

# KOOTENAI COUNTY



## COMPREHENSIVE PLAN

**Originally Adopted December 2010  
2019 Draft Update  
Planning Commission Recommendation**

# ***DRAFT***

## **KOOTENAI COUNTY COMPREHENSIVE PLAN UPDATE**

**Planning Commission Recommendation**

**September 2019**

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**ACKNOWLEDGMENTS**

**KOOTENAI COUNTY  
COMPREHENSIVE PLAN  
December 2010**

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## ACKNOWLEDGMENTS

### ACKNOWLEDGMENTS

The Board of County Commissioners expresses sincere appreciation to all those who contributed time, energy, and vision to develop this comprehensive plan.

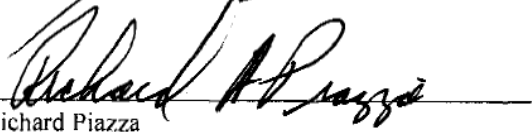
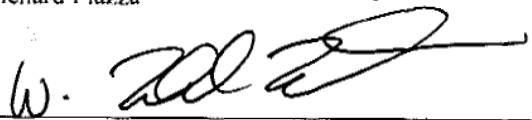
The Planning Commission deserves special recognition for their extraordinary effort over many long evenings that they dedicated to the planning process. It was their careful, considerate review of draft elements, public comments, and the statutory requirements that led to articulation of Kootenai County's vision for the future in this plan. We sincerely thank each of you for your tremendous effort on this most difficult task.

We are also grateful to the many state agencies, city mayors, councils, managers, planners, and staff from County departments for their effort in developing and reviewing this plan.

The Board acknowledges and thanks the hundreds of citizens who attended countless public meetings, workshops, local neighborhood meetings, and public hearings. Your thoughtful review of the plan and its goals and policies have been essential to capturing the spirit and vision of what makes and will keep Kootenai County great.

Thanks to everyone who participated and contributed.

#### BOARD OF COUNTY COMMISSIONERS

  
Elmer "Rick" Currie, Chairman  
Richard Piazza  
Todd Tondee

**RESOLUTION NO. 2010-117**  
**KOOTENAI COUNTY COMPREHENSIVE PLAN**

WHEREAS, the Kootenai County Board of Commissioners ("the Board"), in 2007, initiated an evaluation and update of the Comprehensive Plan of Kootenai County ("the Plan") in response to acknowledged change in the County's circumstances, values, needs and demands since the adoption of the current Plan in 1994; and

WHEREAS, the Board does hereby acknowledge its appreciation for the volunteer time and effort devoted by citizen volunteers, including members of the Planning Commission, in the preparation of a draft revised, amended Comprehensive Plan; and

WHEREAS, the Board received a recommendation from the Planning Commission on said matter following duly noticed and conducted public hearing procedures by said body; and

WHEREAS, the Board conducted duly noticed public hearings pursuant to the provisions of section 67-6509, Idaho Code, made material changes to the recommendation of the Planning Commission and conducted an additional duly noticed public hearing as required under section 67-6509, Idaho Code; and

WHEREAS, the Board has reviewed and considered all materials, communications, public testimony, maps, and exhibits of current record on said revised, amended and updated Comprehensive Plan; and

WHEREAS, the Board has accepted Comprehensive Plan Amendment No. CP-083-08, as revised, as it relates to the elements set forth in section 67-6508, Idaho Code, and the purpose established in section 67-6502, Idaho Code; and

WHEREAS, the Board has found that the subject revised, amended and updated Comprehensive Plan will promote and protect the public health, safety, comfort, convenience, and general welfare of the citizens of Kootenai County;

NOW, THEREFORE, BE IT RESOLVED by the Board of County Commissioners of Kootenai County, Idaho, that Comprehensive Plan Amendment No. CP-082-08, entitled "Kootenai County Comprehensive Plan," shall be, and the same is hereby adopted as the official Comprehensive Plan of Kootenai County, Idaho.

BE IT FURTHER RESOLVED that the Kootenai County Comprehensive Plan adopted pursuant to this Resolution shall supersede, replace, and repeal the Kootenai County Comprehensive Plan adopted pursuant to Resolution No. 94-08 on March 16, 1994, and all amendments thereto adopted prior to the date of this Resolution.

