The affordability of Manufactured Homes is an attractive option to the residents of the Gem Community.

### Future Conditions:

Continuous planning must occur to reflect the changing economic conditions and/or policies locally and statewide. The Gem Community must recognize and anticipate that future national and state energy policies will impact housing standards.

In planning for residential growth, various densities and housing types should be allowed. Examples of housing types include, multi-family, duplex, townhouses, zero-lot -line development, and single family detached. The Gem Community is committed to orderly, logical and fiscally-sound growth (pay as you go, not putting the burden on current residents). Land for new housing is available throughout the Gem Community with a full range of zoning densities and available utilities. The future land use map identifies areas and densities to meet such growth. Clustering should be permitted at a higher density to allow for a more useful pattern of open space and recreation areas. It must also be recognized that income levels in the community vary greatly and diversified housing should be developed and maintained. The rural urban fringe and large-acre ranchettes will remain a strong attraction for the Gem Community. Development policies and specified City Impact Area will allow a managed transition from rural land to urban uses.

### Forecast Needs:

During the period from 1960 to 1999 the Gem Community averaged 110 residential unit permits per year. The Gem Community has issued permits for approximately 119 residential units per year for the seven year period 2000-2007, which include stick built and manufactured homes see *Appendix 3-2*. Historically, since 1960 residential permits have stayed consistent, it is reasonable to expect that pace to continue. The continued construction of quality single-family and multi-family units will offset a majority of this expected demand.

The Gem Community needs to continue to address existing and future conditions:

- Maintaining its Rural Character
- Pro-active Business Climate
- Connecting Highway 16 to I-84, widening of Highway 16, Arterial roads and Dewey Road extension
- Commuting (i.e. Ride-Share, public and private transportation)
- Recognize the need for our Senior Population to "Age in Place"
- Encourage the Gem Community to become an independent community with a variety of employers, instead of commuting for jobs

**General Housing Goal Statement:**

The Gem Community recognizes that housing is one of the most basic and important human needs. All citizens must be provided with the opportunity for adequate housing.

Housing policies focus on these areas:

- Encourage development within the Emmett Area of City Impact and Rural Residential areas in the County.
- Encourage workforce housing (affordable to households earning from 80% to 140% of the Area Median Income) in the Gem Community
- Encourage diversified housing including single-family, multi-family and rental housing.

**Policies for the Gem Community:**

- 3.1 Encourage the provision of quality and diverse housing, as well as creative subdivision designs, of all price ranges for present and future residents.
- 3.2 Create and maintain a high quality of life through the provision of adequate open space and recreational opportunities.
- 3.3 Encourage compatible infill development, which will complement existing neighborhoods.
- 3.4 Support the innovative mix of residential, commercial and light industrial land uses such as through the use of Planned Unit Developments.
- 3.5 The Community shall consider design ordinances that will allow for clustering to reduce lot sizes in exchange for open space, flood plain protection or buffering.
- 3.6 Support an open housing market free from discrimination on the basis of race, religion, sex, family status, mental or physical handicap.
- 3.7 Encourage the development of housing close to employment, transportation, schools, parks, downtown and city centers.
- 3.8 Rural residential and small ranchette type development shall be encouraged in areas where it is compatible with existing agricultural and ranching development.

## *Chapter 4 - Economic Development*

### **Purpose**

The purpose of this chapter is to create a community action plan for economic development.

### **Vision**

To provide opportunities for positive change and diversified growth for the greater good of the community, resulting in a healthy, thriving, and balanced economy.

### **Introduction**

A healthy economy is essential to the vitality and quality of life in the community. Planning for economic vitality provides an opportunity to establish guiding policies for the community's sustained economic growth. This element includes an estimate of our growth and employment needs during the planning period. Outlined in this chapter is an active approach to providing for and encouraging the type of development that will provide stability for our local economy as well as economic growth.

The Economic Development element of our Comprehensive Plan will address the entire picture of our community. Good schools, an efficient government that works together with business to provide high quality services, including excellent infrastructure, affordable quality housing and child care are essential elements in attaining a good quality of life.

The Economic Development goals and strategies pursue the type of development and growth patterns that will support and complement the quality of life of the Gem community along with a diverse array of employment opportunities that ensure an appropriate tax base is strengthened and sustained.

### **Commercial Trade**

Emmett has developed into the major commercial center for the county. National retail and service operations are expanding in the region. This expansion is evident in Emmett and this trend is expected to continue.

### **Employment**

Gem County is the 19<sup>th</sup> most populous of Idaho's 44 counties. The population in Gem County has been steadily increasing over the past decade with a growth of 2,489 individuals since 1994. The population of Gem County according to 2000 Census figures is 15,963 compared to 13,474 in 1994. The growth rate of 18.5% over the decade is slightly lower than the State of Idaho's growth rate of 21.7% for the same period. Gem County has experienced a gain in population, but has not received an equal gain in economic benefit. The population increase is a result of commuters residing in the area while choosing to work and shop in Ada and Canyon Counties.

The Civilian Labor Force of Gem County exhibited robust growth with an increase of 1,336 individuals or 23.1% since 1994. While the number of individuals in the labor force increased, so did opportunities in employment. As a result, the number of unemployed persons remained fairly constant and the unemployment rate declined by 1.1% over the last decade. Gem County's unemployment rate in 1994 was 6.5% and in 2004 the rate was 5.4%. The highest rate of unemployment over the last ten years was 7.2% in both 1995 and 1996. As growth in Gem County continues, industries such as Construction, Education and Healthcare are where the economy will be growing in the next decade.

### Existing Conditions

The major components of Idaho's economy are agriculture, mining, timber and tourism industries. The Gem community is an important player in the agricultural component of Idaho's economy. Over 7% of the State's agricultural employment comes from Gem County farms and ranching operations. Supporting agriculture is the vast network of canals and river systems reaching to the reservoirs of Black Canyon Dam, Cascade Dam and Deadwood Dam – worth well over \$200,000,000 (according to the Bureau of Reclamation). Agriculture brings to the valley a sense of community and vast, open spaces, which make it well worth protecting. Gem County ranks 41 out of 44 in tourism dollars generated.

The number of farms has increased by 51% since 1992. The amount of acres in farms has also grown 20% from 184,740 acres in 1997 to 221,200 acres in 2002, however the average farm size has dropped 4% to 276 acres as well as the Market Value of production has fallen 9% from \$30,078,000 in 1997 to \$27,467,000 in 2002. Out of the 44 counties in Idaho, Gem County is ranked 28 in market value of agricultural products sold.

The industry in Gem County with the highest employment is Government with 855 employees followed closely by farm employment with 850 employees demonstrating that agriculture remains a significant contributor to the area economy and should be encouraged.

### Industrial /Business Centers

Emmett's economic advantages include low taxes; a large well trained labor pool (especially in manufacturing disciplines), low energy rates and affordable housing. Gem County and the City of Emmett, the Gem Economic Development Association, the Chamber of Commerce and other agencies work together extremely well to foster business expansion, retention and economic development. This partnership has helped new businesses expand or locate in the Gem community.

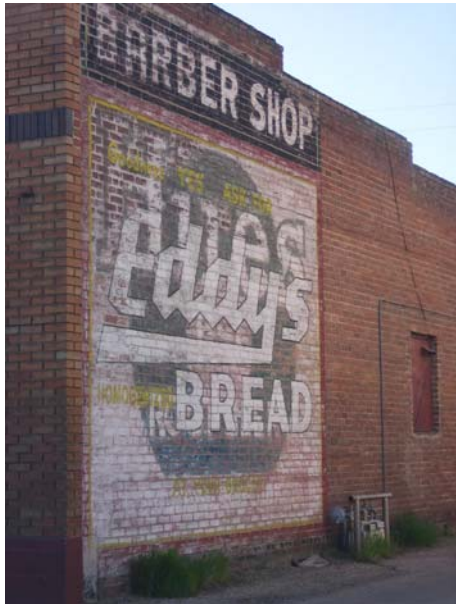


Figure 4 Downtown

There are several areas within the community that are designated and marketed for business expansion:

- Shadow Butte Industrial Park
- Enterprise Loop
- Airport Industrial Area
- Mill Road/Salesyard Road Mixed Use Area
- Main Street/Cascade Road/Industrial Area
- Central Business District (Downtown Emmett area)

### Future Conditions

The Gem community is currently working towards diversification in employment and the community is working together to bring industrial and commercial growth to provide living wage jobs.

The community has railroad service to the valley, which is currently being utilized for commerce as well as tourism. The regional airport located in Boise has both commercial airline passenger service and cargo service. The City of Emmett owns an airport with a 3,250-foot long runway that serves agricultural, recreational and business activities.

Although the Gem community loses some retail trade to Ada and Canyon Counties, it also benefits by tapping the same markets available to Ada and Canyon Counties. The land prices are cheaper and the tax rate is far lower in Gem County than the urbanized counties to the south.

A goal of the community is to create an economy that is stable and not totally dependent upon economic activity in Ada and Canyon Counties. The economic relationship between the Gem community and the Treasure Valley is symbiotic with each benefiting from the other.

Detailed employment forecasts prepared by Idaho Commerce and Labor in December 2004 indicate that Gem County will continue to expand its total employment throughout the planning period.

According to the Idaho Commerce and Labor forecast, the total employment in the Gem community will increase by about 1% each year between 2005 and 2020. This may be a conservative estimate with the growth occurring in the Treasure Valley and the positive attitudes and aggressive recruiting of the local community, the percentage of employment growth should far exceed these projections.

- Increasing migration to Gem County for the rural lifestyle, quality of life, lower taxes and proximity to the Treasure Valley for employment and various amenities of the Boise Metropolitan Area.
- Increasing demand for acreage lots for rural lifestyle.
- Increasing population growth of approximately four percent (4%) in the Gem community.
- A substantial increase in residential, commercial and industrial development throughout the planning period as a result of positive community economic development actions.
- An increase in employment in all sectors with a moderate to slow increase in government employment throughout the planning period.
- An increasing number of retired workers re-entering the casual labor market.
- An increasing numbers of multiple wage earners per household.
- A substantial increase in business activities related to rural lifestyle.
- A substantial increase in infill type projects within the City of Emmett will continue.
- Increase the Gem communities' opportunities in destination tourism.
- Increase the Gem communities' cultural opportunities.

## Economic Relationships

The Gem community is very privileged with the economic development organizations currently serving it. Emmett is recognized as a Gem community, and has an active Gem Team as recognized by the State of Idaho Department of Commerce and Labor. There are many groups who are organized and work together for the betterment of the community. The organizations along with representatives of local government, local service groups, administrators, students and concerned citizens meet on a monthly basis.

There are many economic development resources within the region that the community and residents utilize. Gem County lies within the Boise Metropolitan Statistical Area. Individuals and organizations within the Gem community are members of the Boise Valley Economic Partnership (BVEP) and/or the Boise Metro Chamber.

As the Boise job base expands, new residents will be drawn to the Treasure Valley for employment. Emmett and Gem County will experience increased residential development attributed to employment expansion in the Boise area. Also, any action to limit or increase housing costs in Boise, Meridian or Nampa will intensify the shift of population growth out of Ada and Canyon Counties and into the Gem community housing market. This emerging trend of development shifting to the Gem community is forecast to intensify in the future, depending upon development scenarios that occur in Ada and Canyon Counties. This development trend has been incorporated into the population and related forecasts within this Comprehensive Plan.

## Forecast Needs

Residents strongly support economic development policies and actions that will create new jobs and encourage existing businesses to expand, while allowing for greater employment opportunities and diversity for residents. There is a direct correlation between government actions/policies and business expansion in the community. With emphasis on economic development, we will grow and create new employment and job diversity. With State funding, the community supports the improvements and extension of both Highway 16 and the Dewey Road Extension to Interstate 84.

Two subcomponents of economic development will significantly affect future job expansion in the Gem community. These subcomponents are described as follows:

- 1) Positive Community Partnerships: Continuation of programs to promote quality development and low cost services to support employment gains. Continuation of city and county policies to maintain low tax rates and diversified housing opportunities.
- 2) Growth Shift to the Gem Community: Rapid growth in Ada and Canyon counties will shift growth emphasis to the Gem community. Emmett will be perceived as "next door" to Boise and Nampa employment centers.

Based on a forecast analysis of population within the study area and these two economic development subcomponents, additional land and infrastructure for employment related land uses would be required in the community. Table 4 in the Appendix presents key actions needed to accommodate forecasted employment growth.

### Economic Development Goal Statement

Gem County and the City of Emmett will take the necessary steps to increase economic diversity, employment base and tax base for continuing enhancement of quality of life and employment in the Gem community.

To stimulate and support economic development in Gem County, the following goals and policies are provided:

#### Policies

- 4.1 Develop long-term strategies for economic development and business assistance.
- 4.2 Support business retention, expansion and creation. Assist businesses with the tools and encouragement that will enable them to succeed.
- 4.3 Support a prosperous and inviting city center and historic town site.
- 4.4 Promote job creation to meet the employment needs of a growing work force; therefore reducing the need for residents to commute outside of the community for employment. Ensure that needed infrastructure is provided for new and expanding businesses.
- 4.5 Maintain partnerships with Idaho Commerce and Labor and regional resources.
- 4.6 The community should solicit economic activities that maintain and increase the community's fiscal stability by providing high quality development opportunities, which export goods and services.
- 4.7 Reserve and designate sufficient land to fulfill the community's industrial and commercial needs.
- 4.8 Encourage efforts to develop and maintain quality neighborhoods and housing which project a positive image for economic development.
- 4.9 The community should support a continued working relationship with Idaho Transportation Department (ITD) and regional planning organizations to:
  - A. Designate a new portion of State Highway 16, which would extend south and connect with I-84.
  - B. Extend Dewey Road connection southwest to I-84.
  - C. Improve Highway 52 west of Emmett.
  - D. Support the continued feasibility study into the proposed Indian Valley North-South Highway.
  - E. Support the expansion and extension of facilities at the existing City of Emmett Airport.
- 4.10 Support the development of non-motorized pathways connecting the commercial areas with schools and recreational areas.
- 4.11 Support the development of cultural and destination tourism opportunities.
- 4.12 Support educational opportunities that will meet the needs of the growing population.

- 4.13 The Gem community recognizes that the Emmett Municipal Airport is an integral part of our local economy. We also recognize that development around the airport can cause conflicts that may limit the future expansion of an airport or threaten the existence of the airport altogether. It is our intent that the airport remain viable and free from future conflicts that may be created by incompatible development adjacent to the airport or in the flight path of the airport runway. We want to limit the circumstances under which the airport operation may be a nuisance to reduce the potential for the Gem community to lose the benefits the airport brings to our citizens and economy. The Gem community discourages the siting of incompatible uses adjacent to the airport or in the flight path of the airport runway.

## Chapter 5 - Education

### Vision Statement:

The quality of education in the Gem Community is a reflection of our values and culture, significantly affects our quality of life, and affects the area's ability to attract quality economic and community development.

### Purpose:

To encourage public and private development of high quality educational services that will:

- be available to every group of citizens in the Gem Community,
- contribute positively to community life, and
- strengthen our workforce.

### Introduction:

The focus of this chapter is to identify and describe the local issues affecting education for children in public, private and home school settings, career preparation and workforce development, and enrichment and lifelong learning for citizens of all ages. Goals and objectives are intended to guide education providers and community leaders in finding and implementing the most effective educational services for all learners.

### Delivery Systems:

The Gem Community includes a number of education providers:

Public education: Emmett School District 221 (ESD) provides basic educational programs from preschool (developmental) through high school at nine school sites (*Appendix 5-1*). ESD also provides the educational component through memorandum of agreement with the Patriot Center for adjudicated youth, grades 7-12. ESD is the major employer in the county, a landowner and traffic generator in the Gem Community. Founded in 1895, the school district comprises all of Gem County, including the City of Emmett and the rural townships of Letha, Sweet and Ola, and 640 acres of rangeland in northwestern Boise County, contiguous to Gem County. ESD's stated mission is 'Ensuring Educational Excellence.'

Enrollment has declined by 12% over seven years (*Appendix 5-2*). The decline has paralleled the loss of good paying jobs in the county with closure of the local Boise Cascade mill in 2000 and slow or no-growth of local industry, resulting in families moving out of the county. Enrollment also has declined because the district has been burdened for many years by negative attitudes about facilities and educational quality, despite advanced placement, online and dual credit courses offered and student test scores that meet and often exceed state standards. High school completion rates have steadily improved to 91.24% in 2008-09.

Workforce skills training and access by high school students to courses offering college credit, already available albeit limited, will increase as result of (1) passage of a school district supplemental levy enabling upgrading of science and technology labs, (2) the district's participation in the Idaho Education Network (IEN) that will significantly increase availability of online courses, and (3) opening of the Payette River Technical Academy in Fall 2010, a state-approved district-managed public charter school that will offer new professional/technical classes in partnership with neighboring school districts.

Both the Payette River Technical Academy and IEN will offer the opportunity for collaborative agreements with local public and private employers for customized workplace skills and professional training, and with other community organizations or citizens desiring educational services.

Private education: Providers include a Christian-based school, release time Christian education by two providers and a boarding school for boys. There is at least one home-school association and as many as 200 children may be home-schooled within the Gem community. (*Appendix 5-3*)

Community education: The Gem County Chamber of Commerce collaborates periodically with Boise State University and the ESD to present business-oriented online courses in school district computer labs. The Emmett public library promotes reading and literacy, and offers computer access to information for both youth and adults.

Post-Secondary education: Gem County budgets yearly to pay out-of-district tuition, computed @ \$500 per semester for a maximum six semesters, for each Gem Community resident, including high school students, enrolled in any two-year, in-state post-secondary institution. With the opening of College of Western Idaho in adjacent Canyon County offering an additional avenue of post-secondary education for Gem County residents, out-of-district tuition costs are increasing significantly.

### **Educational Profile:**

A 2008 community profile from Idaho Department of Commerce, with data based on updates of the 2000 census, reveals that education levels in Gem County have steadily improved, with 11.2% of residents 25 years and older having attained a bachelor or graduate degree, compared to 8.1% in 1980. Another 32.6% had completed some college work, as compared to just 15% in 1980. There has been a strong reduction in the proportion of adults 25 years and older with no high school diploma, from 36.9% in 1980 to 20.4%, based on the 2008 census updates. This figure includes all adults in Gem County, including those who have moved into our community and did not attend Emmett schools. Overall, the educational profile does indicate a continuing need for accessible workplace skills training as well as higher quality preparation for those who wish to pursue higher education.

Population growth in Gem County has been slow but steady since 1990, with greater gains within groups beyond school age (35-60 and 80+), and losses or small gains in school age populations, from under 5 to 19 years. Coupled with home schooling that may impact 25% of school-age population, based on national trends, there may be a continuing decrease in enrollment in Gem County's public schools. An exception is the growth of school-age Hispanic youth, who now comprise 10% of public school enrollees.

The 2008 profile reported age-related growth in non-labor income, with in-migration of retirees who like our valley and rural lifestyle, past residents moving back, and retiree-parents of children who live in the county. This trend will exacerbate the downward trend of public school enrollments, until and unless the county economy begins to provide higher paying jobs to keep young families in the valley and attract in-migration of young families. In 2008, 63% of the county labor force commuted 'over the hill' to work in adjacent counties.

The Gem Community has been burdened with a persistent pattern of poverty that is higher than the state average. The poverty rate remained almost static from 1979 (15%) to 2005 (14%), and among children under 18 years old, the rate was 19.7%. Data on poverty by family type documented that 57.7% of single

mother households in Gem County have incomes below poverty level. Since 2004, students eligible for free or reduced rate lunches equal almost 50% of the Emmett School District's entire school population.

**Future Conditions and Desired Outcomes:**

The quality of educational opportunities will be reflected in the successful transition of Gem Community youth into higher education and/or into the workforce. Additionally, collaborative education planning among local economic, government and education leaders, and public and private planning bodies, would provide access to a broad array of basic adult, career, post-secondary, enrichment and alternative education programs for Gem Community citizens of all ages.

**Goal Statements and Policies:**

Goal 1: Support the maintenance and enhancement of the Emmett School District educational system, as described in the district's Strategic Plan. (*Appendix 5-4 – EHS Strategic Plan 2009*)

5.1.1. Support the Emmett school district's efforts to provide quality academic programming, including gifted and talented and advanced placement courses beginning at elementary level, online and dual credit courses that can provide secondary students with college credits, and student access to workforce skills training through a professional-technical public charter school.

