

## Section 5: Land Use Planning and Hazard Mitigation Integration

*2012 Revision Summary: This section was added to meet the FEMA requirements of examination of the relationship between the mitigation plan and land use planning activities in the County.*

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

This chapter of the Canyon County Multi-Jurisdiction All Hazard Mitigation Plan examines the relationship between land use documents, such as the jurisdictions' Comprehensive Plans and Land Use Ordinances, and Mitigation Planning activities undertaken in the past and proposed for the future in Canyon County. Each of the participating jurisdictions' land use documents has been reviewed.

Transportation Planning in Canyon County is integrated into a single regional entity, COMPASS, or the Community Planning Association of Southwest Idaho. This entity conducts long-range transportation planning for the entire Treasure Valley, which includes both Canyon and Ada Counties and the incorporated cities in those counties. The COMPASS planning activities are integrated with the Goals and Policies of the individual jurisdiction comprehensive plans.

### Canyon County

The Canyon County 2020 Comprehensive Plan serves as the County's planning tool or blueprint for the County's future. The associated Zoning Ordinance is the formal codification of land use policies in Canyon County. The Comprehensive Plan establishes policies to help the County grow and develop. The Plan meets the requirements of the State of Idaho Local Land Use Planning Act as codified in Idaho Code § 67-6508. The Plan is based on the premise that if citizens of Canyon County know what they want to do, in regards to land use planning, the Plan provides a better prospect of arriving there. The Plan indicates, in a general way, how the County, outside of city limits, should develop in the next ten years. The Comprehensive Plan therefore is a roadmap or a framework for land use decision making in the County.

The Land Uses addressed in the Canyon County Comprehensive Plan include agriculture, residential, commercial, and industrial. The plan covers all land use within the County outside of City limits. The County conducts joint planning with the incorporated cities in the cities areas of impact.

#### **Land Use:**

*"The ability to manage and control the use of one's property as well as privacy and enjoyment of land, without unreasonable interference from another landowner's activities, are the values that the Canyon County community was built on."*

*Canyon County*

*2020 Comprehensive Plan*

Unlike many of the counties in Idaho, 94% of Canyon County is privately owned. Eighty four percent of Canyon County is agricultural; however, between 2002 and 2007 Canyon County lost 25% of its agricultural lands to development due to the phenomenal growth experienced in the Treasure Valley. Land resources within Canyon County are extremely valuable and should be used in a constructive manner. The goals in the Land Use Section of the Plan are based on managing growth while protecting the land as a valuable resource. The goals seek to establish policies which ensure orderly, rather than explosive growth. Mitigation techniques are used to manage incompatible land uses and policies and direct land use development in areas which are favorable for future community services. The overall land use goal seeks a balance between development and agriculture. Agriculture is the basis of the County's economy.

The County has adopted the International Building Code and has an active building inspection program. The Planning and Zoning Ordinances appear to be aligned with the land use policies of the Comprehensive Plan.

The Hazardous Areas Component of the Plan is covered in Section 7. The County takes a unique approach to this planning component; rather than focus on hazards, the Plan looks to the impacts of hazards, such as human accidents, personal injury and loss of life, and limitations on activity. Some of the hazards examined include flooding, unstable soil conditions and/or geological conditions, and contaminated groundwater. The use of this unique approach provides an excellent opportunity to integrated land use planning and mitigation actions into a synergistic program of prevention and protection.

#### **Storm Water**

*“Stormwater drainage responsibilities and issues within Canyon County are split between multiple agencies, including drainage entities, cities and the county highway districts. Designated agencies frequently are underfunded and have limited ability to acquire adequate funding. Stormwater management issues that impact both water quality and quantity tend to be resolved piecemeal as a result of fragmented authorities and limited funding.”*

*Canyon County*

*2020 Comprehensive Plan*

One of the implementation actions in the Hazardous Areas section of the Plan is to create a county-wide drainage plan. During the Risk Assessment and Public Outreach processes of the mitigation plan effort it was discovered that there are many drainage areas owned by Drainage Districts which are causing repeated damaged to residences and infrastructure. Many of these Districts are not currently active, and maintenance of the drainage infrastructure is not being conducted. A countywide program to address this issue would be supportive of both goals of the Comprehensive Plan and the Canyon County Multi-Jurisdiction All Hazard Mitigation Plan.

Another implementation action from the Hazardous Areas section is to define and map hazardous areas. This action item has been completed as part of the mitigation planning process. The definition, mapping, and associated risk rankings are contained in Section 4 of this Mitigation Plan.