Upon a motion made by Commissioner Piazza, seconded by Commissioner Tondee, that the foregoing be enacted as a Resolution of Kootenai County, the following roll call was recorded:

Commissioner Tondee: Aye  
Commissioner Piazza: Aye  
Chairman Currie: Aye

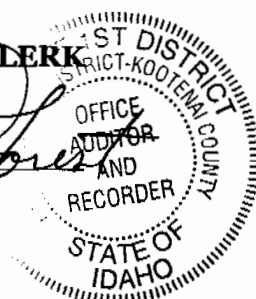
Upon said roll call, the text of the foregoing was duly enacted as a Resolution of the Board of Commissioners of Kootenai County, Idaho, on the 30<sup>th</sup> day of December 2010.

**KOOTENAI COUNTY**  
**BOARD OF COMMISSIONERS**

  
Elmer R. Currie, Chairman

**ATTEST**  
**DANIEL J. ENGLISH, CLERK**

BY:   
Deputy Clerk



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(To be included in the final updated Comprehensive Plan)

# INTRODUCTION



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## INTRODUCTION

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### Overview

The Comprehensive Plan (hereinafter referred to as “the Plan”) is a policy document that is used as the basis of all land use regulatory documents in Kootenai County. It describes the County in broad terms and recommends goals, objectives, and strategies to guide the development of regulations to be used as the basis for decisions by the County’s elected leaders and staff. It is the key to development regulations and a vital tool in working with other local and state jurisdictions in formulating responsible, compatible growth guidelines. The Plan should be amended and updated on a periodic basis to ensure that new trends and changes are properly reflected. This Plan will provide guidance over the next 20 years.

**Idaho Code 67-6508 states:** “It shall be the duty of the planning or planning and zoning commission to conduct a comprehensive planning process designed to prepare, implement, and review and update a comprehensive plan. The plan shall include all land within the jurisdiction of the governing board. The plan shall consider previous and existing conditions, trends, desirable goals and objectives, or desirable future situations for each planning component. The plan, with maps, charts, and reports, shall be based on the following components as they may apply to land use regulations and actions unless the plan specifies reasons why a particular component is unneeded.

- a. Property Rights
- b. Population
- c. School Facilities
- d. Economic Development
- e. Land Use
- f. Natural Resources
- g. Hazardous Areas

- h. Public Services
- i. Transportation
- j. Recreation
- k. Special Areas or Sites
- l. Housing
- m. Community Design
- n. Implementation
- o. National Interest Electric Transmission Corridors
- p. Capital Improvements

Idaho Code 67-6508 lists the subjects that must be addressed as alphabetized above. This Plan orders the subjects differently to provide the reader with cascading information that ultimately leads to the County’s new land use regulations and zoning laws. The Plan also provides this Introduction to explain the process by which the new Plan was conceived and created and an Executive Summary that highlights critical features of the Plan.

The Plan updates and amends the previous 1994 Plan. It is the result of over two years of research, community input, debate, meetings, writing, and thought. The 2008 plan was drafted pursuant to the elements designated above by the Kootenai County Planning Commission, in conjunction with the County’s Building and Planning Department, the public, and numerous experts, government agencies, and the Board of County Commissioners. It is meant to reflect the guiding principles on which Kootenai County was built and will be developed in the future. It pays tribute to the extraordinary and unique beauty of our County, while acknowledging the need to accommodate growth and economic viability as we move forward in the 21st century.

To begin the process, in 2006 Kootenai County hired the firm of Kezziah Watkins to formulate

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a “visioning” exercise that would obtain and digest the public’s thoughts about where they live and what they wanted their County to look like now and in the next 20 years. “Meetings in a Box” were initiated that allowed County residents to hold meetings in the privacy of their homes with neighbors. Standard questions were posed to the attendees, and discussion was encouraged to develop a consensus of thought about area-related issues. The program gathered information from hundreds of Kootenai County residents in all sectors of the County. Recurrent topics of discussion included the burgeoning population, traffic, housing concerns/costs, economic vitality, pollution, and the development of rural land for large housing projects.

Additionally, some of the public attending the “Meetings-in-a-Box” expressed concern about public access to lakes/wildlife areas, the diminution of open space, lack of sufficient infrastructure to accommodate growth, and inconsistent land use decisions by local governments. The data was then presented by the Kezziah Watkins Firm to the Kootenai County Planning Commission and the Board of County Commissioners at public meetings held in December 2006.

Some of the County’s residents spoke at length about the desire to keep the environment more rural and environmentally protected, and to manage growth so that these “quality-of-life” factors could thrive in conjunction with a healthy economy and appropriate planning for inevitable population growth. Numerous relevant quotes taken directly from the public are interspersed in this Comprehensive Plan. A “Vision Statement” was also created to keep the focus on the actual desires of the participating public, and formed the basis for drafting The Plan.

