

# Gem Community Joint Comprehensive Plan



City of Emmett, Idaho  
Gem County, Idaho  
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***Acknowledgements***

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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.



**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.

June 12, 2007

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.



**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.



**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

### **1.0 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:**

- 3.1.1 Encourage the provision of quality and diverse housing, as well as creative subdivision designs, of all price ranges for present and future residents.
- 3.1.2 Create and maintain a high quality of life through the provision of adequate open space and recreational opportunities.
- 3.1.3 Encourage compatible infill development, which will complement existing neighborhoods.
- 3.1.4 Support the innovative mix of residential, commercial and light industrial land uses such as through the use of Planned Unit Developments.
- 3.1.5 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.
- 3.1.6 Support an open housing market free from discrimination on the basis of race, religion, sex, family status, mental or physical handicap.
- 3.1.7 Encourage the development of housing close to employment, transportation, schools, parks, downtown and city centers.
- 3.1.8 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.



**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.

## **1.0 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**

- 4.1.1 Develop long-term strategies for economic development and business assistance.
- 4.1.2 Support business retention, expansion and creation. Assist businesses with the tools and encouragement that will enable them to succeed.
- 4.1.3 Support a prosperous and inviting city center and historic town site.
- 4.1.4 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.
- 4.1.5 Maintain partnerships with Idaho Commerce and Labor and regional resources.
- 4.1.6 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.
- 4.1.7 Reserve and designate sufficient land to fulfill the community's industrial and commercial needs.
- 4.1.8 Encourage efforts to develop and maintain quality neighborhoods and housing which project a positive image for economic development.
- 4.1.9 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.
- 4.1.10 Support the development of non-motorized pathways connecting the commercial areas with schools and recreational areas.
- 4.1.11 Support the development of cultural and destination tourism opportunities.
- 4.1.12 Support educational opportunities that will meet the needs of the growing population.

- 4.1.13 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:**

Funding Sources

EDUCATION PROVIDERS	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**

### **Vision Statement:**

To plan for the wise use of the Gem Community's natural resources, mitigate potential hazards to people and property, and ensure the best possible support and opportunities for community and economic development, agriculture, commercial and industrial business and recreation.

### **Purpose:**

To (1) identify the Gem Community's natural resources and establish the necessary guidelines to protect, enhance and safely utilize them and (2) identify potential physical hazards in order to reduce potential disasters that may threaten people, structures, infrastructure and unique ecosystems within the Gem Community.

### **Introduction:**



Residents of the Gem Community treasure the beauty of their surroundings: the Payette River, Squaw Butte, creeks, irrigation canals, agricultural and ranching lands, clean air and views of mountain peaks on the horizon. We value living in a community that is in harmony with these natural beauties and seek to build the future with these in mind. It is not our intent with this chapter to preclude private property rights or economic development; but it is our intent to promote a safe and clean environment in the Gem Community.

### **Existing Conditions & Historical Perspectives:**

#### **Natural Resources:**

The natural resources of the Gem Community include the area's climate, geology, soils, hydrology, groundwater, wetlands, floodplains and air quality.

Climate: The Gem Community's climate varies greatly with changes in topography. The southern portion of the community is situated in the Payette River Valley, a semi-arid region with warm, dry summers and winters which are usually mild for inland areas situated around 44° north latitude. The average range of temperatures in the valley is about 23°F in the winter to the low 90's in the summer. The northern portion of the community is situated in the Squaw Creek drainage which shares many similar climate characteristics as the Payette River Valley but has higher elevations and experiences cooler temperatures and higher levels of snowfall. The annual average total precipitation in Ola is approximately 20 inches (vs. 12-14 inches in Emmett) and the annual average snowfall is more than 30 inches (vs. 9 inches in Emmett).

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 Gem Community's average annual rainfall rarely exceeds 12 inches. This too varies widely from year to year.

Geology/Topography: The terrain in the Gem Community is greatly varied. Elevations in the county range from 2,238 to 7,901 feet with a mean elevation of 3,566 feet. (See Appendix 6-3 for a map depicting the elevation ranges within Gem County.) The planning area ranges from Emmett Valley in the southern half of the county to the peaks and steep canyons of the Panhandle section above Ola. The surface, subsoil, and substratum types range from loamy sand to clay to bedrock.

Much of western Gem County lies within the Western Idaho Basin, a geologically-defined, sub-surface mineral area covering portions of Washington, Payette, Gem and Canyon Counties. Geologists also refer to this geologic province as the Western Snake River Plain. While no commercial oil or gas production has ever occurred in this region, many exploratory wells have been drilled, dating back even to the early 20<sup>th</sup> century. Results of private gas wells drilled in 2010 show that there is a “medium potential” for petroleum (natural gas) resources. The Bureau of Land Management analyzed this topic in a report entitled *Oil and Gas Potential of the Four Rivers Field Office* (Porter, 10/16/2009) and confirmed that this sub-region, including portions of Gem County, is the only area within their Four Rivers Field area with any oil and gas potential. Since 2006, the Idaho Department of Lands has issued approximately 120 oil and gas leases in the Western Idaho Basin, including 22 leases within Gem County.



Soils: An understanding of soil properties makes it possible to predict suitability or limitations for present and future uses and also helps to identify potential landslide and flooding hazards. Good soil data is not available in the Boise National Forest, managed by the U.S. Forest Service, but this northern area is also not influenced by development in the same way as the southern parts of the county.

Soils in and around the City of Emmett include the Moulton-Faulk association (a term of soil science used to categorize soil types), consisting of loam to loose gravel and sand on bottom lands along the Payette River. Most of the City of Emmett is located on the Emerson-Wardell-Quenzer association. This sandy loam is well drained on low terraces. These Emmett soils are excellent for agricultural uses.

Some soils in the outlying areas of the Gem Community are similar to those near the City 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-Jacknife 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, Lickskillet-Bakeoven associations can be found.

Generally, soils in the Gem Community have a diversity of uses ranging from suitability for dryland crops to pasture and rangeland uses to various irrigated agricultural uses.

Hydrology: The primary source of surface water in the Gem Community is the Payette River which enters from Boise County and flows east to west through the southern half of the county. The Payette River is a tributary of the Snake River. More than 248 miles of irrigation and drainage ditches and canals occur within

the Gem Community. The four (4) largest irrigation canals diverting from the Payette River are the Black Canyon, Last Chance, Farmer's Co-op and Emmett Irrigation District systems. The Black Canyon Canal runs from the Black Canyon Dam along the eastern and southern perimeter of the Emmett Valley. (The Emmett Valley is generally thought of as those lands surrounded on the north, south and east by the dominant benches and foothills visible from the City of Emmett.) This facility (a term used to describe irrigation ditches and canals) channels the highest volume of water of any of the systems and is managed by the Black Canyon Irrigation District in Canyon County.

The Last Chance Ditch and Farmer's Co-op Canals are diverted from the Payette River west of the dam and generally flow south and west through the center of the Emmett Valley. The Last Chance Ditch is managed by the Last Chance Ditch Company in Emmett. The Farmer's Co-op Canal is managed by the Farmer's Cooperative Irrigation Company in Payette. The Emmett Irrigation District, whose water diverts near the Black Canyon Dam, is divided into seven (7) main divisions that primarily serve the Emmett Bench area. There are more than 25 other laterals and sub-laterals with various forms of management and water rights arrangements scattered throughout the rest of the Gem Community.

The Payette River is the major waterway of the Gem Community. Various creeks, drains, and canals traverse the community in addition to the Payette River. Among the largest of these is Squaw Creek, a tributary of the Payette River extending over 50 miles from the north end of the county south to the Montour area. Two other important tributaries of the Payette River in the Gem Community are Bissel Creek and Haw Creek, which enter the Payette from the north.

There are many other creeks and gulches which discharge into the Payette River. During irrigation season, much of the creek flow is diverted before it reaches the Payette. (See Appendix 6-4 for a map depicting all of the major creeks and streams within Gem County.)

Table 1 below provides a summary of the total area and/or length of various types of water features throughout the county.

<b>Table 1</b> Area and length of various water features in Gem County:		
<b>Feature Description</b>	<b>Area (acres)</b>	<b>Length (miles)</b>
Canal/ditch	275.1	248.7
Lake/Pond (intermittent)	35.8	0.0
Lake/Pond (perennial)	1,395.9	0.0
Pipeline	0.0	0.7
Reservoir*	46.6	0.0
Stream/River (intermittent)	0.0	953.3
Stream/River (perennial)	1,290.6	313.1
Wetland (Swamp/Marsh)	112.4	0.0
<i>Source: Gem County Best Management Practices Guidebook, 2005, ecovista</i>		

[\*The “Reservoir” category in this table does not include Black Canyon or Sage Hen Reservoirs. Those are included in the “Lake/Pond (perennial)” category above.]



**Groundwater:** The Gem Community’s drinking water supply comes almost entirely from aquifers and shallow ground water supplies. The Idaho Department of Environmental Quality (IDEQ) has primary responsibility for regulating the quality of public drinking water. However, IDEQ does not regulate water quality for wells or drinking water sources for private, non-public systems; this is the responsibility of the individual well owner. Well drilling logs indicates that the deep aquifers and shallow ground water are separated from each other by clay zones that prevent the shallow water from recharging the deep aquifer in most areas. Irrigation and canals are a major source of shallow ground water recharge.

The depth to groundwater in the Gem Community varies from between two feet below surface level in the Letha area to more than 400 feet or more in the northern and eastern parts of the county. This, plus the area’s relatively permeable soils, raises concerns about contamination of the Payette River aquifer. IDEQ has designated one area of Gem County – the Emmett North Bench – as a Nitrate Priority Area (NPA) based on historic high levels of nitrates in water samples.

**Wetlands:** Wetlands generally include swamps, marshes, bogs, and similar areas. They provide important wildlife habitat, help to maintain surface water quality and provide flood water storage. The National Wetlands Inventory shows a number of wetlands within the Gem Community. The majority of these occur along or in close proximity to the Payette River and Squaw Creek, and are part of the river and canal system. Additional wetlands may be found in the many irrigation canals and return ditches that are under federal jurisdiction (e.g. Bureau of Reclamation), and are therefore not listed in the National Wetlands Inventory.

**Floodplains:** Federal Emergency Management Agency (FEMA) designated flood zones are found along most of the Payette River and portions of the southern reaches of Squaw Creek. Gem County has adopted a Flood Control Ordinance that regulates development activity within these floodplain areas. Both Gem County and the City of Emmett participate in the National Flood Insurance Program that offers flood insurance to property owners within these flood prone areas. The Gem Community places a high value on public health and safety and, as a participant in the national Community Rating System program, strives to raise public awareness about both the risks and benefits of living in floodplain areas.

**Air Quality:** The Gem Community desires to protect and enhance its air quality and minimize health hazards associated with air pollution. Land use planning, development review and decision-making shall recognize the relationship between land use, transportation and air quality.

### **Hazardous Areas:**

The major hazardous areas in the Gem Community are listed in Table 2. These major areas are not suitable for urban density type of development and concentrated human presence without safeguards.

Gem Community can protect public safety by limiting development in or adjacent to these major hazardous areas.

<b>Table 2</b>
Hazardous Areas:
Steep slopes
Electrical transmission lines
Fault lines
Wildfire areas
Major irrigation canals
Floodways

Wildfire: The Gem Community is served by five (5) different fire agencies: the City of Emmett Fire Department, Gem County Fire District #1, Gem County Fire District #2, Middleton Rural Fire District and Eagle Fire Department. (See Appendix 6-2 for a map of the district boundaries). While most of the wildfires occur in the county, the city has one area of concern: the foothills lying east of Freezeout Hill in the southeast corner of the city limits. Most of the wildfires occur in northern Gem County, which is Fire District #2. According to the All Hazard Mitigation Plan, the Gem Community has 575 buildings exposed to high fire hazard, 6,572 exposed to moderate high fire hazard, 34 to moderate fire hazard and 103 to low fire hazard.

Fire District #1 is working with homeowners in their district to have defensible space areas around their buildings of at least 50 feet. Both Fire District #1 and Fire District #2 have their districts Red Zone mapped and are able to reference digital property maps to provide a more rapid and targeted response during an emergency. The Red Zone is all fire hazards within 50 feet of structures.

#### **Future Conditions & Desired Outcomes:**

The Gem Community should continue the practice of assessing natural resources with the object of expanding and utilizing additional resources (where appropriate and in compliance with adopted ordinances) such as open space, recreational opportunities, wildlife, upland vegetation, renewable energy sources. With recent natural gas exploratory drilling in eastern Payette County and known gas resources and mineral leases in Gem County, it is expected that the Gem Community will face potential natural gas extraction in the future. If done, such activities must operate in full compliance with local, state and federal public health and safety laws, including respect for private property rights.

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 as specified by Southwest District Health 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 ensure the quality of 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 Community 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 Gem Community will help protect soil, water resources and groundwater.

It remains the responsibility of all residents of the Gem Community to protect their precious natural 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 help to ensure that future development is harmonious with its natural environment.

**Gem Community Policies for Natural Resources and Hazardous Areas:**

**General**

- 6.1 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.
- 6.2 Minimize waste disposal by providing recycling opportunities, encouraging recycling ventures, discouraging the use of non-biodegradable materials, providing adequate public trash receptacles and enacting recycling incentives.
- 6.3 Preserve the natural beauty of the Payette River, Black Canyon Reservoir, Squaw Creek and other waterways and lands abutting these water amenities by limiting industrial and residential development which fails to accomplish the community's preservation goals.
- 6.4 Protect the safety and welfare of the public by identifying areas with physical development constraints (i.e. floodplains, steep slopes and fill areas).
- 6.5 Utilize the Idaho Wellhead Protection Plan (wells that are the source of public drinking water) in all land use and permit decisions.
- 6.6 Ensure compatibility of all activities with neighboring communities and governing agencies. (See Appendix 6-1 for a list of governing agencies in Gem County.)

**Water Quality**

- 6.7 Preserve, protect and promote high quality standards for ground and surface water as an essential and limited natural resources throughout the community.

- 6.8 Ensure that planning for growth includes development of infrastructure, public services and utilities to protect the quality of water in Emmett city limits. Ensure that new development includes Health District approved site utilities to protect the quality of water in the county.
- 6.9 Promote the use of water conservation through education to all segments of the community.
- 6.10 Manage storm water generation and disposal consistent with best-available technology to prevent degradation of water quality and other natural resources.
- 6.11 Prevent contamination of groundwater from sewage and wastewater through appropriate planning, treatment and through regulations.
- 6.12 Where density warrants, the Gem Community will protect the aquifer through the use of central sewage facilities, rather than individual septic systems, and Best Management Practices for stormwater management.

#### **Waterways**

- 6.13 Manage the Payette River and all surface waters as a valuable resource.
- 6.14 Manage and prevent unsuitable uses along creeks, canals, drainage ways, ponds and rivers to protect water quality.
- 6.15 Ensure that the community's floodplain and floodway protection ordinances are enforced and retain an active status in the national Community Rating System and National Flood Insurance Program.

#### **Air Quality**

- 6.16 Publicize voluntary car-pooling, van-pooling, and alternative transportation options when CO<sub>2</sub> (Carbon Dioxide) levels are anticipated to approach National Ambient Air Quality Standards threshold levels.
- 6.17 Publicize voluntary burning bans when PM (particulate matter) 10 exceeds 80 micrograms per centimeter (mcg/cm) and requiring compulsory no-burn days when PM10 levels exceed 100 mcg/cm.
- 6.18 Initiate and continue discussions with surrounding counties regarding regional air quality issues.
- 6.19 Promote bike lanes and pedestrian paths as an alternative to motorized transportation.
- 6.20 Where appropriate, require air quality mitigation measures of new development to minimize negative impacts on air quality associated with the proposed use and site development. Air quality mitigation measures may include but are not limited to:
  - a. links to public trails and bus routes with biking and walking trails;



- b. provide rideshare or vanpool programs and facilities;
  - c. increased tree and landscape plantings;
  - d. installing scrubbers in smoke stacks and other means of reducing industrial emissions;
  - e. other techniques proven to maintain or improve air quality (vehicle emission testing)
- 6.21 Coordinate with Valley Ride, ITD (Idaho Transportation Department), ACHD (Ada County Highway Department) and other regional transportation organizations to assure that land-use and transportation decisions will improve regional air quality.
- 6.22 Construction site dust control measures and revegetation should be evaluated during review of development projects, especially those involving grading work; and minimize sediment and dirt tracked into streets and sidewalks where it can become airborne or be carried into storm drains when wet and create hazards to traffic or pedestrians.
- 6.23 Require site dust control measures for all commercial and industrial unpaved parking lots. Minimize sediment and dirt tracked into streets where it can become airborne or be carried into storm drains when wet.

### **Energy Conservation**

- 6.24 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.
- 6.25 Take actions to create public shuttle bus transit system to connect Emmett with Boise, Meridian, Caldwell and Nampa.
- 6.26 Promote the use of carpool Park-n-Ride lots.
- 6.27 Encourage the use of bicycles by providing bike lanes and pathways.
- 6.28 Cooperate with other government jurisdictions and with utilities in effecting energy conservation at all levels.
- 6.29 Encourage the development of resource recovery and recycling activities within the community and region.
- 6.30 Encourage effective landscaping for reducing heating and cooling needs in buildings.
- 6.31 Promote development of safe, compatible, renewable and sustainable energy generation methods.
- 6.32 Encourage LEED™ (Leadership in Environmental and Energy Design) design criteria for all new and substantially renovated public buildings.

**Hazardous Areas**

- 6.33 Identify and manage development near hazardous areas in order to protect the public health, safety and general welfare.
- 6.34 Manage or limit development activity in known hazardous areas. Take steps to identify hazards and take appropriate steps to minimize the public's exposure to these hazards.
- 6.35 The most recently adopted version of the Gem County *All Hazard Mitigation Plan* and its policies should be referenced and followed in all public and private development activities.

**Wildfires**

- 6.36 Encourage remaining districts and departments to do Red Zone mapping.
- 6.37 As population growth and district needs may dictate, encourage Mutual Aid and Automatic Aid between all fire agencies in the Community.
- 6.38 Determine the feasibility and potential adoption of a Wildland-Urban Interface policy or ordinance that would apply in areas of the community prone to wildfires and/or in high wildfire risk zones.

## **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 sheepherders; 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.

### **1.0 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**

- 7.1.1. 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.
- 7.1.2. 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.
- 7.1.3. 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.*)



**County Courthouse**

### **2.0 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**

- 7.2.1 The Gem County Board of Commissioners supports a Gem County Historic Preservation Commission in accordance with state guidelines.
- 7.2.2 Update the inventory list of historical structures and sites in the community.
- 7.2.3 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.
- 7.2.4 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.
- 7.2.5 Identify local sites in a special program initiated with the cooperation of other agencies, businesses and organizations with review and approval by the GCHPC.
- 7.2.6 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.



**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



**Emmett Valley**

### **3.0 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

### Vision Statement & Purpose of Chapter:

Although the Gem Community enjoys a rural environment with wide open spaces, this chapter still envisions the creation of new places that provide opportunities for recreation in order to promote the health and well-being of Gem Community residents while ensuring the funding of existing facilities. Hence, this chapter demonstrates the efficacy of a needs assessment to ascertain what recreational facilities and open spaces might be considered as realistic future goals. The major focus of this chapter, then, centers on fleshing out those opportunities desired by its residents while evaluating their funding requirements.



### Introduction

Recreational pursuits traditionally have been important to the citizens of the Gem Community. Residents consider the community's parks and other recreational facilities as significant factors contributing to their overall quality of life. However, anticipated new growth in and around the Gem Community will likely place additional demands for recreation at a time funding presents a significant challenge.



As Chapter 2, Population and Growth, of this Comprehensive Plan demonstrates, the Gem Community's population is expected to grow. Whether fast or slow, *any* growth recommends expansion of recreational opportunities. Yet, expansions often entail the acquisition and development of land, as well as the continued funding and maintenance of ongoing operations and facilities.

Where possible, park facilities should be supplemented by school playgrounds and sports fields, thus increasing opportunities for supervised recreational activities. The parks at or near the Black Canyon Reservoir, under the jurisdiction of the Bureau of Reclamation (hereinafter, BOR), a federal agency, supplement locally based recreational facilities by providing recreation for the Gem Community and the surrounding region. The reservoir is located on State Highway 52 between Emmett and Horseshoe Bend.

## Existing Conditions & Historical Perspective

### Current Services:

Within the Gem Community, the City of Emmett has three widely dispersed parks and Gem County has one open space near the community hospital. Additionally, Gem County controls the largest sports complex. Together, these facilities provide a variety of recreational opportunities.