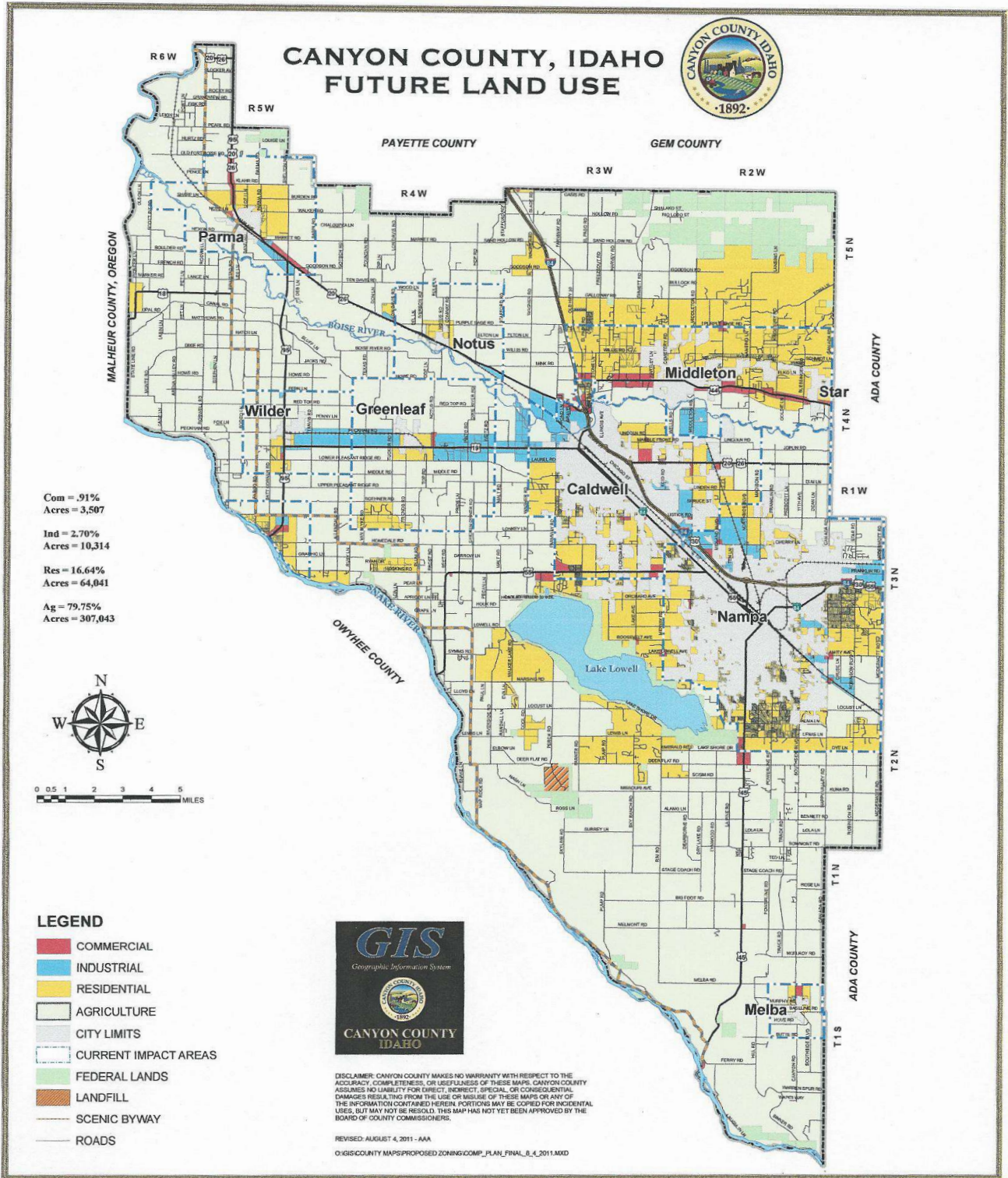


Figure 5.1 Canyon County Future Land Use Map



## City of Wilder

The City of Wilder's Comprehensive Plan was adopted on July 14, 2009. The Plan superseded the Plan adopted on September 11, 2007. The Plan meets the requirements of the Local Land Use Planning Act, Planning Duties, Idaho Code § 67-6508. The Land Use Section of the Plan sets forth guidance for growth and development that is consistent with the community's vision and with the policies articulated in the Comprehensive Plan. The policies outlined in the Land Use Section are focused on the maintenance of the community's agricultural base with provisions for some growth; however, the policies do not outline the control of natural or manmade hazards.