Based on a number of factors, “sub-areas” in the County were identified so that the public could focus on different needs and concerns in the diverse topography and cultures that make up this County. The sub-areas are: Selkirk, North Kootenai, Rathdrum Prairie, Fernan, Bitterroot, Cougar Gulch, Mica, East Coeur d’Alene Lake,

and Worley. The sub-areas reflect not only different geography around the County, but also separate more urban areas from rural, account for environmentally sensitive areas, and consider the residents’ attitudes about “community” and culture as well. The sub-areas are a tool for future land use and a way to gather data from residents intimately familiar with a smaller portion of the County. However, the sub-areas do not constitute any attempt at zoning, nor are they intended to form separate comprehensive plans. The Plan includes the entire County, and all identified sub- areas.

In January 2007 the Planning Commission began holding workshops to continue the process of gathering information and thoughts about land use from the public. Workshops were scheduled not only at the County Building, but at “road shows” held all over Kootenai County so that the maximum amount of input could be received and discussed. In all, there were nine road shows and each sub-area of the County was personally visited by the Planning Commission. After the road shows were concluded, the Planning Commission made the final decision about the sub-area locations and changed and added sub- areas based on the public’s input.

The next step in The Plan update was fact gathering. The Planning Commission met with numerous governmental entities (including the Idaho Department of Fish and Game; Idaho Transportation Department; Idaho Department of Lands; the U.S. Environmental Protection Agency (EPA); the Idaho Department of Environmental Quality (DEQ); highway, fire, school, and water districts; the Kootenai Metropolitan Planning Organization (KMPO); the Kootenai County Historic Preservation Advisory Commission; the Coeur d’Alene Tribe; and others) to gather the necessary facts to make informed decisions about the future. Statistics were gathered from state and federal sources on population trends, housing needs, environmental issues, and economic indicators. The members of the Planning Commission attended meetings and seminars offered by such varied groups as the Kootenai Environmental Alliance, the Chamber of Commerce, and groups interested in promoting the real

estate/building industries as well as those committed to affordable work force housing, and local business development. Other persons were specially invited to Planning Commission meetings to discuss wages, education, the erosion of agriculture and mining in the County, water quality issues, and many other topics of importance to the general citizenry. At all meetings, individuals and groups were asked to participate, and they did.

The next step in the process of updating The Plan was to begin writing and mapping the required elements outlined in the chapters above. In order to accomplish this next phase, the seven-member Planning Commission met at least twice per week for nearly a year. Over 100 public workshops and 10 “open mics” were held (open mics were workshops held after work hours where the public could address any topic). The Board of County Commissioners was periodically consulted throughout the process. Experts were retained who provided critical data in such areas as community design, economic development, and mapping. The various governmental entities, including the surrounding cities, were once again consulted to try and present a cohesive plan on which the County as a whole could agree. Chapters were posted on the Kootenai County Comprehensive Plan website for public review as each was completed. Comments were received on the website and in writing; these were also available on the website.

In April 2008 the Planning Commission held four more informal road shows, going out to the public in their communities to discuss the posted chapters and to discuss The Plan and answer questions. Based on the public’s continuing input, changes and corrections were identified and additional editing made to the chapters. The editing was completed in early September 2008. At the request of the public, an additional 60-day comment period was commenced and the revised chapters again posted to the web and available in hard copy.

Public hearings on The Plan were conducted by the Planning Commission on December 1, 2008 and continued to December 2, 2008 and

December 3, 2008. At the conclusion of the public hearings, Planning Commission deliberations were conducted on December 8<sup>th</sup>, 10<sup>th</sup>, 11<sup>th</sup>, 12<sup>th</sup>, and 16, 2008, and again on January 16, 2009, after which the revised draft of the Plan was forwarded to the Kootenai County Board of County Commissioners. The Board held two open record public hearings. The first was in review of Draft #3, which began May 27, 2009 and continued to May 28<sup>th</sup> and June 1<sup>st</sup>. The second Board hearing was for review of Draft #4, which was conducted on October 26, 2010. Following a lengthy series of final deliberations, the Plan was approved and adopted by the Board on December 30, 2010.

### **Philosophy and Intent of the Plan**

The fundamental premise for The Plan is attention to the clear public sentiment that the County’s beauty and culture not be compromised and that growth occurs in a responsible way that preserves these virtues. The Plan pays much attention to the natural environment, while accommodating the need for change, especially to create jobs and build new housing of various types. The Plan envisions continuing the trend of a larger percentage of growth happening inside cities. This should also continue to improve the rural/urban split of land use 70/30 ratio, while allowing necessary growth and development.