5.1.2. Encourage development by the Emmett school district of a long range facilities plan that addresses future needs for upgrading of existing facilities to ensure healthy, pleasant and inviting learning environments, and an analysis of future new facility needs based on population and student enrollment projections.

5.1.3. Encourage the school district to continue to make school sites available for civic and community functions when classes are not in session.

Goal 2: Promote and encourage community trust in and support for the local institutions and organizations engaged in offering opportunities for learning to Gem Community residents of all ages.

5.2.1. Encourage public recognition of academic and extra-curricular successes of all Gem Community youth and adults.

Goal 3: Promote broad-based education planning within the Gem Community.

5.3.1. Encourage local city, county and education officials to establish a public forum where Gem Community citizens have opportunities to voice ideas for innovative education programming, and for creation of new alternatives for learning within and beyond the traditional public educational system.

5.3.2. Encourage all educators to engage with local citizen education planners, so that the broader community gains an understanding of educational offerings, needs and opportunities.

5.3.3. Encourage research to identify best practices in education delivery systems in Idaho as well as in other states, to provide local educators with opportunities for innovation and improvements.

5.3.4. Encourage Gem County Commissioners and Emmett School District to investigate and analyze the academic and economic feasibility of joining the College of Western Idaho college district.

Goal 4: Promote coordination with education providers by Gem Community officials, both city and county, on issues such as subdivision planning and zoning for growth and transportation.

5.4.1. Prepare and provide relevant information on proposed residential development applicants to all education providers.

5.4.2. Enforce development regulations that require applicants for large-scale developments to consult with all education providers at the pre-application stage, to avoid future problems and conflicts for students and their parents as the development is created and sold.

5.4.3. Encourage joint sites of schools and parks whenever possible, either in the building of new facilities or upgrading of school properties.

5.4.4. Encourage and support the continuation of an ESD and Emmett city partnership to seek yearly grants enabling establishment of Safe School Routes to encourage students to walk or ride bikes to their schools, emphasizing fitness and safety.

5.4.5. Encourage coordination among city, county and school district transportation officials for review of appropriateness and safety of yearly school district bus routes.

**Accountability and Communication Strategy:**

Gem County Commissioners and Emmett Mayor and Council members, through their respective zoning commissions or other official committees, are accountable for ordinances and/or regulations that impact school district properties, access by ESD school bus fleets to streets and roadways to transport students to and from school sites, and collaboration for joint recreational or social activities.

The ESD (Emmett School District) is independently governed by a six-member board of trustees elected by patrons in four zones encompassing all of Gem County. All ESD schools are accredited by the State of Idaho. Until 2006 the school district was authorized to obtain local funds through property taxes to support costs of system operation. As result of state legislative action, state sales tax revenue now is the source of a yearly state allocation to ESD that covers about 80% of the yearly budget. The remainder is provided by federal allocations for special populations and by public or private grants. ESD is authorized by Idaho Code to impose emergency levies to support unexpected increase in student enrollment, and would be eligible for a state-underwritten loan program if a facility were found unsafe for use.

Private education providers are accountable to their patrons and funding sources; may be governed by boards of directors or operate as self-governed entrepreneurs.

**Funding and Resources Strategies:**

EDUCATION PROVIDERS	Funding Sources								
	State Alloc.	Federal Alloc	State Grants	Federal Grants	Private Fndns	Fees or Tuition	Indiv Priv Donations	Levies	Bonds
Emmett School District	X	X	X	X	X	X	X	X	X
Black Canyon High School	X								
Payette River Tech. Academy	X								
Patriot Center Educational Component	X	X	X	X					
Emmett Valley Christian School		X			X	X	X		
Gem Co. Christian Home School							X		
Cherry Gulch Therapeutic Boarding School for Boys						X			
CERT (released time)					X		X		
LDS Seminary (released time)					X		X		

**NOTES:**

- State allocations to school districts are based on enrollment and attendance, with higher % of attendance resulting in higher allocations
- Federal allocations to school districts flow through the State Dept of Education and are based on number of enrollments in special populations (disability, limited English, low income, technology, stimulus); including special needs children enrolled in private school, i.e., Emmett Valley Christian School.
- State & federal grants are awarded on the basis of proposals submitted by the district for specific educational programs or activities, and some grants are also open to non-profit and for-profit education providers
- Private foundations generally award based on submitted proposals
- Fees or tuition: Some online courses accessible at ESD require student fees. Homeschoolers or private school students who take state tests at EHS pay for costs of the hardcopy or online tests.
- Home schooling costs are the responsibility of the parent or guardian.
- Private donations: ESD high school/junior high athletic programs are highly supported by booster clubs. The Emmett ministerial association and individual donations support the CERT. LDS seminary teachers are employees of the Salt Lake City-based LDS Church Educational System (CES)
- ESD is allowed by Idaho Code to propose two-year supplemental levies for any educational purpose with 51% voter approval required. ESD also may seek plant facility levies that require voter approval ranging from 55% to 66.6%, based on district debt load, and may extend for up to 10 years.
- ESD is allowed by Idaho Code to propose long-term bonds for new facilities and/or facility improvements that require approval by at least 2/3 of the voters.

## *Chapter 6 - Natural Resources and Hazardous Areas*

### **Introduction**

The natural resources of Emmett include the area's climate, geology, hydrology and soils. Residents value the beauty of their surroundings - the Payette River, creeks, irrigation canals, clean air and views of mountain peaks on the horizon. They value living in a city that is in harmony with these natural beauties and seek to build the future with this in mind.

Gem County also has many natural resources including the Payette River, Black Canyon Reservoir, Squaw Creek, Squaw Butte, outstanding rangelands, national forest land and numerous creeks and canals.

The following is a brief summary of the City of Emmett's and Gem County's natural resources.

### **Existing Conditions**

#### **Climate:**

The City of Emmett is in a typical climate of semi-arid regions in the Payette River Valley with warm, dry summers and winters which are usually relatively mild for an inland area at 44 degrees north latitude. The average range of temperatures in the valley is about 18 degrees in the winter to the mid 90's in the summer.

Monthly precipitation totals normally reach a peak in the months of November through February, with a secondary peak in May. July and August are nearly always dry, in fact, occasionally rainless. The average rainfall at Emmett rarely exceeds an annual average of 12 inches. Annual snowfall averages approximately 17 inches at Emmett, but this, too, varies widely from year to year.

The climate of Gem County varies greatly with changes in topography. The range of temperatures averages about 18 degrees in the winter to the mid-60s in the summer although it is different from year to year.

Monthly precipitation in Gem County is much the same as Emmett. Average rainfall in Ola is 17 or more inches. Annual snowfall in Ola is close to 71 inches.

#### **Geology:**

The terrain in the Emmett area is generally level to gently sloping. The surface is a fine sandy loam. The subsoil is sandy loam, sometimes gravelly. The substratum is usually loose sand and gravel.

The terrain in Gem County is greatly varied. The planning area ranges from Emmett Valley to the peaks of the Panhandle section above Ola. The surface, subsoil and substratum range from loamy sand to clay to bedrock.

#### **Hydrology:**

Surface water in Emmett includes the Payette River which passes to the north of Emmett. The Payette River is a tributary of the Snake River. The Farmers Coop Canal is diverted from the Payette and enters the city flowing southwest. This canal follows Lincoln Avenue flowing south. Drainage Canal and Last Chance Canal cross the southeast portion of the City.

The Payette River is the major waterway of Gem County. Various creeks, drains, and canals traverse the County in addition to the Payette River. Among these is Squaw Creek.

Squaw Creek is a tributary of the Payette River and runs the north-south length of Gem County.

**Water:**

There are many creeks and gulches which discharge into the Payette River. During irrigation season, much of the creek flow is diverted before it reaches the Payette River.

Individual subsurface sewage disposal systems expose a threat in terms of groundwater pollution, unless central sewage facilities are provided. There appears to be adequate water deep beneath Gem County for deep well development. The City of Emmett uses four deep wells to provide excellent drinking water for citizens.

**Soils:**

An understanding of soil properties makes it possible to predict suitability or limitations for present and future uses.

Soils in Emmett include the Moulton-Falk association, consisting of sandy loam to loose gravel and sand on bottom lands along the Payette River. Most of Emmett is on the Emerson-Wardwell-Quenzer association. This sandy loam is well drained on low terraces. Emmett soils are excellent for agricultural uses.

Some of the soils in Gem County are similar to those of Emmett. However, there are many other soils found in Gem County which cannot be found in Emmett. Among these soils are the Brownlee-Rainey-Ola, Gem-Newell, and Gwin-Mehlhorn-Jackknife associations. These are prevalent in the north and east portions of the county.

In the western and southern parts of the county, the Emerson-Wardwell-Quenzer, Harpt-Cashmere, Moulton-Falk, PowerPurdam, Letha-Baldock-Lahontan, Sweet-Kepler, Chilcott-Lanktree-Lolalita, Haw-Payette-Van Dusen, Licksillet-Bakeoven associations can be found.

Generally, soils in Gem County have diverse uses ranging from suitability for dryland crops to pasture and range to various agricultural uses.

Specific information on these soils can be obtained from the USDA Soil Conservation Service and from the Gem County Area, Idaho, Soil Survey issued in 1965.

About 22% of the County is a productive agricultural area, as a result of good soils, a long growing season, and the availability of water. Agriculture is an important sector for the county's economy. To respect this, the city should direct urban growth to allow for adequate area for expansion and yet minimize the loss of productive agricultural lands.

**Energy:**

The City of Emmett and Gem County have adopted policies which encourage the conservation of energy and nonrenewable resources. The City and County make energy conservation and the use of renewable energy resources a regular practice in purchasing, operating and maintaining its buildings, vehicles, equipment and facilities. In so doing, the City and County can help assure affordable, reliable and adequate sources of energy for the residents of Emmett.

**Hazardous Areas**

Hazardous areas within Gem County are generally categorized as natural areas which pose safety threats and manmade hazards which, by their design or function, also pose safety threats. Table 1 lists various natural and manmade hazardous areas within Gem County.

<b>TABLE 1</b> CITY OF EMMETT/GEM COUNTY COMPREHENSIVE PLAN LISTING OF NATURAL AND MANMADE HAZARDOUS AREAS
Payette River
Black Canyon Dam and Reservoir
Squaw Creek
Southside Canal / Black Canyon Canal
Last Chance Canal
Emmett Airport
Airport Ponds
High Voltage Electrical Transmission
Steep Mountain Slopes in Third Fork Ridge Area
Steep Mountain Slopes in Squaw Ridge Area
Lanham Airport

<b>TABLE 2</b> CITY OF EMMETT/GEM COUNTY COMPREHENSIVE PLAN MAJOR HAZARDOUS AREAS
High Voltage Electrical Lines
Steep Slopes in Third Fork Ridge Area
Steep Slopes in Squaw Ridge Area
Emmett Airport
Lanham Airport
Lanham Airport
Payette River
Squaw Creek

In general, all of the natural resources within the County can potentially become hazardous situations depending on specific conditions. Small creeks are considered less hazardous than rivers. However, each can be potentially dangerous in certain situations. The major hazardous areas in Gem County are listed in Table 2. These major hazardous areas are not suitable for urban density type development and concentrated human presence without safeguards. Gem County can protect public safety by limiting development in or adjacent to these major hazardous areas identified in Table 2.

### **Future Conditions**

The City's and County's natural resources will be negatively impacted unless land uses are harmonious with the existing natural environment. The Payette River and its various tributaries are a sensitive natural resource and will require stewardship to minimize encroachment by residential, commercial and industrial development. It is imperative that the groundwater resource be protected by adequate sanitary sewer service and appropriate spacing of septic tank drain fields so that contamination of the groundwater does not occur. To maintain the County's quality of life, a coordinated effort with government entities and property owners will be required to preserve water, air and land quality in Gem County.

Measures should be taken to protect the Payette River, Squaw Creek, Black Canyon Reservoir and the many other creeks which are found within Gem County. These natural resources are vital to Gem County and must be treated with caution to ensure they remain the important resources they are.

### **Forecast Needs**

All residents of the Gem County must take an increased active role in preserving the quality of life desired by area citizens. The City and County can require orderly and planned development patterns and initiate techniques to manage growth which will help protect natural resources. Requiring central water and sewer within the city, and limited wells and septic drain fields in the area of city impact, will help protect soil, water resources and groundwater.

It remains the responsibility of Emmett and the other Gem County communities to protect their precious resources (e.g., the ponds, creeks, water, air, soil, vegetation and wildlife) from irreversible harm. Recognition of the natural resources in Emmett and Gem County is extremely important and will ensure that future development is harmonious with its natural environment.

### **Natural Resources Goal Statement**

Retain the existing high-quality environment for ourselves and future generations by ensuring that land, air and water are not diminished in quality or quantity by future activity.

### **Policies for City of Emmett**

- E1.1 Support preservation of the natural beauty of the Payette River, Black Canyon Reservoir, Squaw Creek and other waterways and lands abutting these water amenities.
- E1.2 Protect the safety and welfare of the public by identifying areas with physical development constraints (e.g., floodplains, steep slopes and fill areas).
- E1.3 Minimize waste disposal in the Emmett area by providing recycling opportunities, encouraging commercial recycling venture, discouraging the use of non-biodegradable materials, providing adequate public trash receptacles and enacting recycling incentives.
- E1.4 The City of Emmett will utilize the Idaho Wellhead Protection Plan in all land use and permit decisions.

**Policies for Gem County**

- G1.1 Preserve the natural beauty of the Payette River, Black Canyon Reservoir, Squaw Creek and other waterways and lands abutting these water amenities.
- G1.2 Protect the safety and welfare of the public by identifying areas with physical development constraints (e.g., floodplains, steep slopes and fill areas).
- G1.3 Gem County will utilize the Idaho Wellhead Protection Plan in all land use and permit decisions.

**Water Quality Goal Statement**

As an essential and limited natural resource, preserve, protect and promote high quality standards for groundwater and surface water throughout Gem County.

**Policies for City of Emmett**

- E2.1 Encourage development of vacant land and undeveloped lands within the areas that have public services and utilities prior to extension of new utilities.
- E2.2 Ensure that planning for growth includes development of infrastructure, public services and utilities to protect the quality of groundwater.
- E2.3 Prevent contamination of groundwater from sewage and wastewater through appropriate treatment and by enforcing regulations.
- E2.4 Promote the use of water-saving devices and techniques through education to all segments of the community.
- E2.5 Manage storm water generation and disposal consistent with best-available technology to prevent degradation of water quality and natural resources.

**Policies for Gem County**

- G2.1 Ensure that new development includes Health District approved site utilities to protect the quality of groundwater.
- G2.2 Prevent contamination of groundwater from sewage and wastewater through appropriate treatment and by enforcing regulations.
- G2.3 Manage stormwater generation and disposal consistent with best-available technology to prevent degradation of water quality and natural resources.
- G2.4 Maintain sufficient lot size requirements in the County Zoning Ordinance to allow functional and safe on-site septic disposal systems.

### Waterways Goal Statement

Protect the Payette River from degradation by human activity, and manage all surface waters as a valuable resource.

### Policies for City of Emmett

E3.1 Manage and prevent unsuitable uses along creeks, canals, drainage ways, ponds and rivers to protect water quality.

### Policies for Gem County

G3.1 Manage and prevent unsuitable uses along creeks, canals, drainage ways, ponds and rivers to protect water quality.

### Energy Conservation Goal Statement

The City and County will initiate policies and programs, which encourage conservation of nonrenewable resources and the production and application of renewable resources to provide affordable, reliable and adequate sources of energy for the residents and businesses.

### Policies for City of Emmett

- E4.1 Support creation of a public shuttle bus transit system to connect Emmett with Boise, Meridian and Nampa.
- E4.2 Encourage use of carpools and bicycles in Emmett.
- E4.3 Cooperate with other governmental jurisdictions and utilities in effecting energy conservation at all levels.
- E4.4 Encourage the development of resource recovery and recycling activities within the community and region.
- E4.5 Encourage protection of solar access in new development.
- E4.6 Encourage effective landscaping for reducing heating and cooling needs in buildings.
- E4.7 Encourage voluntary retrofitting of existing structures through the use of insulation, weatherization, energy audits, renewable resource utilization, shading and use of energy efficient appliances.
- E4.8 Amend local building codes, as needed, to provide for energy efficient construction standards in new residential and commercial buildings.

**Policies for Gem County**

- G4.1 Take actions to create a public shuttle bus transit system to connect Emmett with Boise, Meridian and Nampa.
- G4.2 Cooperate with other counties and utilities in effecting energy conservation at all levels.
- G4.3 Encourage the development of resource recovery and recycling activities within the county and region.
- G4.4 Support expansion of the Black Canyon Dam Electrical Plant for efficient power production.
- G4.5 Amend local building codes, as needed, to provide for energy efficient construction standards in new residential and commercial buildings.

**Hazardous Areas Goal Statement**

Identify and manage development near hazardous areas in order to protect the public health, safety and general welfare.

**Policies For City of Emmett**

- E5.1 Prevent or limit development activity in known hazardous areas.
- E5.2 The City of Emmett will take steps to identify hazards and shall take appropriate steps to minimize the public's exposure to these hazards.

**Policies For Gem County**

- E5.1 Prevent or limit development activity in known hazardous areas.
- E5.2 Gem County will take steps to identify hazards and shall take appropriate steps to minimize the public's exposure to these hazards.

## *Chapter 7 - Historic and Cultural Resources*

### **Introduction**

The cultural heritage of Gem County with its rural communities and its one incorporated city (Emmett) is rich and diverse. This is manifested not only by oral and written record, but also by many buildings and historic sites. The State of Idaho has adopted a goal to preserve the state's historic, archaeological and cultural resources. It is the intent of this chapter to remain consistent with this goal. The mission of this chapter is to enhance the overall quality of life in our extended Gem community for residents and visitors through 1) strengthening the community's cultural environment, 2) supporting the arts, 3) preserving its unique historical resources and sites and 4) enhancing its historical appeal. Future plans for Gem County should focus on the following values, goals and policy suggestions.

### **Vision Statement**

We envision Gem County as a beautiful community where our history is honored, protected and preserved; a community that celebrates, respects and promotes the diversity and culture of its people and natural resources, and creates an environment where culture, arts and heritage flourish.

### **History of Place**

The Payette River and its tributaries provide the foundation for the Gem community. The river provides water for irrigation to support agriculture and recreation such as fishing, boating and tubing. The Payette is home to many different kinds of wildlife: geese, ducks, eagles, blue herons, otters, trout, deer, foxes, etc.

The Payette was a natural route for Native Americans such as the Weiser band of the Mountain Shoshone. They moved seasonally in search of food from Valley County through Gem County up until the 1870s. They wintered on the Weiser and Payette Rivers and along Squaw Creek in the Sweet-Ola area, attracted by the large number of salmon, big game and edible roots and berries.

Francois Payette came here in the mid-1830s for the Hudson Bay Company because the Payette River was known for its abundant and high-quality beaver pelts. The fur trappers that followed him were among the first white men to inhabit the area.

During the 1860s, gold was discovered. By 1864, the Payette River valley was a major transportation route to the mining fields set up along the river. The Basin Trail went through Montour, and then on to gold mines in the Boise Basin, Sweet-Ola and the Thunder Mountain gold mines. Montour hoped to be a major terminus for this industry, but it never materialized. When the Northern Pacific Railroad came to the area from Nampa, Emmett became the main terminus. As an overland route bringing miners and settlers to the area, the Goodale Cutoff of the Oregon Trail including two variants had as many as 300 wagons come over "the Camelback" into the Emmett Valley beginning in 1863. Today, Highway 16 starts down Freezeout Hill near this point.

Squaw Butte, which watches over the valley was a landmark for Native Americans and other travelers. Originally, the two buttes were called *Big Butte* and *Little Butte*. In the 1930's the name changed to *Squaw Butte* based on the poem: "The Legend of Squaw Butte", by Mrs. B.R.Wright. The poem related the story of a massacre of Indian women and their children based on new evidence discovered there. Throughout the valley, local people can still see the image "of a sorrowing mother".

There have been many industries that have supported economic development in our community: lumber, livestock, agriculture and particularly the fruit industry. Irrigation made many of these industries possible.

Before Black Canyon Dam, a flume with lateral ditches was built to bring water from Horseshoe Bend Dam to the bench area. In 1924, the flume was replaced when Black Canyon Dam was constructed. The irrigation canals changed the desert vegetation and made it the lush green valley we see today.

Eventually, Gem community became home to many people: Basques, who began here as shepherders; Europeans who settled large sheep ranches; Japanese, who worked in fruit businesses and farming; and Hispanics, who came as migrant farm workers.