Section 10 of the Plan states that there are no specific areas in the community that are consider "hazardous". This finding is similar to the hazard analysis completed on the community with one notable exception of two hazardous chemical sites, one in the city and one just outside of the city, both of which would impact the City should there be a release. There are no goals outlined in Section 10 which are focused on the control of hazardous areas. It is recommended that the Risk Assessment completed as part of the Canyon County Multi-Jurisdiction All Hazard Mitigation Plan for the City of Wilder be added to the Comprehensive Plan.

Section 11, Public Services, Facilities, and Utilities addresses Fire and Police Protection for the City of Wilder. The issue of growth was addressed in the section, with appropriate growth policies articulated to ensure continued public safety for the City, including ensuring adequate fire suppression capability, access to developments, and the acquisition of response equipment.

The future Land Use Map for the City of Wilder indicates that thoughtful planning has occurred; however, there should be some consideration to the location of agri-businesses that handle hazardous chemicals and also future development in proximity to existing irrigation systems.

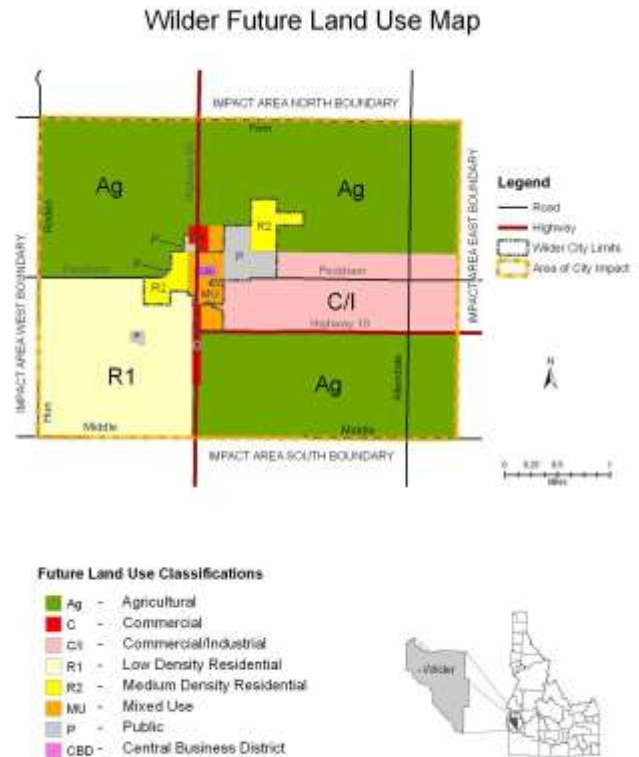


Figure 5.2 City of Wilder Future Land Use Map

## City of Parma

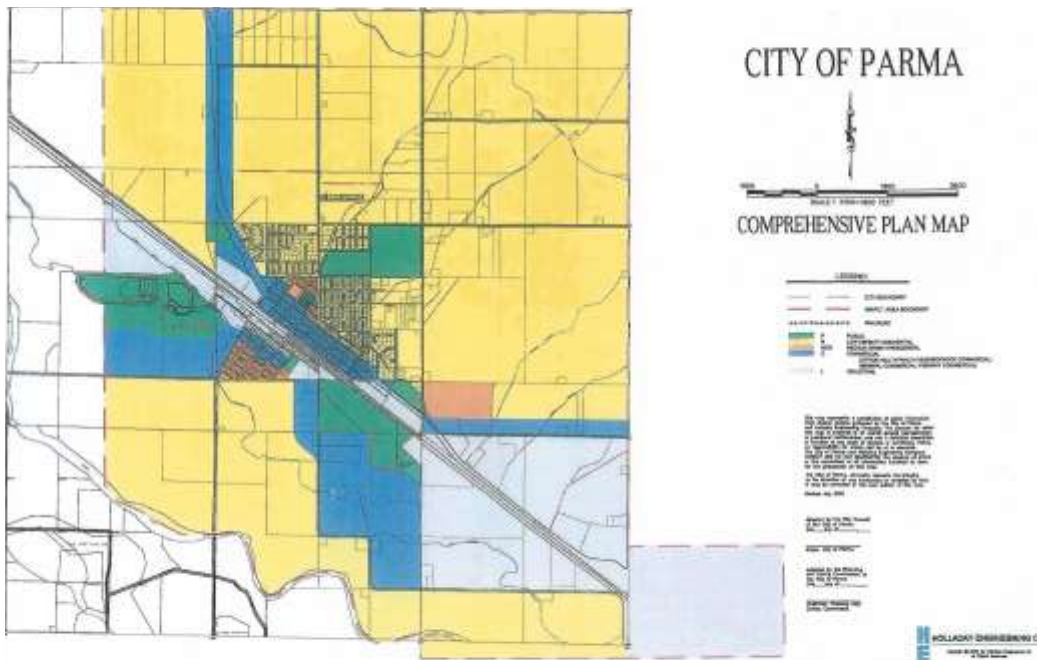
The City of Parma's Comprehensive Plan was adopted on May 10, 2004. The Plan identifies a planning horizon of 20 years. The Plan meets the requirements of the Local Land Use Planning Act, and Planning Duties, Idaho Code § 67-6508. The main goals of the Plan are to protect property rights and enhance property values. The goals fit within the frame work of the Canyon County Multi-Jurisdiction All Hazard Mitigation Plan.