- City Park, located on East Main Street, also includes the municipal pool and tennis courts. Concerts are held in the band shell during the spring and summer, particularly in conjunction with the popular Cherry Festival in mid-June and Cruise Night, the 3rd weekend in July. This popular picnic location during



the good weather months is also the site of the Cowboy Breakfast held in conjunction with the Gem/Boise County Fair each August. On any given day, weather permitting, children can be seen playing on the park's modern playground equipment. The Olympic-sized pool located near the tennis courts underscores the importance of quality recreation to the Gem Community residents. Constructed in 1992 with private donations, the Gem County Recreation District currently maintains and runs the pool.

- Hoppell Field & RV Park (formerly known as "12<sup>th</sup> Street Ball Park") is located near Hayes and Twelfth Streets in Emmett. It contains a baseball diamond used for softball and baseball, as well as a covered picnic area, restrooms, showers, playground equipment and a 12-space RV Park.
- An open area of over 2.7 acres located adjacent to Walter Knox Hospital, and formerly known as Blaser Park, entered the inventory in 1990.

### **The Gem Community's Crown Jewel: the Gem Island Sports Complex:**

Ruth B. Lyon, in her 1979 self-published history of Emmett, *The Village That Grew*, assessed local recreation this way, "The Emmett High School Athletic Field, City Park with band shell and wading pool, a roller skating rink, two dance halls, and two theatres [sic] furnish recreation." What would Ruth have thought about the Gem Island Sports Complex?

The island upon which the sports complex sits (formerly known as Barker Island) has a colorful history. Having had many past lives, its most noble perhaps entail that of a golf course and feed lot. Before becoming a sports complex, the island served as a dumping ground for abandoned cars, strategically used for flood control.

In the 1990's, a local land developer explored the possibility of building condominiums on the island. However, he soon learned, as one might expect, that it sat in a flood plain.

Envisioning only a limited market for soggy condos, the developer suggested to the Gem County Commission that it might want to purchase the island for recreational purposes. So the county did—or most of it—for the bargain-basement price of \$100,000.

By paying \$10,000 down in 1995 with \$30,000 annual installments thereafter, the county's investment coincided with the local Optimist Club's desire to find a new spot for Little League baseball fields. The fields then in use would soon be covered over by a new Post Office building with its attendant grounds, as well as the new Emmett City Hall.

In his 1996 application for federal assistance in developing the island, which garnered \$6,000, then-County Commissioner Rick Welch set out this vision: "Gem Island Community Park [now Sports Complex] is being developed in a spirit and intent to provide space where Gem County residents, as well as visitors to the Community, can find a quiet island retreat complete with recreational facilities, picnic areas, a greenbelt pathway and wildlife habitat."

(continued on next page)

## Gem Community Comprehensive Plan Chapter 8 – Recreation and Open Space

- The current Blaser Park, adjacent to the Wells Fargo Bank on North Washington in Emmett, while small, is still well used between late spring and fall as the site of the local Farmers' Market.
- The park with the most usage in terms of people and activities is the Gem Island Sports Complex, on the edge of Emmett's city limits. Most of it comes under the jurisdiction of Gem County; however, "Ed's Pond" falls under the jurisdiction of the Idaho Fish & Game Department. Table 1 provides additional information about Gem Communities' parks and sports complex.



### **The Gem Community's Crown Jewel: the Gem Island Sports Complex:**

**(continued)**

Indeed, the island *is* a quiet island retreat—except, of course, when hundreds of people, young and not-as- young, engage in raucous recreational activities. After thousands of hours of volunteer labor by too many to name here, including contractors donating heavy machinery with operators, the Gem Community demonstrated what it can do when aiming for a worthwhile goal. Certainly significant progress has been made since two dance halls and two "theatres" were considered part of the recreational milieu.

**Table 1**

<b>Name of Park</b>	<b>City Park<sup>1</sup></b>	<b>Blaser Park</b>	<b>12th St. Ball Park</b>	<b>Gem Is. Sports Complex</b>
<b>Type of Park</b>	Day use	Day use	Day use/overnight	Day use
<b>Boat Launch</b>	No	No	No	No
<b>Off-Street Parking</b>	Yes <sup>2</sup>	Yes	Yes	Yes
<b>Acres</b>	12.1	0.9	3.7	54.5 <sup>3</sup>
<b>On-Site Restroom</b>	Yes	No	Yes	Yes
<b>Cov'd Picnic Areas</b>	Yes	No	Yes	No
<b>Ball Fields</b>	No	No	Yes	Yes

<sup>1</sup>Modern playground equipment; band shell; open grassy area on east side of park.

<sup>2</sup>Parking is located in Swimming Pool/Tennis Court area only on North side of park.

<sup>3</sup>This does not count the approximately 9.7 acres under the jurisdiction of Idaho Fish & Game.

In addition to the three parks and sports complex listed above, there are five facilities near the Black Canyon Dam under the jurisdiction of the BOR. Four of the parks are on or near the reservoir, and the fifth, Montour Park, is located in the Montour Wildlife Management Area. Recreational activities in and around

the reservoir include boating, camping, fishing, hunting, picnicking, and water sports. (See appendix 8-1 for a map of the public parks)

- Black Canyon Reservoir is formed by Black Canyon Diversion Dam, a part of the Boise Project. Managed by the BOR, this 1,100-acre reservoir offers 12 miles of shoreline. Boating and fishing are the major recreational activities at the reservoir. This site offers restrooms, boat ramps, camping, parking, picnic tables, water sports, and accessible facilities for fishing. The Gem County Sheriff's Office patrols the reservoir. The facilities are typically open from mid-May to mid-September, but, dependent on weather, there could be a variance in the timing of the Park season. Table 2 gives more information about the BOR Park Facilities located in the Gem Community.

**Table 2**

<b>Name of Park</b>	<b><i>Black Canyon Park</i></b>	<b><i>Wild Rose Park</i></b>	<b><i>Cobblestone Park</i></b>	<b><i>Triangle Park</i></b>	<b><i>Montour Park<sup>1</sup></i></b>
<b>Type of Park</b>	Day use	Day use	Day use	Day/overnight	Overnight
<b>Fees</b>	Daily per car <sup>2</sup>	Daily per car <sup>2</sup>	Daily per car <sup>2</sup>	Group overnight <sup>3</sup>	Daily; 18 spaces <sup>4</sup>
<b>Rental</b>	Gazebos only	Gazebos only	Shelter only	Yes <sup>3</sup>	Tents/campers differ in price <sup>4</sup>
<b>Acres</b>	12.45	9.9	5.34	5.7	6.4
<b>Off St. Parking</b>	Yes	Yes	Yes	Yes	Yes
<b>On Site Restrooms</b>	Yes	Yes	Yes	Yes	Yes
<b>Boat Launch<sup>5</sup></b>	Yes	No	No	Yes	Yes
<b>Covered Picnic</b>	Yes	Yes	Yes	Yes	Yes
<b>Playground</b>	Yes	Yes	No	No	No
<b>Ball Fields</b>	No	No	No	No	No

<sup>1</sup>Also known as Montour Wildlife Management Area

<sup>2</sup>Reasonable rates; season pass available and renewable each year; for current rates call 365-2682

<sup>3</sup>NO potable water and NO power available at Triangle Park; for current group overnight rate, call 365-2682

<sup>4</sup>Available on first-come basis; potable water and bathrooms ARE available; for current rates call 365-2682

<sup>5</sup>Fishing is available at or near each of the parks regardless of boat launch availability

Other popular and well used recreational facilities in the Gem Community include the following:

- The Emmett City Golf Course, a 9-hole course, is located approximately two miles southwest of town contiguous to the Emmett Airport.



- The Gem County Fair Grounds is the home of the Gem/Boise County Fair & Rodeo held in August of each year. With three nights of ICA-sanctioned rodeo, a large display of 4-H and open-class exhibits, there is much to see and do with family entertainment and music.
- The Idaho Fish & Game Department owns four fishing ponds in the Gem Community. Three of them, Sawyers' Pond, Airport Pond and Star Lane Pond are situated in an approximately two-mile corridor along Idaho 52 just west of Emmett. The fourth, Ed's Pond, is situated at the Gem Island Sports Complex. However, as of 2013, only Airport Pond and Ed's Pond are actively stocked by Idaho Fish & Game.



- Out of the over two million acres that comprise the Boise National Forest, 63,481 acres are situated in northern Gem County, providing exceptional hunting, camping and world-class hiking opportunities, particularly in the area of Sage Hen Reservoir. Sage Hen Creek Campground is located on the shores of Sage Hen Reservoir, approximately 45 miles north of Emmett. The complex includes a boat ramp, picnic tables, drinking water, and old fashioned restrooms. Fifteen camping sites are available. The US Forest Service charges a small fee for overnight camping and an even smaller fee for day use only. A collection box is available near the entrance to collect the fee. These sites are available from mid-May through Labor Day. Due to snow conditions, the area is generally not accessible from about mid-October to mid-April.
- The Little/Gem Cycle Park is a day-use facility of over 400 acres in the southeast foothills above Emmett. It possesses miles of trails for motorcycling and 4-wheeling as a private and public joint venture. An equestrian trail is also available.



- The Payette River runs through the heart of Gem County and comprises, perhaps, its most important recreational asset. Supplying water for the many acres of farmland, it also provides the most inexpensive recreation in the Gem Community, from fishing, to boating, to kayaking. Floating the Payette River has also been a favorite pastime for generations of Gem Community families and friends.



- The community of Sweet enjoys its Sweet City Park as a day use facility. While the park contains no on-site restrooms, it does have a covered picnic area, off-street parking, and a playground area (but no ball field). The park falls under the direction of the Sweet Community Improvement Board.

### **Gem County Recreation District**

The Gem County Recreation District (GCRD) is a separate taxing district authorized by Idaho Code with its own elected Board of Directors. The stated overall goal of GCRD is to offer comprehensive recreation programs that enrich the quality of the participants' experiences, thus enhancing the overall quality of life in the community. This District provides an important piece to the overall excellent quality of recreational opportunities provided residents for an entity the size of the Gem Community. GCRD rents and operates a recreation and office building on Main Street in Emmett and is a key provider of after-school, weekend and summer youth recreation activities.

### **Public Schools as a Recreation Resource**

Current Emmett School District Policy (District #221) dictates that during school hours, persons coming onto school property must immediately report to the school office to state their reason for being there, even when remaining outside of buildings on school property. As a practical matter, no one other than students or faculty will be allowed to utilize school playgrounds during normal school hours. However, when school is not in session, the unwritten policy of the school district has been to allow children and adults to utilize school playgrounds and gyms for recreational endeavors, especially sports activities. Two prime examples include the Optimist Football program and GRCD's Youth Basketball program in the fall and spring. The following public schools in the Gem Community have large playground facilities or sports fields that can be used for recreational purposes when school is not in session:

- Black Canyon High School (formerly known as Butte View Elementary)
- Carberry Intermediate School
- Emmett Middle School
- Emmett High School
- Shadow Butte Elementary
- Ola and Sweet. Both Ola Elementary and Sweet Elementary have approximately quarter-acre playgrounds for use during non-school hours. Additionally, the Sweet School has a walking track on its playground, which the administration encourages the community to use.

**Critical Issues:**

- To conduct a comprehensive needs assessment (level-of-service study) of Gem Community residents that delineates their desires for recreation and open spaces.
- To generate the funding and other resources necessary to carry out the results of the needs assessment while sustaining the current recreational and open space facilities.

**Future Conditions & Desired Outcomes**

As the Gem Community continues to grow, current recreational facilities will require improvements and new facilities will need to be developed. New facility development will consist of both public and private funding. For example, Emmett City Code requires single-family residential subdivisions and multi-family housing developments to provide private open space within their developments. Local service clubs and non-profit organizations, as well as private donors, can also play an important role in providing equipment and other facilities for recreational needs.

**Forecast Needs:**

Assuming a goal of five (5) acres of parkland per 1,000 population, with just under 17,000 as a population for the entire Gem Community, the park acreage under city and county jurisdiction currently supports the acre-per-population formula suggested. Furthermore, as established, there exist numerous parks and recreational opportunities under the auspices of other governmental units in the Gem Community, including the scenic Payette River with its fishing, boating, swimming and floating opportunities. Put another way, there is no dearth of open space or recreational opportunities in the Gem Community. Accordingly and within Idaho statutory limitations, in order to better and efficiently plan, a needs assessment should be conducted in the Gem Community to determine not only what residents desire, but what the tax payers are willing to provide.

**GENERAL GOAL STATEMENTS**

The Gem Community, through the oversight of the Joint Planning Commission, will conduct a needs assessment over a sufficient period of time designed to encourage maximum participation and addressing recreation and open spaces.

**GENERAL POLICY**

Based upon the results of the needs assessment survey, the Gem Community will

- Determine a realistic and total percentage of the Gem Community's (i.e., jurisdiction's) acreage necessary to be set aside for parks or other open space;
- Encourage the development of recreational open space and parks as part of any new subdivision or planned unit development;

- Assure, where practicable, that parks are situated so as to be accessible by foot, bicycles, and motor vehicles, are visible to the public and in compliance with Americans with Disabilities Act (ADA) regulations;
- Balance the location of parks to the extent feasible so they ensure equal service across the geographic area served;
- Provide recreational facilities and programs regardless of race, sex, creed, religion, age or economic status;
- Where feasible, ensure that all natural resources associated with any recreational facility be preserved.
- Coordinate park objectives with other Gem Community functional plans;
- Offer a balanced mix of places and activities throughout the recreational system;
- Identify ways that open spaces will either promote or contain growth as desired;
- Determine and continue to refine physical and financial methods that will support the park and open space system;
- For urban or rural design purposes, address the way the park or space relates to the structures around it;
- Identify places and ways to connect parklands and associated resources;
- Continue to assess the practicality of implementing a proportionate share development impact fee for parkland acquisition and site development;
- Actively solicit partnerships with the private sector, service clubs and development community to help finance the development of new park facilities and to maintain and refurbish existing facilities;
- Assess recreational and open space needs every five years;
- Coordinate, communicate and cooperate with the Gem County Recreation District in planning and funding of recreational opportunities for the residents of the Gem Community.

### **1.0 Recreation Specific Goal:**

Create new public recreational opportunities by developing new parks and expanding existing facilities that respond to the needs of the Gem Community.

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

- 8.1.1 Continue to develop and fund recreational programs and facility maintenance to enhance the use of enjoyment of city parks for all age groups.
- 8.1.2 Continue to maintain and improve city parks to assure their continued value to Gem Community residents.
- 8.1.3 Support the development of new facilities (e.g. baseball, softball, soccer) and other multi-purpose facilities within the city.
- 8.1.4 Encourage locating parks within a predetermined number of blocks of those they are designed to primarily serve.
- 8.1.5 Explore the practicality of implementing an impact fee to help finance City of Emmett recreation improvements.



**Policies for Gem County:**

- 8.1.1 Continue to fund improvements to and expansion of the county fairgrounds and rodeo arena and the Gem Island Sports Complex to enhance their use and enjoyment.
- 8.1.2 Explore the practicality of implementing an impact fee to help finance improvements at the county fairgrounds and sports complex.
- 8.1.3 Encourage and support expansion of the park and recreational programs at or near the Black Canyon Dam and within the Payette River Corridor.

**2.0 Park Facilities and Acquisition Goal:**

Opportunities for recreation, exercise, relaxation and contact with nature will be provided for residents through the use of land as open spaces. This goal recognizes, however, that the unique nature of Gem County as a rural and agricultural area, and having a portion of the Boise National Forest, coupled with the Bureau of Reclamation's Black Canyon Dam, helps to meet the Gem Community's goal of providing quality recreational opportunities.

**Policies for City of Emmett:**

- 8.2.1 Neighborhoods within the city limits with limited parkland will receive high priority for park acquisition and development.
- 8.2.2 Review the minimum standard of 5.0 acres of developable neighborhood and community parks plus open spaces per 1,000 residents based upon the needs assessment study and adopt a standard that conforms to the needs and desires of the Gem Community residents where practicable.
- 8.2.3 All changes of land use, including new development and highway improvements, will be considered as opportunities to:
  - (a) Provide pathways, bicycle paths or pedestrian access to the Payette River (Greenbelt), public parks and links between parks, schools and neighborhoods in accordance with the Master Pathway Plan and in conjunction with any applicable federal agency;
  - (b) Negotiate for the acquisition of park sites;
  - (c) Encourage the development of recreational open spaces and parks as part of subdivisions and planned developments.
- 8.2.4 Support locating new parks adjacent to schools and other recreational facilities, and linking the schools and facilities together with pathways in accordance with the Master Pathway Plan.
- 8.2.5 Continue to incorporate historical and other significant sites and monuments into the park system.

**Policies for Gem County:**

- 8.2.1 Continue funding for the maintenance and development of the Gem Island Sports Complex.
- 8.2.2 Acquire land as needed to expand and improve the fairgrounds and rodeo facilities.
- 8.2.3 Support and encourage private sector and community service clubs involvement in the acquisition and development of land for recreation and open spaces.
- 8.2.4 Where practicable for land falling under the county's jurisdiction, execute policies E8.2.1 through E8.2.5, inclusive, as set out immediately above.

**3.0 Bike Paths, Pathways, Greenbelt and Trail Goal:**

Support the establishment and maintenance of a Greenbelt along the Payette River while preserving existing trail and irrigation corridors.

**Policies of City of Emmett:**

- 8.3.1 Implement the adopted Master Pathway Plan. (See Chapter 10)
- 8.3.2 Establish and maintain trail links between Emmett schools, parks and neighborhoods.
- 8.3.3 Through subdivision review, annexation and zoning, emphasize the establishment of trails and open space corridors.

**Policies for Gem County:**

- 8.3.1 Encourage the development of equestrian trailheads and the enhancement of existing trails, including, but not limited to, coordination with Ada County and applicable federal agencies to develop a Gem County segment of the equestrian trail from Barber Park in Ada County to Sage Hen Reservoir in Gem County and coordination with the Greater Middleton Parks and Recreation District in connecting an equestrian trail between Middleton and Emmett.
- 8.3.2 Support the development of a greenbelt pathway system along the Payette River through Gem County.

**Accountability & Communication Strategy**

**Responsible Parties:**

The Gem Community's elected officials are responsible for adhering to this plan and its design for recreation and open space enhancement. As coordinated by the Joint County/City Development Services Department, the Gem Community's Joint Planning Commission will monitor the progress of the plan including adherence to its policies and the timeliness of its goals being met.

**Governing Authorities:**

The City of Emmett and the County of Gem comprise the governing authorities in the execution of this plan; however, close coordination with the other taxing authorities, such as, Emmett School District #221 and the Gem County Recreation District must be established and maintained in order to successfully meet the goals envisioned in this plan. To a lesser extent, though no less important, coordination with adjoining governing authorities, and in particular, the Counties of Ada, Canyon, Payette, and Boise, as well as federal and state agencies to be determined, is necessary for equestrian trail and greenbelt pathway development.

**Public Participation:**

The public will be asked to participate in a comprehensive survey addressing its perceived needs for recreation and open spaces in the Gem Community. In addition to utility billing statements announcing the survey and how to participate in it, local news media will be asked to help communicate its availability for participation. Community-minded businesses with reader boards along Washington Avenue and other heavily traveled streets will be given an opportunity to announce the survey as well. Regularly scheduled community recreational events such as the Cherry Festival, Fourth of July Celebration at the sports complex, Cruise Night, the River through Time event, the Boise/Gem County Fair and Rodeo, the Walter Knox Memorial Hospital Health Fair, and the Harvest Festival Street Fair will also provide opportunities for the Joint Planning Commission to place surveys into the hands of local residents wishing to participate. Surveys will also be available for those who attend Emmett Community Playhouse and high school plays and various school and GCRD sporting events.

**Critical Benchmark and Timelines:**

Once authorized to proceed by the City and County elected officials, the Joint Planning Commission under the direction of the Joint County/City Development Services Department will develop the needs assessment questionnaire. Upon such authorization, and within one year after the adoption of this plan, the Joint Planning Commission will have distributed the assessment questionnaire to a representative sample of the Gem Community, scored and evaluated it. As soon as practicable following the scoring, the Joint Planning Commission will formally provide the results of the survey to the City and County elected officials at a duly scheduled public meeting called, among other things, for that purpose.

**Funding & Resource Strategy**

The elected officials of the Gem Community will identify and implement traditional statutory funding to maintain current recreational and open space facilities and to create new ones. In addition, through their respective staffs, the elected officials will seek other governmental funding sources, public and private grants, donations of land and other facilities and equipment from private citizens and service groups.