The character of Emmett and Gem County is defined by the interaction of these cultures and their values. The diversity of these groups gives our community its uniqueness. The past history sites and people are what help shape present-day life in Gem County.

*Sweet* . . . In the early 1880's, during the gold rush to the Thunder Mountain area, Sweet served as an important freight station. After the gold rush subsided at the turn of the century and having suffered several devastating fires the town center did not survive. The Methodist Episcopal Church there today is on the National Registry of Historic Places.

*Ola* . . . Fifteen miles above Sweet, Ola was settled as early as 1864. It remains a farm and ranch community today. The two-room schoolhouse is on the National Registry of Historic Places and still in use today.

*Montour* . . . In 1863 the Marsh-Ireton Ranch was established as a stage and mail stop on the freight road to the Boise Basin. Montour was platted in 1911 when the railroad came through. The town began to die when it was bypassed by Highway 52. Later, in the 1970's, ice jams along the backwaters of the Black Canyon Dam caused floods. To protect the residents from the floods, the Bureau of Reclamation bought out most of the landowners and residents relocated elsewhere. The valley is now a wildlife refuge and has a campground. Reagan's Butte rises over the valley, named for the homesteader who ran cattle there in the late 1800's.

*Pearl* . . . Gold was first discovered there in 1867, but real development occurred between 1894-1908. An estimated \$12 million worth of ore was taken from the Pearl area. What remained of the town was purchased and then purposely burned down in 2004 by the property owner.

*Letha* . . . In 1910 Colonel Barnard and W. W. Wilton envisioned a town and rail center midway up the valley, named for Wilton's daughter, Letha. The town never materialized as planned. However, the community is there today with a store, post office, LDS church and fire station.

## Archeological Resources

### Introduction

Past human activity in Gem County is reflected in archaeological sites. Human occupation of southwestern Idaho has been documented to be 11,500 to 12,000 year old. Prehistoric sites generally come to mind when discussing archaeology. However, consideration of historic sites has become more important as the passage of time has made it necessary to rely on archaeological investigation to clarify the historical record.

Archaeological sites are non-renewable and each site contains a unique set of information that offers the potential for analysis and interpretation. Not all archaeological sites are significant. Some have very limited information potential that is fully exploited when they are recorded. Other sites require test excavation to determine if they contain significant information.

Distribution of archaeological resources is not uniform. Sites tend to be where resources were available or habitation was favorable. Sites in flood plains might be destroyed or covered up by stream activity while sites in upland areas can remain on the ground surface for several thousand years.

There has been very little archaeological survey of private land within the county. Some federally funded transportation, agricultural and urban development grants; loans and funding have resulted in limited inventory of private property. No base line data exists to understand the extent of archaeological resources already lost and those which are threatened. We can assume that the most impacts to archaeological sites on private land within the county have occurred from agricultural activities, followed by residential and business development.

The challenge is to balance the need to preserve and interpret the past for the public while respecting private property rights.

According to the Idaho State Historical Society, 244 archaeological sites are recorded in Gem County. Categories of prehistoric sites include isolated projectile points or other stone tools, surface scatters of obsidian and other stone flakes related to tool manufacture, rock shelters and camp sites with buried deposits. Historic sites can include roads/trails, homesteads, logging camps and mining sites. Some sites possess both prehistoric and historic remains. Archaeological site locations are held as confidential information and not released to the general public.

The majority of archaeological sites recorded in the county are the result of cultural resource inventories conducted in compliance with Federal cultural resource law (Sec. 106 of the National Historic Preservation Act.). Most of the sites recorded are on Federal administered Bureau of Land Management, Bureau of Reclamation or Forest Service lands.

### **Archeological Resources Goal Statement**

Promote the protection and interpretation of archaeological resources within the community through cooperation with local government, state and local historical societies and private property owners.

### **Policies**

- 7a.1. Gem County has a Historic Preservation Ordinance, which provides for establishment of a "Certified Local Government" (CLG) committee. This committee advises county government on potential impacts to historical and archaeological resources and coordinates with the State Historic Preservation Office (SHPO) regarding known archaeological sites relative to proposed projects. The community may require proposed large developments to conduct cultural resource evaluations and mitigate any impacts to significant sites.
- 7a.2. The CLG and Gem County Historical Society initiate public outreach programs to encourage the recordation of sites on private land (as confidential information). In order to promote public archaeology, one goal might be scientific excavation and interpretation of an archaeological site, involving local students, interested citizens and student interns from local universities.
- 7a.3. The community may consider outright acquisition or conservation easements for important historic or archaeological resources on private land.

## Historic Structures and Sites, Unique Residential and Commercial Areas and Sites

### Introduction

Historic structures and sites include architectural and engineering features, which offer tangible evidence of the development of our community. Historic structures and sites show how our styles, tastes and ways of life have changed through time in Gem County. Today, residents and visitors still appreciate the aesthetic beauty inherent in these existing structures and sites. However, some structures and sites have been lost forever. (See *Appendix for list.*)



Figure 5 County Courthouse

### Historic Structures and Sites Goal Statement

1. Historic sites that meet the criteria for historic designation should be protected from intentional destruction or harmful alteration. The County and the City should further the goals of cultural resource preservation using the Gem County Historical Preservation Commission (from here on referred to as GCHPC), educational grants and tax incentives.
2. The sites in Gem County that are on the National Historic Registry, or state or local registry, (see Appendix for list as of August 18, 2005), should remain intact. If that is not possible, then every effort should be made by the GCHPC to record the significant and unique aspects of the sites and structures.
3. A common identity that defines Emmett should prevail in the downtown area. Our identity will be evident in the architecture of the buildings; i.e., Early 20<sup>th</sup> Century.
4. New construction or renovation of existing buildings in the downtown area will also continue the Early 20<sup>th</sup> Century architecture of downtown Emmett.

### Policies

- 7b.1 The Gem County Board of Commissioners supports a Gem County Historic Preservation Commission in accordance with state guidelines.
- 7b.2 Update the inventory list of historical structures and sites in the community.
- 7b.3 Report Historic and Cultural Sites of Gem County to the public at locations around the county such as the Gem County Courthouse, local public libraries, Gem County Historical Museum and other public places. The report should be available on the Gem County website.
- 7b.4 Other sites that meet the criteria for local, state or national registers, but are not currently listed, should be nominated for the appropriate historic status by the GCHPC.
- 7b.5 Identify local sites in a special program initiated with the cooperation of other agencies, businesses and organizations with review and approval by the GCHPC.
- 7b.6 Recognize citizens who have made outstanding efforts in the areas of archaeological and historic site preservation.

## Unique Natural and Scenic Resources

### Introduction

The view from Freezeout Hill is of a beautiful, serene valley, aptly named “The Valley of Plenty”. This beautiful, green, serenity should be preserved as much as possible as the valley grows.



Figure 6 Depot Park



### Places of Natural and Scenic Beauty are:

1. View of the Emmett Valley from Freezeout Hill
2. The Payette River
3. Pickett's Corral; the rock formation
4. The Foothills
5. Squaw Butte
6. Little Butte
7. Rattlesnake Gulch; rock outcropping on Sweet-Ola Highway
8. Reagan's Butte
9. Roystone Hot Springs
10. Sweet Water Springs Site
11. Squaw Creek
12. The Basye Road, AKA the 1927 Old Motor Road, or AKA Old Freezeout Road
13. The dark night sky



Figure 7 Emmett Valley

**Unique Natural and Scenic Resources Goal Statement**

1. The Gem community should maintain the current and historic small, quiet town, rural atmosphere.
2. There should be minimum development around designated Natural and Scenic Resource areas.
3. The Natural and Scenic areas noted and future designated areas should be recorded and the history of the areas maintained for the education of the public.
4. Where feasible, a marker should be erected to indicate a Natural and Scenic area. The history and/or local legends should be included.
5. The Payette River, Squaw Creek and other designated Natural and Scenic places should be preserved and public access points created and/or enhanced.
6. Outdoor lighting should promote and preserve a dark night sky.
7. Maintain the current standard of a “quiet atmosphere” in the Gem community.

## *Chapter 8 - Recreation and Open Spaces*

### **Introduction**

Parks and recreation opportunities have always been a major interest to the citizens of Emmett and Gem County. Residents consider parks and recreation facilities to be significant factors contributing to the overall quality of life within the area. Growth in and around Gem County has placed additional demands on Emmett for new recreation and park opportunities. Population projections anticipate continuing growth, further necessitating park improvements. Providing park and recreation facilities includes the acquisition and development of land, and funding the ongoing operation and maintenance of developed facilities.

The major objective of Emmett's park program is to provide the best possible recreation opportunities that citizens want. Where possible, park facilities should be combined with school playgrounds to maximize their use, reduce operating expenses, and improve opportunities for supervision of activities. The nearby state parks supplement these locally based facilities by providing recreation opportunities for residents of the city and entire region.

### **Existing Conditions**

The City of Emmett has five public parks which have been developed with a variety of recreational facilities. The largest, City Park, contains fifteen acres and is located on Main Street across from the courthouse and the new post office site. The small Railroad Park is located on Washington Street a half block west of the city center. The Baseball Park is located near Hayes and Twelfth Streets and close to the Middle School and athletic facilities. This area contains an improved playground for small children. In addition to these, the City has an Optimist Little League field across from the City Park; and in 1990, a new public park was developed near the hospital and has been named Blaser Park in memory of the individual who donated \$40,000 for the development of that park. These parks are listed in Table 1.

In addition to the five parks listed above, there are five State Parks all close to Black Canyon Dam. Excellent boating facilities on Black Canyon Reservoir are maintained by the State and patrolled by the Gem County Sheriff Department. These parks are listed in Table 2.

Emmett has one Olympic-sized pool constructed in 1992 entirely by private donations. Emmett is also in the Gem County Recreation District which operates recreation programs and maintains the Emmett swimming pool.

The City of Emmett also owns the Gem County Golf Course, a nine-hole facility which is run by the Gem County Golf Association. Many improvements such as a new sprinkler system have been financed by the City. The city airport, which is owned and entirely maintained by the City of Emmett, is adjacent to the golf course.

Gem County owns and operates the Fairgrounds and Rodeo Arena. In late 1994, Gem County purchased the Island property between the North and South channels of the Payette River, just north of the Boise Cascade Lumber Mill. This 60+ acre site will be developed into an outstanding public recreation facility in the years ahead.

**Parkland Categories**

Of Emmett's five parks, City Park is classified as a community park. Blaser Park is classified as a neighborhood park. City Ball Park and Optimist Ball Park are classified as specialty parks. Railroad Park is classified as a linear park.

**Future Conditions**

Emmett's size will continue to increase, demanding more recreational facilities. As this happens, it will be necessary to improve present facilities and develop new facilities for recreation. In Emmett, this should be carried out in close cooperation with the Gem County Recreation District. Revenues for these improvements and new facilities should be obtained through grants as well as donations from individuals and bequeaths from wills and estates.

<b>Table 2 STATE PARKS AT BLACK CANYON RESERVOIR</b>	
<u>Park Name</u>	<u>Acreage</u>
Black Canyon Park	20
Wild Rose Park	16
Cobblestone Park	1
Triangle	2
Montour Campground	1.00
<b>TOTAL</b>	<b>44</b>

There is a possibility that Gem County will have to expand the Gem County Fairgrounds to accommodate increasing population in the county after the year 2000.

**Forecast Needs**

National park standards suggest a minimum system of park lands with five to ten acres per 1,000 population. The City of Emmett has set a goal of five (5.0) acres of developed open space per 1,000 population. The City currently has 5.37 acres per 1,000 population calculated on the 1990 census of 4,601 population. This was calculated on the total park acreage of 24.71 acres as illustrated in Table 1.

Emmett's anticipated population by the year 2010 is 6,900. This would require a total of 35 acres of community parkland. This would mean that the City would have to acquire about 10 acres to meet this growth need.

This Comprehensive Plan has established a clear need for urban space to maintain a good quality of life in Emmett. By the Year 2010, 10 additional acres of park land will be needed to maintain the goal of five (5.0) acres per 1,000 population. The City of Emmett has established a cost of \$15,000 per acre for acquisition and \$20,000 per acre for capital improvements (1994 cost basis), To meet the acquisition and development costs by the year 2010, the cost would be \$350,000 total over a 15 year period.

**Recreation Goal Statement**

Create new public recreation opportunities by developing new parks and expanding existing facilities that respond to the needs of the community.

<b>Table 2</b>		
Future Parkland Needs based on 5.0 acre/1000 pop. Community standard		
	Population in Emmett	Additional Land Required
1994	5,100	None
1995	5,300	+2 acres
2000	5,700	+4 acres
2005	6,300	+8 acres
2010	6,900	+10 acres

**Policies for City of Emmett**

- E1.1 Continue to develop and fund recreational programs and facility maintenance to enhance the use and enjoyment of public parks for all age groups.
- E1.2 Support the development of new community facilities which would include athletic fields (e.g., baseball, softball, soccer) and other multi-purpose facilities.
- E1.3 Maintain and improve citywide parks to assure their continued value to the City residents.

**Policies for Gem County**

- G1.1 Continue to fund improvements at the county fairgrounds to enhance the use and enjoyment of this unique specialized facility.
- G1.2 Explore and implement a development impact fee to help finance improvements at the Gem County fairgrounds.
- G1.3 Support the City of Emmett's recreation function as providing community and neighborhood parks and specialty areas for city residents with Gem County providing a functional fairgrounds and rodeo facility plus the Island Regional park to supplement the County's recreational opportunities.
- G1.4 Encourage and support expansion of the State Park and Recreation programs at Black Canyon Dam and within the Payette River Corridor.

**Park Facilities and Acquisition Goal Statement**

Opportunities for recreation, exercise, relaxation and contact with nature will be provided for residents through the use of land as open space.

**Policies for City of Emmett**

- E2.1 Neighborhoods within the City limits, with limited parkland will receive high priority for park acquisition and development.
- E2.2 Adopt a minimum standard of 5.0 acres of developable neighborhood and community parks plus open space per 1,000 residents.
- E2.3 New development, highway improvements, and all changes of land use will be considered as opportunities to:

- a) Provide pathways, bicycle paths or pedestrian access to Payette River, public parks and links between parks, schools and neighborhoods, working with West Central Highlands, Resource Conservation and Development District (RC&D);
  - b) Negotiate for the acquisition of park sites;
  - c) Encourage the development of recreational open spaces and parks as part of new planned developments; and
- E2.4 Support locating new parks adjacent to schools and recreation facilities. Link schools and recreation facilities together with pathways.
- E2.5 Continue incorporating historical and other significant sites and monuments into the park system.

### **Policies for Gem County**

- G2.1 Gem County supports acquisition of the islands within the Payette River for future public recreation use.
- G2.2 Gem County will require land as needed to expand the fairgrounds and rodeo facilities.
- G2.3 Gem County supports and encourages private sector involvement and community service clubs in the acquisition and development of land for recreation and open spaces.
- G2.4 Prior to disposition of any county owned property, Gem County will contact the Emmett, Letha, Ola, Sweet, Montour and Pearl to determine their interests in acquiring the County's property for potential recreation use in their community.

### **Bike Paths, Pathways, Greenbelt and Trail Goal Statement**

Support the establishment and maintenance of a Greenbelt along the Payette River and various waterways including the preservation of trail and irrigation corridors.

### **Policies for City of Emmett**

- E3.1 Support the multi-use concept of urban irrigation and drainage corridors for equestrian and bicycle trails and equestrian pathways.
- E3.2 Establish and maintain trail links between Emmett schools, parks and neighborhoods.
- E3.3 Through subdivision review, annexation, and zoning, emphasize the establishment of trails and open space corridors.

### **Policies for Gem County**

- G3.1 Coordinate with Ada County to develop a Gem County segment of the equestrian trail from Barber Park in Ada County to Sage Hen Reservoir in Gem County.
- G3.2 Support development of a greenbelt pathway system along the Payette River through Gem County.

**Parkland Financing Goal Statement**

Implement and continually update a fair, proportionate share development impact fee for park land acquisition and site development.

**Policies for City of Emmett**

- E4.1 Annually review parkland acquisition costs and update the development impact fee formula.
- E4.2 Solicit partnerships with the private sector and service clubs to help finance development of new park facilities.

**Policies for Gem County**

- G4.1 Annually review parkland and facility acquisition costs and update the development fee formula.
- G4.2 Adequately finance ongoing operation and maintenance of the Gem County fairgrounds which is an essential county wide recreational facility in the area.
- G4.3 Prepare a schedule of improvements and phasing plan for the Island Park Recreation Facility and use a variety of financing tools to develop portions of this park in the near term.

## *Chapter 9 - Public Facilities*

### **Introduction**

Emmett has traditionally provided a very high level of public facilities and services. Citizens are satisfied with city and county services even though the local tax rate is among the lowest in Idaho.

The projected growth in population for Emmett and Gem County will require corresponding expansion of public facilities and services. Policies concerning the manner in which public facilities are expanded can help direct the location and intensity of future residential, commercial and industrial development.

The findings and policies of this component address general issues related to public facilities and services as well as issues concerning water, sewage disposal, police, fire protection, utilities, library, hospital and airport services.

### **Existing Conditions**

Community goals emphasize the desire to maintain the high quality of utilities and services within the City and County. Since the community's utilities are an important management tool in land development, scheduling adequate public utilities and services to support development is necessary to meet community needs.

Emmett's governing body consists of a mayor and six council members, overseeing 38 permanent, full-time employees. The Council, which is elected by the community-at-large, functions as the board of directors for the municipal corporation. The Council's primary responsibility is to set public policy for the city.

Gem County is governed by three elected County Commissioners who establish public policy and oversee day-to-day operations. There are 27 full-time employees working for Gem County government.

### **Current Public Services**

**Administrative Services:** General administration includes the Mayor and six Council members for the City of Emmett and three elected commissioners for Gem County.

**Clerk and Personnel:** This city and county service includes computer information services, treasury, accounting, personnel and billing services.

**Community Development Services:** The City of Emmett and Gem County have a professional planner. These departments review all new development requests in the community (as appropriate), administer the zoning/subdivision/building and sign ordinances and also manage state or federal grants.

**City of Emmett Public Works:** This department is responsible for all aspects of engineering, building, storm drainage, airport operations, water works, wastewater and the maintenance of streets.

**Legal:** Legal services is a contracted service in the City of Emmett. Both civil and criminal prosecution are handled by private firms to meet fluctuating demands. The county has an elected prosecuting attorney.

**Golf:** The Gem County Golf Course is a city owned 9-hole course that attracts golf enthusiasts from throughout Southwest Idaho. A clubhouse and practice putting green are available to all golfers.

**Library:** Incorporated in 1926, the Emmett Public Library has been housed in four different buildings, the latest being built in 1972 for the sole purpose of housing a library collection that now contains more than 40,000 books, recordings and periodicals as well as a section of over 800 family-oriented videos. A computerized “LaserCat” assists librarians to obtain materials from other libraries. The library is staffed by a librarian, an assistant librarian, two part-time personnel, and many loyal volunteers. Readers and program participants visit the library at a rate of 7,800 per month. People outside the city limits may purchase a nonresident card for \$40/year, plus tax.

**Medical:** Gem County's Emergency Medical Service (EMS) is manned by a Director of EMS and an assistant. There is also a volunteer force of Emergency Medical Technicians. The active membership is now 22 persons. Re-certification is required every two years and CPR re-certification is required every six months. Training is continuous throughout the year and records are kept to qualify for re-certification. Gem County has State certified personnel to conduct training classes.

There are three ambulances and one extrication vehicle. Medical supplies and equipment are provided by the county. Occasional grants are provided by local organizations to purchase needed equipment. In 1992, there were approximately 600 ambulance calls. In 1993, they increased to 680 and the estimate for 1994 is 750. A new ambulance was recently purchased by Gem County.

The Walter Knox Memorial Hospital plays a vital role in the infrastructure of Gem County. In addition to serving an important portion of the community's health care needs, the hospital employs 92 people, representing 57 full-time equivalents. Based on recent study, Walter Knox Memorial Hospital contributed \$2,891,022 to the area economy in fiscal year 1994. Walter Knox Memorial Hospital receives tax revenues and donations to help maintain operations.

**Airport:** The airport is located 2.5 miles southwest of Emmett. The general aviation facility is owned by the City of Emmett and is operated by Taylor Aviation.

The airport runway was lengthened in 1994 to 3500 feet. The runway has 18 improved tie downs. One hangar used for aircraft repair.

Future plans include resurfacing the runway and building new tie downs.