Chapter Three of the Plan addresses Land Use. Land Use goals focus on reserving areas suited for business and industry as well as identification of areas of special concern. The Plan seeks an integrated mixture of residential, commercial, and other types of land use in what is termed as "a compact community". Industrial uses are focused primarily on agriculture and supporting businesses.

Chapter Eight of the Plan is dedicated to Hazardous Areas. The Hazards addressed are consistent with the risk analysis performed for the City of Parma in the Canyon County Multi-Jurisdiction All Hazard Mitigation Plan. The Comprehensive Plan also does a good job detailing manmade hazards which could be expected based on the agri-businesses that are found in the community. Straight line wind hazards could be added as there is significant risk of damage to structures and crops in the Parma area due to straight line wind.

Chapter Nine of the Plan covers Public Services and Utilities. This chapter describes the current police, fire, and emergency medical services capabilities for the City. The Plan identifies that the fire water protection system was upgraded as part of a 2001 water systems improvement project. The Plan identified a need to improve storm water drainage. An upgrade of the system was considered to be cost prohibitive.

Figure 5.3 City of Parma Land Use Map



### City of Notus

Chapter 3 of the City of Notus's Comprehensive Plan addresses Land Use Goals. The goals are focused similar to other jurisdictions in Canyon County which are to provide for an integrated and coordinated mixture of residential, commercial, and other types of uses in a small rural community. As stated, the goal is to assist in the arrangement of existing and future land uses in order to make them harmonious with each other. This goal would, by necessity, include the planning for hazardous areas. One of the policies articulated in the Chapter is to develop buffer areas between commercial and residential zones to reduce noise, light, and traffic caused by commercial activity. The policy should be revised to include hazards, such as chemicals, that are typically found in agri-businesses.

A discussion of the Hazard Areas found in the City is included in Chapter 8 of the Plan. The list of hazards that should be examined contains hazards that are not present in the City of Notus. It is recommended that the Hazardous Areas descriptions be updated to reflect the hazards identified in the Canyon County Multi-Jurisdiction All Hazard Mitigation Plan. The Plan seems to be a template style plan that has been used by several of the small rural cities in Canyon County. Community specifics could be added to the Plan to improve the outcomes of comprehensive planning.

Chapter 9 of the Plan covers the Public Services and Utilities. The City has its own volunteer fire department. The City contracts with the Canyon County Sheriff for Law Enforcement within the City limits. Emergency Medical Services are provided by the County through the Caldwell Rural Fire District. During the Public Meeting with the City Elected Officials storm water drainage was discussed. The Conway Drain bisects the City. There is a need to create a storm water collection and drainage system for the City that could dump into the Conway Drain. This item was identified as a mitigation project in the Multi-Jurisdiction All Hazard Mitigation Plan and should be added to the City's Capital Improvement Plan.

The copy that was provided as part of this review of the City of Notus's Comprehensive Plan did not have an adoption date on it. The Plan does have out of date information in it and it is recommended that the Plan be updated and revised to include the risk assessment for the City of Notus found in this Multi-Jurisdiction All Hazard Mitigation Plan.

### City of Melba

The City of Melba does not have a Comprehensive Plan, but does have ordinances that state that the City has adopted the Canyon County Comprehensive Plan as the duly enacted Plan for the City of Melba. The City's Land Use Ordinances include ordinances for subdivision of land and adoption of the Impact Area Map for the City of Melba that is contained in the Canyon County Comprehensive Plan.