**Documentation:**

The needs assessment questionnaire will provide the documentation for the level of services desired by the Gem Community residents.

**Methodology:**

A formal survey addressing the perceived needs of Gem Community residents will be taken over a sufficient period of time in order to ensure participation by a significant cross-section of the community.

**Implementation:**

The Joint Planning Commission will execute the creation of the needs assessment questionnaire, cause it to be distributed to those wishing to participate in the survey, collect, score, and analyze its findings, and report the same to the elected officials of the City of Emmett and the County of Gem. It is the intent of the Joint Planning Commission to accomplish this within one year of the elected officials authorizing the survey to be conducted.

## **Chapter 9 - Public Services and Utilities**

### **Vision Statement:**

We envision a community where quality, efficient, well-planned and consistently maintained public facilities and services are provided to existing and future residents.

### **Purpose:**

To provide and maintain public facilities essential to the protection of the health, safety, welfare and quality of life of the residents and businesses in the Gem Community.

### **Introduction:**

Adequate land allocation for public facilities is necessary to maintain high levels of service as growth continues into the future. As the community experiences development of residential and commercial uses, it becomes vital that the land allocation needs for public facilities are identified before development occurs and limits options. When safety services (Law Enforcement/Fire/EMS) are able to provide high levels of service, the community is safer and lower insurance rates can be maintained. Public facilities like schools, parks and libraries contribute to the identity of a community and provide public gathering places. Additionally, when these facilities are provided in an exemplary manner, they contribute to higher property values and increased community appeal.

Public facilities and utilities should be designed and built to be environmentally sensitive and consistent with the urban, suburban or rural form in which they are located. They should also maintain desired levels of service where applicable, maximize the existing infrastructure, and be cost efficient. Public facilities and utilities are critically important to economic development. Additionally, natural and cultural opportunities provided through public facilities are important for social interaction, offering amenity value to the community. Finally, it is important to enhance community facilities where possible, and identify deficiencies in order to accommodate the expected growth.

This chapter provides guidance to identify future needs for public facilities and their locational requirements. One goal of this chapter is to establish criteria for the identification of general locations for new facilities and areas where services can be expanded which best serve a growing population. This chapter does not provide specific locations, the necessary equipment acquisition, personnel needs or other service-related expenditures. While it is important to plan for public facilities, it is also important for the Gem Community to remain flexible so it can respond to growth and service needs in a fiscally sustainable manner, and provide services when and where they are needed.

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.

**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 permanent full-time as well as seasonal 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, set and administer the budget, and oversee day-to-day operations. The other elected officials of County government include the Assessor, Coroner, County Clerk, Prosecuting Attorney, Sheriff, and Treasurer.

**Local Government Services:**

**Administration:** General purpose administration includes the Mayor and six City Council members for the City of Emmett and three County Commissioners for Gem County.

**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 under a third party contract. The airport runway was lengthened in 1994 to 3,250 feet. The runway has 18 improved tie downs. Private hangars are available on site. (See Chapter 10, Transportation, for a more detailed discussion of the Emmett Airport.)

**Cemetery:** The City of Emmett owns and manages the public cemetery located on Highway 52 on the Emmett Bench. The cemetery has both underground burial and cremated remains plots for citizens to purchase. There are approximately 15,000 plots on the property with 15 acres of land available to accommodate future expansions of the site. At least some portion of the property has been used as a cemetery since 1910.



**Clerk, Court and Human Resources:** City and county clerk services include payroll, budget administration, computer information services, auditing, accounting, personnel and utility billing. The County Clerk also oversees the district court clerks, all county-wide elections and associated legal services.

**Community Development Services:** Gem County and the City of Emmett share planning, zoning and building services, housed in the Development Services Department. This department reviews all new development requests in the community, administers the zoning, subdivision, building, floodplain and sign ordinances, and also oversees code enforcement in the unincorporated parts of the community. City of Emmett building and code enforcement services are provided separately and based out of Emmett City Hall.

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

**Fairgrounds:** The Gem County Fairgrounds are owned and maintained by Gem County. The Fair Board is an appointed group of volunteers that oversees the annual Gem/Boise County Fair and Rodeo and Emmett Spring Race Meet. The grounds consist of grandstands, arena, race track, barns, expo building, a 4-H building and numerous concession and game buildings.

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

**Juvenile Services:** The Gem County Juvenile Probation Department serves at risk juveniles who have been adjudicated of a crime. The Gem County Juvenile Probation Department follows the Balanced Approach (as defined by the Idaho Department of Juvenile Corrections) which is to hold juvenile offenders accountable for their crimes by ensuring reparation with their victims and to provide community protection and public safety through restorative justice. Restorative justice requires that we work to restore victims, offenders, and communities who have been injured by crime.

**Legal Services:** The City of Emmett has a part-time, salaried City Attorney for its civil law needs. Currently, Emmett contracts with the Gem County Prosecuting Attorney for its misdemeanor and infraction prosecutions. Gem County has an elected Prosecuting Attorney responsible for all criminal prosecutions in the county, advising county officials on legal matters, and representing the county in civil court and administrative proceedings. The Prosecuting Attorney's office also includes deputy prosecutors and support staff. Additionally, Gem County provides public defender services through a contract with a private legal firm.

**Library:** Incorporated in 1926, the Emmett Public Library has a collection that contains more than 60,000 books and recordings as well as a section of over 2,000 family-oriented videos. As part of an eleven member library consortium, the Emmett Public Library is an automated partner with the ability for resource and data sharing on-line. College-approved proctoring is available to college students. Reader and program participants visit the library at a rate of 5,346 per month; the summer reading program has 300-400 children participate. The City Council appoints a five-member board of Emmett residents to oversee operations. City revenues fund approximately half of the annual budget; grants and fundraisers provide for the balance. The library is staffed by a librarian, acquisition coordinator, part-time librarian, story teller and other staff. Residents outside the city limits may purchase a nonresident card, which is offered for 3 to 6 or 12 months. Long range plans call for a larger facility.



## **Medical Care:**

### **Emergency Medical Services**

Gem County's Emergency Medical Service (EMS), based near downtown Emmett, provides emergency response care and transportation services to the City of Emmett and unincorporated Gem County 24 hours a day, 7 days a week and 365 days a year. Gem County's EMS is not a separate taxing district; it is funded completely through fee-for-service charges and grants.

EMS is staffed by a Director, a few full-time employees, and a paid part-time force of Emergency Medical Technicians. Re-certification is required every two years and CPR re-certification is required every year. Training by state-certified personnel is continuous through the year and re-certification records are maintained at the Emmett office. A key goal of the EMS department is to attain paramedic status in the near future, allowing local staff to provide an even higher level of medical care on-site. Gem County is licensed to provide two levels of care. The Intermediate level covers the 911 calls and the Paramedic level is for the inter-facility transfers. A local medical physician acts as the on-call Medical Control Physician for EMS.

Gem County EMS has fully-equipped ambulances plus an off-road medical vehicle at the Emmett facility and one ambulance based in Sweet. Medical supplies and equipment are provided by the County. A mutual aid agreement with neighboring Boise County provides an additional level of assurance to residents of both counties that EMS services are available in a timely and efficient manner. There is a potential for similar agreements to be entered into with Ada, Canyon and Payette Counties. A Continuity of Operations Plan is also being written to cover major or catastrophic events.

### Hospital

Walter Knox Memorial Hospital (WKMH) is a 16 bed critical access, acute care medical facility. WKMH services a population base of approximately 16,000 residents in Gem County.

With a staff of approximately 100 employees, the hospital has the ability to offer a variety of out patient services including a modern level A Laboratory, Expanded Diagnostic Imaging Department that includes X-Ray, MRI, CT Scan, and Ultrasound. They offer modern Labor & Delivery Suites, Newborn Nursery, Out-patient surgery, Infusion Services department, a 24 hour Emergency Room and urgent care center.

WKMH offers many other services providing convenient access to modern medical care to the residents of Gem County. Some of those services include Physician Specialty Clinics as follows:

- Cardiology
- Dermatology
- Ear, Nose & Throat
- Family Practice





- Gynecology
- Oncology
- Orthopedics
- Podiatry
- Surgery
- Urology
- Diabetes Education
- Pre-natal Education

Local physicians and health care providers attend to patients through services at WKMH. In addition, WKMH has answered the call for community support through emergency preparedness and community health awareness, partnering with other local groups.

The hospital motto is:

*“Providing excellent healthcare and promoting quality of life in our community”*

**Misdemeanor Probation Services:** Gem County contracts to a private, third party company to manage its misdemeanor probation services. This contract is administered through the Prosecuting Attorney’s Office.

### **Public Safety:**

#### Law Enforcement

The Emmett Police Department employs a sufficient number of POST (Peace Officer Standards and Training)-certified officers to provide 24-hour patrol coverage throughout the city, and when called upon, unincorporated Gem County. The department also has an investigation division, K-9 narcotic support, and a volunteer reserve officer program that includes several members who possess the necessary POST certification for full law-enforcement authority. Additionally, the department has developed a volunteer Citizen’s On Patrol (COP) program. An administrative staff supports all full-time employees and volunteers.

The Emmett Police Department and the Gem County Sheriff’s Office currently conduct joint training and enjoy a high degree of mutual cooperation for the detection and apprehension of criminal offenders. Accordingly, this Comprehensive Plan encourages the continuation of the cooperation between these two law-enforcement agencies. Such cooperative efforts make the Gem Community a safer place in which to live and raise a family.

The Gem County Sheriff, an elected official, has the statutory responsibility for all law enforcement duties in Gem County, including the City of Emmett. In addition to the Sheriff, staff includes a chief deputy, detectives, a jail commander, and several POST-certified patrol and jail deputies. The Sheriff oversees the county jail, which has a current capacity of fifty-four (54) inmates. Other Sheriff functions include dispatch (and 911) services, driver licensing, an alternative to incarceration known locally as the Sheriff Inmate Labor Detail (SILD) program, dive recovery services, and waterways safety enforcement.

As with the Emmett Police Department, volunteerism is important to the Gem County Sheriff’s Office. Two major volunteer programs currently exist. The Sheriff’s Posse assists with search and recovery operations as well as providing public event security. The Sheriff has also developed a reserve deputy program, and, as with Emmett’s reserve officer program, all reserve deputies are expected to become POST-certified and undergo the necessary field training in order to legally perform the same law-enforcement functions undertaken by the full-time deputies.

## Fire



The Gem Community is served by five different fire protection agencies: City of Emmett Fire Department, Eagle Fire Protection District, Gem County Fire District #1, Gem County Fire District #2 and Middleton Rural Fire District. In 2010, 100% of the county became annexed into a fire district so that all properties in the county now have fire protection service. (See Appendix 6-2 for a map of the district boundaries.) Each of the agencies has a fire chief and a team of paid-per-call volunteer firefighters. Six fire stations and substations

that house various types of firefighting apparatus are distributed throughout the Gem Community.

**Solid Waste:** Gem County operates public transfer stations in Ola, Montour and southeast of Emmett which offer solid waste disposal and limited recycling services to both city and county residents. City of Emmett trash removal services are contracted to a local, third party company and billed through City Hall. Cost of residential service averages \$10.00 per month and higher for non-residential users. County residents take rubbish to the Gem County Landfill.

**Transportation:** (See Chapter 10 of this Plan for a description of the City of Emmett and Gem County street, road and bridge facilities and services.)

**Water Supply and Distribution (drinking water):** The City of Emmett owns and operates two separate public water systems under two permits through the Idaho Department of Environmental Quality and the Idaho Department of Water Resources. The Shadow Butte Industrial Park system (located approximately three miles west of Emmett on State Highway 52) has two supply wells with a capacity of 1 million gallons per day plus an on-site above ground storage reservoir with a capacity of 272,000 gallons. It provides potable water to the 25+ building lots in the Industrial Park. The second is the older and larger of the two systems, which serves the Emmett city limits. Residents and businesses in Emmett receive their water from three deep wells with two above ground storage reservoirs with capacity of approximately 2,200,000 gallons. The normal daily demand is 500,000 gallons in the winter increasing up to 1.25 to 1.5 million gallons average daily flows 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.



Residents in unincorporated Gem County receive their drinking water primarily from individual private domestic wells. In addition, several neighborhood associations operate public drinking water wells that serve their members. These larger systems are required to have water operators who are licensed by the Idaho Department of Environmental Quality.

**Wastewater Treatment:** In 2008, the City of Emmett constructed a new advanced wastewater treatment plant to replace the old lagoon system. Emmett's system is designed with adequate capacity for treatment plant expansion to accommodate future population and business growth. The system is sized to handle a population of 15,000 people, expandable to 30,000. The new system has a capacity to treat up to 3,000,000 gallons per day of wastewater. The facility is located on the north side of Cascade Road, west of downtown Emmett, adjacent to



the Payette River. The comprehensive Collection System is comprised of seven (7) lift stations, approximately 164,500 linear feet of sewer lines, ranging in size from four (4) inches to thirty (30) inches.

#### **Historical Notes on the City of Emmett's Drinking Water System & Rates**

Development of the City of Emmett's drinking water system began in 1909 with construction of the first water tower. In 2009, one hundred years later, a \$20-million wastewater treatment plant was completed to treat effluent before it flowed into the Payette River.

After more than 20 years of clean water violations, the city came into compliance with state and federal environmental regulatory agencies. Loans and grants were insufficient to pay the full costs of the new system plus the lending agencies required Emmett to raise its level of local contributions to help pay for the system. User rates had to be increased, which explains why Emmett property owners pay higher water and sewer rates than most surrounding communities.

□□

**Weed Control:** The Gem County Weed Department is responsible for control and management of invasive and noxious weeds in the Gem Community and enforces laws established by the Idaho Department of Agriculture. Services include weed identification, land inspections and nuisance abatement. Gem County participates in two different Cooperative Weed Management Areas (local, state and federal partnerships) – the Lower Gem and the Upper Payette – which offer cost-share programs for specific types of weeds.

#### **Other Public Services (other than City and County government):**

In addition to the services and facilities listed above that are provided directly by Gem County and the City of Emmett, there are many other public services provided in the Gem Community by either private companies or other taxing entities. These include the following:

##### **Federal**

Bureau of Land Management  
Bureau of Reclamation

##### **State**

Idaho Department of Labor  
Southwest District Health

Department of Agriculture  
USDA Forest Service  
U.S. Postal Service

University of Idaho Extension Service

**Local**

Emmett School District (see Chapter 5, Education)  
Gem County Mosquito Abatement District  
Gem County Recreation District  
Western Idaho Community Action Partnership

**Private**

CenturyLink/Qwest (phone)  
Citizens (phone)  
Idaho Power Company (electric)  
Intermountain Gas Co. (natural gas)  
Irrigation/Drainage (numerous districts)  
Recycling  
Wireless and broadband (see below)

**Wireless Communication Technology:** Digital or cellular phone service, otherwise known as wireless communication, has become an essential element of modern day communication, and usage continues to increase. Although wireless communication services are not publicly owned utilities, their inclusion in the Gem Community's Plan is appropriate given their necessity and scope of use.

The future development of wireless communications services in the Gem Community calls for careful planning. The citizens and businesses of the Gem Community will continue to demand services, which will improve the quality of life and economic development of the community; however, the manner in which these services are provided must be sensitive to the aesthetic, health, safety and property values of the Gem Community. Striking a balance between the desires for state-of-the-art, cost-effective communications infrastructure while being aesthetically sensitive to residential and commercial areas will be necessary. This will require careful consideration not only on a case-by-case basis but may also warrant an in-depth, countywide network analysis given the continued evolution of the industry and related technology.

Demand for wireless communication technology is increasing, while appropriate locations for such facilities are becoming more difficult to find. In addition, telecommunication towers have special land use implications because of their potential visual impact on surrounding properties. These realities place a premium on determining the most efficient distribution of wireless infrastructure on the whole, rather than solely for individual service providers. Considering the highly technical nature of wireless infrastructure development, the interdependence of tower sites, and the scope of the existing wireless network, the drafting of a separate wireless study and /or plan may be appropriate to help achieve greater efficiency in facility placement.

Public safety is often a concern when dealing with the installation of wireless communications facilities. It is within the purview of local government to regulate the manner in which structures are located and constructed in order to protect the safety of its citizens. While a good wireless communication network can offer an increase in public safety through the provision of the E911 services, there remain some concerns with public safety associated with Personal Communication Service facilities (i.e. radio frequency emissions, structural hazards, etc.).

**Future Conditions:**

Based on growth and employment projections, it is evident that public services in the Gem Community must be planned and expanded to maintain the county's quality of life and meet future industry needs. Citizens also acknowledge that growth will require service expansion.

Through its Area of City Impact Agreement with Gem County, the City of Emmett has the responsibility to plan for and ultimately provide adequate urban services to meet the demand for urbanization within the Impact Area. While transportation and some service systems have potential deficiencies, they are capable of expansion to meet the anticipated needs of the Area of City Impact population as annexations occur.

To help realize a public infrastructure and public services that meet the needs of the future, the community encourages the use and implementation of capital improvement plans, especially for major public investments such as water, wastewater and transportation. Such plans should be directly linked to the preparation and adherence to city and county budgets.

As future growth occurs and the City of Emmett and Gem County construct or renovate buildings to provide public services, the community also encourages the use of energy and water conservation in the design of these structures. Research has shown that so-called "green buildings" save utility and other operational expenses over the long-term. Since local government buildings are typically in place for many decades, constructing them using sustainable design and building practices can provide a positive example for the community and help to realize savings for local tax payers.

**Forecast Needs / Desired Outcomes:**

Because the population of the Gem Community is expanding each year throughout the planning period, every public service will have to adjust to increased service demand. Demographic forecasts indicate that Gem County will experience a moderate but steady population growth through the year 2030, averaging a net increase of between 125 and 250 people per year. (See Appendix 2-4.) 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 targeted services.

**Table 1**

<b>Key Public Services &amp; Facilities</b>	<b>Enhanced Services to Maintain Community Quality of Life</b>
Court Facilities	Modernize and expand the court rooms and meeting rooms in the Gem County Courthouse
Education	Identify/secure future school sites as development requests are submitted.
Fire Services	Ensure new fire substations are built and equipment obtained to service new population growth with efficient response times.
Law Enforcement	Modernize facilities and equipment and expand personnel.

Public Works	Maintain and adequately plan for the Gem Community's water, wastewater, stormwater and park systems
Transportation	Maintain and adequately plan for the Gem Community's street, road, bridge, sidewalk and pathway system.

## **Goal and Policy Statements**

### **1.0 General Public Services Goal Statement:**

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

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

- 9.1.1 Investigate alternative public service financing options.
- 9.1.2 Encourage annexations within the Impact Area for hook-up to municipal services.
- 9.1.3 All public safety services provided or authorized by the city will be considered good to excellent by a majority of the citizens. The City 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 City Council will evaluate that service and take necessary action to eliminate, privatize, consolidate or increase the quality of that public service.
- 9.1.4 Consider areas for annexation when the City determines it is advantageous to annex the property.
- 9.1.5 Continue to employ the most productive, courteous and efficient city staff and compensate them appropriately.

#### **Policies for Gem County:**

- 9.1.1 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.
- 9.1.2 Continue to employ the most productive, courteous and efficient county staff and compensate them appropriately.

## **2.0 Community Development Goal Statement:**

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

### **Policies for Gem Community:**

- 9.2.1 Continue cooperation with adjacent counties to ensure compatibility of land uses on private and public lands and access to beneficial services and programs.
- 9.2.2 Continue to provide efficient public hearings, plan review, permitting, and plan inspection services to support community planning and development.
- 9.2.3 Revise the zoning and subdivision ordinances and adopt, as necessary, specialized planning tools or development review guidelines, based on the Comprehensive Plan.
- 9.2.4 Continually review the Comprehensive Plan on an as needed basis and include a staff analysis for the Zoning Commission and elected officials' consideration.

## **3.0 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 Gem Community.

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

- 9.3.1 All new developments should be phased for efficient connection to the municipal water and sewer system within the Impact Area.
- 9.3.2 Ensure adequate water supply will be available for fire protection and industrial demands.
- 9.3.3 Continue to develop short and long-range capital water and sewer projects, upsizing existing mains and expansion of the wastewater treatment facility as needed.
- 9.3.4 Continue to work cooperatively with the County in the planning and implementation of existing and new road projects.
- 9.3.5 Actively promote a Local Improvement District (LID) financing program for road and sidewalk improvements throughout Emmett.
- 9.3.6 Support pedestrian and bicycle facilities in the design of all new local, state and federal road projects.
- 9.3.7 Support continued improvements at the Emmett Airport.

