

Comprehensive Plan

March 2002

City of
New Plymouth
Idaho



City of New Plymouth

Comprehensive Plan

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Prepared by:

City of New Plymouth

with assistance from

HOLLADAY ENGINEERING COMPANY

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Looking Back...New Plymouth

New Plymouth was a colony town, bought and planned before it was settled. It lays claim to being the only town in the U.S. plotted in the shape of a double horseshoe with curving streets that were designed, instead of just happening.

A group of citizens, dissatisfied with city life in Chicago in 1895, formed what they called "The New Plymouth Society of Chicago." A farmer's irrigation promoter, William E. Smythe who was encouraging the young and old to go west and develop the country with the help of irrigation, led it.

The New Plymouth Society of Chicago selected a committee to investigate the Payette River Valley in the new state of Idaho to be purchased for the colony. It was on the drawing boards in Chicago. A committee of seven, after investigating the proposed location site, returned to Chicago with a very favorable report.

In February 1896, it was decided that each colonist would purchase twenty shares of stock at \$30 per share, which would entitle him to twenty acres of land and a town lot. He was to clear the land of sagebrush and plant fruit trees.

The town was plotted horseshoe shape, with the open end toward the railroad and river. This area was planned as an industrial zone, and the acre tracts around the horseshoe were the residential lots.

The homes were to be built on the street side and balance of the acre for garden and pasture for the family cow and horses. Between the two streets on the horseshoe or "boulevard," the committee places an 80 wide park, one mile in length. It was planted in grass and shade trees, which provided a place for children to play.

Plymouth Avenue, the Main Street and principal business thoroughfare, was surveyed (16 feet off the section line) down the center of the horseshoe from the railroad and the river area on the north, through the boulevard on the south.

The community was called "The New Plymouth Farm Village" and for two years governed by a colony board of directors. Later in 1897, it was incorporated, as a village with "New Plymouth" as the name.

The Plymouth Colony, like the Plymouth of the past, was to stand for the highest ideals of freedom and independence. One clause inserted in the deeds conveying title to the property stated "Land will be forfeited to the Colony Company in case of sole intoxicating liquors upon any part of the premises by the owner, or his representative." They maintained that it was possible to maintain a town in good condition, without relying upon money received in liquor traffic.

The primary concern of newly farmed villages in the valley was the construction of churches and schools. For the first three years there were no children in New Plymouth.

The first public hall built was used for all public services including school and church. It was a shack, 14 x 20 feet, weather boarded on the outside with no windows. Nail pegs with rough boards placed on top served as seats. Four church denominations held services there.

A Father Burns was the first Methodist minister, the Reverend Clemmens, a Presbyterian, then a Congregationalist and finally Baptists took their turn each Sunday to minister to their congregations. In winter, sagebrush was gathered for fuel. For evening services, people brought their kerosene from home for lights. Each resident took his turn as janitor and fuel supplier.

With the influx of more people, the need arose for a new school. A large brick building was erected. Some parents complained that it was too big.

A Congregational Church was built in 1901 and on April 15, 1902 it was dedicated. The Reverend W. L. Strange gave a history of the church noting that \$371 was still owed on construction costs. The collection plate was passed. A sum of \$424 was collected, placing the church out of debt. A church in Orange, New Jersey presented a beautiful set of communion silver to the congregation.

Father L. C. Godschalx of St. Agnes Parish in Weiser celebrated the first Catholic Mass at the house of John Ackerman in 1903. Ten families gathered for services. In the spring of 1904, a church building was begun with the name St. Aloysius. Because of the increase in membership, an addition was added in 1905.

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PROPERTY RIGHTS ELEMENT

INTRODUCTION

Provisions for the protection of private property rights are predicated on Sections 67-6508(a) and 67-8001 of the Idaho Code. The first section mandated that property rights be added as a component of the Comprehensive Plan. It essentially required that: "land use policies, restrictions, conditions, and fees do not violate private property rights, adversely impact property values, or create unnecessary technical limitations on the use of property...". This section is concerned with the implications of a given land use regulation. The second section, commonly referred to as the Idaho Regulatory Takings Act, is concerned with establishing development or land use review procedures which will ensure the concept of due process of law.

Together, the two sections are intended to protect the fundamental attributes of land ownership. These attributes include the right to possess, exclude others from, and/or dispose of certain property. The local governments are required to utilize the Idaho Attorney General's Review Checklist, as provided for at Section 67-8001. In doing so, this will protect public health and safety, establish building codes, establish safety standards, and/or sanitary requirements. It will also assist in establishing land use planning and zoning. Its basic provisions are as follows:

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. Does the regulation serve the same purpose that would be served by directly prohibiting the use or action?

An affirmative reply to any of these basic questions does not necessarily equate to an uncompensated deprivation of private property in violation of the State or Federal constitution. What it does imply, however, is that agency staff should definitely review the matter with applicable legal counsel. The following Goal, Objective, and Policies are intended to meet the requirements of the above-mentioned sections of the Idaho Code. It shall be utilized on a regular basis for purposes of implementing this Plan, as well as other supporting regulatory ordinances.

GOALS, OBJECTIVES & POLICIES

GOAL: PRESERVE AND PROTECT PRIVATE PROPERTY RIGHTS AS REQUIRED PER THE PROVISIONS OF IDAHO CODE 67-6508(A).

OBJECTIVE: Ensure that all land use regulations and review procedures pertain only to the protection of public health, safety, and welfare and do not constitute a violation of due process of law.

POLICY:

1. Conduct a periodic review of all applicable land use regulations or ordinances.
2. Ensure that all review of development and/or land use proposals are in accordance with the Attorney General's checklist.
3. Consult with legal counsel in the event of potential property rights transgressions.

POPULATION ELEMENT

INTRODUCTION

The Population Element contains an inventory and analysis of past, present, and future trends in population demographics. Demography refers to the statistical study of human populations. It consists of analyzing the sum of individual acts or occurrences, as they relate to measurements of the population. The key is to use population demographics to help us make social, economic, and environmental decisions with respect to growth and development.

This section includes: 1) background data on population trends (in order to help us make reasonable assumptions about future projections); 2) a breakdown of the City's current population characteristics; and 3) population projections (starting with an estimated base number in the year 2000 through year 2015).

Many decisions relating to the type, location, and timing of various public and private expenditures are based strictly on population trends. This element precedes our research and work with respect to schools, housing, and economic development.

BACKGROUND DATA

As mentioned in the Introductory Section, the background data is provided as a starting point. This enables us to make reasonable assumptions about future projections. Information gathered from the 1990 and 2000 U.S. Census, the current Idaho

Department of Commerce County Profiles and the current City Comprehensive Plan were pooled, to allow us to determine probable population growth rates. The following trends were determined:

Year	Population	Numeric Change	Annual Percentage Change
1970	986	--	--
1980	1186	200	20%
1990	1313	127	10%
2000	1400	87	0.6%

The City experienced a total population increase of 20 percent for the period 1970 to 1980, and of 10 percent from 1980 to 1990. What is noteworthy is the more recent growth, through 2000, of approximately 0.6 percent. These trends closely mirror population growth rates in surrounding cities and counties up to 1996. Since that time, the population has grown at a smaller rate than the adjacent area.

CURRENT DATA

A detailed breakdown of the City's current population characteristics, in combination with projections from the following section, lend greatly to being able to formulate viable Goals, Objectives, and Policies for the Population Element. Information contained in the most recent U.S. 2000 Census and Idaho Works IDC-ED (12/18/97) provides the most extensive coverage of the type of data needed. The following provides specifics on total

population by age and gender, as well as valuable insights with regard to household income and race/ethnicity.