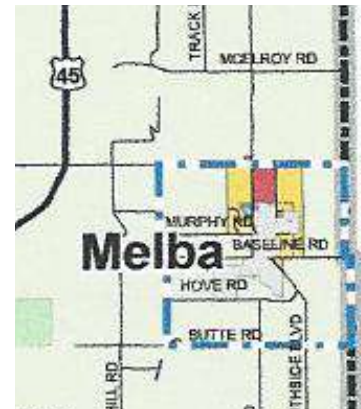


Figure 5.4 City of Melba Land Use Map

## City of Greenleaf

The City of Greenleaf's Comprehensive Plan was adopted on October 25, 2006. The Plan covers a 20 year planning horizon. The purpose of the Plan, as stated in the introduction, is to facilitate the land use decision-making process based on the needs of the citizens of the City. The Plan meets the requirements of the Local Land Use Planning Act, Planning Duties, Idaho Code § 67-6508.

Chapter 5 of the Plan addresses land use goals and implementing policy. As stated in the Plan, "land use planning needs to protect the community character by managing growth and channeling it in an orderly way that reduces land use conflicts, reduces costs of providing services, and controls development in and around the City limits".<sup>58</sup> Land Use Implementation Strategies include the review and evaluations of land use applications to ensure compatibility with issues such as air pollutants, drainage systems, effects on neighboring land uses, employment characteristics, fire and safety, nature of activity, noise, odor, sewage treatment, solid waste, transportation, visual impacts, water and utility needs, and environmental impacts. This strategy supports the goals and objectives of the Canyon County Multi-Jurisdiction All Hazard Mitigation Plan including the strategy of encouraging public participation in the planning process.

A description and discussion of the Hazardous Areas is found in Chapter 7. Hazards identified in the Chapter include earthquakes, avalanches, and snow slides. The Risk Analysis conducted as part of the Canyon County indicates that there is no risk to the City of Greenleaf to avalanches or snow slides. References to these two hazards should be removed from the Hazardous Areas Chapter and the Chapter revised to reflect the hazard potentials identified in the risk analysis, which include straight line wind and hazardous chemical transportation through the City. The Chapter does an excellent job addressing the possible flooding in the Renshaw Gulch Drain.

Public Facilities, Services, and Utilities are covered in Chapter 8 of the Plan. Public Safety services are all provided by other jurisdictions. Fire protection services are provided by the Caldwell Rural Fire Protection District. Emergency Medical Services are provided by the County Ambulance District through the Caldwell Rural Fire Protection District. Law Enforcement is provided through a contract with the City of Wilder. The Plan addresses the non-compliant nature of the City's sewer system; however, the City has since resolved that issue by upgrading the system. As stated in the Goals section of the Chapter, the City is committed to maintain adequate fire water protection capacity. There is a need to develop a City wide storm water master plan which should lead to improved storm water management and reduce the potential of flooding from severe thunderstorm events.

The City has adopted the International Building Code and has an active building inspection program. The City also has zoning requirements and has identified an area of city impact. The Planning and Zoning Ordinances appear to be aligned with the land use policies of the Comprehensive Plan.

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<sup>58</sup> Greenleaf City Comprehensive Plan, October 25, 2006, Chapter 5, page 19



## City of Middleton

The City of Middleton's Comprehensive Plan was adopted on July 21, 2004 with amendments made to it on February 6, 2008 and December 2, 2009. The Plan is focused on the next 20 years and reflects the needs and desires of the community. The Plan is intended to be a set of positive, rather than restrictive statements concerning what Middleton wishes to be and accomplish, and to introduce long-range considerations into the determination of short-range actions. The Plan meets the requirements of the Local Land Use Planning Act, Planning Duties, Idaho Code § 67-6508.

Land Use Policy is described in some detail in Chapter 3 of the Plan. The Plan seeks to set a pathway to a harmonious mixture of residential, agricultural, commercial, and industrial uses. The City has identified an Area of City Impact based on 1) trade areas, 2) geographic factors, and 3) areas that can reasonably be expected to be annexed into the City in the future. The Land Use Policies in the Plan seek to improve City services, maintain and improve community design components, and provide access for all types of developments. The City has adopted the International Building Code and has an active building inspection program. The City also has zoning requirements and has identified an area of city impact. The Planning and Zoning Ordinances appear to be aligned with the land use policies of the Comprehensive Plan.

Chapter 8 describes the Hazardous Areas in Middleton. Flooding has the highest potential to impact the City of Middleton. Middleton's floodplain includes the Boise River, Mill Slough, and Willow Creek. The City has adopted a Flood Hazard Protection Ordinance that establishes flood protection practices. Other hazards addressed in the Chapter include air quality and noise. The Canyon County Multi-Jurisdiction All Hazard Mitigation Plan's risk assessment for the City of Middleton also identified wildland and structure fires, severe weather including straight line wind, and irrigation system damage caused by burrowing rodents as hazards that impact the City.