**Policies for Gem County:**

- 9.3.1 Continue to work cooperatively with state and federal highway officials in the planning and implementation of new road projects.
- 9.3.2 Support continued road improvements and pavement upgrades in all areas of the County.
- 9.3.3 Support the extension and infrastructure upgrades to the natural gas pipeline distribution system in western Gem County in order to meet the needs of existing and future industrial businesses in the Emmett area.

**4.0 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 Gem Community:**

Fire

- 9.4.1 All proposed commercial, industrial and residential (subdivision) development plans should be reviewed by fire and police protection personnel.
- 9.4.2 Adequate water supply and water pressure should be available to provide fire protection.
- 9.4.3 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.

Law Enforcement

- 9.4.4 Upgrade Emmett Police and Gem County Sheriff facilities to maintain quality of services and accommodate demands for increased services.
- 9.4.5 Expand youth crime and drug prevention programs.

**Public Facility Location Policies**

- 9.4.6 Co-locate firefighting facilities and emergency medical services for maximum efficiency. Multi-use structures housing police or other public facilities are also encouraged.
- 9.4.7 Locate firefighting facilities and emergency medical services with easy access to an arterial or at an intersection of two (2) major arterials to gain both east-west and north-south access.
- 9.4.8 Encourage sites to be large enough to accommodate equipment storage and facilitate maneuverability, allowing equipment to either pull through or be backed into garage bays without hindering traffic flows in the public right-of-way.



- 9.4.9        Locate fire/rescue station facilities on sites of between two (2) and five (5) acres to allow for future expansion. Sites may be smaller when developed as part of a Traditional Neighborhood Development or an Urban Mixed Use area.
- 9.4.10      Select and design sites to minimize the adverse impact of sirens and other noise on Residential areas.
- 9.4.11      Adopt and implement guidelines and standards for energy conservation practices within City and County facilities. Require the integration of features that will maximize energy reduction and water conservation in these buildings.
- 9.4.12      Encourage LEED™ (Leadership in Environmental and Energy Design) design criteria for all new and substantially renovated public buildings.

Emergency Medical Services

- 9.4.13      Take actions to reduce response time to all emergencies within the county.
- 9.4.14      Maintain strong public support for Walter Knox Memorial Hospital to retain full medical services within the community.
- 9.4.15      Pursue pre-hospital paramedic level of service for the EMS department.

Miscellaneous Public Safety

- 9.4.16      All proposed commercial, industrial and residential (subdivision) development plans should be reviewed by public safety personnel for comment.
- 9.4.17      Provide basic multi-lingual and ethnic customs training to public safety officers on an as-needed basis.
- 9.4.18      Seek State and Federal assistance to expand services to the elderly and youth age groups.

**5.0 Library Goal Statement:**

The public library is committed to providing access to information for all, using traditional and innovative technologies to meet the cultural, educational, informational and leisure needs of patrons and surrounding Gem County.

**Policies for City of Emmett Public Library:**

- 9.5.1        Serve as the center for self-directed, lifelong learning for the community of Emmett, enhancing the quality of life for all individuals regardless of individual limitations.
- 9.5.2        Serve as a gateway to resourceful information and materials, delivered in a variety of user formats that meet patron's needs.

- 9.5.3 Provide library patrons with up-to-date technology and data access that is within the library's financial resources allowed.
- 9.5.4 Continue increasing the library's complete collection, meeting the community's diverse needs of educational and recreational resources.
- 9.5.5 Improve and increase the library facility, re-appropriating existing space and expanding library spaces to offer a more available and comfortable space for library users, when funding allows.
- 9.5.6 Work to increase library visibility in the community, developing literacy programs, opportunity and partnerships as well as expanding current best practices with literacy initiatives countywide.

#### **6.0 Utilities Goal Statement:**

The City of Emmett and Gem County will work in partnership with all utility providers that serve the Gem Community to provide reliable services that meet existing demands and future growth. In order to balance the interests of providing quality utility services, utility designs must minimize their impact on public health, safety and welfare, community aesthetics and the integrity of the Gem Community's residential neighborhoods.

#### **Policies for Gem Community:**

##### General

- 9.6.1 Support the development of public utility facilities to meet public needs.
- 9.6.2 Support longer term (10 to 15-year) special use permits to enable utilities to purchase sites well in advance of needing to build the facility as well as give notice to the public of the facility.
- 9.6.3 Encourage the multiple-use of utility corridors by utility providers.
- 9.6.4 Support siting of utility corridors to ensure that they connect to similar facilities in adjacent jurisdictions.
- 9.6.5 Encourage siting of utility corridors within identified or designated transportation corridors. Allow the appropriate placement of utility facilities on public rights-of-way.
- 9.6.6 Support the protection of wetlands and other critical areas and recognize that utilities sometimes must cross these areas, and that access is essential for repair and maintenance of the facilities.
- 9.6.7 Promote conservation of energy through support of public education, incentives and other tools that encourage conservation.

Wireless Communications

- 9.6.8 Encourage stealth tower designs when towers are requested adjacent to or in close proximity to existing residential areas or areas recommended for residential use. Also encourage the co-location of antennas on single towers.
- 9.6.9 Maintain an inventory of tower sites and all existing telecommunication facilities to determine co-location opportunities.
- 9.6.10 Encourage, where appropriate, the placement of antennas on existing structures including but not limited to existing towers, utility poles, water tank, and other tall structures.
- 9.6.11 Coordinate with adjoining localities when a tower request is proposed near the county boundary.
- 9.6.12 Encourage providers to submit their long-range service coverage grid for the entire Gem Community.
- 9.6.13 Ensure proposed sites comply with FCC and other regulatory requirements and guidelines.
- 9.6.14 Encourage the use of monopoles rather than lattice towers.
- 9.6.15 Encourage a separate wireless study and/or plan to achieve greater efficiency in facility placement.

Electric Utilities

- 9.6.16 Recognize there is a need for long-range planning and build-out of electrical infrastructure as detailed in the West Treasure Valley Electrical Plan (WTVEP), developed by a local Community Advisory Committee. (See Appendix 9-1 for a copy of the conceptual electrical utility plan for the Gem Community.)
- 9.6.17 Recognize that the WTVEP is a conceptual plan and is the first step in planning for new and upgraded transmission lines and substations. Each project will still require jurisdictional approval and will be subject to the public siting process.
- 9.6.18 Recognize other types and sources of energy beyond the existing electrical infrastructure have a role to play in the future of the Gem Community (e.g. solar, wind, gas).

## Chapter 10 – Transportation

### PURPOSE:

Plan and develop a safe, efficient transportation system that incorporates all modes of travel and ensure the effective maintenance of our existing transportation infrastructure.

### VISION:

To have a fully integrated, modern, and efficient transportation system that addresses all transportation needs of the Gem Community citizens by considering all modes of transportation, including vehicular, aviation, railway, transit, cycling, equestrian and walking.

### INTRODUCTION:

A well designed and maintained transportation system plays a critical role in the ability to travel safely, develop the local economy and minimize traffic congestion. A good transportation network also offers multiple modes or options for transportation including, but not limited to, walking, bicycling, transit services, air and automotive travel. The Gem Community's transportation system is proactively planned and improvements typically occur as land development creates the need for increased access and mobility. This chapter addresses the various modes of travel such as automobile, walking, cycling, rail, equestrian, alternative transit options and air travel.

The Idaho Transportation Department, Gem County Road and Bridge Department, City of Emmett Public Works Department and Development Services are the primary public entities responsible for planning and maintaining the public transportation network in the Gem Community. The public rights-of-way within the county's road network are shared by motorists, agricultural equipment, pedestrians, cyclists and others. All engineering, construction and maintenance of roads, bridges, sidewalks and other transportation services adheres to the acceptable standards with the efficient use of capital expenditures.

### EXISTING CONDITIONS & HISTORICAL PERSPECTIVE

The Gem Community is connected to three of its seven neighboring counties via two state highways that are under the jurisdiction of the Idaho Transportation Department (ITD) – State Highway 16 to the south (Ada County) and State Highway 52 to both the east (Boise County) and west (Payette County). These are the two primary highways serving the City of Emmett, Gem County and the communities of Letha, Montour, Sweet and Ola. The other four neighboring counties (Adams, Canyon, Valley and Washington) are accessible via local paved and gravel roadways. The vast majority of existing road miles in the Gem Community are outside of the ITD system and are managed, funded and maintained by either Gem County or the City of Emmett. The Gem County Road and Bridge Department maintains approximately 345 local road miles and 43 bridges throughout unincorporated Gem County. The City of Emmett maintains approximately 76 lane miles of urban streets and 10 miles of alleyways. In addition, there are approximately 17 miles of private roads in the county, all maintained by private property owners.



The City of Emmett is approximately 30 miles northwest of Boise. Gem County is located within the Boise-Nampa Metropolitan Statistical Area (MSA), a designation of the U.S. Office of Management and Budget that also includes Ada, Canyon, Boise and Owyhee Counties. Being part of a MSA, Gem County is also included in the long-range transportation plan of the Community Planning Association of Southwest Idaho (COMPASS), based in Meridian, Idaho.

The Gem Community roadway system is composed of streets classified in the following categories: major arterials, minor arterials, major collectors, minor collectors and local streets. Both Gem County and the City of Emmett use a Functional Street Classification Map to show the classification of various roadways (see Appendix 10-4 for a copy of the County map and Appendix 10-5 for the City map). These classifications are determined by the following criteria: width, access points, and current and projected traffic volume. Below are more detailed explanations of the various road classifications and local examples of each type:

**Arterials:**

- A class of street serving major traffic movements (high volume, high speed) with a primary purpose of providing for travel through an area or between major centers; can provide access to abutting properties as a secondary function.
- Primary function is to serve longer distance, regional trips and to connect higher order freeway or expressway facilities.

Examples: State Highway 16 and 52, future Dewey Road extension

***“Freezeout Hill - A Wild Ride”***

Early access to the upper Payette River Valley was via Indian trails. In 1852, John Jeffery opened a trail from Fort Hall to the Oregon border with the intent to shorten the distance to Western Oregon. The route was used a few times, but it wasn't until 1862 when Tim Goodale's wagon train reopened the route that its use increased. This route left Fort Boise and traveled northwest to the bluffs above the southeast end of the Payette River Valley, descending down a narrow steep ridge into the valley. This route became known as the “Goodale Cutoff”.

In the winter of 1864, some freighters, heading for the Payette Valley for the winter, came to the top of the descent. While deciding on the best way to get down, Dr. and Mrs. Burdge, who lived in the valley, came along and told the freighters they intended to descend the ridge because they needed to get home. Part way down the ridge, their wagon slipped off the road and tumbled into the canyon.

*(continued on next page)*

### **Collectors:**

- Primary function is to serve local traffic between neighborhoods and community facilities, or provide access to smaller towns not on the arterial system. In urban areas, they are the principal travel carrier between arterials and local streets and in rural areas they serve more important inter-county travel needs. Collectors typically include roads connecting towns within the county and provide some degree of access to adjacent properties, while maintaining circulation and mobility for all users. Collectors are also characterized by their ability to provide reasonable balance among the sometimes competing functional requirements of mobility, circulation, and access.

- Collectors can be further sub-classified into “Major Collector” and “Minor Collector”. The Minor Collectors typically have slower speeds to ensure community livability and safety for pedestrians and bicyclists. Minor collectors are sometimes designed to allow on-street parking. Examples: Cascade Road, Idaho Boulevard, Johns Avenue, Main Street, Sweet-Ola Hwy, Substation Rd.

### **Local Streets:**

- A street that serves passenger cars, pedestrians, bicycles, and may be used by public transit (but typically do not provide for through movement of heavy vehicles) and is intended to provide access to adjacent collectors and accommodate short distance, low speed, low volume local travel. Nearly all residential neighborhood streets are classified as local streets.

- Local streets are generally two lanes with on-street parking. The standard right-of-way width for a city local street is 50 feet, which includes sidewalk, curb and gutter and a paved width of 36 feet. The standard right-of-way width for a county local street is 60 feet with borrow ditches for drainage. Through-traffic is discouraged.

### **Roadway Improvements:**

Local, state and federal funds are used to maintain and upgrade the Gem Community roadway system. Routine maintenance projects vary between urban and rural streets and between paved and gravel surfaces but include activities such as street sweeping, stormwater management, snow removal, debris removal, chip sealing and pothole repair. Almost all new local streets are constructed by private developers. Other improvements to the local system such as bridge replacement or roadway widening to the existing transportation system are typically initiated by local government. The Idaho Transportation Department coordinates with the city and county on improvements to the state highways. Appendix 10-1 (City of Emmett) and Appendix 10-2 (Gem County) list the major local road projects for 2013-2030 (not including ITD projects). This list does not include any local street improvements that may occur during this time period or projects that may be required due to annexation into the Emmett city limits.

#### **“Freezeout Hill - A Wild Ride” (continued )**










Upon seeing this, the freighters decided to stay on the top of the bluff that night and try to find a different way down in the morning.

“The next morning they made their way east over the hill tops and found a lower place and descended into the sand hollow” and then into the valley. When they recounted their adventure to some of the settlers living in the valley they said, “That is a freeze-out hill sure enough. We were froze out of the valley and nearly froze to death”. Ever since then it has been called Freezeout Hill.

In 1872, John Basge constructed a less vigorous road in and out of the valley so that he could get lumber from his sawmill more quickly to Boise. 1919 saw the construction of the winding road (Old Freezeout Road) west of the steep ridge road and on October 1, 1966 the current Highway 16 grade was dedicated and opened to the public.

### **CRITICAL TRANSPORTATION ISSUES & TRENDS FACING THE GEM COMMUNITY**

The safe and efficient movement of people and products both within and outside the Gem Community is a goal shared by almost every segment of society. Families, schools, industry, places of worship, recreationalists, ranchers, and hundreds of others have a vested interest in having a community transportation system that is safe to use and functions well. Planning such a system for the next 20 to 30 years brings to light an array of critical issues and trends, many of which have been discussed and debated within the Gem Community for years. Below is a summary of some of the top critical transportation issues facing our community. The list is intended to highlight issues of significant impact and that affect large segments of the Gem Community so that solutions can continue to be worked on; it is not intended to cover all of the issues or provide the final “answer” to each challenge.

-  **Connecting to I-84** – There is strong local support to complete ITD’s State Highway 16 extension project connecting Highway 44 to I-84 (also called “Central Valley Expressway”), which will create a more direct link to interstate commerce to support our local businesses
-  **State Highway 16** – Address safety concerns related to travel speeds; ensure uncongested access to the highway in and around Emmett; manage new vehicular approaches to the highway; work with ITD to protect the overall integrity of the highway since it is the most heavily traveled roadway to and from the Gem Community
-  **Dewey Road Corridor** – Follow the recommendations contained in the Dewey Road Corridor Plan, adopted in August 2007; protect the future arterial right-of-way during new development projects
-  **Truck Routes** – Designate truck routes around the downtown Emmett area to make sure commercial and industrial needs are met while creating a welcoming environment for downtown commerce and recreation
-  **Indian Valley Corridor** – Bring resolution to the long-standing debate regarding the pros and cons of a new north/south state highway west of Emmett that provides an alternative to SH 55 and SH 95
-  **City Sidewalks** – Address the deterioration of, and gaps in, the public sidewalk system in the City of Emmett; seek creative funding options to repair and maintain sidewalks; prioritize sidewalk construction and maintenance according to safe routes to schools
-  **Alternative East Emmett Valley Arterial Corridor** – Continue planning for a new north/south arterial roadway between Plaza Road and Substation Road that connects State Highway 16 and State Highway 52;
-  **Inter-County Commuting** – Recognize the reality of the Gem Community’s high percentage of commuters in transportation planning, both incoming and outgoing; work with the commuting population to ensure their travel needs are being met
-  **Alternative Transportation Choices** – Allocate resources and plan for alternative transportation options such as van pools, park-and-ride lots, sharing vehicle assets, etc. Support the Community

Transportation Association of Idaho and the Local Mobility Management Network Plan for Region  
3C

**ALTERNATIVE TRANSPORTATION INVENTORY**

**Aviation:**

The Chuck Sawyer Field, Emmett's Municipal Airport, was constructed in the 1940's on 80 city-owned acres located three miles southwest of the Emmett city limits. A single runway was resurfaced in 2009. Tie downs are available for based and visiting aircraft. The majority of hangar structures are owned by private parties who lease the land from the city. The Emmett Airport has acreage to accommodate new hangars for pilots who want to expand or build.

**Trucking:**

The Gem Community road network is utilized by a variety of industries for their heavy trucking needs. Some of these predominant industries are agriculture (cattle, crops, heavy equipment), mining (gravel), fuel, retail distribution and some logging. The city, county and state road maintenance agencies strive to ensure that the transportation infrastructure meets or exceeds the needs of these and other industries. Since no portion of Gem County has direct access to I-84 and the Emmett Airport runway is not capable of receiving large aircraft, providing a safe and well-maintained local road network that meets the needs of large trucks is critical for the business community.



When planning for suitable alternative trucking routes through the Gem Community, consideration will be given to any routes established by the Federal Highway Administration. In addition, potential trucking routes will be selected based on criteria including but not limited to; construction costs, management costs, safety, noise abatement, and how well it contributes to future population and economic growth patterns. This plan supports establishing trucking routes and any such designated routes should avoid the Emmett Historic Central Business District to whatever extent possible.

Planning trucking routes should be coordinated with zoning and respect other land use activities. The Gem Community should also consider an expanded or new north/south connection somewhere in the Emmett Valley to divert trucking routes away from Washington Avenue.

Possible considerations for expanded trucking routes:






- Little Freezeout (Old Emmett Road)
- Hanna / Letha Bridge Route
- West Idaho Boulevard extension (*from north of Payette River extending west to align with future Dewey Road corridor*)
- Plaza Road area
- Star Lane

### **Pathways:**

The community supports the on-going development of a Master Pathway Plan that provides non-motorists (pedestrians and cyclists) with greater access and mobility throughout the Gem Community allowing public access from current to future developments, including recreational routes that access the foothills and the Payette River in a safe and convenient fashion.

Some of the Gem Community's most popular pathways include:

-  Gem Island Complex
-  Payette River Path at Canal Street
-  12<sup>th</sup> Street Park

These trails benefit citizens by promoting exercise, providing an increased sense of community, and increasing exposure to the outdoors.



New pathways should be carefully developed, starting with acquiring the land or easements for the pathway corridors, planning for connectivity with other transportation facilities, and ending with path surfacing for long term durability. As much as possible, these pathways will avoid our roadways providing maximum protection from vehicular traffic. (see Appendix 10-6 for a copy of the adopted Master Pathway Plan map for the City of Emmett.)

Dedicated and shared on-street bike lanes, where they can be safely designed, are a planning priority within the City of Emmett and the Area of City Impact. They are less of a focus in the unincorporated areas of the county. Where they are identified in the Master Pathway Plan, future development should take these into consideration.

**Railways:**

The Idaho Northern and Pacific Railroad (INPR) is headquartered in Emmett. It provides general rail service between Payette and Cascade and maintains nearly 100 miles of track. INPR also operates 12 miles of freight-only line from Emmett west to the Union Pacific main rail line near Payette. It also operates the Thunder Mountain Line between Emmett and Cascade. Railways are a highly efficient way of transferring goods to consumers. The Gem Community supports alternative transportation services such as the railroad which promote development opportunities for businesses seeking access to a viable rail service.



**FUTURE CONDITIONS AND NEEDS**

As the community grows in the years ahead, the need for better transportation facilities and road improvements will increase. Future development may be required to mitigate for impacts imposed on the community (parks and ball fields, police, fire as well as infrastructure improvements and upgrades). Alternative funding sources however, will be required to provide a multi-modal system that services business, recreation and general travel needs.

The private motor vehicle will continue to be the Gem Community's primary mode of local and regional transportation throughout the planning period. Other modes of transportation will be the bicycle and public transit, especially between the Gem Community and the Treasure Valley. There is a need to promote and increase investments in all forms of transportation to and within the Gem Community.

**Transportation Committee:**

The formation of a Transportation Committee will support the Gem Community's goal to promote efficient, strategically planned road developments. The focus of the committee members should include their becoming familiar with the many nuances of transportation planning. Their experience would qualify them to conduct periodic reviews of the Transportation Plan, and make educated, strategic recommendations to the Joint Planning Commission and elected officials on such matters as road improvements, new pathways, desirable trucking routes, safety concerns, and the implementation of access standards.