AGE AND GENDER

COMMUNITY GENDER GROUPS	
Male	683
Female	717

COMMUNITY AGE GROUPS	
Under 5	122
5 to 19	349
20 to 44	457
45 to 64	260
65+ years	212
Median age	33.7

AGE GROUPS AS PERCENTAGE OF TOTAL POPULATION		
Age	Number	% of Total
19 & Under	471	34%
20 to 64	717	51%
65 & over	212	15%

Following a generally even split per gender, we can see that the largest single population block per age falls within the 20 to 64 year old category. When adding the percentage of population currently under 19, it appears that the number of people within their prime working years will increase even further in the upcoming years.

RACE AND ETHNICITY

Of the 2000 population totals, Caucasian or white accounted for approximately 94 percent of the

population. African-American, Native American, Asians, or Hispanics accounted for approximately 6 percent of the population.

INCOME

The 1990 Census Income information states that the median income for 503 households within the City is \$15,969. The percentage of all persons in the City below poverty level is 24.3 percent and the percentage of female-headed households below poverty level is 48.4 percent. The percentage of all families below poverty level is 17.7 percent.

This data reveals that as a percentage of the total "Female Headed Households" category comprises the highest share of households below the poverty line. Fewer of the households in the "All Families" category tend to fall below the poverty line. This information has implications for possible future Goals, Objectives, and Policies.

FUTURE PROJECTIONS DATA

While the average period growth rate for population for the period 1970 to 1990 was only about 1.6 percent, the difference for the 5 year period from 1990 to 1995 was approximately 3.5 percent. The 30 year average growth rate equaled about 0.9 percent. Population will continue to be influenced not only by births and deaths, but also by migration and regional growth considerations. It is difficult to assign a "best" value to project future growth (the 1.6 percent through 1990 or the 3.5 percent through 1995). Based on the recent 2000 data and the previous history of New Plymouth and trends

seen in surrounding cities, an average growth rate of 1 percent has been assigned to determine future population projections.

GENERAL POPULATION TRENDS @ 1% GROWTH		
Year	Numeric Change	Population
1990	--	1313
2000	83	1400
2005	70	1470
2010	74	1544
2015	77	1621
2020	80	1701

Based on the data provided in the 2000 census and the average 1 percent growth rate experienced through 2000, a base population estimate was determined for 2020. Projections for selected age groupings were determined, using the 1 percent growth rate after 2000.

POPULATION TRENDS FOR SELECTED AGE GROUPS			
Age Group	2015	Numeric Change	% of Total
19 & Under	546	75	34%
20 to 64	829	113	51%
65 & over	246	34	15%

In general, the group which would increase the most for this estimated 15 year time window, would be the 20 to 64 year range. The number of persons 19 and under would increase more than those 65 and over. All of which portrays a generally younger population for the immediate future.

GOALS, OBJECTIVES & POLICIES

GOAL: MANAGE GROWTH TO A LEVEL THAT PUBLIC SERVICES AND SCHOOLS CAN ACCOMMODATE, WITHOUT SACRIFICING QUALITY OR SIGNIFICANTLY INCREASING TAXES.

OBJECTIVE: Keep abreast of changes in population demographics by monitoring on-going events.

POLICY: Create base population demographic numbers. Track school enrollment, building permits, and utility connections.

OBJECTIVE: Plan and construct improvements for City growth at approximately 1 percent per year.

POLICY: Revise and/or create appropriate Residential Zones which will accomplish the desired growth rate.

HOUSING ELEMENT

INTRODUCTION

The purpose of the Housing Element is to conduct an inventory, complete an assessment, and draw conclusions with respect to the City's anticipated housing needs. In addition to listing the total number of housing units built, we also review housing per type, age, value, and its costs with respect to residents' income.

This section utilizes statistical data from the last official U.S. Census (2000) and the City's more recent building activity. This is in conjunction with the population projections determined in the previous section. A review of the City's current housing situation, combined with estimated housing needs, enables us to formulate Goals, Objectives, and Policies at the end of this section.

TOTAL HOUSING UNITS & UNITS/TYPE OF DWELLING

The four primary types of housing are: (1) single-family, detached; (2) single-family, attached; (3) townhouses (approximately 4-10 units attached); and (4) apartments. Total number of units and housing per type for New Plymouth are as follows:

TOTAL UNITS	
2000 Census Data	566

UNITS PER TYPE THROUGH 2000	
Single-Unit, Detached	404
Single-Unit, Attached	5
2-4 Unit Structure	55
5-9 Unit Structure	6
10 or More Unit Structures	1
Mobile Home/Trailer/Other	95
	566

YEAR IN WHICH HOUSING STRUCTURE WAS BUILT

Based on the premise that the average home mortgage is financed for 30 years, it is reasonable to assume that an average home which is older than this would be at or near its anticipated service life. By reviewing the year(s) in which New Plymouth's homes were built, we can get an idea of the general condition of the City's housing stock. Housing units built through 2000 are listed in the table below.

1939 or earlier	134
1940 - 1949	76
1950 - 1959	82
1960 - 1969	51
1970 - 1979	170
1980 - 1989	33
1990 - 1997	54
1998 - 2000	20

Over half of the City's homes are approximately 30 years old or more,

while approximately 90 percent of all units are over 20 years old.

VALUE/RENT OF SPECIFIED DWELLING UNITS

The census data previously mentioned provided a breakdown of types of homes and age of structures for a specified number of dwelling units. In addition to these variables, values and contract rent, as compared to other locales, provide insight into the overall quality of the City's housing stock.

Value for 266 Owner-Occupied	
Less than \$50,000	214
\$50,000 to \$99,000	52
\$100,000 or greater	0
Median Value	\$35,800

Contract Rent for 154 Renter-Occupied Units	
Less than \$250	118
\$250 to \$499	36
\$500 or greater	0
Median Rent	\$172

It's important to remember that these value and rental figures are from 1990. The median value of \$35,800 and rent of \$172 generally reflect conditions which are far below current market rates as compared to the rest of the Treasure Valley.

MORTGAGE & RENTAL COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME

On a national average, it is estimated that Americans spend approximately 21 percent of their income on housing. While it would be ideal to spend less

than 20 percent of gross income for housing. The U.S. Department of Housing and Urban Development has determined that spending 30 percent or more of income for housing is excessive. The Census data provides mortgage and rental costs as a percentage of household income for 1989 as follows:

Of 270 Owner-Occupied Units	
Less than 20%	183
20 to 24%	18
25 to 29%	25
30 to 34%	13
Greater than 35%	31

Of 165 Renter-Occupied Units	
Less than 20%	50
20 to 24%	28
25 to 29%	12
30 to 34%	11
Greater than 35%	53
Not Computed	11

What these figures tell the City is that approximately one-third of homeowners and two-thirds of renters with the City are paying higher than an estimated national average towards housing costs. This provides insight into not only levels of income earned, but also to the basic availability of more affordable housing for City residents.

FUTURE PROJECTIONS DATA

Actual census data provides a per persons household value of 2.67 and an average vacancy rate of 7.4 percent. We can make estimates about the number of dwelling units needed through the year 2020 by using the population projections from the previous section. The following chart projects number of additional units estimated with a 7.4 percent vacancy

rate. This information is based on the 2000 estimated population of 1,400, the presumed 1 percent annual population growth rate, and the 2.67 persons per dwelling unit figure. It is important to recognize that the projections for increased dwelling units are predicated on the steady 1 percent population growth. This was used in the previous section and a per person rate of 2.67, either of which could change significantly in the coming years.

Year	Estimated Population Increase	Additional Dwelling Units Needed	Total Additional Dwelling Units @ 6.5% Vacancy Rate
2000	--	--	--
2005	70	26	27
2010	74	28	30
2015	77	29	31
2020	88	33	35
			Total = 123

Most national, state, and regional indicators generally predict continued growth, particularly in Idaho.

GOALS, OBJECTIVES, POLICES

GOAL: ENSURE AN ADEQUATE NUMBER AND MIX OF TOTAL HOUSING UNITS TO MEET ANTICIPATED NEEDS.