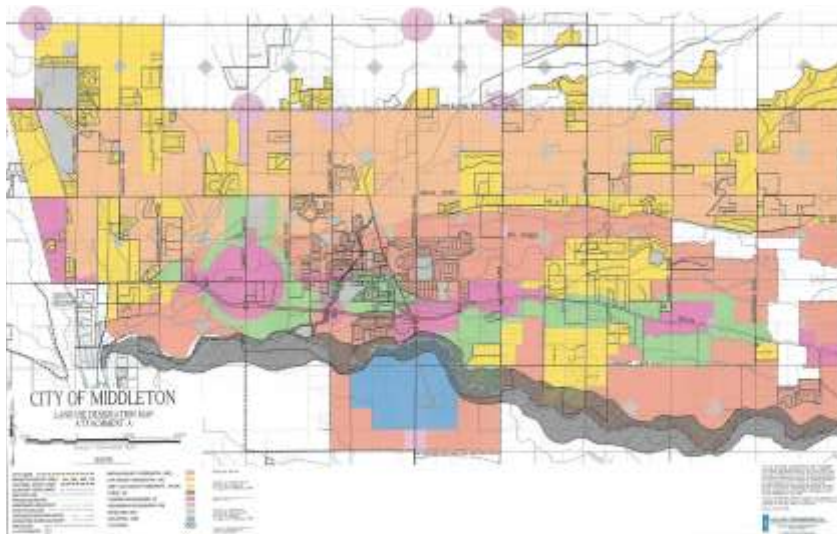


Figure 5.5 City of Middleton Land Use Map

Chapter 8 of the Comprehensive Plan should be updated to be consistent with the Mitigation Plan's risk rankings.

Chapter 9 covers the Public Services and Facilities. This Chapter looks primarily at the critical infrastructure owned and operated by the City, including the water and sewer systems, irrigation, and solid waste management. The Chapter also examines the Fire Protection and

Emergency Services which are provided by the City of Middleton

Rural Volunteer Fire Department. Law Enforcement is provided by the Sheriff's Office which is located in a satellite office located at Fire Station One. One policy of interest is that the cost of



extending City services should be borne by the development. An accompanying policy in the land use chapter should also require that protection from hazardous conditions posed by development should be paid for by the developer.

### City of Nampa

The City of Nampa's Comprehensive Plan is titled "Nampa 2035". The Plan is especially well done and covers a planning horizon of approximately 23 years. The Plan was adopted in February 2012 by the Nampa City Council. The goal of the Plan is to introduce long-range considerations into the determination of short-range actions. The Plan contains a specific mission statement for the Nampa City Planning Department. The statement sets forth seven (7) principles or standards:

1. Secure safety from fire
2. Provide adequate open spaces for air and light
3. Prevent the overcrowding of land
4. Avoid undue concentration of population
5. Conserve and stabilize property values
6. Stabilize expectations regarding the use and development of land
7. Promote the achievement of the goals, strategies, and implementation strategies of the Nampa Comprehensive Plan

The City of Nampa experienced phenomenal growth from 1990 to 2010. The City increased from 28,365 in 1990 to 81,567 in 2010, an increase of 187%. During the same time period Canyon County increased in population by 109%. Growth of this significance demands good comprehensive planning which appears to have taken place in both Nampa and Canyon County. Much of the housing stock in Nampa was constructed during this 20 year time frame.

Chapter Five of the Plan covers Land Use Policies issues. The purpose of the Land Use Chapter is to guide public and private decisions regarding the use of land in the City of Nampa and its area of City Impact. The 2012 revision of the 2004 Comprehensive Plan broadened the density options for residential development, introduced several mixed use zoning requirements, and added two new designations for large businesses or