**Water Supply and Distribution:** Residents in Emmett receive their water from 4 deep wells using 7 booster pumps with a storage capacity of 1,130,000 gallons. The system has the capability of transferring 6,240,000 gallons of water every 24 hours. The normal demand is 400,000 gallons in the winter to 1,800,000 in the summer.

City Engineers have designed a Master Plan of the Water System on computer software to evaluate cost benefits for any future extensions of the existing system. Meter costs vary from \$650 to \$800 depending on size.

There is also a small irrigation system located in several parts of Emmett that is operated by local residents. This system helps reduce a higher summer demand on the Domestic Water system.

**Wastewater Treatment:** The Emmett Wastewater Treatment Plant has the capacity to treat 7.1 million gallons per day. Emmett is one of the few cities in Idaho with adequate capacity for treatment plant expansion. Monthly cost is about \$8.00 for a typical residential user.

**Solid Waste:** Removal services are provided by Emmett Sanitation and billed through the City. Cost of residential service is \$10.00 monthly. County residents take rubbish to the Gem County Landfill.

**Recycling:** Private services are not available to Emmett or County residents at this time. The City offers a composting facility for leaves and grass, which is used by the Emmett park system.

**Maintenance:** The city maintenance personnel consists of one superintendent and 11 full-time employees responsible for the maintenance of all city streets, alleys, parks, ball fields, sewer system, storm drain system, Wastewater Treatment Plant, domestic water and domestic water system. The Gem County Road Department maintains all local roads in the County. Gem County is known for having good, safe roads throughout the County.

**Public Safety:** The Emmett Police and Fire Departments include 27 personnel and 14 specialized vehicles. The City's police and fire stations are located next to City Hall.

County residents are served by the Gem County Sheriff's Department with 18 deputies and personnel.

**Future Conditions**

Based on the growth and employment projections, for 1995-2010, it is evident that public services in Emmett and Gem County must be expanded to maintain the county's quality of life. Based on interviews during the Comprehensive Plan update process, citizens are pleased with the quality of public services in Emmett and the County. Citizens also acknowledge that growth will require service expansion.

The City of Emmett has the ability to provide adequate urban services to meet the demand for urbanization within the Impact Area provided impact fees are authorized. While transportation and some service systems have potential deficiencies, they are capable of expansion to meet the anticipated needs of the Impact Area population.

TABLE 1	
Key Public Services	Enhanced services to maintain community quality of life.
Planning	Update landscaping, zoning and subdivision ordinances.
Public Works	Continue to expand water and waste treatment services.
Education	Develop parks next to school sites. Identify future school sites as development requests are submitted.
Police Services	Modernize facilities and expand personnel.
Fire Services	Develop new fire station north of Payette River.
Roadways	Continue to expand pavement program.

### **Forecast Needs**

Because the population of Gem County is expanding each year throughout the planning period, every public service will have to adjust to increased service demand. Demographic forecasts indicate that the highest rates of employment and population gains will occur between 1995 and the year 2000. Given this positive growth trend, the City and County must expand key public services above their current capacity in order to maintain or enhance the community's quality of life. Table 1 lists some of these new services.

### **General Public Services and Utilities Goal Statement**

Emmett and Gem County will serve all citizens in an objective, efficient and professional manner. Government leaders will periodically evaluate public opinion and take actions to maintain high quality services in the community.

### **Policies for City of Emmett**

- E1.1 Investigate alternative public service financing options.
- E1.2 Encourage hookups to municipal services within the Impact Area.
- E1.3 Consider privatization of services when deemed to be in the public interest.
- E1.4 Consider areas for annexation when the City determines it is advantageous or desirable to annex the property.
- E1.5 Support construction of a new city administration complex which would become a multi-use community facility.

### **Policies for Gem County**

- G1.1 Conduct a detailed comprehensive survey every two years to obtain citizens' evaluation of county services.
- G1.2 All public safety services provided or authorized by the county will be considered good to excellent by a majority of the citizens. The County will strive for a rating of good to excellent in all other services. If a survey indicates that a public safety service is considered less than good or that any other service is poor, the County Commissioners will evaluate that service and take necessary action to eliminate, privatize, consolidate or increase the quality of that public service.
- G1.3 Continue to employ the most productive and efficient county staff and compensate them appropriately.

### **Community Development Goal Statement**

Protect and maintain Gem County's quality lifestyle by preserving and enhancing the community's historic, aesthetic, environmental, economic, and cultural resources through compatible land use development.

### **Policies for City of Emmett**

- E2.1 Continue cooperation with Gem County to ensure compatibility of land uses on private and public lands and access to beneficial services and programs.
- E2.2 Provide efficient public hearings, plan review, permitting, and plan inspection services to support community planning and development.
- E2.3 Revise the zoning and subdivision ordinances and adopt, as necessary, specialized planning tools or development review guidelines, based on the Comprehensive Plan.
- E2.4 Review the Comprehensive Plan on an as needed basis and include a staff analysis for the Planning and Zoning Commission and City Council consideration.

### **Policies for Gem County**

- G2.1 Continue cooperation with the City of Emmett and adjacent counties to ensure compatibility of land uses on private and public lands and access to beneficial services and programs.
- G2.2 Continue to provide efficient public hearings, plan review, permitting, and plan inspection services to support community planning and development.
- G2.3 Revise the zoning and subdivision ordinances and adopt, as necessary, specialized planning tools or development review guidelines, based on the Comprehensive Plan.
- G2.4 Review the Comprehensive Plan on an as needed basis and include a staff analysis for the Planning and Zoning Commission and City Council consideration.

### **Engineering and Public Works Goal Statement**

To provide high quality technical analysis, construction, inspection and maintenance of the City's utility infrastructure and utilities in the City and County.

### **Policies for Emmett**

- E3.1 All new developments should be phased for efficient connection to the municipal water and sewer system within the Impact Area.
- E3.2 Ensure adequate water supply will be available for fire protection and industrial demands.
- E3.3 Continue to develop short and long-range capital water and sewer projects, upsizing existing mains and expansion of the wastewater treatment facility as needed.
- E3.4 Continue to work cooperatively with the County in the planning and implementation of new road projects.

- E3.5 Actively promote a Local Improvement District (LID) financing program for road and sidewalk improvements throughout Emmett.
- E3.6 Support pedestrian and bicycle facilities in the design of all new local, state and federal road projects.
- E3.7 Support continued improvements at the Emmett Airport.

**Policies for Gem County**

- G3.1 Continue to work cooperatively with state and federal highway officials in the planning and implementation of new road projects.
- G3.2 Support pedestrian and bicycle facilities in the design of all new local, state and federal road projects.
- G3.3 Support continued road improvements and pavement upgrades in all areas of the County.

**Public Safety Goal Statement (Fire/Police/Sheriff/Medical)**

To provide the highest possible level of public safety, property protection, crime protection and medical services to citizens and visitors in a courteous, responsive and cost effective manner.

**Policies for City of Emmett**

- E4.1 All proposed commercial, industrial and residential (subdivision) development plans should be reviewed by fire and police protection personnel.
- E4.2 Adequate water supply and water pressure should be available to provide fire protection for development within the Impact Area.
- E4.3 The City of Emmett shall investigate the feasibility of alternative funding options which would be dedicated to acquisition and/or development of fire protection facilities.
- E4.4 Upgrade the police station facility to maintain quality of services and accommodate demands for increased staffing.
- E4.5 Provide basic multi-lingual and ethnic customs training to public safety officers on an as needed basis.
- E4.6 Expand youth crime and drug prevention programs.
- E4.7 Seek State and Federal assistance to expand police services to the elderly and youth age groups.
- E4.8 Take actions to support a four minute or less response time to all emergencies within the county.
- E4.9 Maintain strong public support for Walter Knox Memorial Hospital to retain full medical services within the community.

**Policies for Gem County**

- G4.1 All proposed commercial, industrial and residential (subdivision) development plans should be reviewed by county public safety personnel.
- G4.2 Provide basic multi-lingual and ethnic customs training to public safety officers.
- G4.3 Seek State and Federal assistance to expand sheriff services to the elderly and youth age groups.
- G4.4 Upgrade the sheriffs department and county jail to maintain quality of services and accommodate demands for increased staffing.
- G4.5 Maintain strong public support for Walter Knox Memorial Hospital to retain full medical services within the County.

**Library Goal Statement**

To provide materials and services to help County residents of all ages meet their cultural, educational, informational and leisure needs.

**Policies for City of Emmett**

- E5.1 Serve as the center for self-directed, lifelong learning in the community, enhancing the quality of life for the individual.
- E5.2 Serve as a gateway to resources of information promoting resource sharing with regional libraries, of all types and reciprocal borrowing arrangements with area libraries including the state library.
- E5.3 Provide Emmett residents with accurate, timely information to meet their needs for jobs, home projects, school work, daily decision making and curiosity.
- E5.4 Provide library patrons with the best available technology and data access that city and library financial resources allow.
- E5.5 Increase library collection and facilities to meet population growth.

*Chapter 10 - Transportation*

**Introduction**

As Emmett and Gem County attract more people and development, demand on transportation facilities will increase: Internal circulation considers transportation facilities within the city, while external circulation considers transportation between Emmett, Gem County and other locales in the Valley and State. The Comprehensive Plan policies address both internal and external transportation and alternative modes of transportation.

**Existing Conditions**

Emmett is located approximately 16 miles north of Star and Eagle. Major access to Emmett and Gem County is gained from Highway 44 (East/West) to Highway 52 and Highway 16 (Northbound), or from Interstate 84 near New Plymouth and Fruitland (Eastbound) using Highway 52, or from U.S. Highway 55 near Horseshoe Bend (Westbound) using Highway 52, or from Middleton via Little Freezeout Road.

**Roadway System:**

Emmett roadway system is described in terms of a functional classification of streets which divides the roadways into principal arterials, minor arterials, collectors and local streets. The functional street classification of a roadway is determined by the width, access points and traffic volume. The following is a description of each class of roadway.

Principal/Minor Arterials These streets generally serve the main travel corridors and involve longer trip lengths, carry high volumes of traffic, have a minimal number of access points and discourage on-street parking. They can serve as boundaries for neighborhoods, and have an 80-100 foot right-of-way and a road width intended for three or four lanes. The Average Daily Traffic (ADT) volumes usually exceed 15,000 vehicles on principal arterials.

The following roadways are currently designated principal and minor arterials within Gem County:

Principal Arterials

State Highways 16 and 52  
Sweet/Ola Highway

Washington Avenue  
Black Canyon Highway

Minor Arterials

Cascade Road  
East and West 12<sup>th</sup> Street  
Substation Road  
Main Street  
Mill Road  
Johns Avenue

Vanderdasson Road  
South Slope Road  
Montour Road  
Sales Yard Road  
Idaho Boulevard  
Central Road

Hillview Road  
Desert Road  
Little Freezeout Road  
Airport Road  
Jackson Avenue  
Plaza Road

Collectors Include medium traffic volume streets which collect traffic from local roadways and distribute traffic to other arterials. Generally, they can accommodate two lanes of traffic (occasionally four lanes) and parking is discouraged. They may serve as boundaries for neighborhoods, as well as buffers between incompatible land uses because of their 60-70 foot rights-of-way. The following roadways function as collectors within the Emmett Valley area:

- Portions of Johns Avenue
- 4<sup>th</sup> Street
- Locust Street
- DeClark Avenue
- Boise Avenue
- Letha Main Street

Local Streets Over 40 miles of local streets in Emmett provide direct access to adjacent residential areas and provide local traffic movement. The roadways are generally two lanes with parking and a right-of-way width of about 56 feet and a paved width of 37 feet. Through-traffic is discouraged. Average daily traffic volumes rarely exceed 3,000 vehicles.

#### **Roadway Improvements:**

Local, state and federal funds are used to maintain and upgrade Gem County's and Emmett's roadway system. Table 1 lists major road projects for 1995 -2000. This list does not include any local street improvements that may occur during this time period or projects that will be required due to Emmett annexation.

The Emmett to Council Highway 16 extension as a main North/South Idaho transportation corridor has a very low priority rating with the Idaho Department of Transportation due to construction costs, but this proposed project still has a high priority with Gem County citizens.

#### **Airport:**

Constructed in the 1940's, the Chuck Sawyer Field, Emmett's Municipal Airport, is located on 80 city-owned acres three miles southwest of Emmett. A single runway accommodates an estimated 30 based aircraft. Presently, there are 32 aircraft tie downs with seven visitor spots. In 1994, new runway lights and a rotating beacon were added at the airport site.

#### **Trucking:**

There are five trucking firms in Emmett that access the county and carry logging materials, sawdust and freight.

#### **Pathways:**

Pathways provide greater access and mobility for non-motorists in a safe and convenient environment. A proposed bike and pedestrian trail network for recreation and commute has been included in the Recreation, Parks and Open Space chapter.

Gem County recently purchased the Island property immediately north of the Boise Cascade Lumber Mill for a new county recreation area. The County intends to include pathways in this project.

**Railways:**

The Idaho Northern and Pacific Railroad (INPRR) has acquired the line from Union Pacific, between Nampa and Cascade. INPRR headquarters are in Emmett in the old train station. Emmett has good rail connections to the Union Pacific main rail line near Payette.

**Future Conditions**

As the County grows in the years ahead, the need for better transportation facilities and road improvements will increase. Funding for the future roadway system will continue to come from local property taxes, state funds and federal allocations. Additional funding sources however, will be required to provide a multi-modal system that services business, agriculture and general travel needs.

TABLE 1 City of Emmett / Gem County Transportation Improvement Projects		
Roadway	Segment	Improvement
S. Johns Ave.	South of 7th Street	Rebuild; Add storm drains, curbs and gutters.
E. Main St.	Between S. Johns Ave. and DeClark St.	Widen; Add storm drains, curbs and gutters.
W. Main St.	Three Blocks	Drainage
VanDussen Rd.	End of pavement to north	Upgrade from gravel to pavement.
Ola Rd.	End of pavement to north	Upgrade from gravel to pavement.
S.H. 16 Extension	Emmett to Council	Move up on State priority list
Washington Ave.	Full length	Bicycle lanes
4th Street	Full length	Bicycle lanes

The private motor vehicle will continue to be the primary mode of transportation throughout the planning period. The other most important modes of transportation will be the bicycle and public transit between Emmett Valley and Treasure Valley. Increased use of bicycles and a new public transit service between Emmett and Boise are forecast to occur within the planning period.

**Future Needs**

**Roadways:**

To meet demands of population growth, all roads serving Emmett residents must be continually improved. The assigned functional classification of roads throughout the planning period (1995-2010) is necessary to assure funding availability from state, federal and local sources. Due to forecast development, the current minor arterials in the County will remain arterials with increased Average Daily Traffic volumes.

**Airport:**

Future airport improvements include the following: new hangars, expansion of tie downs and apron, and pavement rehabilitation on the runway and taxiway. The Forecast of Operations is shown below.

**Pathways:**

To meet future recreation and alternative transportation needs, joint city, county, state and federal actions will be necessary to develop a multi-use pathway system (pedestrian, equestrian, bicycle) along the Payette River.

Emmett Airport Forecast of Operations*				
1991	1996	2001	2006	2011
25,500	28,250	31,000	33,750	36,500
*Aircraft operation - an aircraft landing or takeoff.				

**Public Transit:**

To meet forecast employment and population demands, and to enhance the economic viability of Gem County, a public transit system connecting Gem, Ada and Canyon Counties will be necessary within the planning period (1995-2010).

**Transportation Goal Statement**

Develop a balanced and mixed transportation system which provides for the efficient and safe movement of people and goods.

**Policies for City of Emmett**

- E1.1 Achieve a balanced transportation system including roadways, public transit, bicycle route, sidewalks, etc.
- E1.2 Support a local transportation system connected to all modes of the regional transportation system.
- E1.3 Encourage a transportation system designed and developed to reduce existing traffic congestion and facilitate the safe, efficient movement of people and goods within the community.
- E1.4 Encourage clustering of uses and access points along arterial, minor arterial and section line roads where applicable.
- E1.5 Support improvement projects which provide for the transportation needs of the elderly, low income and persons with disabilities.
- E1.6 Preserve and protect future transportation corridor rights-of-ways through the development review and permitting process.
- E1.7 Require traffic studies evaluating the impact of generated traffic volumes (internal and external circulation) to preserve the integrity of residential neighborhoods, as requested by the City.
- E1.8 Continue to participate in the development of the Treasure Valley Regional Transit System to ensure service for Emmett residents.
- E1.9 Encourage development of park-and-ride lots as demand requires.

- E1.10 Continue to support the extension of State Highway 16 from Emmett to Council through Indian Valley.
- E1.11 Work with State Transportation officials and Ada County officials to designate a new portion of State Highway 16 which would extend south of State Highway 44, across the Boise River and connect with McDermott Road and the new, proposed I-84/McDermott Interchange.

**Policies for Gem County**

- G1.1 Support a balanced transportation system inclusive of roadways, public transit, bicycle route, sidewalks, etc.
- G1.2 Support a local transportation system connected to all modes of the regional transportation system.
- G1.3 Encourage clustering of uses and access points along arterial, minor arterial and section line roads where applicable.
- G1.4 Preserve and protect future transportation corridor rights-of-ways through land use planning and the development review process.
- G1.5 Actively participate in the development of the Treasure Valley Regional Transit System to ensure service for Gem County residents.
- G1.6 Continue to support the extension of State Highway 16 from Emmett to Council through Indian Valley.
- G1.7 Work with State Transportation officials and Ada County officials to designate a new portion of State Highway 16 which would extend south of State Highway 44, across the Boise River and connect with McDermott Road and the new, proposed I-84/McDermott Road Interchange.

**Street Beautification Goal Statement**

Promote the beautification of federal, state and local roads to improve the visual impact of Emmett and Gem County.

**Policies for City of Emmett**

- E2.1 Develop and promote a street tree program for all new development allowing trees to be planted in street right-of-ways.
- E2.2 Require site landscaping at all new development at designated entryway corridors (e.g. Washington Avenue, State Highways 16 and 52).

**Policies for Gem County**

- G2.1 Require site landscaping for development at designated principal arterials, e.g. State Highways 16 and 52.

G2.2 Support roadside clean-up programs to enhance the appearance of roadways throughout the County.

### **Transportation System Development Goal Statement**

Emmett and Gem County will identify transportation projects that need to be funded and constructed for community development and public safety.

### **Policies for City of Emmett**

- E3.1 Annually update the City Capital Improvement Plan to include traffic facility improvements. The update should be part of the annual budgeting process.
- E3.2 Continue to support the improvement plans for the Emmett Municipal Airport.
- E3.3 Work cooperatively with State and local highway districts to plan transportation projects affecting Emmett.

### **Policies for Gem County**

- G3.1 Annually update the County Capital Improvement Plan to include appropriate traffic facility improvements. The update should be part of the annual budgeting process.
- G3.2 Work cooperatively with State and local highway districts to plan transportation corridors affecting the County.
- G3.3 Request state and federal approval of the State Highway 16 extension to Council. Take actions to preserve right-of-way corridor.
- G3.4 Work with State Transportation officials and Ada County officials to designate a new portion of State Highway 16 which would extend south of State Highway 44, across the Boise River and connect with McDermott Road and the new, proposed I-84/McDermott Road interchange.

### **Pathway Goal Statement**

Emmett and Gem County will consider equestrians, pedestrian and bicycle needs in all land use decisions.

### **Policies for City of Emmett**

- E4.1 Develop a specific Emmett pathway plan with citizen participation, to expand opportunities for alternative mode transportation and pathway use.
- E4.2 Consider all new development an opportunity to provide and improve bicycle and pedestrian facilities.
- E4.3 Provide for safe pedestrian walkways, whether paved or unpaved.
- E4.4 Support clearly marked bikeways and trails in all development that includes pathways.
- E4.5 Improve the condition of existing walkways and incorporate Americans with Disabilities Act standards for handicapped access in new development.

**Policies for Gem County**

- G4.1 Appoint a Citizen Committee to prepare a County pathway plan with citizen participation, to expand opportunities for alternative mode transportation and pathway use.
- G4.2 Consider all new development an opportunity to provide multi-use pathways.
- G4.3 Support multiple use designation of canal roadways to allow pathway use along appropriate irrigation canals.
- G4.4 Support the proposed Barber Park to Sagehen Reservoir Equestrian trail project as a joint effort with Ada County, horse enthusiasts and state/ federal agencies.

**Transportation Financing Goal Statement**

Emmett and Gem County will identify and implement funding programs to finance basic street improvements and maintenance projects.