OBJECTIVE: Emphasize the need for a range of housing types.

POLICY:

1. Utilize the population and housing projections to determine various housing needs.
2. Review future land use designations and supporting land use zones to foster the development of multiple housing types.

GOAL: PROMOTE AND ENHANCE THE QUALITY AND APPEARANCE OF HOUSING.

OBJECTIVE: Review existing development standards.

POLICY: Revise zoning and subdivision provisions as necessary to encourage orderly growth.

ECONOMIC DEVELOPMENT ELEMENT

INTRODUCTION

The purpose of the Economic Development Element is to inventory and assess the economic base of the City in terms of industry, job types, income levels, economic strengths, weaknesses, and opportunities. Only by understanding the characteristics of our local economy can the City make appropriate plans and take advantage of potential opportunities. In the absence of such plans it is possible to foster an imbalance between a growing population and the need for a diverse, growing economy.

Although overall growth rates for the state through the year 2000 were somewhat less than the early 1990's, Idaho's economy is still expected to grow faster than the U.S. economy. Idaho is still expected to be one of the fastest growing states in the country. The traditional industries of Idaho's economy have been directly tied to agriculture, timber, and mining. The economy has become more competitive with the high tech sector, such as Hewlett-Packard, Zilog, and Micron. These economic expansions have had a positive impact on tourism and travel industries. A significant net effect is that many rural communities that have lagged in urban growth rates in recent years will be seeing a rebound in population and economic growth.

To complete the inventory and assessment of the City's economic base, we will review employment and income statistics from the most recent U.S. Census and the Idaho Department of

Commerce's County Profiles. An analysis of this data will enable the City to formulate appropriate Goals, Objectives and Policies at the end of the section.

BASIC LABOR FORCE STATISTICS

A review of all persons within the City who were employed as of the official census, provides some insight into basic economic conditions within the City. Also included in this comparison were federal, state, county, and local unemployment rates.

LABOR FORCE STATISTICS	
All persons within civilian labor force	554
Number of persons employed	485
Number of persons unemployed	69
Percent of all persons unemployed	12.5
All males in labor force	313
Percent unemployed	9.9
All females in labor force	241
Percent unemployed	15.8

Unemployment rates for the U.S. and Idaho have averaged between 5 to 6 percent over the past four to five years. Payette County maintained a rate of approximately 6.9 percent from 1990 to 1995. At the time of the last official census, the City of New Plymouth had an average unemployment rate of 12.5 percent. This is roughly double the national and state averages. This data was compiled during the 1989/1990 time

frame. There has not been substantial economic growth in the City during the past several years. Of the City's overall unemployment rate, the percentage for females is about 50 percent higher than that for males.

EMPLOYMENT BY INDUSTRY

Most official sources of data for economic information use the Standard Industrial Classification System (SIC) categories. The U.S. Department of Commerce developed these categories. These categories were designed to take into account all economic activity by type of establishment or major industry group. The following information provides a breakdown of employment by industry type. This information is reflective of the 246 persons who were employed within the civilian labor force, at the time of the official census.

EMPLOYMENT BY INDUSTRY	
INDUSTRY	LABOR FORCE
Agriculture, Forestry, & Fishing	46
Mining	0
Construction	11
Manufacturing	10
Transportation/Utilities	25
Wholesale Trade	0
Retail Trade	10
Finance/Insurance/real estate	16
Services	120
Public Administration	8

Of the City's employed persons, related to employment by industry type, the largest employers as recently reported to the Idaho Department of Commerce, are as

follows:

LARGEST EMPLOYERS	
EMPLOYER	NUMBER OF EMPLOYEES
New Plymouth School District	120
Internet Truckstop	25
T & T Forest Products	25
Overhead Door	11
Payette Valley Co-op	14
Williamson Roofing	12
D&J Foods	10
Todd's Burger Den	10
City of New Plymouth	8
Lowell's Mini Mart	7
Al's Corner Store	7
Farmer's Co-op Irrigation	7

The employment by industry type data reveals that most New Plymouth residents are employed in manufacturing, retail trade, and/or general services. The largest employer data tells us that the City has only seven private enterprises with ten or more employees. This information also indicates that all of the City's largest employers combined, account for less than half of the City's working residents.

INCOME DATA

Sources and levels of income types, particularly as compared to other state and county data, also helps to form a clearer picture of the economic conditions within the City. The following information provides a breakdown of income types of 524 households within New Plymouth, a comparison to state and county median income levels, and figures on poverty

levels within the City.

INCOME TYPES OF 524 HOUSEHOLDS (1990 Census)		
Income Type	Amount	Mean Income
Wage and Salary	345	\$19,089
Non-Farm Self-Employed	42	\$12,212
Farm Self-Employed	15	\$42,307
Social Security	214	\$6,876
Public Assistance	47	\$4,086
Retirement	72	\$7,779

STATE, PAYETTE CO., NEW PLYMOUTH INCOMES		
	Median Household	Per Capita
State of Idaho	\$25,257	\$11,457
Payette Co.	(Not Available)	\$12,713
New Plymouth	\$15,969	\$7,957

POVERTY STATUS (1990 Census)	
All Persons for Whom Poverty Level Determined	1,308
All Persons Below Poverty Level	318
Percent Below Poverty Level	24.3

OVERALL ASSESSMENT

Strengths/Weaknesses:

In addition to maintaining its own unique identity, the City of New Plymouth presents some of the most desirable qualities sought by people looking to relocate. One of the main qualities is being a small town with a strong sense of

community. To balance the anticipated growth in population the City would need to create an integrated plan to attract, locate, and service a more diverse range of economic activities.

In general the City of New Plymouth is a "bedroom" community to surrounding economic centers.

The City needs to develop more overall employment opportunities and concentrate efforts on keeping and regenerating economic dollars in New Plymouth. Some of the businesses, which could help to accomplish this include: restaurants, gift shops, entertainment, antique shops, manufacturing, and food processing. To engage these types of businesses the City must take steps to better coordinate and support business retention and expansion programs. Large gains in the retail trade sector should not be anticipated due to the lack of a sales tax in the neighboring Ontario, Oregon area.

Changes Over Time:

Data compiled by the Idaho Department of Commerce for the period 1990-1993 showed very slight changes in employment by industry type for the county. This may be considered positive if the City intends to preserve its largely agricultural base. It is necessary to also consider the need to accommodate an anticipated increase in population. This can be accomplished primarily through expansion and diversification of industry types.

Opportunities:

The City has at its disposal a number of means and/or events with which to support an integrated Economic Development Plan. It has Gem Community status and is therefore eligible for assistance from the Department of Commerce. The Idaho Department of Commerce provides several types of assistance to the Gem Communities. These are outlined in the department's guide, the Economic and Community Development handbook. These measures are grouped generally under the categories of:

Business Retention and Expansion:

- ◆ Business Directories
- ◆ Business Recognition Efforts
- ◆ Business Promotion Events
- ◆ Community Beautification Efforts
- ◆ Business Visitation Programs
- ◆ Technical Assistance Programs
- ◆ Financial Loan Programs
- ◆ Home Based Business Support
- ◆ Work Force Development Programs

Economic Diversification:

- ◆ Business Recruitment
- ◆ Tourism Promotion
- ◆ Agricultural Diversification
- ◆ Attracting Retirees
- ◆ Footloose Industries
- ◆ Forest Products Diversification
- ◆ History Nature

To initiate any of these efforts, the commitment must begin with the City to establish and maintain its own programs. Working with the Department of Commerce on a consistent basis to keep and maintain these programs is very important.

GOALS, OBJECTIVES, POLICIES

GOAL A: CREATE AN ENVIRONMENT THAT IS CONDUCTIVE TO BUSINESS DEVELOPMENT, ECONOMIC HEALTH AND ECONOMIC VITALITY.