**Transportation Plan:**

While the purpose of this chapter is to plan and develop a safe, efficient transportation system that incorporates all modes of travel, we recognize that the Gem Community Comprehensive Plan cannot

possibly address all of the issues and needs inherent in such a goal. Transportation is such an integral component of planning and links to so many sectors that it demands a stand-alone, long-range, comprehensive plan of its own that analyzes the fiscal, social and technical aspects of the Gem Community's transportation system. Such a Transportation Plan is called for and supported by this chapter. Whether it is done separately or in tandem, Gem County and the City of Emmett should commit financial and social resources to the preparation and implementation of a top quality Transportation Plan for our community.

### **Roadways:**

To meet demands of population growth, all roads serving Gem Community residents must be continually improved and maintained. The assigned functional classification of roads is necessary to assure funding availability from state, federal and local sources. The goal is to maintain a high Level of Service (LOS) for roadway corridors and intersections.

### **Historic Scenic Byway:**

While the State of Idaho has had federally recognized Scenic Routes since 1977, the Idaho Transportation Department's Scenic Byways Advisory Committee was not formed until 1995. Since that time, the number of scenic and historic byways in the state has blossomed to over 30 located in all regions of Idaho. Scenic Byways are governed by the U.S. Department of Transportation's (USDOT) Federal Highway Administration and are designated as roadways having outstanding scenic, historic, cultural, natural, recreational and/or archaeological qualities. Nominations begin at the local level, are submitted to the Idaho Transportation Department and ultimately must be approved by the USDOT in order for funding to be received for marketing, signs, educational kiosks, and roadway improvements.

State Highway 52 between Payette and Horseshoe Bend is an especially valuable corridor to our community, providing not only a critical east/west transportation route through Gem County but also access to recreation. It is of historic and scenic value in that it has many existing buildings and other features associated with the early pioneers and settlers who traversed our area. The Gem Community wishes to ensure that the valuable features along Highway 52 will be preserved for future generations. We also hope to draw tourists who appreciate the qualities of the route to increase the economic vitality of our community without destroying its charm.

### **Aviation:**

Airport master plans should be an integral part of the larger Gem Community planning process. The Emmett Airport should have its own master plan and drawing sets including airport property and future acquisition maps that should also be incorporated and referenced in this Comprehensive Plan. A common goal of both plans is to prevent the creation or establishment of airport hazards by specifying compatible and permitted land uses around the airport. This would include regulating and restricting the height of structures and objects in the immediate area of the airport in accordance with federal regulations.





Future improvements at the Emmett Airport include the following: new hangars, expansion of tie downs and apron, and pavement rehabilitation and extensions of the runway and taxiway. If the airport is to remain a viable resource, planning should be directed at expanding the light-industrial zoning in the surrounding areas as lands are sold, especially on the approach/departure runway ends. Furthermore,

increasing the approach/departure lengths will enable displaced thresholds (see Appendix 10-3 for definitions) for extended takeoff and landing rolls. These displaced thresholds would increase airport safety, noise abatement and act as a buffer for remaining adjacent residential areas.

### **Pathways:**

The Gem Community will adopt a Master Pathway Plan subject to periodic review to determine the need for additions or improvements. Implementation of the plan will require joint city, county, state and federal coordination. Connectivity plans within the community and with other communities should be considered as well as downtown access.

### **Access Management Plan:**

-  The Gem Community should incorporate access management principles into its transportation plans and capital Improvement plans (for both the City of Emmett and Gem County).
-  The Gem Community supports establishing access management ordinances and/or overlay districts along its collector and arterial roadways, including State Highway 16 and 52, to help reduce accidents, better manage vehicular access points, and promote safer travel corridors for vehicles, cyclists, and pedestrians.
-  Where feasible, the Gem Community supports the establishment of frontage roads, backage roads, shared driveways, and other forms of secondary roadways to reduce the number of new vehicular access points to collector and arterial roadways.
-  Vehicle circulation - Whenever feasible, the Gem Community supports approving street circulation patterns that discourage exterior traffic from driving through established neighborhoods.

## **TRANSPORTATION GOALS AND POLICIES**

### **Transportation Goal Statement:**

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

### **1.0 General Transportation Policies for Gem Community**

- 10.1.1 Prepare, adopt and maintain a long-range, integrated Transportation Plan for the City of Emmett and Gem County. Both jurisdictions should commit financial and human resources to the preparation and implementation of a quality, up-to-date Transportation Plan.
- 10.1.2 Achieve a balanced transportation system including roadways, public transit, bicycle routes, pathways, sidewalks and other modes of transportation.
- 10.1.3 Support a local transportation system connected to all modes of the regional transportation network and designed and developed to reduce existing and future traffic congestion, and to facilitate the safe, efficient movement of people and goods within the community.

- 10.1.4 Encourage clustering of uses and access points along arterials where applicable by land use.
- 10.1.5 Support improvement projects which provide for the transportation needs of the elderly, fixed income and persons with disabilities.
- 10.1.6 Preserve and protect future transportation corridor rights-of-ways through the development review and permitting process.
- 10.1.7 Recommend a Level of Service of “C” or better (see Appendix 10-3 for definition) on roads throughout the community and set higher priorities for improvements on these roads. Continue traffic counts and review the impact of measured traffic volumes (internal and external circulation) to preserve the integrity of Gem Community transportation with special attention to arterials and collectors identified in this plan. In the absence of a Transportation Committee, the use and classification of arterials and collectors in the community should be reviewed by the Joint Planning Commission on a periodic basis.
- 10.1.8 Continue to participate in the development of regional transit systems to ensure service for Gem Community residents.
- 10.1.9 Plan areas for and encourage development of park-and-ride lots as demand requires.
- 10.1.10 Continue to support the improvements of State Highway 16.
- 10.1.11 Support the goals and corridor protection and acquisition strategies in the Dewey Road Corridor Plan, adopted by the Board of County Commissioners in August 2007. Coordinate with the Idaho Transportation Department, Local Highway Technical Assistance Council, COMPASS, Payette County and other entities to implement this plan.
- 10.1.12 Continue to work with the State of Idaho, COMPASS and Ada County Transportation Officials on the new portion of State Highway 16 which would extend south of State Highway 44, across the Boise River and connect with a new I-84 Interchange.
- 10.1.13 Support the creation and maintenance of the Lower Payette River Heritage Byway through the Gem Community.

## **2.0 Street Beautification Goal Statement:**

Promote the beautification of state and local roads to improve the visual impact of the Gem Community, especially its entryway corridors.

### **Policies for Street Beautification**

- 10.2.1 Enforce the landscape ordinance that requires new development to plant trees in street landscaping buffer zones within the city limits and Area of City Impact.
- 10.2.2 Require site landscaping at all new development and follow specific guidelines at designated entryway corridors and principal arterials (e.g. Washington Avenue, State Highways 16 and 52).
- 10.2.3 Support roadside clean-up programs to enhance the appearance of roadways throughout the Gem Community.

## **3.0 Transportation System Development Goal Statement:**

The elected officials of the Gem Community will identify transportation projects that need to be funded and constructed for community development and public safety. Land use and development should support transportation by requiring development only where sufficient roads can carry traffic without degradation of level of service. Necessary development fees shall be collected from new construction to fund transportation projects as a result of this growth.

#### **Policies for Transportation System Development**

- 10.3.1 Annually update the city and county Capital Improvement Plans to include transportation facility improvements. The update should be part of the annual budgeting process and should consider the changing traffic counts, safety concerns, and level of service.
- 10.3.2 Continue to support the improvement and expansion plans for the Emmett Municipal Airport.
- 10.3.3 Work cooperatively with ITD District #3 to plan and coordinate transportation projects affecting Gem Community growth.
- 10.3.4 Assess community interest for inclusion of the State Highway 16/Indian Valley Corridor extension to Council.

#### **4.0 Pathways Goal Statement:**

Gem Community will consider cyclists, equestrians, pedestrians, skateboarders, skaters and other non-motorized transportation needs in all land use decisions. (Wheelchairs and similar mobility devices for the handicapped are also included in this pathway goal.)

#### **Policies for Pathways**

- 10.4.1 Periodically review the Master Pathway Plan to expand opportunities for alternative mode transportation and pathway use.
- 10.4.2 Consider all new development an opportunity to provide multi-use pathways and facilities.
- 10.4.3 Provide for safe pedestrian pathways, whether paved or unpaved.
- 10.4.4 Support, maintain and clearly mark the Gem Community pathway system.
- 10.4.5 Seek to improve the condition of existing pathways.

#### **5.0 Transportation Financing Goal Statement:**

The elected officials of the Gem Community will identify and implement funding programs to finance street improvements and maintenance projects.

#### **Policies for Transportation Financing**

- 10.5.1 As allowed by Idaho Code, implement a proportionate share development impact fee program or other options to include transportation improvements.
- 10.5.2 Investigate financing programs appropriate for street improvements projects.

## **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.

### **1.0 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**

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

## **2.0 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**

- 11.2.1 A community design review committee will be established.
- 11.2.2 Follow adopted landscape ordinances.
- 11.2.3 Encourage area beautification with reasonable sign standards that enhance the community.
- 11.2.4 Require the beautification of streets, parking lots and public parks as stated in the landscape, lighting and sign ordinances.
- 11.2.5 Control the spread of noxious weeds.
- 11.2.6 Take actions to remove litter on public lands, state highways and county roads.
- 11.2.7 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.

## **3.0 Entryway Corridors Goal Statement**

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



**Policies**

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

**4.0 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**

- 11.4.1 Improve roadways and sidewalks in older neighborhoods. New construction may include a balanced transportation system, including bicycle lanes and safe sidewalks.
- 11.4.2 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.
- 11.4.3 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.
- 11.4.4 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.
- 11.4.5 Encourage residential housing above commercial establishments in the City of Emmett downtown.
- 11.4.6 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.



### **5.0 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**

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

### **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.

### **6.0 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**

- 11.6.1 The Payette River and irrigation network are an important part of the open space system of the community.

- 11.6.2 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.
- 11.6.3 The City of Emmett will take the primary responsibility for implementing pathways along the south side of the Payette River within the City boundary.
- 11.6.4 Gem County will retain the primary responsibility for implementing pathways near the Payette River within the Island park area.
- 11.6.5 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%
Total Lands of Gem County	360,064	99.5%

*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%
Total Residential / Commercial / Industrial	12,796		

*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 Shalerock 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**

- 12.13 Encourage the provision of quality and diverse housing, as well as creative subdivision designs, of all price ranges for present and future residents.
- 12.14 Create and maintain a high quality of life through the provision of adequate open space and recreational opportunities.
- 12.15 Encourage compatible infill development, which will complement existing neighborhoods.
- 12.16 Support the innovative mix of residential, commercial and light industrial land uses such as through the use of Planned Unit Developments.
- 12.17 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**

- 12.18 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.
- 12.19 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.
- 12.20 Encourage flexibility in site design and innovation in land use.

**Impact Area Policies**

- 12.21 The minimum lot area will be established by the City of Emmett and/or Gem County Zoning Ordinance and the Southwest District Health Department.
- 12.22 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.
- 12.23 The community should support recreational uses throughout the County.
- 12.24 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**

- 12.25 Encourage new industrial development to occur within the Mixed Planned Development or Industrial areas and throughout the county where industrial development potential exists.
- 12.26 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.
- 12.27 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**

- 12.28 Support new commercial uses near residential areas in such a way as to complement but not conflict with those residential areas.
- 12.29 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.
- 12.30 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.
- 12.31 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**

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

**Mixed Planned Development Policies**

- 12.36 The development of a variety of compatible land uses should be provided in specific plans and proposals for future development.
- 12.37 The integrity and identity of any adjoining residential and/or agricultural neighborhoods should be preserved through the use of compatible designs.
- 12.38 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.
- 12.39 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.
- 12.40 The community should consider the clustering of uses and controlled access points along arterial and collector streets.
- 12.41 When single family land uses are proposed, enhanced wastewater evaluations will be required.
- 12.42 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**

- 12.43 Encourage management and land-use priorities that support agricultural lands.
- 12.44 Coordinate land-use planning with adjoining counties where joint land use problems may exist.
- 12.45 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.
- 12.46 Encourage and support land-use proposals that are consistent with the community development objectives of Letha, Sweet, Ola, Montour, Pearl and Emmett areas.
- 12.47 Support land management policies on all public lands within Gem County that are consistent with the vision and goals of the Gem community.
- 12.48 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.

- 12.49 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.
- 12.50 Support off-road recreational use only in dedicated areas where soils are stable and non-erodible.
- 12.51 Administer a Confined Animal Feeding Operation ordinance to preserve the opportunity for dairy and feedlot operations in Gem County.



## ***Chapter 13 – Agriculture***

### **Vision Statement:**

The Gem Community's agricultural industries play a leading role in the local economy and strongly influence the small town character and way of life. Gem County and the City of Emmett support agricultural enterprises, agricultural land preservation and the agricultural infrastructure in a manner that respects private property rights and ensures flexibility and choice in the use of agricultural lands. Sustainable agriculture involves farming systems that are profitable, environmentally sound and good for the residents of the Gem Community.



### **Purpose:**

To comply with Idaho Code 67-6508(n) by providing an analysis of the agricultural base of the Gem Community, including its lands, farming activities, agricultural enterprises, the local agricultural economy and establishing goals and policies for the future of agriculture in the community.

### **Introduction:**

Reflecting a heritage that is seen throughout much of the western United States, agriculture has played a prominent role in the Gem Community's history, economy and lifestyle ever since a dependable supply of irrigation water was established in the early 1900's. While probably most famous for its fruit crops such as cherries, apples, plums and prunes, Gem County's climate and soils allow for a rich diversity of agricultural products to be grown and animals to be raised. The industry continues to play a critical role not only in the local economy but also in terms of lifestyle

and quality of life. And part of the vision of this chapter is to enhance the role and influence of sustainable agriculture in our rural community in the years ahead.



The county's farm and ranch lands are attractive open spaces that are enjoyed by residents and visitors alike. There are countless benefits, both direct and indirect, that these lands provide to the people, wildlife and natural environment. These include aesthetic beauty, wildlife

habitat, natural flood prevention, bird sanctuaries, preventing soil erosion and providing a cultural benefit to the Gem Community, just to name a few.

Emmett's early reputation in Southwest Idaho as the "Valley of Plenty" is a testimony to both its ideal geographical and geological attributes for many agricultural crops as well as her hard working and resilient citizens. More recently, local groups such as the Gem Economic Development Association and Gem County Chamber of Commerce have promoted a resurgence of this identity through food marketing innovations, agritourism and other economic development initiatives. Agriculture is "branded" into the Gem Community's past, present and future.



### **Andrew Little, Agriculture & the Gem Community**

*Many pioneers helped to shape Idaho and Gem County and Andrew Little was one of these. Each pioneer was looking for a better life for themselves and their families and were willing to work hard to create the life they wanted.*

*In the early 1890s, young Scotsman Andy Little moved to Idaho from Scotland to begin his agricultural endeavors. Upon arriving in Caldwell, Idaho, Andy had in his possession \$2, his suitcase, and his two border collies, Katie and Jim. Andy walked the 22 miles to the Aikman Ranch in the Willow Creek drainage just outside of Emmett to start working as a shepherd for a fellow Scotsman.*

*From his humble beginnings as a shepherd, Andy became one of the largest sheep producers in the United States and the world, tending to a flock numbering upwards of 100,000. Andy called Emmett home and built his last house, which still stands on South Substation Road. Andy Little's story was told in Louise Shadduck's book, "Andy Little: Idaho Sheep King."*

*Sheep continue to play*

#### Idaho Law

During their 2011 session, the Idaho Legislature passed and Governor Butch Otter subsequently signed House Bill No. 148. This bill amended Idaho's Local Land Use Planning Act (Title 67, Chapter 65) requiring local jurisdictions to include a new component in their comprehensive plans to address agriculture and the benefits which the industry provides to the local economy. In its 2007 Gem Community Comprehensive Plan, Gem County and the City of Emmett had identified certain lands as being "agricultural/natural resource" lands and a few goals and policies were included in the Land Use chapter. However, with passage of House Bill No. 148, the community chose to be more proactive and thorough with its long-range planning related to agriculture and created this separate chapter in the plan dedicated solely to agricultural issues and concerns. In addition, Title 22, Chapter 45 of Idaho Code contains the Right-to-Farm Act which establishes the scope and rights of agricultural operations in Idaho and, thus the Gem Community, including what is and what is not an agricultural nuisance.

#### **Existing Conditions**

##### Future Land Use Designation

The Future Land Use Map of this comprehensive plan (see Chapter 12 and the Appendix) designates certain lands throughout the county as "Agriculture/Natural Resources." This land use classification is defined as follows:

*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.*

The majority of the issues, trends, desired outcomes and policies that follow in this chapter will apply to lands that lie within this designation. There are, however, parts of the County Residential Area and even some within the Emmett Area of City Impact that may also be affected.

#### Summary of Existing Agricultural Characteristics in Gem County

**Agricultural Census & Lands Inventory:** The 2007 U.S. Census of Agriculture (a census which occurs once every 5 years) lists 822 farms in Gem County with an average size of 232 acres and a median size of 21 acres. These farms contain almost 191,000 acres, which is a 14% decrease in area from the 2002 census (which identified 221,200 acres of land in farms in Gem County). Of all the farmland, over 76% is pasture with approximately 18% cropland and 5% in other types of agricultural uses. For many years, livestock sales have exceeded crop sales in terms of the total market value of products sold. Livestock remains a central component of Gem County's agricultural sector and plays an even more dominant role in the Sweet/Ola panhandle area.

The majority of Gem County's farms (556 out of 822), as defined by the U.S. Department of Agriculture, have annual sales below \$10,000. Over 560 of the county's farms are below 50 acres in size. These are sometimes referred to as "hobby" farms. Even though these hobby farm operators are part-time and generate the majority of their family incomes from off the farm, they are an important element of the Gem Community's overall agriculture picture and rural lifestyle. There are three key reasons that this is true:

1. the cumulative amount of land these small operators maintain and have responsibility to manage is quite large and has a community-wide impact beyond that of their individual parcels;
2. the supplemental incomes and food crops derived from the hobby farms are often essential to their financial and dietary well-being; and
3. these 500+ farms make an enormous contribution to the social and educational quality of life of the Gem Community, sponsoring youth events, community rodeos, 4-H activities, annual fair contributions and much more.

Gem County also mirrors the national trend of the "graying of America's farmers." The average age of the principal farm operator in the county is 56.3 years.

Of the county's 360,000 acres, less than 14% of Gem County's private land is irrigated and suitable for most types of crop production. The U.S. Soil Survey of 1965 (the most recent survey done) classifies soil types suitable for agricultural uses throughout the county. That survey contrasts the soils along the south slope and on the Emmett Bench with the valley floor west of Emmett and its high water table and accumulation of soluble salts and alkali, making this a problem area for farming. Much of the eastern part of Gem County is non-irrigated drylands and experiences more soil erosion hazards on its rolling, granitic soils than the western part of the county. In addition, much of the county's private agricultural lands are fragmented or surrounded by other land uses that make profitable farming a challenge, at best, and unfeasible in many cases.



**Irrigation Resources:** It is difficult to over-estimate the value, influence and magnitude that irrigation water and the entire irrigation infrastructure has had on agriculture within the Gem Community. Simply put, the vast majority of agricultural crops and industries would not exist without it. Gem County enjoys one of the most reliable irrigation systems in the West. As eloquently stated by Carla R. Standley in the 2010



publication titled *The First 100 Years: History of Emmett Irrigation District*, “Water was vital to the early settlers of this valley. It was almost as vital as life itself. It was their greatest blessing, their greatest fear, their greatest struggle and their greatest disaster.” While some irrigation water has been re-purposed to serve more residential and urban uses over the years, most of it continues to be used by and for agriculture. (Please see the “Hydrology” section of Chapter 6, *Natural Resources and Hazardous Areas*, for a more detailed explanation of the Gem Community’s irrigation system.)



**Crops and Products:** The unique micro-climates, soil types, sun exposures and other environmental choices throughout Gem County provide advantages and opportunities to raise a wide diversity of agricultural products. This is highlighted by the fact that in 2007, the southern part of Gem County was included in the Snake River Valley Viticultural Area, as designated by the U.S. Department of the Treasury. This demonstrates the area’s excellent climate and soil attributes for grapes but also many other crops.

**Local Agricultural Agencies & Resources:** Identified below are several federal, state and local public agencies providing some type of agriculture-related service in Gem County. The various land and soil types within the Gem Community have been identified and classified as to their suitability for agriculture and similar uses. (Reference USDA-NRCS publications).