**Policies for City of Emmett**

- E5.1 As allowed by Idaho Code, implement a proportionate share development impact fee program or other funding options to include transportation improvements.
- E5.2 Investigate financing programs appropriate to street improvement projects.
- E5.3 The City will actively promote a Local Improvement District (LID) financing program for street improvements. The City will establish a Street Improvement Fund to be used in matching the LID funds in accordance with a financing formula set forth by the City.

**Policies for Gem County**

- G5.1 As allowed by Idaho Code, implement a proportionate share development impact fee program or other funding options to include transportation improvements.

## *Chapter 11 - Community Design*

### **Introduction**

This element concerns community identity and design features that present an attractive community appearance of Emmett and Gem County. Maintaining and enhancing the livability of the community relies on conserving the area's natural and historic features, protecting its scenic vistas, enhancing entrance corridors and ongoing efforts to upgrade unique areas of the County. Upgrading community design standards for landscaping, building design and signage can be accomplished through the adoption of development review criteria to ensure that development occurs in a compatible manner. This will be overseen by the design review committee.

### **Vision Statement**

In anticipation of growth and through assessment of need, we will promote attainable goals that will guide individual and commercial development.

Strive to create an aesthetically pleasing community and protect the unique natural beauty and small-town character of our community.

### **Quality of Life Goal Statement**

Sustain, enhance and promote carefully considered economic growth, exceptional schools, quality housing and more recreational choices that contribute to the high quality of life in Gem County.

### **Policies**

- 11a.1 Maintain and encourage a small town-friendly community where people want to raise families and a place to which people wish to return.
- 11a.2 Support economic expansion throughout the community, including a diversity of shops that enhance the community's character. Attract businesses that provide competitive employment opportunities.
- 11a.3 Develop and publish standards for housing that encourage continuity of design.
- 11a.4 Continue to add recreational choices for families and youth alike.
- 11a.5 The community should consider setting water quality standards that encompass existing housing and future growth.
- 11a.6 Within the downtown, lighting should be considered to include a consistent type and style of lighting.

### **Community Design Goal Statement**

Standards shall promote, encourage and enhance an aesthetically pleasing community that citizens can be proud of. Our community should reflect the values that are important to us, such as economic opportunity, recreational opportunities, environmental interests, quality education, quality health care, and a sense of security.

### **Policies**

- 11b.1 A community design review committee will be established.
- 11b.2 Follow adopted landscape ordinances.
- 11b.3 Encourage area beautification with reasonable sign standards that enhance the community.
- 11b.4 Require the beautification of streets, parking lots and public parks as stated in the landscape, lighting and sign ordinances.
- 11b.5 Control the spread of noxious weeds.
- 11b.6 Take actions to remove litter on public lands, state highways and county roads.
- 11b.7 Recognize the Payette River as an important resource for the community and for its potential recreational use.

## Entryway Corridors

Entryway corridors are arterial roadways entering the community that introduce both visitors and residents to Emmett and Gem County. The City of Emmett entryways include Highways 16 and 52, Washington Avenue and Johns Avenue. Major Gem County entryways include Highway 16 to the south and Highway 52 to the west and north. Entryway corridors to Letha are Idaho Blvd from the west and Vanderdasson Rd from the east. The Sweet-Ola Highway going north/south, creates the entryway corridors for both the towns of Sweet and Ola.

Entryway corridors are a community's "front door." It is acknowledged that the corridor's landscaping, commercial signage and building character provide the first, and oftentimes, the most lasting impression of the entire community. Strong subliminal messages are delivered to the traveling public and to local citizens alike. The community's economic vitality, its willingness to ensure the safety and well-being of its citizens, its degree of concern for the natural environment, and the respect citizens have for one another are but a few of the messages that are conveyed. Therefore, the entire community, and most specifically its governing bodies have the responsibility to guide the development and redevelopment that occurs along entryway corridors.

The design review process should guide development and redevelopment. It will address the individual requirements that best enhance Gem County's entryways with landscaping, traffic flow control, lighting and signage requirements.

## Entryway Corridors Goal Statement

Promote and encourage aesthetically pleasing approaches to the community by encouraging clean roadsides and controlled design.

## Policies

- 11c.1 Once the design review committee is established, ordinances should be prepared for entryways into the Gem community.
- 11c.2 The community should consider implementing design standards for: building design, landscape, signage, lighting, trash, weed control and other necessary standards.
- 11c.3 Entrance corridors shall be adequately signed to appropriately welcome visitors to the community and direct them to points of interest and community events.
- 11c.4 Minimize overhead utility lines where possible to enhance scenic vistas.
- 11c.5 Gem County will actively work with Idaho Transportation Department (ITD) to establish entryway corridor standards.

### Established Neighborhoods

Future development should recognize the vitality of established neighborhood areas. Downtown residential neighborhoods contribute to the viability of commercial activities should be encouraged.

The objective is to protect, maintain and improve the quality of established neighborhoods in Gem County. New construction that maintains the style and surrounding scale should be encouraged.

### Policies

- 11d.1 Improve roadways and sidewalks in older neighborhoods. New construction may include a balanced transportation system, including bicycle lanes and safe sidewalks.
- 11d.2 Promote a street tree program to encourage the beautification of the community. Trees adjacent to the street should be replaced as old trees are removed, as ordinances require.
- 11d.3 Within the City of Emmett, continue to upgrade the existing local government complex so it remains a viable government center in the East Main Street neighborhood. Government operations should remain in downtown areas.
- 11d.4 Infill (replacement of existing housing) should blend well, have rear parking where available, and have architectural design that is complementary to existing structures, minimizing garages, and orient living space to the street.
- 11d.5 Encourage residential housing above commercial establishments in the City of Emmett downtown.
- 11d.6 Encourage multi-unit housing with adequate parking in established downtown areas.

## **Residential Housing**

All future and existing residential housing including single family dwellings, multi-family housing, owner occupied and non-owner occupied housing (vacant or rental) shall meet or exceed the minimum design standards. These standards are specified by city ordinances and outlined and enforced by the community design review and/or community planner. These standards take into consideration the aspect of appearance and integration. The appearance of new housing should be closely guarded so as to enhance, improve and maintain the area's look and style. The integration of new housing is to be complementary to the existing structures and meet the design standards.

## **Existing**

Defined as areas already developed with houses, business and industry including historic areas. The idea is that these are to be maintained and any future proposed changes are to take in the existing feel, architectural elements and designs that are already defined within the area. Here the community design review and/or community planner would set forth criteria for building design, landscaping, signage and other aesthetic standards.

## **New Development**

These areas must comply with guidelines and standards, such as the amount of common or open areas, pathways, landscaping etc. Subdivisions should be scrutinized to uphold ideals of quality of life and the potential impact on the community.

## **Impact Area**

These areas should comply with City requirements in anticipation of being annexed. Development should be allowed in the City Area of Impact on the condition that upon annexation, sewer and domestic water facilities would be provided to such a development at the owner's expense. Roads, sidewalks, lighting and open spaces would be designed to meet or exceed city ordinances and requirements.

## **Rural**

These areas are defined by land use. These should remain, as they are to maintain the "farming way of life", with irrigation, animals, crops, wildlife and a preservation of the visual amenities within Gem County. The goal is to encourage the preservation of natural resources such as creeks, drainages, steep slopes, and ridgelines as visual amenities. Buffer and transition zones should be developed between conflicting types of land use. We intend to preserve the rural way of life.

### **Downtown / Central Business District**

Historically and also today, the City Center is the commercial and transportation hub of Emmett. This historic significance lends a small town character and sense of place important to the community. As the historical center of Emmett, the downtown contains a number of buildings worthy of preservation and continued use. The potential exists to continue strengthening downtown to attract tourists and shoppers from beyond Emmett and serve as a focal point for city life. Designed with pedestrian focus, downtown Emmett should be a mix of commercial, cultural and residential uses stimulating community activity and providing a unique housing market for people who enjoy living close to the commercial and community center. This applies to all communities in Gem County.



### **Downtown / Central Business District Goal Statement**

Encourage the location of uses in Downtown Emmett that are compatible with civic, culture and business purposes and promote the area as the community focal point.

### **Policies**

- 11e.1 The City and County shall continue to work together to support new development in downtown Emmett.
- 11e.2. Adequate public parking is vital to the businesses of our community. The City of Emmett is encouraged to maintain and increase parking in downtown.

## **Gem County Waterways**

A special natural and man made feature of Gem County is the Payette River, reservoirs, and various creeks, canals, drains, ponds and laterals. We encourage the development of these waterways to provide water recreation plus a trail network for designated walking, cycling, running and horseback riding, where applicable. All waterways including the reservoir, creeks, Payette River, canal, ponds and the aquifer must be protected and maintained.

### **Waterways Goal Statement**

The City and County shall balance the diverse uses of its waterways by protecting, enhancing and maintaining the natural, hydrological, scenic, historical, agricultural, economic and recreation qualities of lands along creeks, canals, ponds, drains, laterals, reservoirs and the Payette River.

### **Policies**

- 11f.1 The Payette River and irrigation network are an important part of the open space system of the community.
- 11f.2 Public access along the waterways shall be protected and maintained, but also protect adjacent private properties from the negative impact of public recreation uses as necessary.
- 11f.3 The City of Emmett will take the primary responsibility for implementing pathways along the south side of the Payette River within the City boundary.
- 11f.4 Gem County will retain the primary responsibility for implementing pathways near the Payette River within the Island park area.
- 11f.5 The City and County shall work with other Federal and State Agencies to implement these policies.

*Chapter 12 - Land Use*

**Introduction**

The following chapter presents the goals, objectives, policies, and implementing program references for the land-use policies of the Gem community.

**Goal**

To fulfil a responsibility to our community by maintaining a place of quality, respectful of citizens’ rights, ensuring formulated growth with strategic planning and cooperation.

**Existing Conditions**

The City of Emmett currently encompasses approximately 1,500 acres. The County of Gem is approximately 360,064 acres.

<b>Gem County Land Ownership</b>	<b>Acres</b>	<b>Percent</b>
Private Land	202,825	56.3%
Federal Land	135,009	37.5%
State Land	20,325	5.6%
<b>Total Lands of Gem County</b>	<b>360,064</b>	<b>99.5%</b>

*Source: "2004 Idaho Public Lands: Facts and Figures"*

*Published by the Idaho Association of Counties*

<b>Private Gem County Land Ownership</b>			
<b>Rural and City</b>	<b>Acres</b>	<b>Acres</b>	<b>Percent</b>
Residential / Commercial / Industrial	12,796		
Rural		11,246	87.9%
City		1,550	12.1%
<b>Total Residential / Commercial / Industrial</b>	<b>12,796</b>		

*Source: Gem County Assessors Office - 2005 Real Property Abstract*

**Definitions (of areas as designated on the Future Land Use Map)**

**Agriculture / Natural Resources** – Irrigated and non-irrigated lands located throughout the county that consist of a diversity of natural resource-based land uses, including crops, pastures, grazing, mining, forestry and similar industries that are land-dependent.

**Central Business District** – Historical district, located in the traditional downtown area of Emmett.

**Commercial, Office, and Retail** – Primary uses include community and neighborhood retail, wholesale, service, office and limited manufacturing.

**Essential Public Facilities** - facilities for which the capacities may be specifically linked to the approvals of developments that create demands for those facilities. For purposes of this Gem community plan, essential public facilities include but may not be limited to: water, wastewater, stormwater, transportation system, fire protection and schools (facilities and transportation).

**Industrial** – Warehousing, general manufacturing, railroad and industrial business constitute the majority of uses in this category.

**Public/Quasi-Public** – Includes government offices, public schools, parks, private schools, health care facilities, churches, utilities, cemeteries and airport.

**Recreation/Open Space** – Generally includes areas such as parks and recreational areas as well as underdeveloped private or public lands.

**Residential** – Primarily single-family and multi-family dwellings.

### General Map Categories and Descriptions

- **Area of City Impact**

The City of Emmett and Gem County will negotiate an Area of City Impact. The boundary is shown on the Future Land Use Map (see *Appendix*). The boundary is determined jointly by the governing bodies of the City of Emmett and Gem County based on the following criteria: ability to serve area with sewer and other municipal services, trade area and geographic features.

Any new development within the Emmett Area of City Impact will be subject to the requirements set forth by the adopted agreement between the County of Gem and the City of Emmett.

Area of City Impact is expected to be the most urbanized area of Gem County. It contains Emmett, which is the county seat and center of government activities, and is also the employment center of the county. Build out residential densities are expected to be higher in the Area of City Impact than the other two planning areas. Until municipal services are extended to out-lying parcels in the Area of City Impact, properties are encouraged to remain at lower densities. This will allow for a more efficient and cost-effective network of sewer and water lines to be constructed upon future annexations.

In order to preserve the Area of City Impact for urban development and to better facilitate the future extension of sewer and water lines throughout this area, the minimum lot size for unincorporated land within this area will be five (5) acres. However, if a resubdivision plan is submitted to clearly demonstrate how the parcel may be resubdivided in the future and how services may be extended through the site, the County may consider allowing less than five (5) acre lots in the Area of City Impact. Upon annexation, the minimum lot size will be as required per the City of Emmett zone (which is typically approved with the annexation application). The purpose of this policy is to keep properties as low density until city services are extended to properties within this area to allow for more efficient planning, funding and construction of municipal water, sewer and stormwater facilities.

A planning goal of the Area of City Impact is to keep enough land within this area to ensure an adequate supply of land for urban growth into the future. This will require periodic review of the boundary and expansion of the area on an incremental basis while continuing to preserve non-conforming uses. Gem County and City of Emmett officials will frequently review the Area of Impact Agreement to determine exactly when and where the boundary should be expanded. This determination will be based, in part, on a Capital Improvement Plan developed by the City of Emmett, or some similar budgeting tool used to show how future public facilities will be extended.

- **County Residential Impact Area**

This Future Land Use Map designation is an area set aside for primarily residential development. Some mixed planned development and industrial development is also designated in and around the Shadow Butte Industrial Park west and southwest of Emmett and commercial development is shown along State Highway 52 north of the Payette River. The community must provide areas where this development will be directed. The long-term vision for this planning area is to maintain the uniquely rural character and to preserve non-conforming uses.

The Gem Community is committed to orderly, logical and fiscally-sound growth. We believe in the principle of guiding development in such a way that the existing citizens and taxpayers are not burdened with more than their fair share of the cost of development. This is especially true in the arena of planning for public infrastructure improvements – particularly new transportation projects like roads and bridges. In an effort to guide new development in the County Residential Impact Area, Priority Growth Areas are shown on the Future Land Use Map (within the blue County Residential Impact Area). The purpose in establishing these areas is to identify where the County intends to allocate and target new funding for public infrastructure and public services improvements like roads, bridges and Emergency Medical Services. Having these Priority Growth Areas will also benefit the Emmett School District, the Mosquito Abatement District, public utility companies and other public entities in developing their strategic plans for growth in these outlying areas.

More detailed descriptions of future land uses and the Priority Growth Areas within Area of City Impact and County Residential Impact Area are provided later in this chapter and are depicted on the Future Land Use Map. These descriptions include Mixed Planned Development and General Residential categories.

- **Agriculture/Natural Resources**

These land areas are located outside the County Residential Impact Area, and include lands with irrigated water rights and also non-irrigated, dryland areas. This is an area where the community recognizes that there will be rural residential in long-range planning, but the purpose of this land-use policy is to buffer agricultural pursuits and to provide guidelines for conversion to future rural residential development, 1 unit to 40 acres or more. Agriculture / Natural Resources does not include the communities of Sweet, Letha, Ola, Pearl and Montour. New building and development within Agriculture / Natural Resources is based upon the existing zoning. For example, if a property is zoned for less than 1 unit per 40 acres in Agriculture / Natural Resources or if a property has rights granted those rights are not changed by this Comprehensive Plan or its policies. Rezoning or subdivision requests within Agriculture / Natural Resources are generally not supported as the County is investing its public improvement funding in the County Residential Impact Area. As noted above, this policy does not necessarily apply to the communities of Sweet, Letha, Ola, Pearl or Montour. Rezoning and/or subdivision requests within these established areas will be determined on the required findings in the ordinances.

## Growth Management

Gem community citizens consider growth management a high priority issue. Existing elements of growth management include: annexation policies, the Gem Community Comprehensive Plan, Zoning and Subdivision Ordinances, Sewer and Water Plans and Health District Policies. Annexing land, and subsequently extending services throughout the Area of City Impact allows for an orderly, logical expansion of the city.

## Future Conditions

There are several important social, economic and environmental factors and trends, which will influence future land use in the Gem community throughout the planning period of 2007-2025.

These factors and trends are:

- Increasing population and increasing employment
- Providing for housing diversity
- Increasing demand for business development
- Increasing development along the Payette River

The proposed future land uses for the community are shown on the Gem Community Comprehensive Plan Future Land Use Map. This map reflects a mix of land-use areas designed to provide adequate expansion areas from 2007 through 2025. The land-use element is based on the following objectives:

1. Respect for the responsibilities and rights of land ownership;
2. Planned, mixed uses along high volume traffic corridors, as shown on the Gem Community Comprehensive Plan Future Land Use Map;
3. Designating ample land for urban expansion and encouraging infill;
4. Recognize the unique living qualities and rural lifestyle character of Emmett, Letha, Montour, Pearl, Sweet and Ola.
5. Compatibility with the airport;
6. Providing ample school, park and open space sites for better quality of living.
7. Multiple use of public facilities wherever feasible.
8. Gem community anticipates a new collector road in the eastern area of Area of City Impact. The City of Emmett envisions neighbourhood, commercial and limited retail at key intersections.
9. Gem community suggests that a north/south highway stay west of Emmett, if funding ever becomes available.

The land use depicted in the Future Land Use Map represents a long-range vision of community development in generalized areas. Each land use represents a consensus from input and ideas expressed by citizens, community groups, and local leaders.

### **Planned Community**

The Planned Community designation refers to tracts of land located throughout the County that are suitable for large, mixed planned developments (where the total land area is greater than 320 acres). These areas are located outside existing Areas of City Impact and have a boundary that enhances the area's ability to incorporate or be annexed. Planned Community areas may include a mixture of compatible uses and will likely emphasize a mix of residential uses, such as combined single-family detached residential, medium-to-high density residential and rural residential. These areas may also integrate industrial, commercial, office, open space, public and related land uses with the residential land uses. Planned Community areas are intended to be developed under the guidance of specific plans and to have a high degree of self-sufficiency in that they include or are in reasonable proximity to essential public services and commercial and community facilities. As of 2007, there is only one approved Planned Community in Gem County – the Black Canyon Planned Community near Shaleroak Road and the Black Canyon Reservoir. It is not the intent to designate any other new Planned Communities on the map unless and until those developments receive application approval.

### **Central Business District / Downtown Emmett**

Downtown Emmett features a mix of historic architecture, & residential dwellings, with a range of retail and commercial business. The Central Business District is to be pedestrian-oriented and an area where a high priority is given to building and street design and creating a sense of place for the Gem community. New development in this district will be guided by a Design Review Ordinance and a Design Review Committee that establishes guidelines and standards for both building and site designs. This district plays an important role in helping to define the community's unique identity within the region. This area is designated for revitalization and new construction and renovations should reflect the historic architecture detail and style of the area. A Historic District Overlay Map is shown in the Appendix, which depicts the boundaries of the historic district as envisioned by the Gem County Historic Preservation Commission.

### **Commercial**

- **General Commercial**

General commercial includes uses such as retail stores, offices, service establishments, shopping centers and wholesale businesses. Residential uses such as housing, hotels and motels may be allowed. The commercial center category is oriented to land parcels with arterial or highway access, which requires a mix of commercial or business land uses for successful development. Single, stand-alone developments within the general commercial area may have a total of 80,000 to 120,000 square feet of building area, but no single building in excess of 50,000 square feet.

- **Neighborhood Commercial**

A moderate sized shopping area that features a grocery store but may also include a drug store or variety of services such as stationary, clothes, restaurants, dry cleaners, real estate, gardening and other similar uses. A neighborhood commercial area may have a total of 15,000 to 30,000 square feet but no single buildings in excess of 25,000 square feet.

- **Limited Retail**

Establishments providing retail services, occupying facilities of 10,000 square feet or less. Typical establishments provide for specialty retailing or retailing oriented to the surrounding vicinity. This designation is intended to be used primarily within Area of City Impact.

### **General Industrial**

This category consists of manufacturing, processing, warehousing and most types of industrial uses. In setting aside areas for industrial uses, easy access to railroads, airport or highway systems must be taken into consideration.