OBJECTIVE:

1. Diversify.
2. Retain and expand.
3. Coordinate infrastructure.
4. Coordinate regional development

POLICY:

1. Market New Plymouth to attract business types.
2. Involve the business community; provide assistance/outreach.
3. Develop master plans; maintain adequate funding.
4. Coordinate comprehensive planning efforts with county/other cities.

SCHOOL DISTRICT ELEMENT

INTRODUCTION

The School Facilities / Transportation Element of the Plan provides an inventory and analysis of the City's public school facilities, their capacities and enrollment trends, any associated school transportation considerations, and also any expansion plans for the near future.

The New Plymouth School District will continue to do its best to retain, educate, and graduate its student body. The City of New Plymouth itself does not have any direct, formal authority with respect to school planning or construction. Therefore the emphasis for this element of the Plan is to develop and maintain solid working relationships with School District officials by making them a direct part of the City's development review process. Promoting open lines of communication between the City and School District will help both entities to address relevant school capacity and/or transportation issues.

The following sections provide an overview of the City's schools, followed by discussion on capacities, enrollments, trends, projected numbers, transportation considerations, and relevant expansion plans. This information, in conjunction with our earlier population projections, enables the City to formulate relevant Goals, Objectives, and Policies.

OVERVIEW/CAPACITY/ENROLLMENT

New Plymouth School District #372 is comprised of an elementary, middle, and high school. Each of these schools serves the entire District. The District itself generally covers the southeastern portion of Payette County and encompasses approximately 172 square miles.

The K-5 New Plymouth Elementary School is located south of downtown at 704 South Plymouth Avenue. It encompasses approximately eight acres. The New Plymouth Middle School, recently opened in 1996 for grades 6-8. It is also south of downtown at 4400 Southwest Second Avenue. The New Plymouth Middle School is on a 20-acre site. New Plymouth High School is near the City's downtown core at 207 South Plymouth Avenue. Together with a physical education area/field across the road, the New Plymouth High School is comprised of 5.52 acres. There is a football and track facility available for use by the entire District. It is located adjacent to the Elementary School and comprises an additional 4 acres.

The capacity, current enrollment (for 2000 / 2001 school year), and approximate student to teacher ratios for each of the schools are as follows:

School	Capacity	Enrollment
Elementary (K-5)	460	460
Middle (6-8)	280	215
High School (9-12)	375	270
Total	1,105	945

School	Student/Teacher
Elementary (K-5)	18:1
Middle (6-8)	17:1
High School (9-12)	15:1
Average	17:1

The student to teacher ratio is highest for the Elementary School at 18:1. As a general rule, the closer this ratio gets to 20:1, the greater the need for additional space and teachers. If the demographic information contained in the first part of the Plan holds true (an increasing number of young families), the School District will need to consider an addition to the existing Elementary School in the near future.

ENROLLMENT TRENDS & PROJECTIONS

According to the New Plymouth School District, total enrollment for the City's schools was fairly stable at 700-750 students throughout the 1960's, 70's, and 80's. This is substantiated by a negligible average growth rate of 1.6 percent for the City's overall population, for the period 1970-1990, which was cited earlier in our Population Element. The District's schools experienced over 7 percent growth in the number of students for several consecutive years (1989-1993). This necessitated a bond issue in 1994 for construction of the Middle School. This alleviated overcrowding in the Elementary and Secondary Schools.

By reviewing enrollment trends for the past several years and also compiling enrollment projections for the near future, the City can stay abreast of potential actions needed to facilitate the City's growing population. The

challenge, as with accurately forecasting overall population changes, is selecting the most suitable means for determining growth in the school system. While the School District has reported a consistent 2 percent average growth in enrollment across all grades for the past five years (1994-1998), the Population Element has presumed a 1 percent growth in overall population for the next several years.

The Idaho Department of Education utilizes a "Cohort Survival" computer program to estimate changes in enrollment for upcoming years. The Cohort Survival Technique starts with a given number in a base year and estimates changes in age groups based on anticipated births, deaths, and actual aging. The School District will review enrollment trends and projections as determined by the Department of Education and use their data in consideration of other local factors.

New Plymouth School District Enrollment Trends				
Grades	1990/ 1991	1997/ 1998	Numeric Change	Percentage Change
Elem. (K-5)	375	447	72	19
Middle (6-8)	199	226	27	13.5
High School (9-12)	214	292	78	36
Totals	788	965	177	23%/ 3.2 per yr

(Source: Idaho Dept. of Education)

New Plymouth School District Enrollment Projections				
Grades	1997/ 1998	2001/ 2002	Numeric Change	Percentage Change
Elementary (K-5)	447	484	37	8%
Middle (6-8)	226	259	33	15%
High School (9-12)	292	285	-7	-2%
Totals/ Average	965	1,028	63	7%/ 2% per yr

(Source: Idaho Dept. of Education)

rate, utilized in the Population Element of the Plan, the numbers would be only slightly lower for each school year. The main points to consider are that even with the Department of Education's modest average annual growth rate of 2 percent over the next several years:

1. the Elementary School will continue to be at capacity;
2. the Middle School will be very near capacity; and
3. the High School should still have some room for growth beyond the 2001/2002 school year.

SCHOOL DISTRICT TRANSPORTATION

It is important that the City qualify the results obtained from the Department of Education's Cohort Survival projections, particularly for purposes of planning. As indicated in the second table, the Cohort Survival Method established an approximate 2 percent rate of increased enrollment for all grades through the 2001/2002 school year. This gave us a total of 1,028 students. The New Plymouth School District has reported that enrollment for the 1998/1999 school year was at 1,020.

The primary drawback to the Cohort Method is that because it relies on birth and mortality rates, it will not accurately reflect net in-migration to the City. If the City were to apply our presumed 1 percent growth

As mentioned in the overview section, the New Plymouth School District encompasses a large area of southeastern Payette County. This covers just over 172 square miles. The City itself is the most populous area within the District. This means that its transportation requirements are very manageable at this time. All students beyond a 1.5 mile radius of their respective school must be

provided with transportation. As a result, it is important to keep abreast of these considerations.

The School District presently runs seven bus routes. The District added a seventh route for the 1999/2000 school year. This clearly indicates that future land use designations (within the upcoming Land Use Element) can and will have a significant effect on the District's transportation requirements.

SCHOOL DISTRICT PLANS

Both the current and projected enrollments for the City's schools show that the Elementary School will continue to be at capacity. Compounding this, the basic demographic data contained in the Population Element has indicated a trend toward increasing numbers of young families and/or persons. This could potentially impact not only the Elementary, but also the Middle and High Schools.

In response to these indicators, the School District has tentative plans for another elementary school. These plans probably will include a facility to house grades 3-5 and include four additional classrooms for the Middle School. The District expects to bond for these improvements sometime between 2001 and 2005, depending upon growth trends in the near future. The City could help facilitate this process by keeping close track of population and student enrollment changes.

GOALS, OBJECTIVES, POLICES

GOAL: DEVELOP AND MAINTAIN THE BEST EDUCATIONAL SYSTEM POSSIBLE FOR THE CITY.

OBJECTIVE: Ensure consistent, viable communication and cooperation between the City and School District.

POLICY:

1. Establish a liaison position between the City and School District to work on development as needed.

OBJECTIVE: Ensure an adequate mix of physical plants and recreational facilities for the School District and City.

POLICY:

1. Designate future school and park sites as integral components of the community.
2. Establish a policy of cooperative/joint ventures for school site acquisition and facilities development.

OBJECTIVE: Establish vocational and higher education opportunities that will be available to all City residents.

POLICY:

1. Seek public input on types of training needed or desired.
2. Investigate possible programs with the School District and local/state colleges and universities.
3. Work with the School District and/or private business entities to acquire locations and/or classrooms for vocational and higher education training.
4. Initiate cooperative efforts with the cities in the County and/or region to establish these programs.