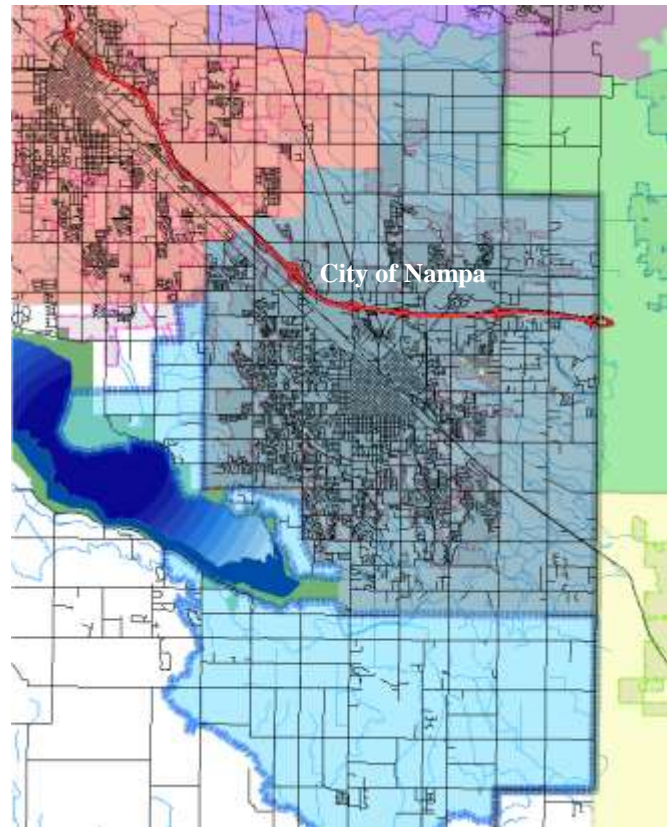


Figure 5.6 City of Nampa Land Use Map

industrial complexes. It also added new special use areas like the airport and downtown business area.

The Chapter is to be used for day-to-day decision making with a long-range focus. The Plan addresses land uses including agricultural, residential, mixed use, commercial, industrial, and open spaces. One area of special focus was transit-oriented mixed use development.

The City's Smart Growth principles concentrate growth in compact walking distance urban centers to avoid sprawl and advocate transit-oriented, walking distance community, bicycle friendly land use, including neighborhood schools, complete streets, and mixed used development with a range of housing choices. The risks assessment indicates that this is a good choice of development for Nampa as there is only a small area of flooding hazard and virtually no other significant natural hazardous conditions posed to the community.

The City has adopted the International Building Code and has an active building inspection program. The City also has zoning requirements and has identified an Area of City Impact. The Planning and Zoning Ordinances appear to be aligned with the land use policies of the Comprehensive Plan.

Chapter Seven describes the Public Services, Facilities, Utilities, and National Interest Electrical Transmission Lines. This Chapter focuses on those essential public services and critical infrastructure that is owned and protected by the City of Nampa. Nampa is a full service community with all of the public services expected from a major metropolitan western city. The City uses Development Impact Fees to cover the cost of expansion of services in support of City growth. The City has its own fulltime, Fire, EMS, and Law Enforcement departments. These departments also provide mutual aid in support of other communities in Canyon County and neighboring Ada County. The City has an expansive potable water and wastewater systems. The wastewater system also collects and drains the City from storm water. There are three irrigation systems that serve the City of Nampa.

Hazardous Areas in the City are described in Chapter Thirteen. Hazards considered include floodplains, landsides, snow slides, and earthquakes. Manmade hazards considered include landfills, rail crossings, airport clear zones, and the transport of hazardous chemicals by rail and truck. According to the Canyon County Multi-Jurisdiction All Hazard Mitigation Plan risk assessment, the City of Nampa is not prone to landslides or snow slides. These hazards should be removed from consideration from the Comprehensive Plan, and Chapter Thirteen revised to reflect that risk ranking.

### **City of Caldwell**

The City of Caldwell's Comprehensive Plan titled "2030 Comprehensive Plan" was adopted by the Caldwell City Council on May 17, 2012. The intent of the Plan is to provide for orderly growth and development and to further provide individuals and businesses with a more reliable way of predicting the future of various areas in the City. With the growth challenges facing the City, the Plan elicits polices that address overcrowding, congestion, hazards to health, peace of mind, loss of a sense of community identity and neighborliness, blight, and the general deterioration of the quality of life presently experienced in the City of Caldwell. As stated in the Plan, Caldwell's future growth and transformation provides an opportunity to improve the "quality" of life through making the City more attractive, convenient, and satisfying.

The Land Use portion of the Plan is contained in Section 5. To meet the challenges of maintaining and enhancing the City's quality of life, the Plan utilizes "Smart Growth" principles to guide future land use development. Smart Growth principles encourage mixed use communities, focusing on a small community atmosphere within the context of a larger urban setting. Smart Growth principles are compatible with the goals and objectives of the Canyon County Multi-Jurisdiction All Hazard Mitigation Plan; however, planners must carefully design "smart growth" developments by taking into account the natural and manmade hazards present in the community.