Land in the community that is contiguous to land zoned as industrial should be transitioned with buffers and compatible uses.

### **Mixed Planned Development**

These areas are unique in that they are accessible by arterials, and/or rail lines and/or the airport. These areas are greatly affected by contiguous industrial, residential and commercial land uses. In order that compatible land uses and efficient uses of the land might occur, these lands are anticipated for a variety of planned, compatible mixed uses. Probable mixed uses for these areas could be commercial, multi-family residential, open space uses (as a means to buffer highway noise), light industrial, office, public and related land uses. Heavy industrial uses are not envisioned as part of the Mixed Planned Use areas. Single-family uses are only allowed through the Special Use Permit process. The vision of these mixed use areas is to allow commercial and light industrial uses without requiring a Special Use Permit in order to facilitate and streamline business expansion and development. For properties adjacent to State Highway 16 and 52, a design review process will be required for the building design to ensure this entryway corridor has high quality construction. Single, stand-alone developments within the Mixed Planned Development area may have a total of 80,000 to 120,000 square feet of building area, but no single building in excess of 50,000 square feet.

### **Areas of Critical Concern**

Areas of critical concern include the Payette River within boundaries of Gem County, Squaw Butte, Squaw Creek, Black Canyon Reservoir, slope areas, ridgelines, National forests and all designated wetlands. The hilltops and hillside areas around the Emmett Valley are also considered areas of concern warranting special review for new development.

Payette River has a major impact on Gem County. The river contributes to the quality of life, commerce, and historical and natural resources of the county. Special consideration may be required when determining development in this area of critical concern. Unique requirements are necessary in zoning ordinances to manage land development along the Payette River.

The main portion of the Payette River has multiple-use status including agriculture, energy production and recreation. The recreation portion of the river should include pedestrian and equestrian uses through greenbelt and pathway development.

### **Park/Recreation Land Use**

Park and recreation land includes neighborhood and community parks as well as special-use recreation areas. This includes pedestrian and equestrian uses through brown-belt development. The vision for the Greenbelt shown on the Future Land Use Map is construction on both the north and south sides of the Payette River. It is also the intention that this pathway serves to preserve public access to the Payette River at several locations along the corridor. These areas can be public or privately developed but should be fully inter-connected.

### Existing Emmett City Limits

This map designation includes the current incorporated city limits of the City of Emmett. Within the existing Emmett urban area are multiple, mixed-land uses that comprise the community.

### General Residential Categories

Maintain a vision map that depicts opportunities to create and enhance activity centers and link planning areas with the existing neighborhoods. Encourage densities to decrease, radiating from the city center that continue to promote the rural character of our community.

- Area of City Impact

These land areas are generally adjacent to arterials and are anticipated for a variety of residential densities. Residential areas in close proximity of city limits, activity centers and public transportation routes should range in density from 3 to 25 units per acre. Radiating from city centers, decreased density should be at 2 to 6 units per acre to ensure compatibility with existing residential development and continue to promote the community vision. Examples of housing types include, multi-family, townhouses, zero-lot-line development, single-family attached and single family detached. This designation is only intended for use in the Area of City Impact. (See additional policies under the Area of City Impact description above.)

- County Residential Impact Area

Residential densities decrease within this area to create a more open and rural atmosphere – transitioning from the urban lot sizes in Area of City Impact.

The following policies will guide development within the Priority Growth Areas, as depicted on the Future Land Use Map:

1. Densities at 1 unit per 1 acre will be allowed within Priority Growth Area 1, as the Zoning and Subdivision Ordinances allow;
2. Densities in Priority Growth Area 2 will be 1 unit per 5 acres (or as allowed under existing zoning) until 80% of the area within Priority Growth Area 1 is served or can be clearly demonstrated that it will be served by essential public facilities (as defined in the front of the Land Use Chapter).

Where essential public facilities are scheduled to be available in accordance with budgets and/or Capital Improvement Plans, the County may approve development at lower than 1 unit per 5 acres if that development is consistent with those plans, regulations, and facility connection policies, subject to the extension of public facilities at the developer's expense.

Where essential public facilities are not scheduled to be provided within adopted budgets or plans, the County may consider the use of Development Agreements where a private developer provides essential public facilities or it may consider allowing only a portion of the property to be developed.

When deciding whether to allow expansion into Priority Growth Area #2, the County will consider the following factors:

- Consistency of the concept plan for the portion to be developed and the entire property with the Comprehensive Plan;
  - System-wide benefits provided by proposed public facilities;
  - Local and regional fiscal and economic benefits;
  - Capital obligations generated by the development;
  - Operations and maintenance obligations generated by the development; and
  - Other benefits consistent with the Comprehensive Plan Goals (e.g., housing, environmental, recreational, economic, transportation, etc).
3. Priority Growth Area #3 - Densities in Priority Growth Area 3 will be 1 unit per 5 acres (or as allowed under existing zoning) until 80% of the area within Priority Growth Area 2 is served or can be clearly demonstrated that it will be served by essential public facilities (as defined in the front of the Land Use Chapter).

Land areas within the County Residential Impact Area, which contribute to an assemblage of properties for a cohesive, planned development that provide central sewer and water service with other amenities may be considered on a case-by-case basis. Clustering should be permitted at a higher density to allow for a more useful pattern of open space and recreation areas. These planned unit developments shall use patterns that will preserve and utilize the natural topographic and geologic features allowing for a variety of housing and building types therefore permitting an increased density of no more than 3 units per acre to encourage smart growth goals for livable communities.

### Land Use Overlays

- Floodplain Overlay

Development along the Payette River, Squaw Creek and other floodplain and flood-prone areas should be recognized as unique where densities should be planned to prevent hazards, enhance the open space, trails and other natural features. Consideration should be taken to protect sensitive habitat and floodway areas.

### General Land Use Policies

- 12.1 Respect the responsibilities and rights of land ownership.
- 12.2 Establish and implement an annual review process to evaluate the relationship between the projected municipal costs and/or county costs and revenues that are related to land use changes, to assure that the community can financially support new development.
- 12.3 Ensure due process of land development is clear and concise and avoid unnecessary delays for citizens and businesses.
- 12.4 Promote high quality residential developments that contain the necessary parks, access to schools, and neighborhood commercial facilities to maintain and form identifiable neighborhoods.
- 12.5 Promote the design and landscaping of attractive entranceways into our communities.
- 12.6 Promote and support the community business cores, including adopting and enforcing policies that promote growth which radiates outward from those core areas of each community.
- 12.7 Support agriculture and business by buffering agriculture and business from incompatible land use encroachment.
- 12.8 Protect citizen investments in existing public facilities by managing growth through community planning, reviews, development agreements and fees.
- 12.9 Development review guidelines will be applied to the special overlay districts.
- 12.10 Review all development proposals in areas that are critical to groundwater recharge and groundwater source to determine impacts, if any, to protect surface and groundwater quantity and quality.
- 12.11 Growth should start at the community centers and radiate outwards in a logical, orderly fashion.
- 12.12 City-Initiated Annexations – All owners of land in Gem County who have not requested the annexation of their land, whose land has become designated by the City of Emmett to be annexed through City-initiated annexation, should be offered by the City an opportunity to enter into a Development Agreement with the City.

### Residential Land Use Policies

- 12a.1 Encourage the provision of quality and diverse housing, as well as creative subdivision designs, of all price ranges for present and future residents.
- 12a.2 Create and maintain a high quality of life through the provision of adequate open space and recreational opportunities.
- 12a.3 Encourage compatible infill development, which will complement existing neighborhoods.
- 12a.4 Support the innovative mix of residential, commercial and light industrial land uses such as through the use of Planned Unit Developments.
- 12a.5 The community shall consider Design Ordinances that will allow for clustering to reduce lot sizes in exchange for open space, flood plain protection or buffering.

### **Planned Community Policies**

- 12b.1 Provide for the planned mix of use of large tracts of land, located outside existing Areas of City Impact, in accordance with the requirements of the Gem County Zoning Ordinance. Such development should be sufficient to accommodate future incorporation or annexation and to provide essential public services, including but not limited to water systems, wastewater collection and treatment systems, public safety services, public schools, public roads and public open space.
- 12b.2 Require that planned community areas are developed in a phased and orderly manner that provides appropriate combinations of land use and promotes a high degree of self-sufficiency for each phase. Self-sufficiency is the ability to provide essential public services and commercial and community facilities or to be served by those located within reasonable proximity.
- 12b.3 Encourage flexibility in site design and innovation in land use.

### **Impact Area Policies**

- 12c.1 The minimum lot area will be established by the City of Emmett and/or Gem County Zoning Ordinance and the Southwest District Health Department.
- 12c.2 Residential areas may be serviced by municipal sewer or water within the City Impact area. When the property becomes contiguous with the City of Emmett, annexation will be evaluated.
- 12c.3 The community should support recreational uses throughout the County.
- 12c.4 Low intensity land uses (such as single-family residential) shall be adequately protected and buffered from high intensity land uses (such as heavy industrial.)

### **Industrial Land-Use Policies**

- 12d.1 Encourage new industrial development to occur within the Mixed Planned Development or Industrial areas and throughout the county where industrial development potential exists.
- 12d.2 Industrial uses should be located where discharge water can be properly treated or pre-treated to eliminate adverse impacts upon city sewer, and surface and ground waters.
- 12d.3 The character, site improvements, and type of industrial developments should be in harmony with uses contiguous to or located in the area because of the land-use planning designations.

### **Commercial / Office Land-Use Policies**

- 12e.1 Support new commercial uses near residential areas in such a way as to complement but not conflict with those residential areas.
- 12e.2 Neighborhood business/shopping uses should be designed for future integration of adjoining residential uses. These should locate close to the intersections of collectors and/or arteries and within planned residential/commercial developments, when they are an integral part of the development plan.
- 12e.3 Encourage commercial infill uses and offices to locate in the Central Business District, business parks, shopping centers, and near high-intensity activity areas, within Letha, Sweet, Ola, Montour and Emmett.
- 12e.4 Support commercial and business developments throughout the county that are compatible with adjacent development and/or agricultural land uses.

**Central Business District Land-Use Policies**

- 12f.1 Support guidelines and standards that will ensure that the city center remains the traditional center for business, retail and government activities in Emmett.
- 12f.2 Encourage activities that traditionally locate in a pedestrian-oriented area including offices, restaurants, employment, specialty retail shops, and mixed residential.
- 12f.3 Maintain adequate public parking and vehicular access as priorities in the business district.
- 12f.4 Encourage the revitalization of traditional downtown areas.

**Mixed Planned Development Policies**

- 12g.1 The development of a variety of compatible land uses should be provided in specific plans and proposals for future development.
- 12g.2 The integrity and identity of any adjoining residential and/or agricultural neighborhoods should be preserved through the use of compatible designs.
- 12g.3 Within the Mixed Planned Development area, no residential will be allowed when two or more differing uses are proposed within the same development, Planned Unit Development standards will be applied.
- 12g.4 Site improvements and types of development should be in harmony with previously developed land in the area, and where located near or adjacent to any existing residential or agricultural area, shall be made to reduce the impact of noise, traffic and any other negative development effects.
- 12g.5 The community should consider the clustering of uses and controlled access points along arterial and collector streets.
- 12g.6 When single family land uses are proposed, enhanced wastewater evaluations will be required.
- 12g.7 Because Mixed Planned Development areas are near State Highways 16 and 52 and other arterials, high quality visual appearance is essential.

**Agriculture / Natural Resource Land Use Policies**

- 12h.1 Encourage management and land-use priorities that support agricultural lands.
- 12h.2 Coordinate land-use planning with adjoining counties where joint land use problems may exist.
- 12h.3 Encourage and support commercial and industrial development throughout the county providing the development is in compliance with Gem County ordinances and supports the county's agricultural economy.
- 12.4 Encourage and support land-use proposals that are consistent with the community development objectives of Letha, Sweet, Ola, Montour, Pearl and Emmett areas.
- 12h.5 Support land management policies on all public lands within Gem County that are consistent with the vision and goals of the Gem community.
- 12h.6 Encourage and support working river status of the Payette River, not to exclude agricultural, recreational or multiple-use management of the Payette River within Gem County.

- 12h.7 The community should scrutinize any development or rezoning proposals in areas that are critical to groundwater recharge and groundwater source to determine impacts to surface and groundwater quantity and quality.
- Any proposal that is approved in areas of close proximity to the river and / or existing wells of 50 feet deep or less, soil composition tests must first be completed by unbiased professionals.
- 12h.8 Support off-road recreational use only in dedicated areas where soils are stable and non-erodible.
- 12h.9 Administer a Confined Animal Feeding Operation ordinance to preserve the opportunity for dairy and feedlot operations in Gem County.

### ***Chapter 13 - Implementation***

#### **Purpose:**

To insure that the goals and policies of the Gem Community Joint Comprehensive Plan are accomplished within the planned timeframes.

#### **Introduction:**

The Gem Community Joint Comprehensive Plan projects a five year rolling window, but extends out to fifteen years to allow time for implementing land use patterns, transportation networks, and facility plans. While this time frame is shorter than previous strategic planning horizons, it reflects the volatility and instability of the present era. This reduced planning period causes leaders in all elements of the Plan to constantly review current indicators and plan accordingly. Frequency and agility are planning attributes that will be essential in the future.

Additional emphasis, and attention to all areas of the Plan will require focused leadership and willingness to embrace change. Gone are the days of “stability” and traditional responses to new challenges.

The successful implementation of The Gem Community Joint Comprehensive Plan, in all of its elements, will position our Community for both the type of change we face, and the rate at which change continues to occur.

#### **Implementation Defined:**

Implementation is defined by Webster’s Dictionary as follows: “to carry into effect; fulfill; accomplish.”

For our Gem Community Joint Comprehensive Plan, implementation is the phase of the planning process that makes the goals and policies of the Plan become realities. The Plan, no matter how good, or well intentioned it may be, is a useless document if it is not effectively implemented.

#### **Implementation Resources:**

Community leaders have several planning resources that serve to assist with the implementation of the Plan. These include, but are not limited to the following:

- County and City Zoning Commissions.
- Joint Planning Commission.
- Land Use Documents: County and City Ordinances which detail the approved use of land within the jurisdictions of Gem County and the City of Emmett. Please refer to Chapter 12 of the Plan.
- Emmett Independent School District #221 Strategic Plan: This plan outlines the future goals and performance of the Emmett School District. Please refer to Chapter 5 of this Plan.

- Strategic Plans of various service providers: for a complete list please refer to Chapter 9 of this Plan.
- County and City Budgets, both Expense and Capital (*see Appendices 13-A (County), and 13-B (City)*). These planned expenditures of citizens' money reflect the goals and strategies of the Plan.
- Community Involvement: Citizen education, involvement, and support is essential. The public must be aware and involved in as much of the planning process and associated decisions as possible. We are blessed with a community known for its spirit and willingness to be involved.
- Plan Review Process: Please see *Appendix 13-C* for the detailed Plan review process.

### Funding Sources:

These funding sources are available to our community to assist in the implementation of the Plan. They include, but are not limited to the following:

- Property Taxes
- State Sales Taxes
- School Bonds and Assessments
- Business Improvement Districts
- Local Improvement Districts
- General Obligation Bonds
- Revenue Bonds
- Enterprise Funds
- User Fees
- Tax Increment Financing
- Community Fund Raising
- State Grants
- Federal Grants
- Private Foundations
- Private Donations
- Permits and Licenses
- Franchise Fees
- Connection Fees
- Impact Fees

### Comprehensive Plan Amendments and Revisions:

The Idaho State Land Use Planning Act provides for amendment(s) and/or revision(s) to the Plan. Any group or person may petition the Gem Community Planning Commission for a Plan amendment/revision at any time. On its own initiative the Gem Community Planning Commission may also originate an amendment or revision to the Plan.

A detailed process for amendment and/or revision to the Plan is contained in *Appendix 13-D* of the Plan.

Note:

- Mapping changes may occur only once every six months.
- Text amendments may occur at any time.
- All requests for change are to be submitted to the Development Services Department, using the approved Revision/Addition Request Form (please see *Appendix 13-E*).

**Implementation Policies:**

- 13.1 Charge the Gem Community Planning Commission as the entity responsible for ongoing Plan critique to insure its relevance and timeliness.
- 13.2 Require that all Community Leaders (elected and non-elected) are accountable for the complete and effective implementation, and communication of the Plan.
- 13.3 Effectively communicate to the community, Plan progress, and results utilizing forums such as: State of the County, City, etc.
- 13.4 Insure that all expenditures of citizens' monies are consistent with all aspects and priorities of the Plan.
- 13.5 Require an annual review of the Plan be conducted by the Gem Community Planning Commission, and effectively communicated to all citizens.
- 13.6 Effectively interact with other planning bodies to look for potential impacts for our Community, and to seek out and implement "best practices."

**APPENDIX**

Supplemental Information for Selected Chapters

**Chapter 1 – Private Property Rights**

**Appendix 1-1**

**Attorney General’s Idaho Regulatory Takings Act Guidelines**

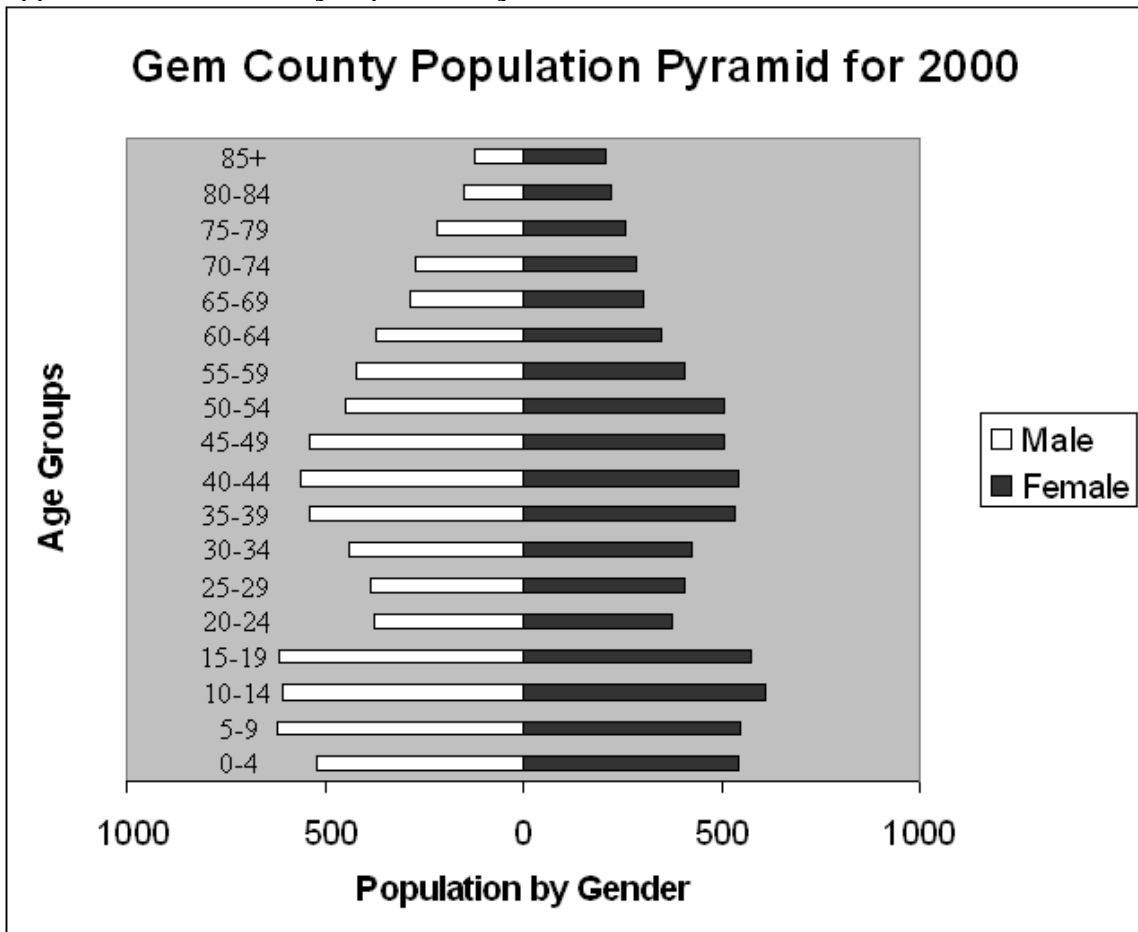
Agencies or local government staff must use the following questions in reviewing the potential impact of a regulatory or administrative action on specific property.