- USDA/FSA
- USDA Rural Development
- Natural Resources Conservation Service
- Farm Bureau
- Soil & Water Conservation
- University of Idaho Extension
- Gem County Development Services
- Irrigation Districts & Companies



### **Critical Issues & Trends**

The items listed below are intended to address the critical issues and trends impacting agriculture within the Gem Community now and into the foreseeable future:

#### **A. Agricultural Resources**

##### **1. Water & Climate**

- a. Irrigation and surface water delivery systems: value to land and crops, protecting water rights for agricultural uses, benefits of agriculture to ensuring groundwater levels are maintained and not depleted (as compared with development)
- b. Value of protecting ground and surface water quality

- ##### **2. Public Lands & Livestock Grazing:** support the continued use of public lands for livestock grazing as one of the multiple use objectives of BLM lands; recognize the benefits of grazing for wildfire prevention and noxious weed management; economic value and importance of public lands to livestock operations; educate the public and offer local support to the preservation of open range in appropriate areas of Gem County



- ##### **3. Human Resources:** year-round and seasonal manual labor pool, youth work, living wage jobs

- ##### **4. Roads:** importance of local and regional accessibility for

products; linking with other industries

- 5. Managed Habitat:** farms and ranches providing natural habitat for wildlife; multiple benefits to the environment; providing recreation, hunting and fishing benefits
- 6. Minerals:** protecting the rights of agricultural land owners to access/sell mineral rights on their property

7. Available Energy Resources: challenges and barriers related to the county's limited access to 3-phase power, extension of natural gas lines, use of agricultural lands to produce and sell energy (e.g. methane, wind, etc.)

**B. Transportation issues/concerns**

1. Access to markets
2. Shared use of public roads, including protecting and managing the width of key roadways to ensure agricultural equipment access; recognize the increasing size of certain types of agricultural equipment and haul trailers
3. Dewey Road corridor: ensuring this right-of-way is protected for improved access to I-84 on the west end of the valley
4. Encourage the use of Idaho Northern Pacific Railroad for agricultural goods



**C. Economic Development**

1. Agricultural products
  - a. Value-added products, including processing and packaging facilities
  - b. Role of agricultural by-products such as compost in local economy
2. Local / Regional / National markets
3. Agri-tourism: explore and expand agri-tourism opportunities within the Gem Community; streamline zoning to better facilitate this sector
4. Preserve the rights and opportunities for agricultural and energy resources to co-exist (e.g. natural gas wells, solar)
5. Fostering the role of small-scale agriculture: zoning to allow for accessory uses, allow for chickens and similar animals in city limits

**D. Agriculture, Zoning & Population Growth**

1. Protecting viable, productive agricultural lands, including the A-1 (40-acre) zone



2. Residential transition areas: discourage the expansion of urban and suburban type development into active agricultural areas where other development options exist
3. Address abandoned lands concerns: noxious weeds, weed seed migration, good stewardship
4. Housing: ensure the unique housing needs of the agricultural industry are provided for and streamlined in the county ordinances
5. Education: foster an ag-friendly environment throughout the community; raise awareness regarding agricultural

lifestyle, etc.; potential use of new signage to help increase public knowledge of agricultural zones and active ag uses

6. Right-to-Farm Act: address potential nuisance issues and frivolous law suits; prevent potential conflicts with sub-5 acre parcels in the county adjacent to active agriculture; local law enforcement to have knowledge of and support trespass laws that are specific to agricultural lands
7. Canal access roads are not public right of ways.

### **Future Conditions & Desired Outcomes**

- A. *Attract new users and markets for local products* – An underlying theme of this chapter is to expand the agriculture enterprise within the Gem Community for the purpose of economic development. The “Valley of Plenty” image is a strong part of the community’s heritage and one to build upon. We envision a cohesive marketing strategy that both draws new farmers, ranchers and agricultural entrepreneurs and broadens the marketplace for those purchasing Gem Community agricultural products.
- B. *Increase the role of value-added crops, processors, manufacturers, products and related services in the Gem Community* - Creating and marketing new agricultural products that originate from food, animal or fiber raised in our community is a window of economic opportunity for both growers/producers and secondary or “downstream” businesses who may buy and use these raw materials. We envision cottage industries, ranches and farms expanding the markets and consumer base of existing Gem Community commodities to reach a wider audience with diversified products. This will not only increase private incomes but contribute to a more vibrant local economy.



- C. *Expand opportunities and business connections within the Gem Community for producers who can mutually benefit from each other's products and services (e.g. dairy and hay) -* Through the informal economy, the Farm Bureau and related industry networks, the agricultural community already trades and bolsters other farm and ranch operations. Yet there are unexplored and dormant opportunities to strengthen the Gem Community's agricultural sector within its own borders. In the future, more options are to be explored and pursued (everything from real-time technology tools to more networking, fairs and festivals) to strengthen the "web" of connections and business opportunity among gardeners, growers, processors and consumers already doing business or residing within the Gem Community.

- D. *Continued desire to have agriculture and ranching as a strong, viable industry -* The Gem Community desires to elevate and expand its agricultural presence within the state and region, both economically and culturally. We view the geographic separation of the Gem Community from the Boise-Nampa Metropolitan Area as a farming and ranching benefit to be promoted and advanced.



- E. *Promote and actively foster a rural quality of life and culture –* The essence of this goal is to keep the "culture" in the agriculture of the Gem Community. The economics of agriculture are meant to serve the people and their high quality of life. We desire to build upon the historical roots of Gem County and the City of Emmett as an independent western town with an agrarian base. The highly sought-after rural and small-town lifestyle enjoyed by Gem Community residents will likely continue far into the future as demonstrated by the long-time annual events of the Gem/Boise County Fair, the wildly popular Cherry Festival, and Horse Racing, not to mention the more recent spring/summer Farmers' Market and the fall's Harvest Festival & Street Fair. By combining these events with the Gem Community's beautiful natural scenery and countless opportunities for outdoor recreation, the importance and centrality of the community's lifestyle becomes self-evident.
- F. *Research and actively develop the food hub concept being investigated by University of Idaho Extension and the Chamber of Commerce –* A specific desired outcome as it relates to agriculture in the Gem Community is the Gem Food Hub. Based in the Emmett Valley, it would serve as a regional center for creating large, consistent, reliable supplies of locally or regionally produced foods. It would serve both the supply side (producers) and demand side (consumers) of the agricultural sector by aggregating, processing, branding, packaging and distributing products as well as ensuring food safety and linking producers with buyers at an easily accessible and centralized location.

## **Goal and Policy Statements**

### **1.0 General Agricultural Goal Statement:**

The purpose of agricultural zoning is to protect farm and ranch lands from incompatible uses that would adversely affect the long term economic viability of the area within the region. This helps to minimize land use conflicts and controversies.



### **General Agricultural Policies:**

- 13.1.1 Encourage management and land-use priorities that support agricultural lands.
- 13.1.2 Coordinate land-use planning with adjoining counties where joint land use problems may exist and to avoid future challenges to the agriculture sector.
- 13.1.3 Administer a Confined Animal Feeding Operation ordinance to preserve the opportunity for dairy and feedlot operations in Gem County.
- 13.1.4 Consider allowing non-agricultural uses to locate on lands not suitable for farming, even if those parcels are not designated with the appropriate zone.
- 13.1.5 Ensure that the integrity of agricultural operations will not be violated by recreational or other non-compatible uses, such as new trails being constructed or recreational easements being obtained.
- 13.1.6 The County recognizes that the generation of noise, smoke, odor and dust is a natural consequence of the normal agricultural practices provided that agriculturalists exercise reasonable measures to minimize such effects.
- 13.1.7 The Gem Community supports appropriate cooperative efforts between private landowners and local, state and federal land management agencies to improve agricultural land management, recognizing that increases in productivity will ultimately benefit a majority of the County's citizens.
- 13.1.8 Support streamlined regulations for the housing of agricultural workers.
- 13.1.9 Encourage and support land-use proposals that are consistent with the community development objectives of Letha, Sweet, Ola, Montour, Pearl and Emmett areas.

### **2.0 Agricultural Economic Development Goal Statement:**

Encourage a farming future emphasizing ecological and economic sustainability, enabling a healthy livelihood by providing quality employment, cooperation, education and community growth.

### **Agricultural Economic Development Policies:**

- 13.2.1 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.
- 13.2.2 Gem County will seek to allow areas designated for and installations of those supportive activities needed as an integral part of the production and marketing process on and/or off the farm. This includes permitting on-farm supportive installations for product handling and selling.
- 13.2.3 Ensure, to the extent practicable, that the Gem Community's agricultural economy is not endangered by natural resource development.

**3.0 Agricultural Resources Goal Statement:**

Promote a respect for the diversity, dignity and interdependence of human, animal, plant and soil life.

**Agricultural Resources Policies:**

- 13.3.1 Support land management policies on all public lands within Gem County that are consistent with the vision, goals, and critical issues and trends of the Gem Community.
- 13.3.2 Encourage the multiple-use management of the Payette River within Gem County.
- 13.3.3 The community should scrutinize any development or rezoning proposals in areas that are critical to natural groundwater recharge and groundwater source to determine impacts to surface and groundwater quantity and quality.
- 13.3.4 Conversion of highly productive agricultural lands, whether urban or rural, will be discouraged. The County will support programs which encourage the retention of highly productive agricultural lands. Expansion of urban type development into active agricultural areas is discouraged, as long as urban and infill development is a viable option.

**4.0 Agricultural Transportation Goal Statement:**

Maintain and improve the Gem Community's infrastructure for the purpose of transporting agricultural products both locally and regionally.

**Agricultural Transportation Policies:**

- 13.4.1 Support off-road recreational use only in dedicated areas where soils are stable and non-erodible (i.e. not on irrigation canal banks, cultivated fields, etc.).
- 13.4.2 To the maximum extent feasible, Gem County will design and maintain roads with the type and size of vehicles and/or equipment in mind which are used in the agricultural operations of the area.

**GLOSSARY**

*Agritourism:* Any activity, project or program that encourages people to visit working farms or ranches for the purpose of enjoyment, education or active involvement in the farm's or ranch's activities. It is often used as a business strategy to promote products of the farm or ranch and to generate additional income on the farm or ranch.

*Three-Phase Power:* Three-phase electric power is a common method of [alternating-current electric power generation](#), [transmission](#), and [distribution](#). It is a type of [polyphase system](#) and is the most common method used by [electrical grids](#) worldwide to transfer power. It is also used to power large [motors](#) and other heavy loads.

*Value-Added* - Value-added is the incremental value that is realized by the producer from an agricultural commodity or product as the result of a change in its physical state, differentiated production or marketing, as demonstrated in a business plan, product segregation, or the economic benefit realized from the production of farm or ranch-based renewable energy.

## **Chapter 14- 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 14-1 (County), and 14-2 (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 14-3* 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 14-4* 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 14-5*).

**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.

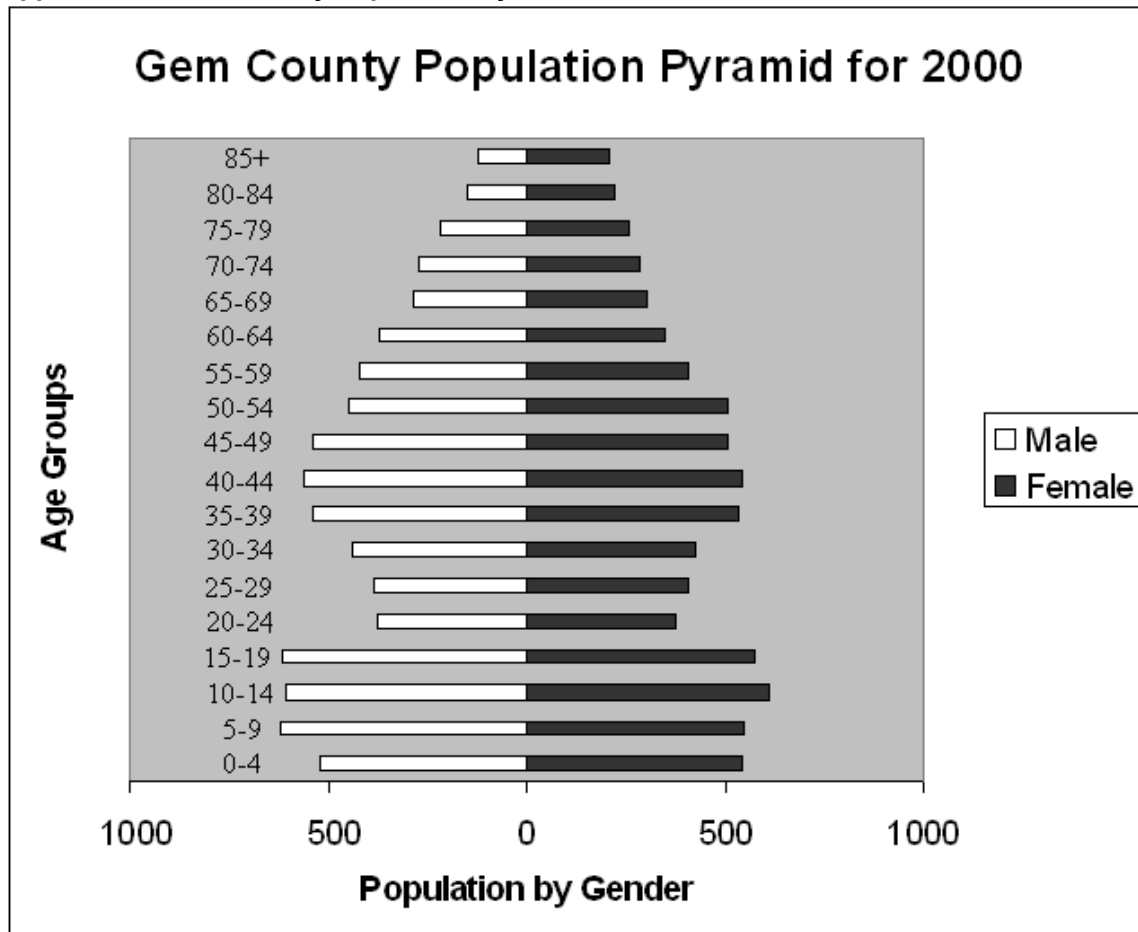
1. Does the Regulation or Action Result in a Permanent or Temporary Physical Occupation of Private Property?
2. Does the Regulation or Action Require a Property Owner to Dedicate a Portion of Property or to Grant an Easement?
3. Does the Regulation Deprive the Owner of All Economically Viable Uses of 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**

<b>Appendix 2-1 Historical Population and Changes</b>							
	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>									
	Historical <sup>2</sup>				Forecast <sup>1</sup>				
	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

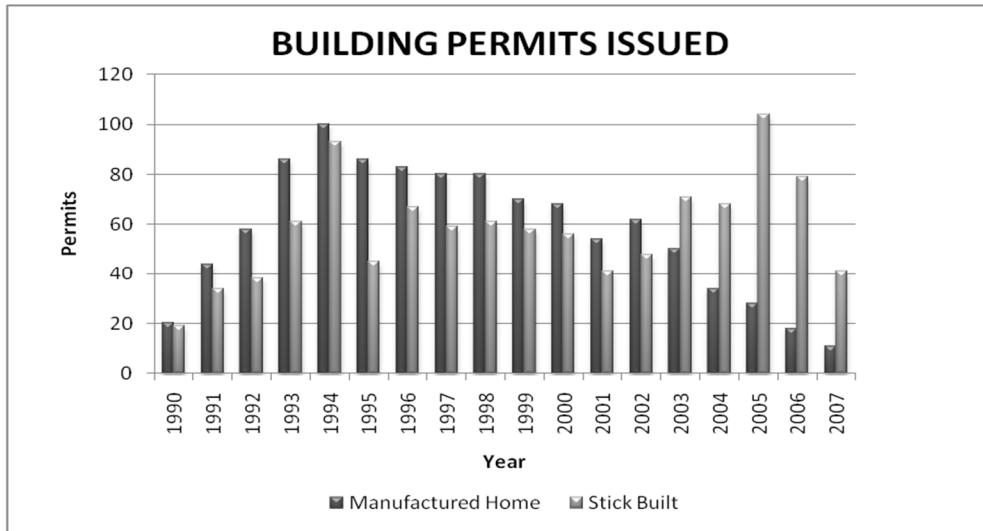
2007 Median Gem Community Rent: \$548

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 Gem Community Agricultural Information 2002 Fall Harvest</b>	
<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>	<b>Number of Employees</b>
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 Idaho Power Company's Regional Forecast For Gem Community</b>						
<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</b> Gem Community			
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.

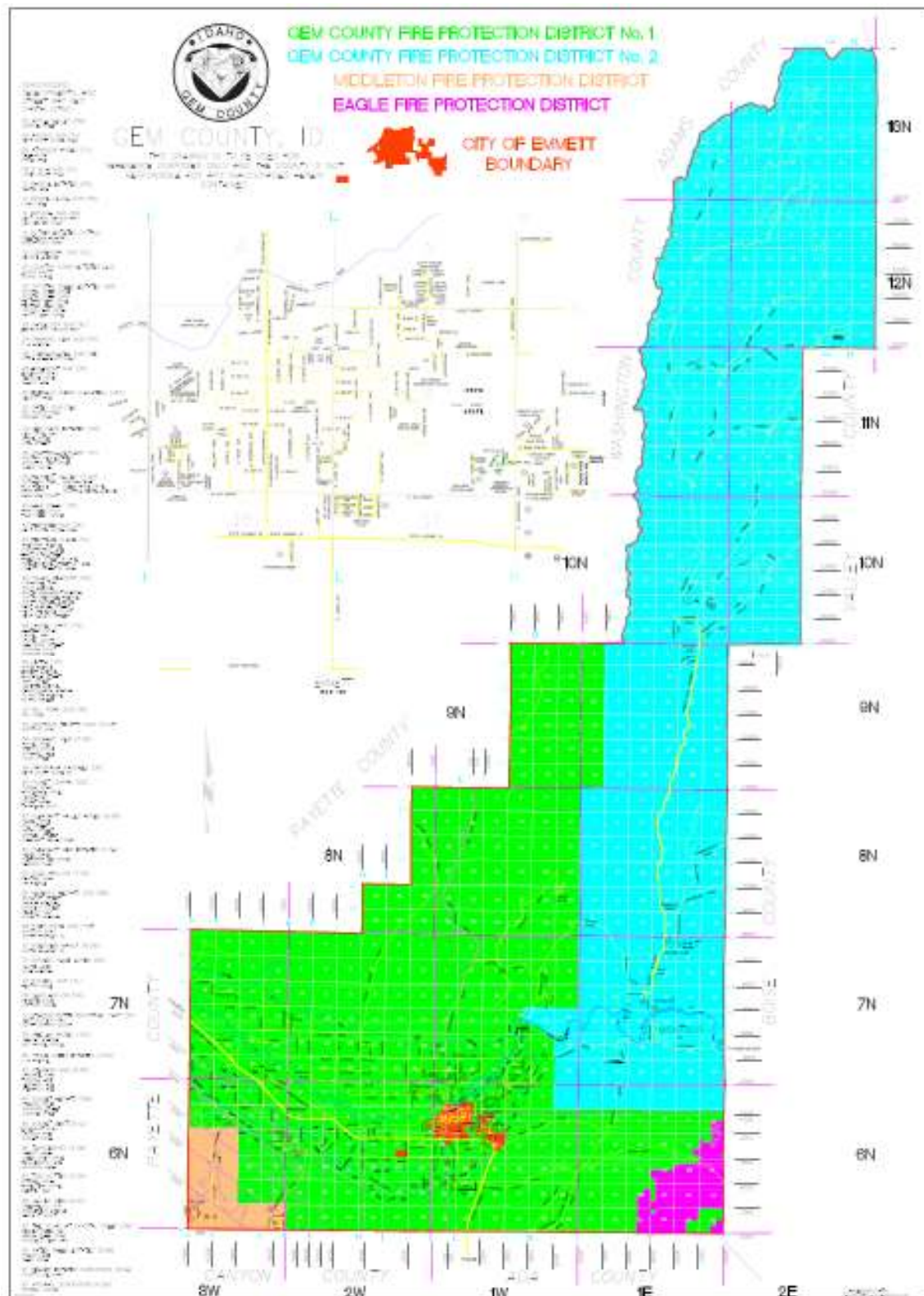
**Chapter 6- Natural Resources and Hazardous Areas**