NATURAL RESOURCES ELEMENT

INTRODUCTION

The Natural Resource Element of the Comprehensive Plan looks at the natural resource areas within the City's jurisdiction. Also there is the need to examine natural resources in respect to continued urban growth and development. These areas contain valuable renewable and non-renewable resources such as timber, rangelands, waters, and minerals but also perform important ecological functions. Forests and grasslands, for example, help to minimize soil movement and erosion in the vicinity of water bodies, thereby keeping the water cleaner. Wetland or floodplain areas can accommodate stormwater overflow, provide natural filtration processes, and also serve as critical habitat for various plant and animal species.

By locating, identifying, and inventorying various natural resource areas, the City can make prudent, long-term planning decisions. This section will provide an overview of the status and condition of air, water, soils/geology and wildlife resources within the City and surrounding area. Based on the information obtained, relevant Goals, Objectives, and Policies will be listed at the end of the section.

AIR QUALITY

Although not as readily recognized, clean air should be considered a vital resource to any area. It may not seem that the City can affect the quality of the air through the land use planning process, however the City should not

forget the impact that development decisions and patterns can and will have on traffic, congestion, alternative modes of transportation, and the resulting air emissions.

National Clean Air Standards are the result of the 1970 amendment to the Clean Air Act. The Environmental Protection Agency (EPA) was established during that same year to promulgate the Clean Air Standards and enforce the Act. As such, the EPA is authorized to determine allowable ambient concentrations of certain pollutants. These are called the National Ambient Air Quality Standards (NAAQS). The State of Idaho has adopted these standards as their own and ensures their enforcement through the Division of Environmental Quality (DEQ). These standards consist of regulations for particulate matter (PM10 and PM2.5), sulfur dioxide, nitrogen dioxide, carbon monoxide, ozone, and lead.

Not until July 1997 were there separate standards for particulate matter. It was determined at that time that additional monitoring of the smaller PM2.5 was required in light of its potential impacts on health. Idaho is currently in the process of implementing a new monitoring program for this criteria pollutant.

In order to determine priorities for locating the additional monitoring sites, DEQ used a ranking system for urban areas throughout the state. Based on a variety of factors, a score was determined for each of these areas. These scores, as well as whether the

areas have already been determined to be non-attainment areas (NAAS) for PM10, determines the priorities for locating the additional monitoring sites.

Two monitoring areas in Boise, with scores of 499.9 and 333.3, were at the top of the list. Other priority cities included Pocatello, Idaho Falls, Coeur d'Alene, Lewiston, Nampa, and Twin Falls. These cities were scheduled to receive new monitoring sites in 1998. The Payette area received a score of 10.3. Payette area was not identified as a NAA and therefore is not slated to receive the additional monitoring site until 2002.

On a relative basis then, the City's air quality is good. The area was identified as having poor dispersion characteristics for accumulated pollutants. This is most probably due to the City's topography and proximity to the nearby mountains. This propensity to accumulate pollutants should be considered with respect to both local and moreover regional air pollution control measures.

WATER RESOURCES

Generally speaking, the State of Idaho has an abundance of water resources, comprised of lakes, rivers, and streams. Idaho has one of the largest underground systems of water in the country (the Snake Plain Aquifer). Given the broad scope of available information on the State's water resources, the basic purpose within this subsection is to identify the sources, locations and general condition of New Plymouth's various water resources. In addition, the City will review any attendant issues or concerns which may exist in relation to

those resources. To accomplish this, the City will review the surface, ground, and geothermal resources of New Plymouth and its surrounding area.

Surface Water

The three primary river basins for the State of Idaho are : (1) the Snake River Basin; (2) the Bear River Basin (in southeast Idaho); and (3) the Spokane, Pend Oreille, and Kootenai River Basins (in the panhandle). The largest is the Snake River Basin, which is divided into four sub-parts and encompasses approximately 87 percent of the state. New Plymouth lies within the Southwest Idaho subdivision of the Snake River basin.

The 1,000 mile long Snake River has its headwaters in Wyoming, on the western slope of the Continental Divide. After crossing Idaho's eastern border, it flows 759 miles across southern Idaho, north through Hells Canyon and to Lewiston, where it then heads west to its junction with the Columbia River near Pasco, Washington (IWRB 1996).

The ambient quality of the state's water resources is generally considered excellent. Atmospheric water, which contributes greatly to surface water, can be mildly acidic due to airborne contact with carbon dioxide. Activities such as agriculture, timber harvest, aquaculture, mining, manufacturing, road building, stream diversions, and water storage can have major effects on surface water quality. In 1992, the Idaho DEQ reported that two thirds of 16,000 miles of inventoried streams were "water quality limited." This meant that the rivers or streams did not or were only partially supporting at least one designated beneficial use. A beneficial

use is defined as "the reasonable and appropriate use of water for a purpose consistent with Idaho State laws and the best interest of the people." Later in 1994, the U.S. EPA's 303(d) Water Quality Limited Streams List for Idaho included 10,700 miles of streams and 357 square miles of lakes (IWRB 1996), Figure 1. Titled "State of Idaho – Water Quality Limited Designations" illustrates that primarily the Payette River in and around New Plymouth is designated as water quality limited.

As a further indication of the quality of New Plymouth's primary surface waters, DEQ has developed a Water Quality Index (WQI) to measure overall conditions at the watershed level. The indicators of pollution tracked in the WQI are: temperature, dissolved oxygen, pH, bacteria, trophic status, aesthetics, solids, metal toxicity, and ammonia toxicity. Based on all station conditions, an overall rating of 0-20 is good, 21-60 is fair, and 61-100 is poor (IWRB 1996, as seen in Figure 2. Titled "State of Idaho – Water Quality Indices," the Snake and Payette Rivers received a WQI of 57, or a low-fair rating. This should not be surprising since the quality of streams leaving mountain headwaters is generally rated as good. The water will become degraded as the water passes through areas with high human activities.

Groundwater

The City of New Plymouth lies directly over one of the states major groundwater systems. The principal aquifer generally follows the Payette River as shown in Figure 3. "State of Idaho – Major Groundwater Systems." Aquifer recharge is accomplished mainly

by infiltration of surface runoff. In southern Idaho, seepage from irrigation is a significant source of recharge. Historic rises in levels are recorded in most surface water irrigated areas (IWRB 96, 35).