1. Does the Regulation or Action Result in a Permanent or Temporary Physical Occupation of Private Property?
2. Does the Regulation or Action Require a Property Owner to Dedicate a Portion of Property or to Grant an Easement?
3. Does the Regulation Deprive the Owner of All Economically Viable Uses of the Property?
4. Does the Regulation Have a Significant Impact on the Landowner’s Economic Interest?
5. Does the Regulation Deny a Fundamental Attribute of Ownership?
6. (a) Does the Regulation Serve the Same Purpose that Would be Served by Directly Prohibiting the Use or Action; and (b) Does the Condition Imposed Substantially Advance that Purpose?

Chapter 2 – Population and Growth

Appendix 2-1 Historical Population and Changes							
	1980 <sup>2</sup>	1990 <sup>2</sup>	2000 <sup>2</sup>	2008 <sup>1</sup>	Population Change 1980-1990	Population Change 1990-2000	Population Change 2000-2008
Gem County	11,970	11,940	15,220	16,620	-0.3%	+27.5%	+9.2%
Emmett	4,605	4,658	5,490	6,357	+1.2%	+17.9%	+15.8%
State of Idaho	944,127	1,006,749	1,293,956	1,523,816	+6.6%	+28.5%	+17.8%

Appendix 2-2 Gem County Population Pyramid for 2000



<b>Appendix 2-3 Ethnicity</b>		
Ethnicity <sup>2</sup>	Population	Percentage
<b>One Race</b>	<b>14,903</b>	<b>98.2%</b>
White	14,238	93.8%
Black or African American	11	0.1%
American Indian	111	0.7%
Asian	54	0.4%
Hawaiian or Pacific Islander	9	0.1%
Other Race	480	3.2%
<b>Two or more races</b>	<b>278</b>	<b>1.8%</b>

6.9% (1,050) of the Gem Community is Hispanic or Latino (any race)<sup>2</sup>. This figure is listed separately because Hispanic or Latino is considered by the U.S. Census Bureau an origin, not an Ethnicity. Those persons considering themselves Hispanic or Latino are included in Table 2, either as a single race or in the “Two or more races” line, depending on how they filled out the decennial Census questionnaire.

<b>Appendix 2-4 Gem County Population Forecast</b>									
	<u>Historical<sup>2</sup></u>				<u>Forecast<sup>1</sup></u>				
	1980	1990	2000	2008	2010	2015	2020	2025	2030
<b><u>Populations &amp; Households</u></b>									
Total Population	11,970	11,940	15,220	16,620	16,920	17,870	19,140	20,170	20,850
Density (per square mile)	21.3	21.2	27.1	29.6	30.1	31.8	34.1	35.9	37.1
Total Households	4,220	4,420	5,550	6,020	6,337	6,668	7,115	7,470	7,694
Persons per Household	2.81	2.64	2.71	2.69	2.67	2.68	2.69	2.70	2.71

### Chapter 3 – *Housing*

#### Appendix 3-1

Comparative housing characteristics for the Gem Community from the U.S. Census, City of Emmett, Sage Community Resources, City-Data.com and Development Services:

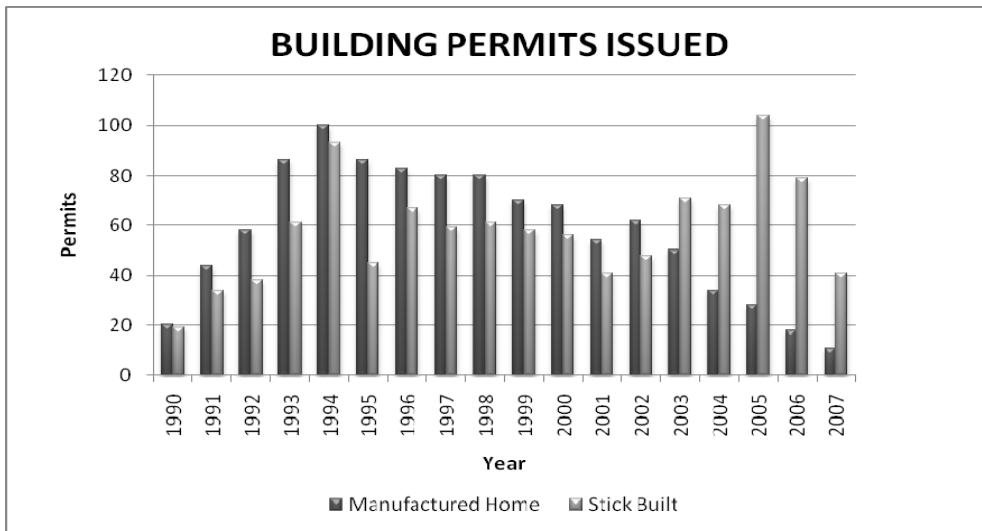
- 1980 Total Gem County Housing Units: 4,578  
Total City of Emmett Housing Units: 1,947
- 1990 Total Gem County Housing Units: 4,725  
Total City of Emmett Housing Units: 1,957
- 2000 Total Gem County Housing Units: 5,539  
Total City of Emmett Housing Units: 2264
- 2007 Total Gem Community Housing Units: 7,293
- 1980 Gem County Owner Occupied: 74%  
City of Emmett Owner Occupied: 68%
- 1990 Gem County Owner Occupied: 73%  
City of Emmett Owner Occupied: 64%
- 2000 Gem County Owner Occupied: 79.8%  
City of Emmett Owner Occupied: 68%
- 1990 Statewide: 61%  
Nationally: 64%
- 2000 Statewide: 72.4%
- 1980 Median Gem County Value: \$39,900  
Median City of Emmett Value: \$34,500
- 1990 Median Gem County Value: \$46,700  
Median City of Emmett Value: \$39,000
- 2000 Median Gem County Value: \$97,600  
Median City of Emmett Value: \$78,800
- 2007 Median Gem County Value: \$175,656  
Median City of Emmett Value: \$133,734
- 1990 Median Value Statewide: \$58,200

- 2000 Median Value Statewide: \$106,300
- 2007 Median Value Statewide: \$178,000
- 1990 Gem County Renter Vacancy Rate: 5.4%  
City of Emmett Renter Vacancy Rate: 5.9%
- 1994 Gem County Renter Vacancy Rate: 2%  
City of Emmett Renter Vacancy Rate: 2%
- 2000 Gem County Renter Vacancy Rate: 5.9%
- 1990 Median Gem County Rent: \$192/month  
Median City of Emmett Rent: \$184/month
- 2000 Median Gem County Rent: \$502
- 2007 Median Gem Community Rent: \$548
- 2007 Median Statewide Rent: \$564

Appendix 3-2

GEM COUNTY RESIDENTIAL BUILDING PERMITS

Year	Stick Built	Manufactured Home
1990	19	20
1991	34	44
1992	38	58
1993	61	86
1994	93	100
1995	45	86
1996	67	83
1997	59	80
1998	61	80
1999	58	70
2000	56	68
2001	41	54
2002	48	62
2003	71	50
2004	68	34
2005	104	28
2006	79	18
2007	41	11



Chapter 4 – *Economic Development*

Appendix 4-1

<b>TABLE 1</b> Gem Community Agricultural Information 2002 Fall Harvest	
<i>Category</i>	<i>2002 Number</i>
Number of Farms	802
Farms/Sales in \$1,000	27,467
Irrigated Land in Acres	32,722
Hogs and Pigs	372
Hogs and Pigs-Sold	1010
Cattle and Calves – Inventory	27,391
Cattle and Calves Sold	17,997
Barley (Bushels)	40,684
Wheat (Bushels)	180,027
Alfalfa Hay Harvested (Tons)	54,608
Dry Beans (In hundred weight)	6,189
Corn for Grain (bushels)	262,128
Based on 2002 U.S. Agricultural Census Data	

Appendix 4-2

<b>Table 2</b>	
<b>Emmett Area Major Employers</b>	Number of Employees
Albertson's, Inc	50-99
Emmett School District	100-249
Walter Knox Memorial Hospital	50-99
Elderly Opportunity Center (EOC)	100-249
City of Emmett	50-99
Gem County	100-249

Appendix 4-3

<b>TABLE 3</b> Idaho Power Company's Regional Forecast For Gem Community						
<b>Category</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Non-agricultural Employment	2,827	2,873	2,917	2,962	3,002	3,044
Manufacturing Employment	106	106	107	108	108	109
Personal Income (millions)	370	388	407	426	447	469

Appendix 4-4

<b>TABLE 4</b>			
<b>Target Needs- Economic Development Trend Increases Gem Community</b>			
Type of Needs	2001	2005	2010
General Industrial Land (ac)	+40	+40	+30
Commercial/Office Land (ac)	+20	+20	+15
Affordable Housing Units	+50	+50	+30
Crossroads Technology Park (ac)	+30	+20	+30
Airport Expansion - Industrial Area	+5	+10	-
Expand Boise Cascade Industrial Area	-	+5	-
Expand Mill Road Industrial Area	+5	+5	-
Accelerate School Facility Needs	Yes	Yes	Yes
Public Infrastructure Expansion	Yes	Yes	Yes
Key: Affordable income housing units comprise 1 /3 of total units. Retail land calculated at 20 acres per 1,000 new population. Industrial land calculated at 30 acres per 1,000 new population.			

Sources: Regional Information System, Bureau of Economic Analysis, May 2004. 2002 Census of Agriculture, United States Department of Agriculture, Idaho Agricultural Statistics Service, County Profile Idaho Power Company

**Chapter 5 – Education**

**Appendix 5-1- Emmett School District:**

Butte View Developmental Pre-School, 400 S Pine St, Emmett  
 Butte View Elementary, 400 S Pine St, Emmett – grades K-3  
 Shadow Butte Elementary, 3900 W Idaho Blvd, Emmett – grades K-6  
 Kenneth Carberry Intermediate, 1950 E 12<sup>th</sup> St, Emmett – grades 4-6  
 Emmett Junior High School, 301 E 4<sup>th</sup> St., Emmett – grades 7-9  
 Black Canyon High School, 315 S Johns Ave, Emmett – grades 9-12 for at-risk youth  
 Emmett High School, 721 W 12<sup>th</sup> St, Emmett – grades 10-12  
 Ola Elementary, 11475 Ola School Rd, Ola – grades K-6  
 Sweet Elementary, 6600 Sweet-Ola Highway, Sweet – grades K-6

ESD provides the educational component for the Patriot Center, 330 W Main St, Emmett, a secure facility for adjudicated youth – grades 7-12

**Appendix 5-2 – Emmett School District Enrollment – 2002-2009**

Grade	FY02	FY03	FY04	FY05	FY06	FY07	FY08	FY09
PreSch	25	32	34	40	45	38	38	38
Kinder	172	217	187	209	201	203	177	185
1 <sup>st</sup>	187	201	221	190	221	210	181	187
2 <sup>nd</sup>	183	183	201	214	197	218	201	189
3 <sup>rd</sup>	228	187	197	217	229	193	210	215
4 <sup>th</sup>	233	238	188	194	213	226	212	197
5 <sup>th</sup>	235	212	239	193	206	214	193	183
6 <sup>th</sup>	265	243	222	238	200	190	221	214
7 <sup>th</sup>	257	260	247	236	243	208	221	200
8 <sup>th</sup>	233	262	259	248	226	238	188	178
9 <sup>th</sup>	265	234	283	257	256	229	218	191
10 <sup>th</sup>	267	269	230	288	261	229	232	214
11 <sup>th</sup>	222	242	232	208	258	238	231	224
12 <sup>th</sup>	220	207	225	236	196	216	210	222
Total	2992	2987	2965	2968	2952	2850	2733	2637

**Appendix 5-3 – Private Education Providers**

Emmett Valley Christian School, 833 Tyler Rd, Emmett – grades K-12  
 Cherry Gulch Therapeutic Boarding School for Boys, 3770 E Black Canyon Hwy, Emmett -- ages 10-14  
 Christian Education Release Time (CERT) 619 W 12<sup>th</sup> St, Emmett – grades 9-12  
 LDS Seminary (released time), 621 W 12<sup>th</sup> St, Emmett – grades 9-12  
 Gem County Christian Home School, 398-9868 – grades K-12

Appendix 5-4 – Emmett School District Strategic Plan 2009 –

Emmett School District #221  
5 Year Strategic Educational and Operational Plan  
Developed in 2009

**Goal 1: Ensure that all students are college and career ready and are prepared to meet the requirements of our ever-changing global culture**

Strategies:

- Develop a rigorous three tier curriculum that prepares all students for college, Career and Technical Education (CTE) and citizenship in the 21<sup>st</sup> century that meets and exceeds state and national standards
- Ensure high quality authentic instruction that is based on researched best practices and standards based curriculum
- For all students to achieve their highest potential, develop comprehensive timely intervention programs that support students that require further challenge and students that need extra time or differentiation of instructional approaches to meet set curricular expectations.
- Prepare our students for a multicultural and multilingual world and with technological skills necessary for 21<sup>st</sup> Century careers

**Goal 2: Develop clear and focused processes for collaboration, communication, and continuous improvement using a 21st Century outlook**

Strategies:

- Work toward a district -wide understanding of the district vision/mission statements and district belief statements.
- Effectively understand and utilize collaboration on all levels
- Develop a district wide communication plan that enables and ensures two-way communication between staff, parents, students, and community
- Implement the continuous improvement model for district wide planning and operations

**Goal 3: Expand on-going professional development for school leaders, teachers, and parents that incorporate a continuous use of best practices**

Strategies:

- Develop a common understanding of the meaning of high expectations
- Develop a district wide set of professional development expectations that would be offered to staff through a variety of delivery models
- Develop teachers, staff, and administrators as educational leaders
- Actively recruit, retain, and develop highly competent, caring, and student-focused staff.

**Goal 4: Establish a community-wide educational culture built on collective responsibility, individual accountability, and timely assessment in support of learning for all**

Strategies:

- Develop a balanced assessment program that includes summative and formative measures to continually monitor curriculum, programs, instruction, and student progress
- Develop the ability to analyze reliable assessment results in order to improve teaching and student learning
- Develop a strong accountability process that specifies the general and specific responsibilities of all stakeholders in the education of ESD graduates.
- Encourage the development of strong support by all stakeholders through promotion of positive school cultures.

**Goal 5: Ensure a supportive learning environment at all levels**

Strategies:

- Provide safe and secure facilities to provide an atmosphere conducive to learning.
- Develop a climate within and in between each school where supportive relationships are foundational.
- Provide technology and educational resources to support learning needs.
- Continuously improve the effectiveness and efficiency of district operations

**Goal 6: Ensure budgeting processes and use of resources is driven through the use of this educational plan**

Strategies:

- Develop long range financial and facility plans
- Ensure that district is investing funds in programs that support district goals, vision and strategic plan.
- Develop new resource streams to support existing or potential programs.

## Chapter 7 - *Historical and Cultural Resources*

### Archaeological Resources;

#### Federal Law summarized

The most comprehensive way to preserve archaeological resources would be through establishment of requirements for archaeological evaluation of proposed projects within the county (inclusive of city, county and private activities). This would require professional research, survey and possible archaeological excavation before land-disturbing projects would be approved.

Archaeology consultants generally accomplish this work and the Federal law, Section 106 of the National Historic Preservation Act, establishes the framework for these regulations. The Idaho State Historic Preservation Office reviews Federal projects under this law.

Determination of the size and nature of projects, which require archaeological review, would be needed. The most consistent way to approach the problem would be to require it for all proposed actions (permits). However, archaeological consultants are expensive and such imposition on small-scale activities does not seem practical.

If the County adopted requirements based on Section 106, review of project reports would require professional expertise. The State Historic Preservation Office (SHPO) would be available on some level for advice, but their ability to review numerous projects for the county is doubtful given their present workload and funding limitations.

Appendix 7-A  
Historic Structures and Sites

### Gem County Historic Sites

<b>HS#</b>	<b>PropertyName</b>	<b>Address</b>	<b>City</b>
45-18078	Sorenson Farmstead	Payette River at end of Big Ave.	Emmett
45-18090	Linville and Varie Law Offices	316 W. Main St.	Emmett
45-18064	First Security Bank(Wells Fargo)	102 W. Main St.	Emmett
45-18065	Gratton Real Estate/Cherry Blossom	116-122 W. Main St.	Emmett
45-18066	Holverson Building	124 W. Main St.	Emmett
45-18067	Round Up	130 W. Main St.	Emmett
45-18068	Irene's Beauty Shop/Mutual Service Collection(/Book Nook)	132-138 W. Main St.	Emmett
45-18069	Emmett Cleaners/Union Pacific Office	140-142 W. Main St.	Emmett
45-18070	Depot Square/Russell Hotel(Blackberry Patch)	200 W. Main St.	Emmett
45-18072	Twice Nice	206 W. Main St.	Emmett
45-18074	Main St. Beverage	210-212 W. Main St.	Emmett
45-18062	Stewart Building	117-119 W. Main St.	Emmett
45-18077	Charles and Estelle Hartley House	988 Substation Rd.	Emmett
45-18061	Barnard's(used clothing store)	123 W. Main St.	Emmett
45-18079	Nolan Building	102 E. Main St.	Emmett
45-18082	Radke Building	110 E. Main St.	Emmett
45-18081	Robinson Sewing Center	116 E. Main St.	Emmett
45-18082	Radke Building #2	122 E. Main St.	Emmett
45-18083	Masonic Building	128 E. Main St.	Emmett
45-18084	Woodward furniture(D&S Specialties)	132 E. Main St.	Emmett
45-18085	Smith Construction(Don Chienti's)	142 E. Main St.	Emmett
45-18086	Elderly Opportunity Agency	204 E. Main St.	Emmett
45-18087	Potter Funeral Home	228 E. Main St.	Emmett
45-18088	Professional Center	304-308 E. Main St.	Emmett
45-18089	Office Building	310-312 E. Main St.	Emmett
45-18076	Oregon Short Line Railway Depot	119 Commercial Rd.	Emmett
45-13731	John Obermeyer Packing Shed	8411 Bill Burns Rd.	Emmett
45-13721	F. H. Hogue Packing Shed	222 Canal St.	Emmett
45-13723	Ed Harpt Packing Shed	127 South Slope Road	Emmett
45-13724	Westlake Fruit Co-1st packing plant	2222 S. Johns Ave.	Emmett
45-13726	Rolling Hills Orchard – packing plant left	2812 W. Black Canyon Hwy.	Emmett
45-13727	Emmett Ice Company	514 N. Johns Ave	Emmett
45-13729	Ed Hayes Packing House	102 E. Park St.	Emmett
45-18073	Little's Land and Livestock	208 W. Main	Emmett

45-13732	Bill Tucker Packing Shed	4175 A. Johns Ave.	Emmett
45-13733	Iva Flagler Packing House (Kaiser)	2311 Plum St.	Emmett
45-1711	Goodale's Cutoff- Freezeout section	S of Emmett	Emmett
45-18053	Murray Building	225-229 W. Main	Emmett
45-18054	Rekow's Barber Shop	211-213 W. Main	Emmett
45-18055	The Gem Lounge	209 W. Main	Emmett
45-18056	(shoe store)	207 W. Main	Emmett
45-18057	Let Us Inn	203-205 W. Main	Emmett
45-18058	Flowerland Floral	201 W. Main	Emmett
45-18059	R and J Jewelry/Farm Store	133-137 W Main	Emmett
45-18060	Frontier Cinema	127 W. Main	Emmett
45-18071	Antiques N Things	204 W. Main	Emmett
45-2192	DeClark-Vanderdassen House	604 E Main	Emmett
45-2193	Fourth St. Gardens	1723 E. Fourth St.	Emmett
45-2194	Andy Little House	498 Substation Rd.	Emmett
45-3397	St. Mary's Episcopal Church	1st and Wardwell Ave	Emmett
45-3398	Emmett Presbyterian Church	2 <sup>nd</sup> and Wardwell Ave	Emmett
45-18113	Emmett Armory	2199 S. Johns Ave	Emmett
45-9652	Alexander Ross campsite, Aug.1, 1824	Below Black Canyon Dam	Emmett
45-3401	Sacred Heart Catholic Church	1st and Hayes Ave.	Emmett
45-779	Picket Corral	Upper Payette Valley	Emmett
45-3402	First Full Gospel Church	207 S. Washington Ave	Emmett
45-4311	Gem County Courthouse	415 E Main St	Emmett
45-4312	Bliss House (Thompson)	321 E. 2 <sup>nd</sup> St	Emmett
45-493	Pearl Townsite(razed 1904)	Approx 11 mi. E of Emmett	Pearl
45-3400	First Bapitist Church	1st and Hayes Ave.	Emmett
45-18103	Residence	315 E. Main	Emmett
45-18100	Emmett Sports Emporium(WICAP)	213 E. Main	Emmett
45-18099	Amoco Gas Station	201 E. Main	Emmett
45-18098	Odd Fellows Building	133 & 143 E. Main	Emmett
45-18097	Idaho Youth Ranch Thrift Store	129 E. Main	Emmett
45-18096	Keepsake Unlimited(	125-127 E. Main	Emmett
45-18095	Possumtrot Traders Pawn Shop	123 E. Main	Emmett
45-18094	Peoples's Financial Services	119 E. Main	Emmett
45-18093	Gem County Recreation District Office	107 E. Main	Emmett
45-18092	Powell Building	101 E Main	Emmett
45-18112	Black Canyon Canal	Follows the southern flank of the Payette RiverValley	Emmett
45-18102	Yunker Glass and ScreenO :	303 E. Main	Emmett
45-18104	Residence	323 E. Main	Emmett
45-18107	Gem County Senior Citizens' Center	719 S. Johns	Emmett
45-18105	Emmett City Park	400 & 500 blks E. Main	Emmett