**Appendix 6-1**

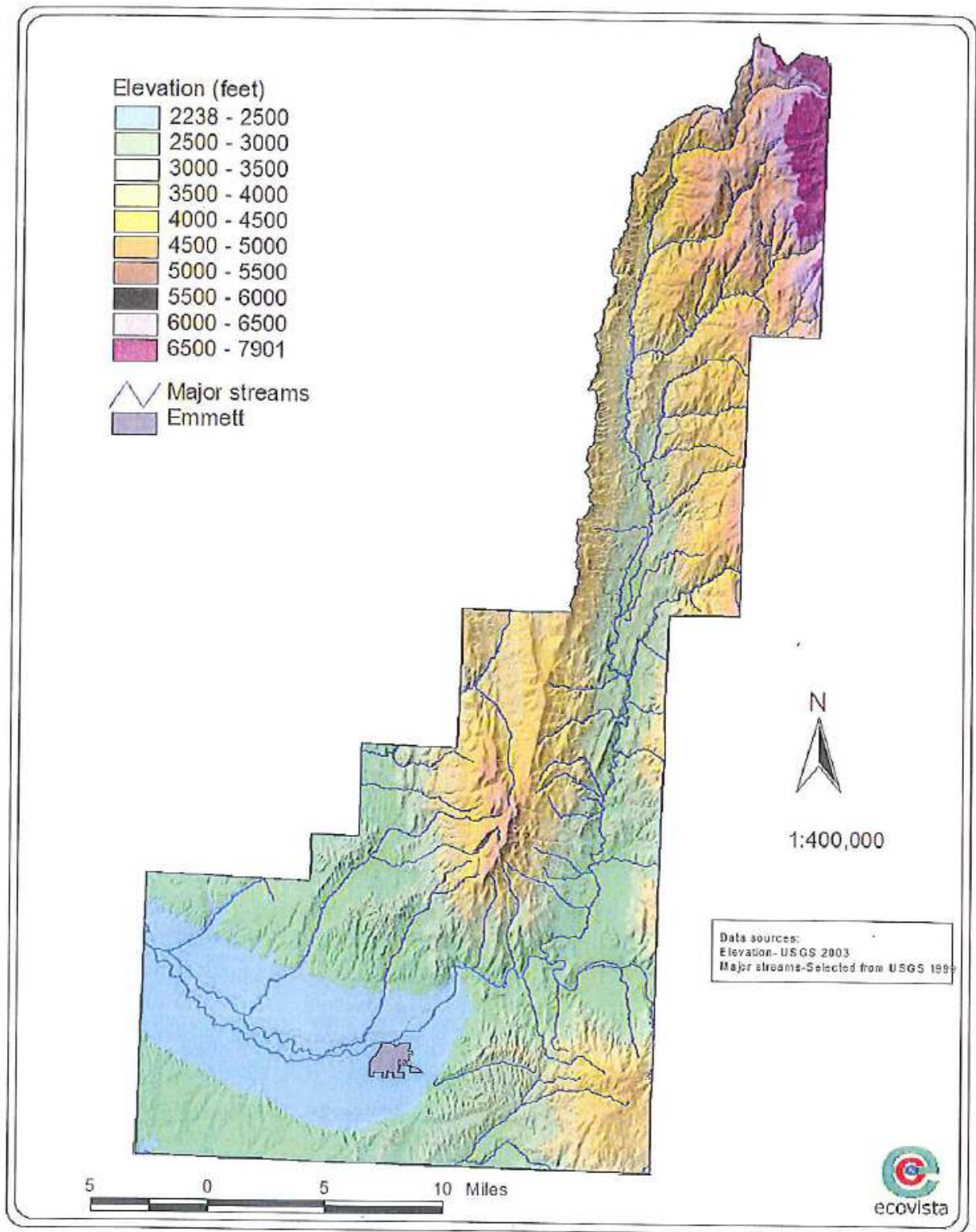
<b><u>FEDERAL AGENCY/DEPARTMENT</u></b>	<b><u>TASKS / RESPONSIBILITIES</u></b>	<b><u>WEB SITE</u></b>
Idaho Bureau of Homeland Security (IBHS)	Hazard Mitigation (earthquake, avalanche, flood, etc.)	<a href="http://www.bhs.idaho.gov">www.bhs.idaho.gov</a>
Bureau of Land Management (BLM)	Grazing lands, wildfire prevention, land management	<a href="http://www.blm.gov">www.blm.gov</a>
Bureau of Reclamation (BOR)	Dam safety and operations, park land management	<a href="http://www.usbr.gov">www.usbr.gov</a>
Environmental Protection Agency (EPA)	Air quality, water quality, stormwater issues	<a href="http://www.epa.gov">www.epa.gov</a>
Federal Emergency Management Agency (FEMA)	Natural disasters, National Flood Insurance Program	<a href="http://www.fema.gov">www.fema.gov</a>
USDA Forest Service	Boise National Forest – Emmett Ranger Office	<a href="http://www.fs.usda.gov">www.fs.usda.gov</a>
Natural Resources Conservation Service (NRCS)	Energy, land and water conservation, wildlife habitat protection	<a href="http://www.nrcs.usda.gov">www.nrcs.usda.gov</a>

<b><u>STATE AGENCY / DEPARTMENT</u></b>	<b><u>TASKS / RESPONSIBILITIES</u></b>	<b><u>WEB SITE</u></b>
Idaho Department of Environmental Quality (DEQ)	Water quality oversight, stormwater	<a href="http://www.deq.idaho.gov">www.deq.idaho.gov</a>
Idaho Department of Fish and Game (F&G)	Fishing and hunting licensing, wildlife education, land management	<a href="http://www.fishandgameidaho.gov">www.fishandgameidaho.gov</a>
Idaho Department of Lands (IDL)	Mining operations, land management	<a href="http://www.idl.idaho.gov">www.idl.idaho.gov</a>
Idaho Department of Water Resources (IDWR)	Stream channels, floodplains, water rights	<a href="http://www.idwr.idaho.gov">www.idwr.idaho.gov</a>
<b><u>QUASI-PUBLIC AGENCIES</u></b>		
Letha Sewer District	Wastewater system	<a href="http://www.deq.idaho.gov">www.deq.idaho.gov</a>
Southwest District Health Department	Environmental health division, septic systems	<a href="http://www.publichealthidaho.com">www.publichealthidaho.com</a>

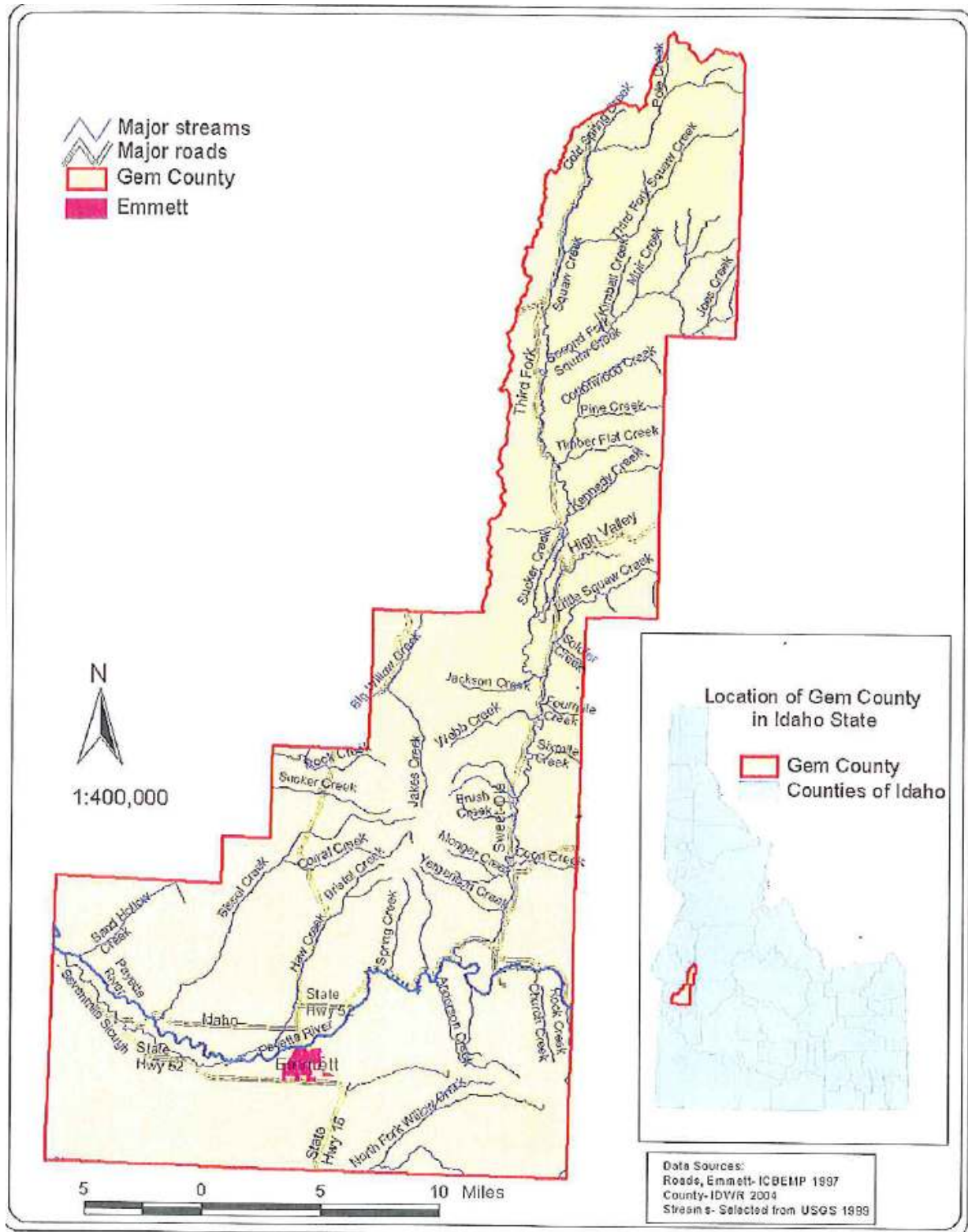
Appendix 6-2



Appendix 6-3







## **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 7-1  
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

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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 Baptitist 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

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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

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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

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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 7-2  
Unique Natural and Scenic Resources



- DIVERSIFIED FARMING
- LIVESTOCK RAISING
- FOOD PROCESSING
- MANUFACTURING
- FRUIT GROWING
- LUMBERING
- DAIRYING

## *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 7-3**  
**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 artists 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

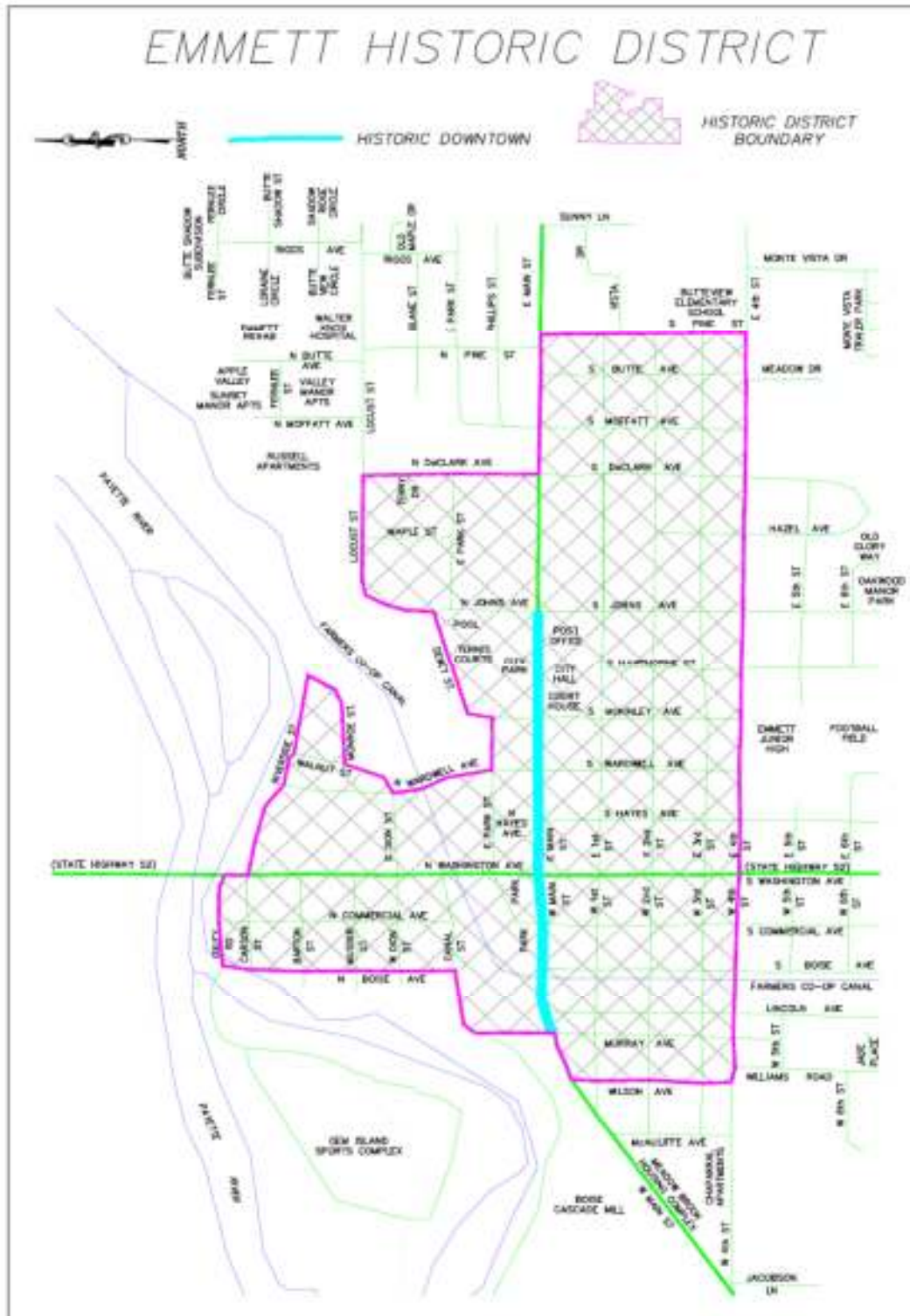
**Govt. facilities, architectural design & construction and public art**

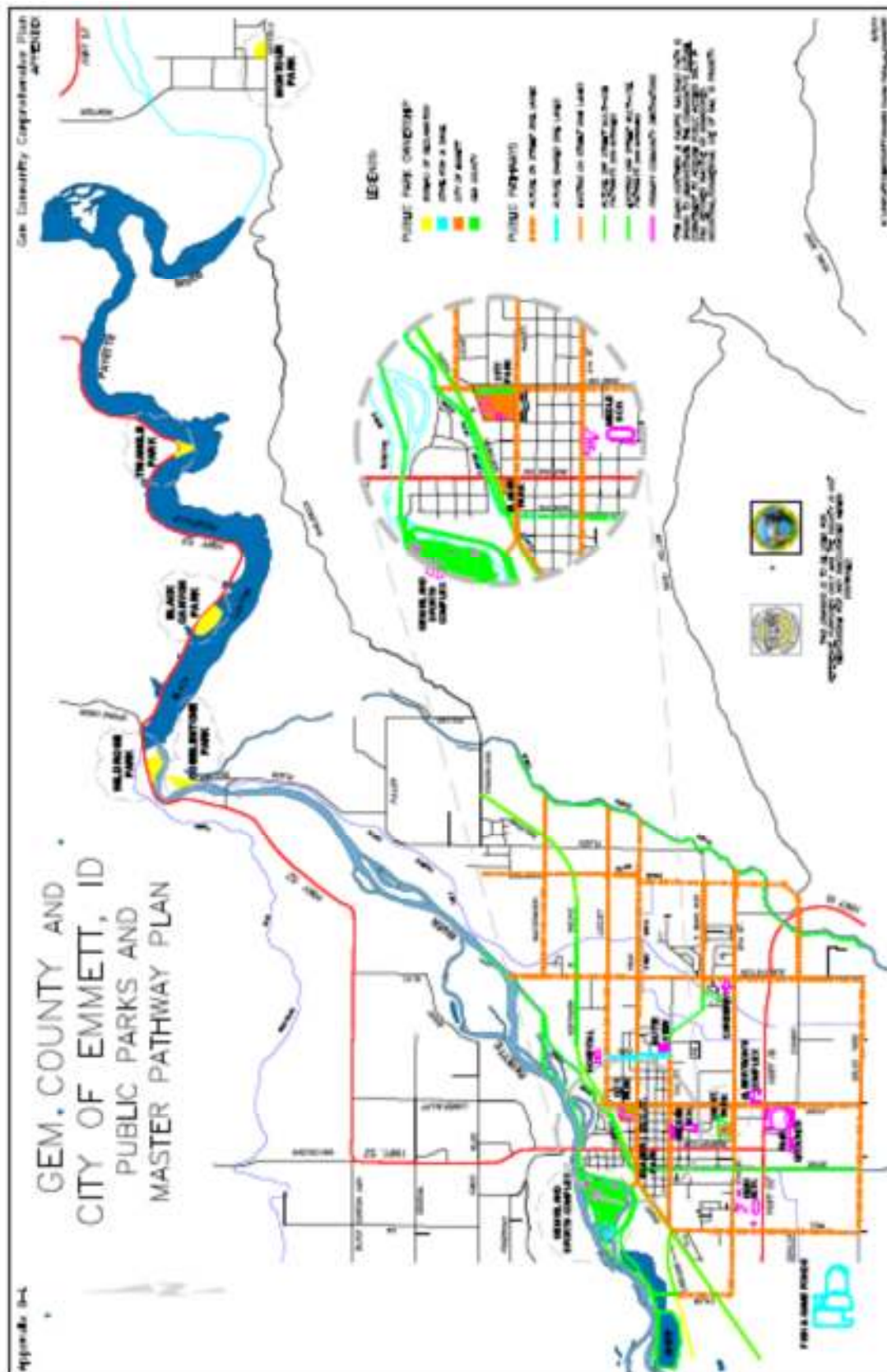
- Public land facilities:
  - City Parks
  - Gem Island Sports Complex
- Excellence in architectural design of govt. design & public art:
  - Gem Co. Court House – Nation Historic Registry
  - Historic downtown – pending
  - Historic neighborhoods – pending
- Public art & exhibits in public buildings:
  - 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