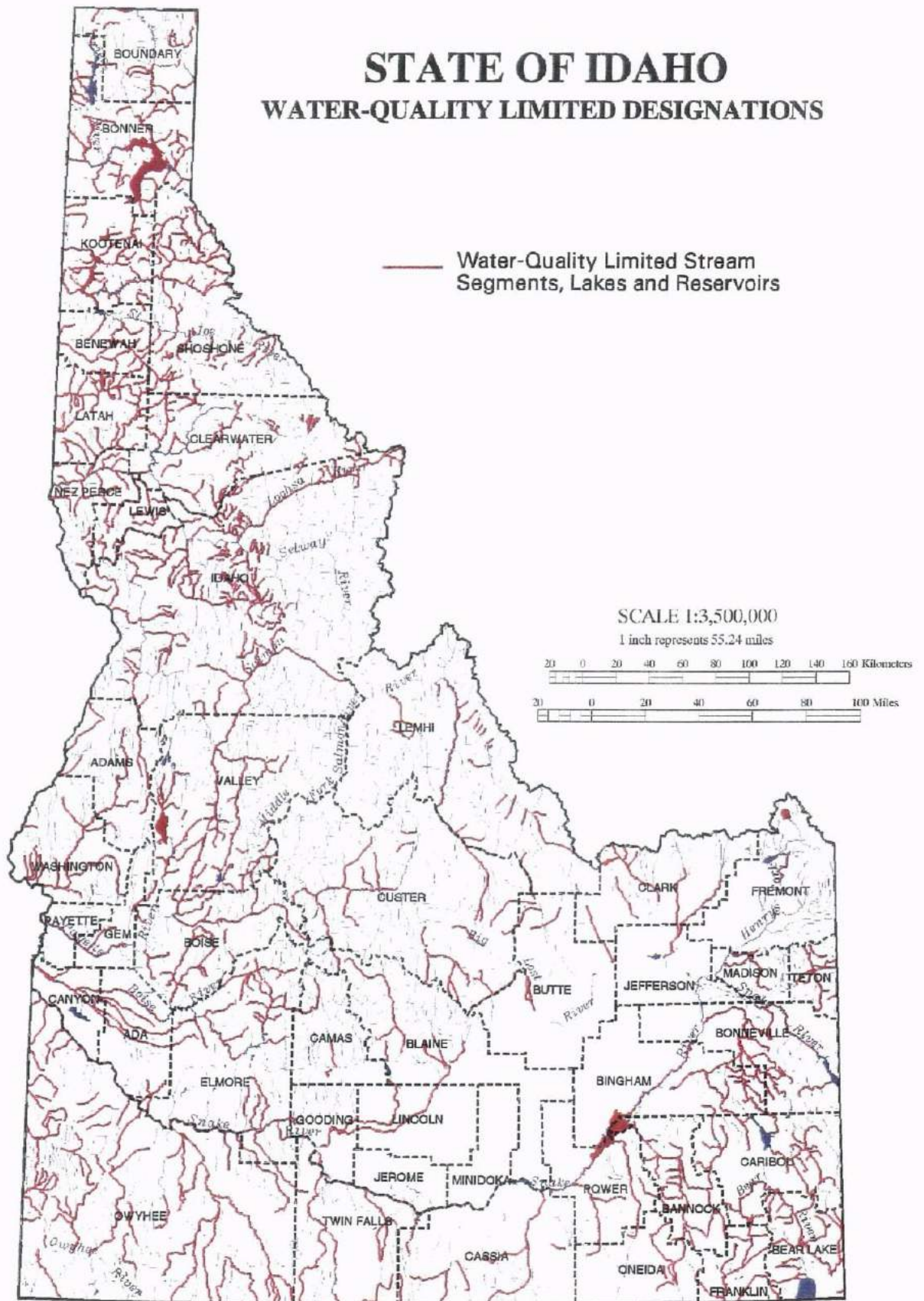
Seasonally, aquifer discharge varies only slightly. The highest flows occur in the fall as a result of the cumulative effects of recharge by surface water irrigation. Low flow occurs in April or May before the effects of the new irrigation season become significant (IWRB 96, 37).

In addition to those activities listed in the previous section the quality of groundwater will be influenced by the physical and chemical composition of an area's soils and geology. As precipitation or surface water runoff percolates into the subsurface, it will dissolve any soluble minerals that are present. Therefore the natural or ambient (chemical) composition of the water will reflect this process.

The most recent Idaho State Water Plan (Dec. 1996) explains that although the quality of Idaho's groundwater is generally suitable for drinking, some pollution concerns have been identified within many of the state's hydrogeologic subareas. The State Plan divided the pollution concerns into natural and human-related constituents, as well as fecal coliform bacteria. Natural constituents that can adversely affect health include arsenic, fluoride, uranium, and selenium. The Payette area was listed as having elevated concentrations of arsenic, but was not mentioned in relation to the other natural pollutants. Human caused contaminants include nitrate, volatile organic compounds, pesticides, cadmium, and bacteria.

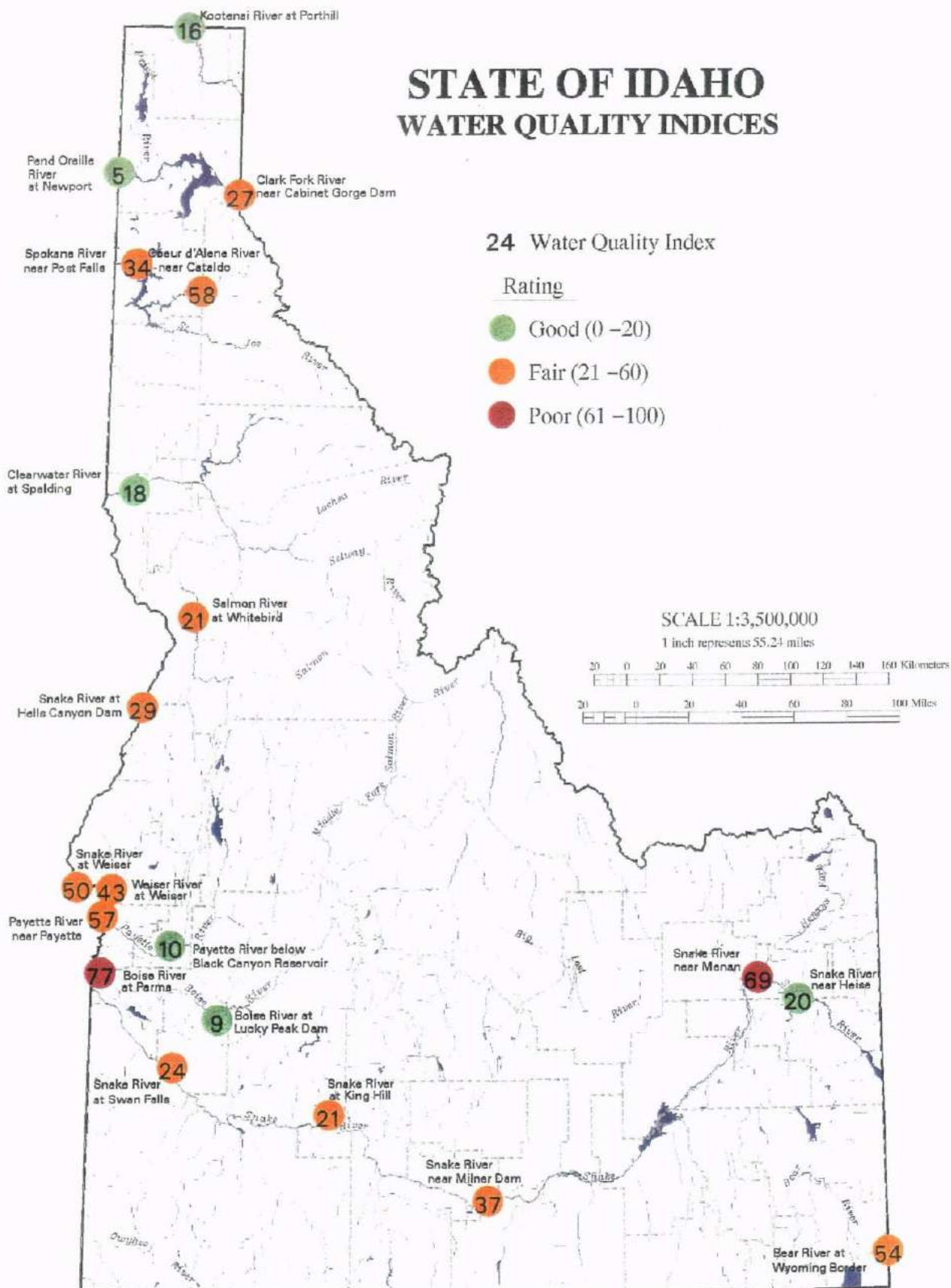
STATE OF IDAHO

WATER-QUALITY LIMITED DESIGNATIONS



Source: USEPA, 1996.