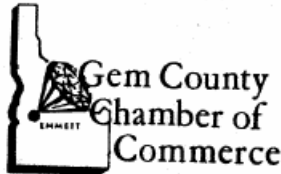
45-18110	Pumping Station	M.P. 11.96 pm SH 16. SE of Emmett	Emmett
45-18109	Black Canyon Dam	NE of Emmett at Black Canyon Reservoir	Emmett
45-18106	Optimist Park (U. S. Post Office)	500 blk E. Main	Emmett
45-18108	Bullen House	2258 E. Locust St.	Emmett
45-10151	Cooper School	Silverleaf Rd	Emmett
45-10199	Hanna School (private home)	Merrill Rd. And Hanna Ave.	
45-9651	Alexander Ross campsite, July 30-32, 1824/Aug.24,1824		Letha
45-11270	Letha School (rock museum)		Letha
45-11269	Letha School ( privately owned)		Letha
45-224	Bairdsville	Squaw Creek	Montour
45-1989	Montour townsite		Montour
45-1806	Carbon townsite		Montour
45-9653	Alexander Ross Campsite, Aug. 2-3,1824		Montour
45-134	Squaw Creek Ferry	Payette River	Montour
45-1416	Marsh-Irton Ranch site	SW of Montour	Montour
45-10198	Ola School	S. Ola School Rd.	Ola
45-804	Ola Community Church	Main hwy. Into town from Sweet/Ola Hwy	Ola
45-9654	Alexander Ross campsite, Aug 4-6, 1824	Squaw Cr. Below Timber Butte's obsidian outcrop	Ola
45-9655	Alexander Ross campsite	Squaw Cr.	Ola
45-18042	Unidentified burial marker	Pearl Cemetary, Row, Lot 41	Pearl
45-18031	Thomas and Florence Baldwin Grimes burial marker	Pearl Cemetery, Row 2, Lot 34-35	Pearl
45-18032	Donald A. Sego burial marker	Pearl Cemetery, Row2, Lot 36	Pearl
45-18033	Daniel McLean burial marker	Pearl Cemetery, Row2, Lot 38	Pearl
45-18034	Mood C. Kimball burial marker	Pearl Cemetery, Row3, Lot 43	Pearl
45-18035	Unidentified burial marker	Pearl Cemetery, Row3, Lot 30	Pearl
45-18036	Arthur E. Turner burial marker	Pearl Cemetery, Row3, Lot 31	Pearl
45-18037	Leslie Severine burial marker	Pearl Cemetery, Row3, Lot 33	Pearl
45-18038	Lewis N. Rhoades burial marker	Pearl Cemetery, Row 4, Lot 1	Pearl
45-18039	Van Horton burial marker	Pearl Cemetery, Row 4, Lot 20-21	Pearl
45-18041	James M. Smith burial marker	Pearl Cemetery, N side of Pearl Rd. Row4, Lot 23 & 44	Pearl
45-18040	Donald A. and Emma A. MacAskill burial marker	Pearl Cemetery, Row 4, Lot 22 and 45	Pearl
45-18048	Methodist Parsonage	7180 Sweet-Ola Hwy	Sweet
45-5126	Butte Road Bridge	At M..P. 10.11 on Butte Rd., 0.4 mi, S and 0.4mi W of Sweet	Sweet

Gem Community Comprehensive Plan  
APPENDIX

45-152	Sweet Methodist Episcopal Church	7200 Sweet-Ola Hwy	Sweet
45-153	Sweet School (residence)	Sweet-Ola Hwy	Sweet
45-18043	Sweet watering trough	Sweet-Ola Hwy	Sweet
45-18044	The Wood Hotel (Seringa Club)	Sweet-Ola Hwy	Sweet
45-18045	Williams Saloon (firestation)	Sweet-Ola Hwy	Sweet
45-18047	William Tally home and barn (Art Beale home)	Sweet-Ola Hwy	Sweet
45-18049	Vernie Sweet home	Corner of Butte Rd. and Sweet-Ola Hwy	Sweet
45-18050	Roystone Hot Springs (Johns Pool and Hot Springs)	N Hwy 52	Sweet
45-18051	McQuade homestead (Don Skippen)	Sweet-Ola Hwy	Sweet
45-18075	Alvin Moses Bridge	Ola Rd., on Squaw Cr., approx 2 mi. N of Sweet	Sweet
45-18046	William Badley home	Sweet-Ola Hwy	Sweet
45-1807	Falk's Store Site	W of Emmett	
45-1077	Emmett First Security Bank - gone	Main and Wahington	Emmett
45-12133	Emmett High School Building, Addition, Annex - gone	Bound by Main & 1st st. And Hawthorne & Johns	Emmett
45-13719	Earl Fruit Co. Packing House - gone	123 W. Canal St.	Emmett
45-13720	Gem Fruit Union Packing House - gone	121 W. Canal St.	Emmett
45-13725	John Gamage Packing Shed	E. Locust Ave	Emmett
45-18063	Golden Rule Dept Store (Dale's Appliance - burned down)	103-115 W. Main	Emmett
45-13728	Emmett Orchards Company Packing House - gone	214 E. Park St.	Emmett
45-1906	Salt Box Farm	(Unknown)	Emmett
45-1907	Brick Mansion	(Unknown)	Emmett
45-1946	Boise Cascaade Lumber Mill - mostly gone	Cascade Rd.	Emmett
45-3351	SITE NUMBER HAS BEEN VACATED		Emmett
45-3399	Methodist Episcopal Church - gone	1st and Washington	Emmett
45-3403	SITE NUMBER HAS BEEN VACATED	(Unknown)	Emmett
45-4310	Fletcher oil Plant Company Building - gone	Main St. & Boise Ave.	Emmett
45-4909	Black Canyon Bridge	Approx 7.0 mi NE of Emmett on SR 52 at the Payettee River	Emmett

45-18111	Evans Orchards/Farmstead Complex - gone	2400 Cherry Lane	Emmett
45-13730	Little Rock Packing Plant - gone	Jct. Of Little Rock Rd and Hwy 16	Letha
45-154	Montour Post Office - gone	1.5 blks SW of main intersection	Montour
4 - 155	Montour Railroad Building - gone		Montour
45-5124	Ola Bridge - replaced	Approx 5.1 mi S of Ola an Ola Hwy at Webb Cr	Ola

Appendix 7-B  
Unique Natural and Scenic Resources



## Legend of Squaw Butte

Squaw Butte is a sorrowing mother,  
Or so the story is told;  
'Twas out in the times of the trappers  
And those who came for gold,  
That a handful of braves were camping  
And they went to hunt some game  
Leaving their infants and their squaws  
By the creek which bears that name.

No war was on with the neighboring tribes;  
No trouble they feared from the whites;  
So the braves slept peacefully under the stars  
Though they couldn't get back that night.  
The squaws had swung their infants  
In baskets among the trees,  
And they fished enjoying the peace of the place  
And the smell of the spring-filled breeze;  
When they suddenly heard men's voices;  
So they stole with stealthy care  
To where their babes were sleeping  
And crouched in silence there.

"I see there are signs of the red men,"  
One of the trappers said —  
"Curse the fools for they too take furs  
I wish they all were dead!"  
Then each of them stopped and took a drink  
And swore, "We will kill on sight  
The hapless brave who shall cross our path;  
They are our game tonight."

The sun was still tinging the mountains  
And the moon was beginning to rise  
When they burst through the sheltering bushes  
And stopped in hushed surprise;  
For there in the gloom before them  
The Indian mothers stood  
Clasping their infants closely,  
Lest their visitors meant no good.

The trappers raised a loud guffaw;  
They raised a murderous hand,  
And slew with ruthless cruelty  
The last of that little band.  
They met with shouts of laughter  
The grief of the suffering squaws,  
For they knew there were none to detect them,  
So they did not fear the law.

But a cry ascended to heaven  
From a mother by sorrow crazed,  
And the Great Spirit gave the order  
That a monument be raised.  
Then a terrible quaking rent the ground  
That was drenched with innocent blood  
And a great Butte stood in its majesty  
'Ere the creek was out of flood.

The day that the ruthless trappers  
Went fearfully on their way  
With the wrath of heaven upon them,  
And could rest neither night nor day,  
Till two committed suicide  
And the other at last became  
A cringing, gibbering maniac  
Because of remorse and shame;  
For wherever he went he could see the face,  
Outlined against the blue,  
Of the helpless, innocent mother  
His cruel bullet slew.

Squaw Butte is a sorrowing mother  
And her silent visage stands  
A monument to her people  
Who were robbed of their lives and their lands.

[This poem, written by Mrs. B. R. Wright, is based on a true story of an incident that happened years ago but which is still remembered, and told by old time residents in the Squaw Creek country.]

**Appendix 7-C  
Community/Public Art**

**Community Arts**

**Arts & Cultural resources:**

- TaVaci-Recreation District
- Community Playhouse
- Gem County Museum
- Library-Emmett, Ola
- Gem Island Sports Complex amphitheater
- Emmett Community Arts Commission
- City park band shell
- School art and music programs

**Economic aspects of arts & cultural resources**

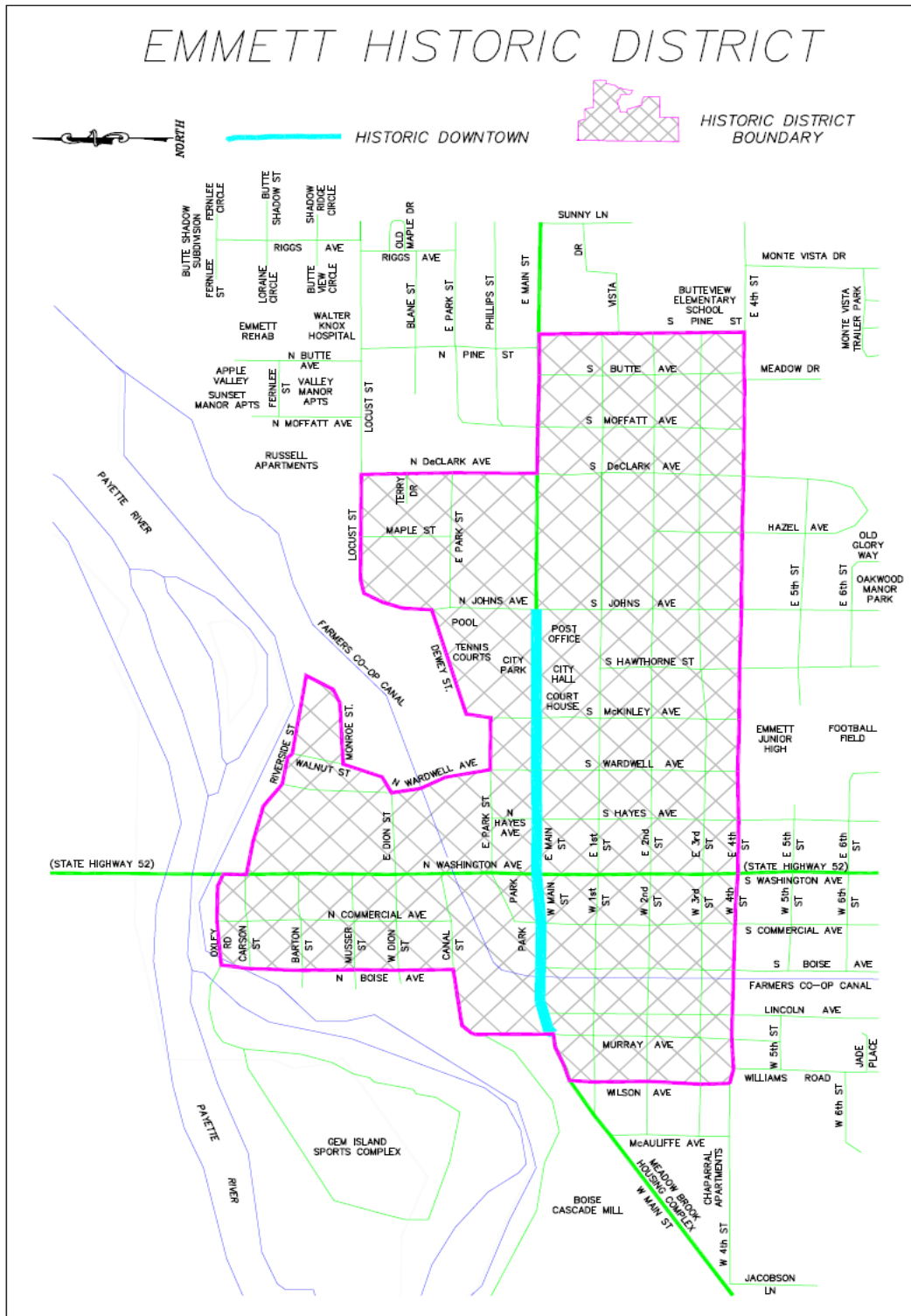
- Arts and culture-related industries?
- Employment of artiest or cultural institutions?
- Volunteerism in arts and culture
  1. Emmett Community Art Commission
  2. Gem County Historic Museum
- Planning & coordination
  1. Emmett Community Art Commission
  2. Gem County Historic Museum

**Govt. facilities, architectural design & construction and public art**

- Public land facilities:
  - City Parks
  - Gem Island Sports Complex
- Excellence in architectural design of govt. design & public art:
  - Gem Co. Court House – Nation Historic Registry
  - Historic downtown – pending
  - Historic neighborhoods – pending
- Public art & exhibits in public buildings:
  - Emmett Community Arts Commission gallery
  - City Hall
  - County Courthouse
  - Advertising art in downtown
  - Mural on museum wall
- Historic Buildings
  - (List sites on national and state list)
- Environment & natural beauty
  - Payette River
  - Pickets Corral
  - Railroad park sculpture
  - Foothills

- City Park
- Sweet Water Trough – Sweet
- Goodale Trail ascent
- Historic resources:
  - Historic Preservation Commission
  - Gem County Museum
  - Emmett Library
- Heritage education
  - River in Time
  - Gem County Museum outreach in the schools
  - Gem County Museum
- Cultural resources in public education, communication and information
  - Banners
  - Squaw Butte Signs
  - CORE message board and others
- Cultural resources programs in recreation:
- Arts as leisure activities or recreation:
  - Recreation District
- Fairs & Festivals:
  - Gem/Boise Co. Fair and Rodeo
  - Cherry Festival
  - Cruise Nite/Show and Shine
  - October Fest
  - River in Time
  - May Day Celebration – Ola
  - Youth Appreciation Day
  - Summer Concerts in the Park
  - Southwestern Cowboy Poetry Gathering

Appendix 7-D  
Historic District Map



**Chapter 12 - Land Use-References**

1. **Working river** is a river that is used for things such as irrigation, recreation, water for livestock and wildlife, energy production, greenbelt, brown-belt, and pathway development for pedestrian and equestrian uses.
2. **Clustering**- a provision under planned unit development standards, or subdivision standards to allow reduced lot sizes in exchange for open space, flood way protection or buffering.
3. **Overlay** – An area with special standards and concerns and attentions.

Private Gem County Land Ownership		Acres	Acres	Percent	Percent
Agriculture		191,606		93.7%	
Irrigated			46,059		24.0%
Dry (includes grazing & timber)			145,547		76.0%
Residential		12,066		5.9%	
Rural			10,704		88.7%
City			1,362		11.3%
Commercial		481		0.2%	
Rural			296		61.5%
City			185		38.5%
Industrial		248		0.1%	
Rural			246		99.0%
City			3		1.0%
Total Private Lands of Gem County		204,401	204,401	100.0%	

*Source: Gem County Assessors Office - 2005 Real Property Abstract*

Private Gem County Land Ownership Excluding Dry Ag/Grazing Land		Acres	Acres	Percent	Percent
Agriculture		46,059		78.3%	
Irrigated			46,059		
Residential		12,066		20.5%	
Rural			10,704		88.7%
City			1,362		11.3%
Commercial		481		0.8%	
Rural			296		61.5%
City			185		38.5%
Industrial		248		0.4%	
Rural			246		99.0%
City			3		1.0%
Total Private Lands of Gem County		58,854	58,854	100.0%	

*Source: Gem County Assessors Office - 2005 Real Property Abstract*

Chapter 13 – Implementation

Appendix 13-A

Gem County Budget Summary Fiscal Year 2010

<u>Grand Totals</u>	<u>Budget Amount</u>
Total 'A' Expenses -- Salaries:	\$ 3,560,323.00
Total 'D' Expenses -- Benefits:	\$ 1,300,029.00
Total 'B' Expenses -- Expenses:	\$ 4,094,915.00
Total 'C' Expenses -- Capital Outlay:	\$ 1,944,904.00
	<hr/> \$ 10,900,171.00

\* For a complete copy of the budget, visit the County Clerk's Office at  
415 E Main Street

Appendix 13-B

City of Emmett Budget Summary Fiscal Year 2010

<u>Grand Totals</u>	<u>Budget Amount</u>
General Fund Accounts <sup>1</sup>	\$ 1,933,695.00
Total Grants	\$ 130,852.00
Total Less Grants	\$ 1,802,843.00
General Fund Departments	\$ 2,546,242.00
	<hr/> \$ 6,413,632.00

<sup>1</sup> Excludes special fund accounts (e.g. roads and streets, sewer, library, etc.)

\*For a complete copy of the budget, visit the City Clerk's Office at 501 E Main Street.

## Appendix 13-C

### Annual Review Process

**Purpose:** The purpose of this process is to insure that an annual review of every chapter is conducted, and appropriately communicated, in a timely and consistent fashion each and every year. This review is conducted by the Gem Community Planning Commission to insure that all strategies and objectives of each chapter are being met.

- Chapter Number and Title:
- Date(s) of Review:
- Person(s) Interviewed:
- Review Completed by:

Analysis of chapter implementation efforts/activities since last review

Recommended next steps

Summary of Review

**Appendix 13-D**

**Revision/Addition Request Form**

- Chapter Number and Title:
- Please indicate whether this is a Revision or Addition request:
- Identify the section of existing Chapter where proposed revision/addition will go:
- If this is a proposed revision, please provide existing language:
  
- Please provide proposed revision/addition below:

All requests for revision/addition are to be submitted to the Development Services Department.

Date Submitted:  
Submitted By:

Date Received:  
Received By:

## Appendix 13-E

### Revision/Addition Process

**Purpose:** The purpose of this process is to:

- Expedite revisions and/or additions to the Plan (total time not to exceed one hundred eighty (180) calendar days),
- Provide adequate opportunities for Community input,
- Provide periodic status reports to the submitter, and
- Insure compliance with all State Statutes and Local codes and ordinances.

**Gem Community Planning Commission** – Not to exceed sixty (60) calendar days:

1. The applicant is to submit a completed request for revision/addition form to the Development Services Office.
2. The Development Services Office will notify the chairperson of the Gem Community Planning Commission as soon as is practical.
3. The chairperson of the Gem Community Planning Commission distributes the request to all members of the Commission as soon as possible.
4. The chairperson of the Gem Community Planning Commission notifies the submitter of the receipt of his/her request, and schedules the submitter to discuss his/her request at the next available Commission meeting.
5. The sixty (60) calendar day window for action begins with the Commission's acceptance of the request, at scheduled meeting with the applicant.

**Public Hearing** – Not to exceed sixty (60) calendar days after Gem Community Planning Commission's acceptance of request.

**County/City Approval** – Not to exceed sixty (60) calendar days after Gem Community Planning Commission's public hearing is closed.