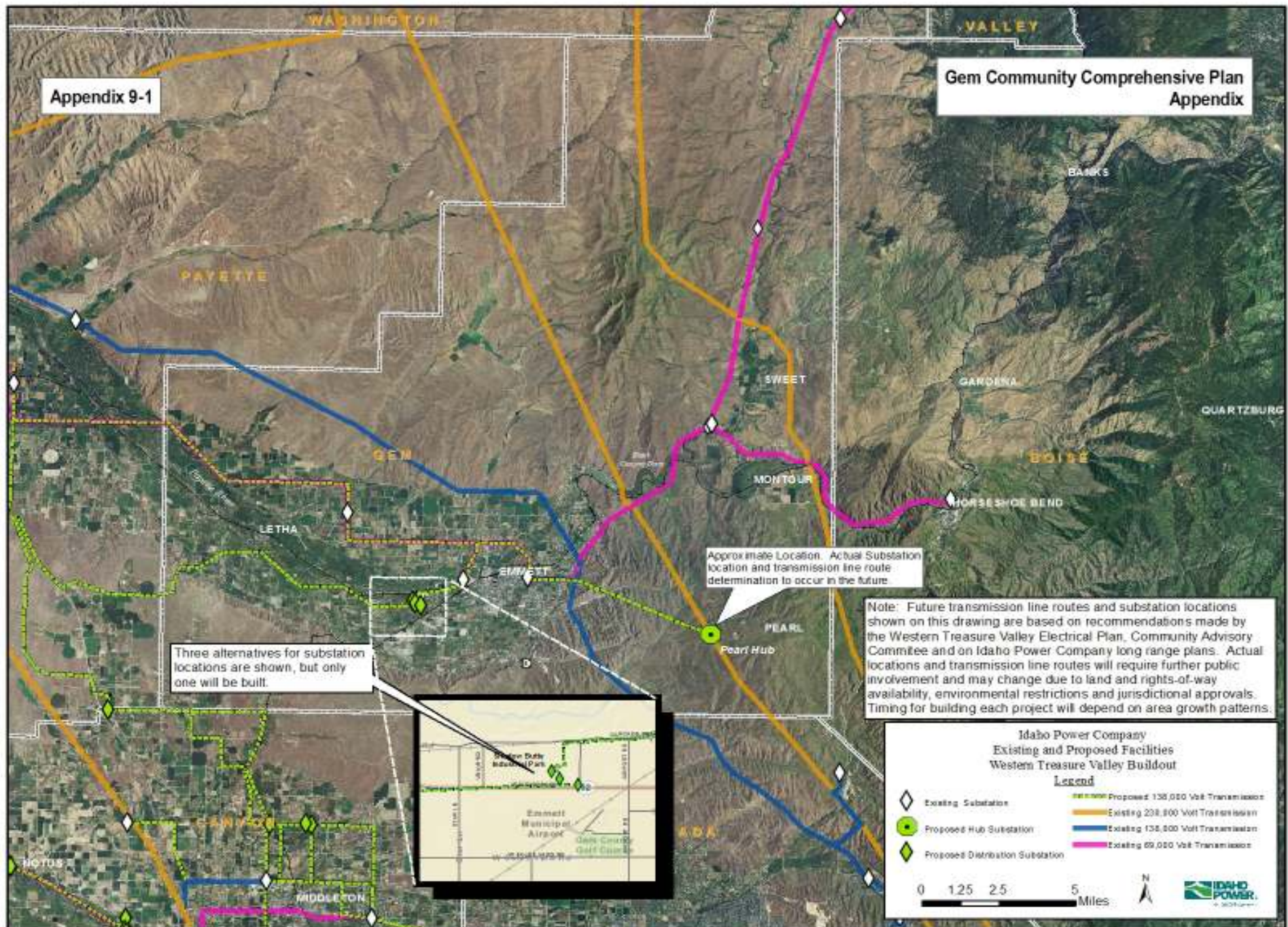


Appendix 7-4  
Historic District Map









**Appendix 10-1**

**City of Emmett Capital Improvement Projects**

<b>Rating</b>	<b>Project</b>	<b>Improvement</b>	<b>Funding Source</b>	<b>Probable Construction Cost</b>	<b>Projected Construction</b>
<b>1</b>	South Substation Rd. Bridge Replacement near Harvest Valley Subdivision	Replace & widen bridge	City, LHTAC – STIP Bridge Program	\$1,450,485.00	2013
<b>2</b>	South John's Ave. (E. 12 <sup>th</sup> St. to E. 4 <sup>th</sup> St.)	pavement, curb, gutter, sidewalk, street lighting, water, storm, bicycle lanes, sewer upgrades or replacement	City, LHTAC – STIP Urban Program	\$1,985,000.00	2017
<b>3</b>	South John's Ave. (E. 4 <sup>th</sup> St. E. Main St.)	pavement, curb, gutter, sidewalk, street lighting, water, storm, bicycle lanes, sewer upgrades or replacement	City, LHTAC – STIP Urban Program	\$2,150,000.00	2022
<b>4</b>	Main St. (Hayes Ave. to John's Ave.)	pavement, curb, gutter, sidewalk, street lighting, water, storm, bicycle lanes, sewer upgrades or replacement	City, LHTAC – STIP Urban Program	\$2,650,000.00	2027
<b>5</b>	John's Ave. (Main St. to E. Locust Ave.)	pavement, curb, gutter, sidewalk, street lighting, water, storm, bicycle lanes, sewer upgrades or replacement	City, LHTAC – STIP Urban Program	\$2,900,000.00	2032
<b>6</b>	Main St. (John's Ave. to Pine Ave.)	pavement, curb, gutter, sidewalk, street lighting, water, storm, bicycle lanes, sewer upgrades or replacement	City, LHTAC – STIP Urban Program	\$3,150,000.00	2037

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<b>7</b>	Main St. (Pine Ave. to East Emmett City Limits)	pavement, curb, gutter, sidewalk, street lighting, water, storm, bicycle lanes, sewer upgrades or replacement	City, LHTAC – STIP Urban Program	\$3,400,000.00	2042
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## **Appendix 10-2**

### **Gem County Capital Improvement Projects**

Recommended road improvement projects within unincorporated Gem County fall into two general classifications: major reconstruction and minor repairs/reconstruction of a short segment. Almost all major reconstruction projects are funded through federal and/or state dollars and include a local cash or in-kind match. Minor repairs/reconstruction of small segments often are locally funded projects.

The county is in the process of the development/design/construction of a number of projects, both through the federally funded programs (which come through the U.S. Department of Transportation, Idaho Transportation Department and the Local Highway Technical Assistance Council) as well as through locally generated funds. These Capital Improvement Projects are updated annually by the Gem County Road and Bridge Department in coordination with the Board of County Commissioners during the annual budget cycle. Project priorities may be adjusted depending on the need and funding availability. A well-maintained GIS database will assist in updating this list.

### **Gem County Capital Improvement Project List**

<b>Project</b>	<b>Probable Construction Cost*</b>	<b>Projected Construction</b>
East Main St. Montour replace bridge	\$100,000	2013
Butte Rd, Spring Creek Rd. (Improve drainage, widen base)	\$20,000	2013
Star Ln. Skim Coat to level 2" Overlay	\$22,000 \$70,000	2014 (.7 mile)
Kirkpatrick Rd. Overlay 2" Overlay	\$244,081	2015 (1.6 miles)
Ola Rd. Overlay (Kirkpatrick Rd. to High Valley Rd.)	\$1,248,483	2015-2020 (15.0 miles)
Sunset Dr. Overlay (Hwy 52 to Jackson Ave.)	\$290,554	2021 (2.0 miles)
Sunset Dr. Overlay (Jackson Ave. to W. Idaho Blvd.)	\$360,823	2022 (2.0 miles)
Montour Rd. Overlay	\$336,367	2023 (2.1 miles)
Gatfield Rd. Overlay (3" Mat plus base)	\$608,343	2024 (2.5 miles)
Fuller Rd. Overlay	\$264,883	2025 (1.5 miles)
Frozen Dog Rd. Overlay	\$228,096	2026 (1.2 miles)
Dewey Rd. to I-84 Connector	TBD	2027

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Berglund Rd. .75 mile/ Bishop Rd. 1.5 mile Overlay	\$350,451	2027 (2.25 miles)
Little Rock Rd. Overlay	\$511,096	2028 (2.5 miles)
El Paso Rd. Overlay	\$1,170,910	2029-2030 (5.1 miles)
Brill Rd. Overlay (3" Mat/1 mile of base)	\$786,313	2031 (1.9 miles)
Morehouse Rd. Overlay (3" Mat)	\$548,217	2032 (1.5 miles)
Mesa Ave. Overlay	\$536,720	2033 (2 miles)
Hillview Rd. Overlay (Hanna Rd. to Silverleaf Ext.)	\$562,500	2034 (2 miles)
Old Freezeout Rd. Overlay	\$519,720	2035 (2 miles)
Plaza Rd. Overlay (Waterwheel Rd. to Hwy. 52)	\$825,120	2036 (2.7 miles)

\*These estimated construction costs may not adequately represent actual cost to do the final project.



### **Appendix 10-3**

#### **Terms & Definitions**

**Access Management----** Access management is the process that provides for and manages vehicular access to land development adjacent to a road system, while simultaneously preserving the flow of traffic on the road system to ensure safety, capacity, and speed.

**Arterial Highway—**A major thoroughfare, used primarily for through traffic rather than for access to adjacent land, that is characterized by high vehicular capacity and continually of movement.

**Average Daily Traffic (ADT)—**The total traffic column during a given period (from 1 to 364 days) divided by the number of days in that period.

**Backage Road –** A public or private local road or driveway, typically at least one-half mile or more in length, constructed parallel to an arterial roadway and providing vehicular access to a strip of land with land uses that lies between the arterial and said road. A backage road is in contrast to a “frontage” road which also runs parallel to an arterial roadway but is constructed in much closer proximity to the arterial.

**Corridor—**A broad geographical band that follows a general directional flow connecting major sources of trips that may contain a number of streets, highways and transit route alignments.

**Collectors—**In rural areas, routes serving intra-county, rather than statewide travel. In urban areas, streets providing direct access to neighborhoods as well as direct access to arterials.

**Collector Roads, Major —**These routes should: (1) Provide service to any county seat not on an arterial route, to the larger towns not directly served by the higher systems, and to other traffic generators of equivalent intra-county importance, such as consolidated schools, shipping points, county parks, important mining and agricultural areas, etc.; (2) link these places with nearby larger towns or cities, or with routes of higher association; and (3) serve the more important inter-county travel corridors.

**Collector Roads, Minor —**These routes should: (1) Be spaced at intervals, consistent with population density, to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road; (2) provide service to the remaining smaller communities; and (3) link the locally important traffic generators with their rural hinterland.

**Community Centers—**i.e. all major communities within the Gem Community such as Emmett, Letha, Ola, and Sweet

**Corridor Analysis—**A detailed analysis of a roadway performed for the purpose of obtaining the most accurate projected traffic volumes. The analysis takes into account existing traffic columns, projected growth, and major traffic generating locations. A corridor analysis will yield projected traffic columns for every movement allowed on a facility including main lane, ramp, frontage road, and turning volumes.

**Displaced Threshold -** A displaced threshold is a term used in the aeronautics industry referring to a runway threshold located at a point other than the physical beginning or end of the runway. The portion of the runway so displaced may be used for takeoff but not for landing.

**Draft Environmental Impact Statement (DEIS)—**An environmental document that is prepared when it is initially determined that the action/project may cause significant impacts to the environment, when environmental studies and early coordination indicate significant impacts, or when review of the environmental assessment indicates that the impacts anticipated to result from the project may be significant. The DEIS compares all reasonable alternatives to the proposed project and summarizes the studies, reviews, consultations, and coordination required by legislation and Executive Orders to the extent appropriate at the draft stage in the environmental process. This document lists all entities from which comments are being requested.

**Environmental Assessment (EA)—**Studies the project's impact on wildlife, wetlands, cultural resources farmland, water and air quality and other environmental issues.



**Environmental Impact Statement (EIS)**—An analysis of the environmental impacts of proposed land development and transportation projects; conducted for federally funded or approved projects per MEPA. A draft EIS is circulated to the public and agencies with approval authority for comment.

**Environmental Protection Agency (EPA)**—A Federal agency charged with protecting the natural resources on the nation.

**Feasibility Study**—A study about a project's feasibility. The study addresses issues including the project's benefits, costs, effectiveness, alternatives considered, analysis of alternative selection, environmental effects, public opinions, and other factors.

**Gem Community**—All of Gem County, including the City of Emmett and the unincorporated areas.

**Geographic Information System (GIS)**—A system of digital information, organized in layers that can be applied to a specific geographic location to such things as population density, traffic volume, business development, etc.

**Level of Service**—A key component of transportation planning is adoption of a policy that identifies levels of service (defined by capacity, speed and delay factors) for roadways in the county. These street classifications help measure the impact of transportation-related decisions.

- A Average speed: >30 mph. Intersection delay minimal (less than 5 seconds per vehicle). May be experienced in late evenings or very early morning. Virtually any street at 3 a.m.
- B Average speed: >24 mph. Intersection delay acceptable (5-15 seconds per vehicle). May be experienced in the mid day at some intersections.
- C Stable flow, longer lines at signals, average speed: >18 mph. Intersection delay increases (15-25 seconds).
- D Unstable with small increases in volume increasing delays, average speed: > 14 mph. Intersection delay creates problems (25-40 seconds). Acceptable on minor arterials and collectors during rush hours that do not have predominately front on housing.
- E Significant decrease in average speed: >10 mph. Intersection delays of 40 to 60 seconds. Acceptable for many large metropolitan areas (more than one million people).
- F Extremely low average speed: <10 mph. Intersection congestion likely at critical points. Intersection delays greater than 60 seconds. Typical rush hour conditions for very large metropolitan areas. Frequently associated with air pollution problems for carbon monoxide and ozone.

\*Source: Transportation Research Board. Highway Capacity Manual: Special Report 209. 1985. pp 9-5 and 11-4.

**Pathway** — The term "pathway" in this Plan (as in the associated Master Pathway Plan document) refers to improved, non-motorized travel corridors that are open to and accessible by the general public. They may or may not be located on property owned by a public entity but always provide legal access through easements, agreements or ownership. For the purpose of this plan, pathways are distinguished from public sidewalks in that they are not attached to a curb or street and are typically wider.

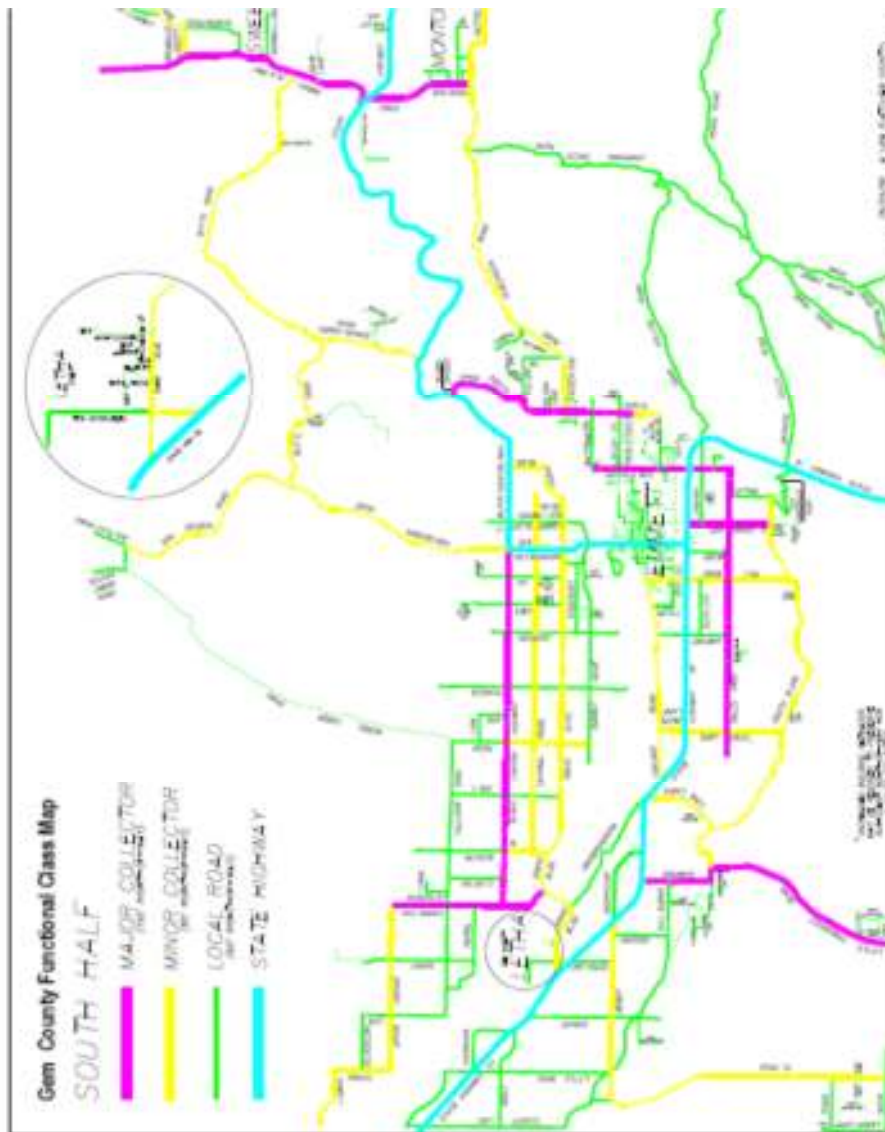
**Traffic Counts**—ITD monitors daily traffic and computes the average daily traffic (ADT) on the state highway system and on the vast majority of arterials and collectors off the state highway system. ITD also conducts detailed traffic studies for specific purposes, such as deciding whether a signal should be installed at a given intersection. A Rural Traffic Flow Map is published annually. It shows ADT on state highways at county lines, city limits, and junction of state highways. Other

ITD traffic counts are available upon request. See sidebar for information on how to obtain traffic count data.

Traffic counts on local streets and highways must be generated locally (through ITD can serve as a central repository). This has been done as part of the comprehensive planning process in some places: the Canyon and Jerome County plans offer examples. Small cities and rural counties have generally relied on individual traffic studies that are made where a problem arises or a major development is proposed.

**Vehicle Mile of Travel (VMT)**—A unit to measure vehicle travel made by a private vehicle, such as an automobile, van, pickup truck, or motorcycle. Each mile traveled is counted as one vehicle mile regardless of the number of persons in the vehicle.

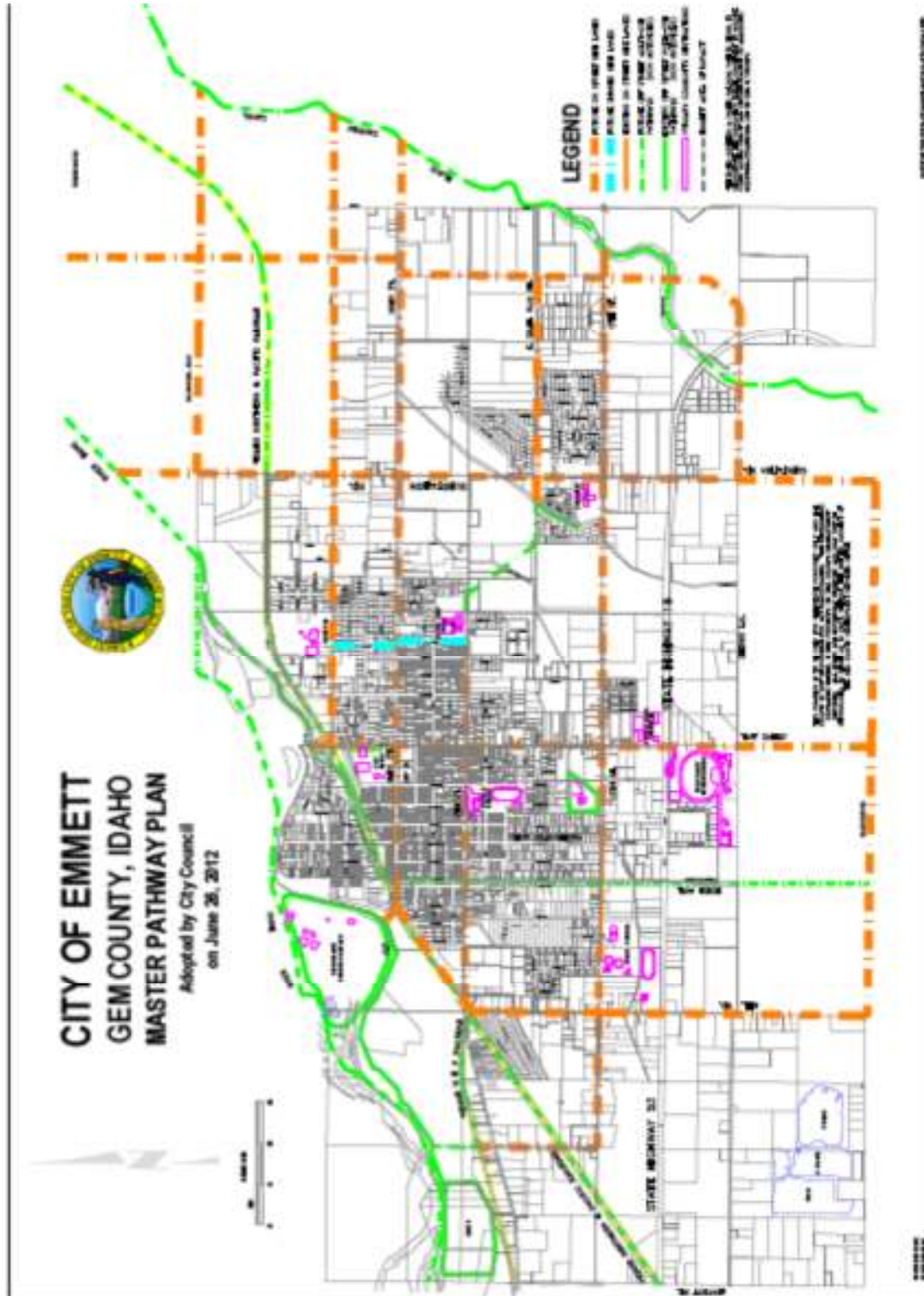
Appendix 10-4





*Appendix 10-5*

Appendix 10-6



## Chapter 12 - Land Use

### Appendix 12-1 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.

<b>Private Gem County Land Ownership</b>	<b>Acres</b>	<b>Acres</b>	<b>Percent</b>	<b>Percent</b>
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%
<b>Total Private Lands of Gem County</b>	<b>204,401</b>	<b>204,401</b>	<b>100.0%</b>	

Source: Gem County Assessors Office - 2005 Real Property Abstract

<b>Private Gem County Land Ownership Excluding Dry Ag/Grazing Land</b>	<b>Acres</b>	<b>Acres</b>	<b>Percent</b>	<b>Percent</b>
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%
<b>Total Private Lands of Gem County</b>	<b>58,854</b>	<b>58,854</b>	<b>100.0%</b>	

Source: Gem County Assessors Office - 2005 Real Property Abstract





**Appendix 12-2 Future Land Use Maps**

**Chapter 14 – Implementation**

**Appendix 14-1**

**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
	\$	10,900,171.00

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

**Appendix 14-2**

**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 14-3**

### **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 14-4**

### **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 14-5**

### **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.