State of Idaho Water Quality Limited Designations

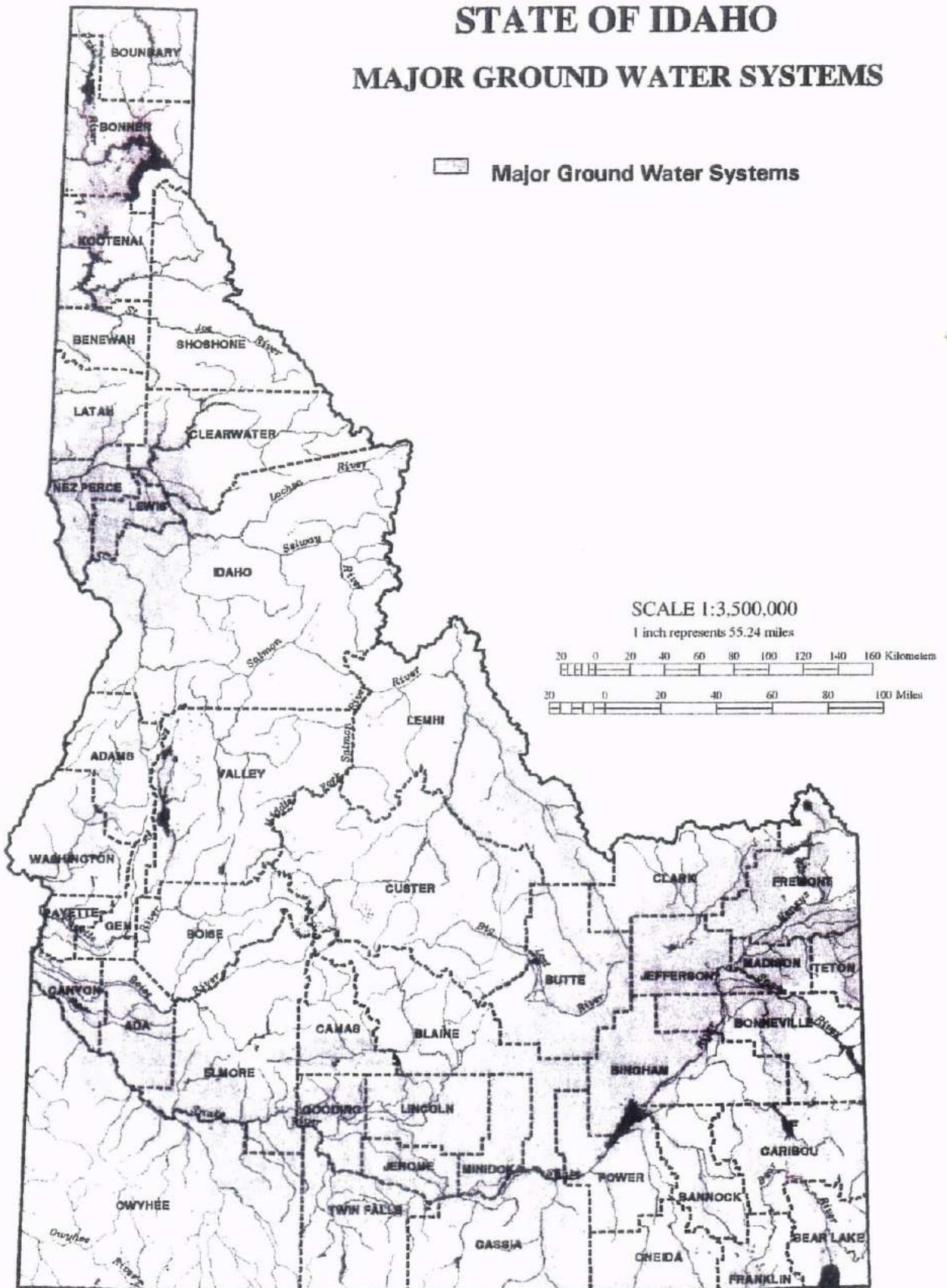


Source: IDHWDEQ, 1988; IDHWDEQ, 1992.

State of Idaho Water Quality Indices

STATE OF IDAHO

MAJOR GROUND WATER SYSTEMS



State of Idaho Major Ground Water Systems

The New Plymouth area was not listed as having serious problems whereas a number of wells in the Fruitland area have shown elevated levels of nitrate. A 1996 DEQ study reported that the majority of groundwater in the 17 mile stretch of the Payette River Valley is contaminated with nitrates.

Fecal coliform bacteria, an indicator of warm-blooded fecal contamination, has been detected throughout the State. The Payette area was listed in the State Water Plan as having one of the highest levels found (IWRB 1996). Again, this is probably an indication of cattle or ranching operations in the area, however more significantly, it could also be an indication of inadequate storm water treatment processes. The fecal coliform counts can also be contributed to wildlife of ducks, geese, deer, etc.

Adding to the potential problems of elevated levels of arsenic, nitrates, and fecal coliform bacteria most of the groundwater area in and around New Plymouth is highly vulnerable to more serious pollution. For the 1996 State Water Plan, groundwater vulnerability maps were prepared for areas with major underground drinking water sources. The maps were configured to rate the relative groundwater pollution potential by utilizing data layers. These depicted depth to water, soil, and recharge characteristics. After merging the data layers onto one map, point ratings were accumulated to determine an overall vulnerability rating.

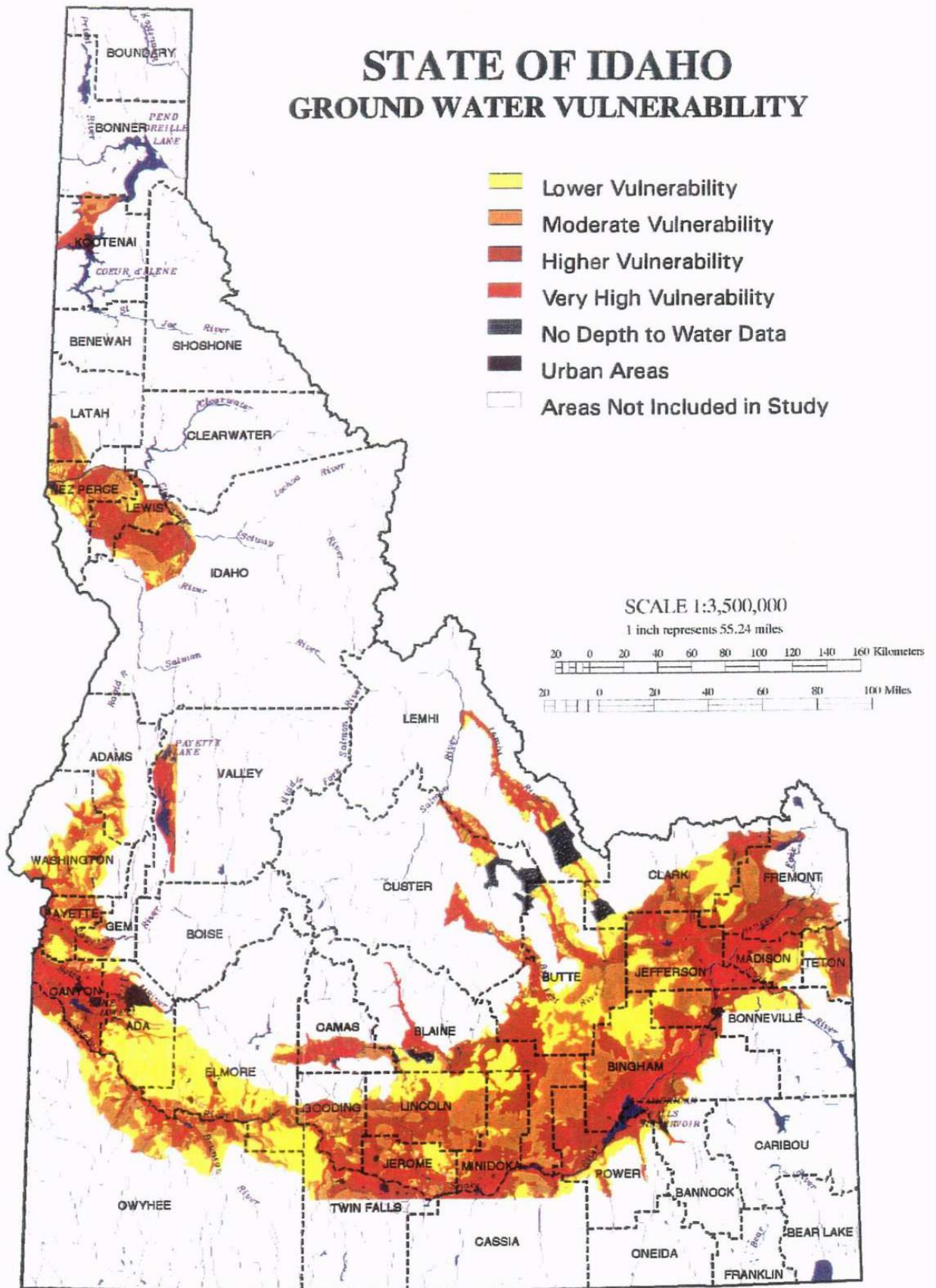
The "State of Idaho Groundwater Vulnerability" map (Figure 4) illustrates that the New Plymouth area is generally characterized by very high and higher relative vulnerability ratings. The map depicts four classes of relative