Smart growth addresses these concerns through application of the following principles:

- Create a range of housing opportunities and choices
- Create walking distance neighborhoods
- Foster distinctive, attractive places with a strong sense of place
- Preserve open space, farmland and critical environmental areas
- Provide a mix of land uses and a variety of transportation choices
- Strengthen and direct development towards existing communities
- Provide connectivity to adjacent parcels and land uses

Land Uses examined and addressed in the Caldwell City Comprehensive Plan include residential, commercial, industrial, institutional, mixed uses, and open spaces. Even though the City is surrounded with agricultural lands, agricultural practices were not addressed in the Plan, but there was a goal to

"Ensure the viability of agricultural operations through appropriate land use actions." This goal is of significance because much of the damage caused by flooding in Caldwell is due to failure of agricultural irrigation canals that flow through parts of the City. The Plan does articulate set of land use recommendations which support this goal, including working with Irrigation Districts to develop a Comprehensive Canal and Drain Crossing Plan.

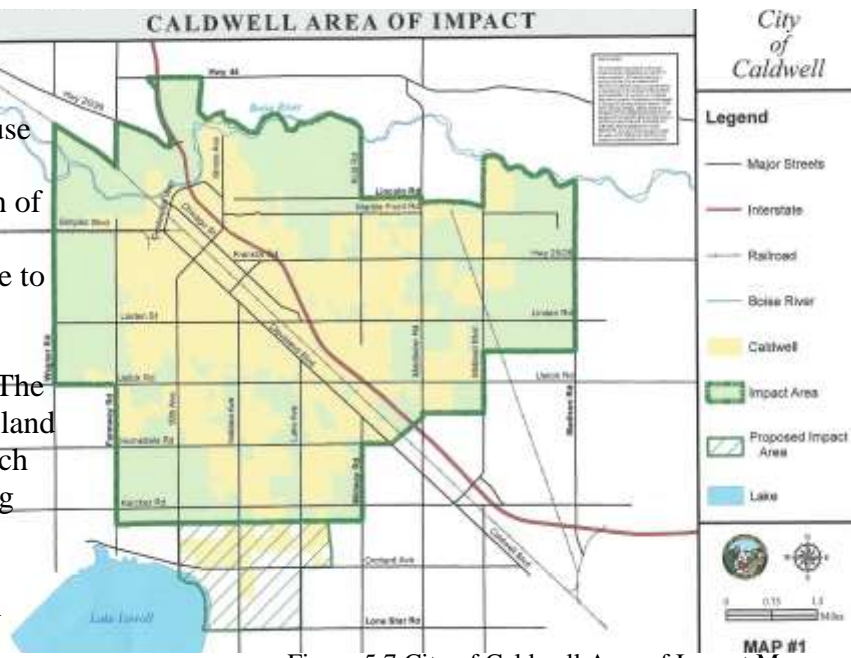


Figure 5.7 City of Caldwell Area of Impact Map

The City has adopted the International Building Code and has an active building inspection program. The City also has zoning requirements and has identified an area of city impact. The Planning and Zoning Ordinances appear to be aligned with the land use policies of the Comprehensive Plan.

Section 7 of the Plan covers the Hazardous Areas. Hazardous areas in the City were described as the floodplain areas of the Boise River and Indian Creek, and hazardous waste sites linked to underground storage tanks. The risk assessment for the Canyon County Multi-Jurisdiction All Hazards Mitigation Plan for the City of Caldwell also suggests that earthquakes, flash flooding, canal and drainage failure caused by burrowing rodents, severe weather including straight line wind, and hail to be considered as having the potential to cause damage or harm to the community. This section of the Comprehensive Plan should be updated to align with the risk rankings in the Mitigation Plan.

The City of Caldwell has public services, utility systems, and facilities that are typical of a City of its size. The Comprehensive Plan discusses these attributes in Section 8. The Plan contains a set of goals and polices to govern growth and expansion of the systems. Of specific note is a goal to protect the City's domestic water supply through the development of pressurized irrigation systems. Physical protection of the water system and other critical infrastructure such as the sewer treatment plant from natural hazards should also be considered and polices developed to do so.

Of special interest in the City of Caldwell's Comprehensive Plan is Section 18 which provides an implementation schedule that supports the goals and policies that are articulated in the Plan. In the next revision of the Comprehensive Plan it is recommended that the Planner examine the mitigation actions and projects identified in the Canyon County Multi-Jurisdiction All Hazard Mitigation Plan and integrate the implementation schedules.