vulnerability: low, moderate, high, and very high. Areas of very high pollution potential primarily overlie shallow alluvial aquifers, while areas of high pollution potential are associated with deeper aquifers in permeable materials. There is little protection from downward moving contaminants (IWRB 1996, 57).

It is evident that although neither the sources nor quality of New Plymouth's water has reached any type of crisis proportion, the combination of quality-limited surface water and highly vulnerable groundwater necessitates closer study and attention. The State Water Plan mentions the formation of Ground Water Management Areas or Critical Ground Water Areas in response to declining ground water levels.

New Plymouth has not been identified for either of these designations. Consideration should be given to improving and protecting the overall quality of its available water resources.

STATE OF IDAHO GROUND WATER VULNERABILITY



Source: Rupert et al., 1991

State of Idaho Ground Water Vulnerability

Geothermal Resources

Geothermal resources refer to heat generated by natural processes beneath the earth's surface. Generally, this heat source will lie too deep to be harnessed. In certain areas where molten rock has risen closer to the earth's surface through passive fractures in the crust, underground deposits of dry steam, wet steam, or hot water can be accessed. The energy obtained from these deposits can be used to heat space and water, generate electricity, and drive industrial processes.

Dry steam is the simplest, least expensive, and most preferred geothermal resource. It is also the rarest of the three types. Wet steam, which is comprised of steam, water droplets, and impurities is more common than dry steam. It is relatively more difficult to use. Hot water deposits are by far the most common form of geothermal energy. Most of the technology needed to utilize it is already sufficiently developed.

Geothermal energy has been used in Idaho since the area and state were first occupied. Its uses have included power generation, space heating, greenhouse and aquaculture operations and recreation. At the present time, space heating is the most common use of geothermal energy in the State. Aquaculture (catfish farming) is using the greatest amount of geothermal water (IWRB 1996).

The U.S. Geological Survey and IDWR have delineated Geothermal Resource Areas, based on their known locations throughout the State. There are 258 hot springs and 641 hot wells identified, primarily in southern Idaho. Based on

information obtained from IDWR's Geothermal Database, there are approximately two-dozen geothermal sites (wells or springs > 20° C) within the New Plymouth area, Figure 5. "State of Idaho – Geothermal Resources" indicates that the immediate New Plymouth area is classified as low temperature geothermal waters.

SOILS/GEOLOGY

In order to enable prudent assessments of land use and building development, soils and the geologic subsurface of the area are important to inventory. Within this subsection, basic descriptions of the geology and soils of the New Plymouth area are provided.

Geology

Geology, as a science, deals with the history of earth and its life, as recorded in rock(s). Geologic terms which are frequently used to describe a given area refer mainly to the age and composition of the earth's subsurface, with respect to what transpired in its formation.

The underlying stratigraphy (rock strata) is generally similar throughout the Payette area. Volcanic and sedimentary rocks characterize the geology of the area. Granite and/or basalts of the Columbia River Group are also found in the geology of the area. For the most part, sedimentary rocks of the Idaho Group overlie younger basalts. Alluvium and colluvium cover much of the older rock units, particularly in the low lands and valleys (Young & Whitehead 1975, 31-32).

STATE OF IDAHO GEOTHERMAL RESOURCES

Areas of Low Temperature Geothermal Waters

Known Geothermal Resource Areas (USGS)

Geothermal Resource Areas (IDWR)

Springs and Wells > 50 C

SCALE 1:3,500,000
1 inch represents 55.24 miles

0 20 40 60 80 100 120 140 160

0 20 40 60 80

Soils

Perhaps even more important than geology are the types and characteristics of the area's soils. The Soil Survey of Payette County completed by the Natural Resource Conservation Service (NRCS) identifies primarily the Greenleaf soil series within the City and its area of impact. The Greenleaf soil is moderately alkaline in the surface layer and mildly to strongly alkaline below the surface layer. This soil is suitable for irrigated crops, wildlife, and homesites. The permeability of the soil is moderately slow. Therefore, limitations exist for the use of septic tank absorption fields.

GOALS, OBJECTIVES & POLICIES

GOAL: IMPROVE AND MAINTAIN THE QUALITY OF NEW PLYMOUTH'S NATURAL (AIR, WATER, LAND AND WILDLIFE) RESOURCES IN ORDER TO ENSURE CONTINUED MAXIMUM BENEFICIAL UTILIZATION.

OBJECTIVE: Maintain the quality of New Plymouth's ambient air.

POLICY:

1. Encourage alternate modes of transportation, to reduce vehicle trips, and emissions.

OBJECTIVE: Improve the overall quality of New Plymouth's surface water resources.

POLICY:

1. Investigate the feasibility of implementing a stormwater runoff collection and treatment system, prior to discharge or release to the rivers.
2. Support and/or facilitate the Idaho DEQ TMDL process on a local and regional basis.

OBJECTIVE: Improve and protect the quality of the New Plymouth area groundwater resources.

POLICY:

1. Work with the office of the NRCS to implement programs, which will reduce groundwater pollution hazards.
2. Require Best Management Practices (BMP) with regard to all drainage development proposed.
3. Continue to develop Well Head Protection Plan and implement it.

SPECIAL AREAS OR SITES

INTRODUCTION

The Special Areas or Sites Element has the intent of identifying and inventorying certain assets within the community. This is done to ensure that they are given appropriate consideration with respect to building and development. There is an abundance of such areas, sites, and/or structures within the City of New Plymouth and its surrounding area. These areas include the downtown, the "Horseshoe Park", City neighborhoods, the Noble Canal, and the entryway corridors.

This section of the Plan will provide an overview of the historic/architectural, archeological and scenic/ecological/wildlife assets which the City should strive to preserve.

DOWNTOWN

The downtown area of New Plymouth is the heart of the City. With Highway 30 bisecting the downtown area, the primary commercial and social activities flow through this area. The downtown area is deteriorating and in need of revitalization.

A Downtown Revitalization Plan would focus on attracting shoppers and tourists to New Plymouth, while meeting the social and shopping needs of the community. These Plans typically include Downtown Improvement Elements such as trees, streetlights, upgraded sidewalks,

as well as revitalization of historic buildings.

HORSESHOE PARK AND NEIGHBORHOODS

The "Horseshoe Park" and neighborhoods of the City are an important part of the quality of life for the community. The park, in particular, provides a unique asset to the City. Walkways and bicycling path could be woven through the community linked by the park. The development of the "Horseshoe Park" as a community enhancement has started with the construction of a "frisbee golf course" in the park.

Major transportation routes that disrupt the residential areas and create a hazard for children should not bisect neighborhoods. Some of the neighborhoods that are deteriorating should consider a rehabilitation program and the addition of curb, gutter, and sidewalks.

NOBLE CANAL

The canal runs along the north end of the community, through residential, industrial, and open areas. This corridor provides the potential for an attractive water feature along a walking and bicycle path through the City.