In order to relieve development pressure around sensitive areas such as lakes, rivers, wetlands, and wildlife corridors, The Plan directs higher-density development to happen within existing cities that have the capacity to provide urban services.

The Rathdrum Prairie has the most capacity for dense development and also the greatest risk to harm our sole source aquifer. For this reason The Plan envisions that most of the new growth will happen inside the existing cities on the Rathdrum Prairie. The Plan also envisions protecting the undeveloped portion of the prairie to be reserved for future city annexation and to minimize the need for redevelopment, thus helping to preserve and protect the Rathdrum Prairie Aquifer.

### Conclusion

*“The basis of effective government is public confidence.”* —John F. Kennedy, 1961

The Plan is the culmination of thousands of hours of dedication by many, many people, from all walks of life and all perspectives. It should demonstrate, without equivocation, that this County is a special place, with a unique character, incredible natural resources, and very independent thinkers. It is a document that must account for change while preserving the unique way of life its citizens insist on. It will be the road map on which future land use regulations will be based. It is meant to be used as the foundation for new zoning regulations, development standards, and other implementation and enforcement tools to promote not only its stated intent, but the spirit of the people, wildlife, and land entrusted to its care.

The Kootenai County Planning Commission thanks all the hardworking, dedicated, and thoughtful participants who added content, intellect, and heart to this new Comprehensive Plan. We trust that it will provide excellent guidance and vision during the next 20 years.



# **2010 COMPREHENSIVE PLAN EXECUTIVE SUMMARY**



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## 2010 COMPREHENSIVE PLAN EXECUTIVE SUMMARY

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The Plan amends and updates the 1994 Plan and should provide vision for a 20 year period. Amendments and updates should occur on a regular basis and when necessary reflect changed conditions. Population in the County has increased dramatically and with it has come a broader range of land uses, values and changed conditions. The changed conditions and broadened perspectives on the future of Kootenai County have greatly influenced the basis for this Plan and will require the enactment of new zoning ordinances that are “in accordance with the policies set forth in the adopted comprehensive plan” (Idaho Code 67-6511). The goals and policies also necessitate updated administrative policies and enforcement procedures (adopted by ordinance) to meet the objectives of the County and to eliminate conflicts between this Plan and the laws that follow and support it.

The Plan and this Executive Summary comprise chapters, which comport with the requirements of Idaho Code 67-6508, that are arranged to lead the reader through the data that ultimately generates the goals and policies within the Plan. This Executive Summary is intended to pinpoint highlights of the Plan. It is not a substitute for careful consideration of the entire Plan and its accompanying maps, bibliography, and other important reference materials.

- **History and Special Sites.** An abbreviated history of Kootenai County, some cities within the County, and the Coeur d’Alene Tribe is provided in this chapter. Selected special sites, buildings, parks, and natural areas of cultural significance are discussed. This chapter emphasizes historic identification, preservation, and appreciation. Special care is encouraged to prevent destruction of any unique sites: this includes education for visitors and residents. The County has also appointed the Kootenai County Historical Preservation Commission to play a lead role in identifying and

preserving historical sites. A complete history of the County is available from this Commission.

- **Population.** The U.S. Census estimated population of Kootenai County in 2006 was 132,000. Growth from 2000 to 2006 was at the rate of approximately 3%. The 2008 Plan assumes growth over the next 10 years at approximately 2%+, based on various data sources documented in the Population chapter. Using a 2% growth rate, Kootenai County’s population will double in 35 years. The Plan accounts for all incoming population expectations. It also plans for substantial new growth in urban areas. Currently, the County’s land use is 70% urban and 30% rural. In order to preserve the community’s vision for the future, the County envisions a minimum of 70% of future growth to be located within cities.
- **Economic Development.** In 2005 the annual per capita income in Kootenai County was \$26,970. U.S. data for 2005 reflects a per capita income of \$34,471. Real average growth in per capita personal income from 2000–2005 in Kootenai County was 0.7%; the U.S. number was 0.9%. In 2006 the inflation adjusted median household income in Kootenai County was \$40,346; the U.S. number was \$48,451. Educational attainment at the high school level in Kootenai County was equivalent to the U.S. number, but is 3%–4% lower than the national average at the bachelor and post-baccalaureate degree levels. This is a significant component in current and future housing affordability. Kootenai County’s poverty rates are generally in line with those for the U.S. as of 2006. Median housing costs in Kootenai County increased from \$120,000 in 1999 to \$226,000 in 2006, lessening the affordability of housing over this period. The Plan encourages further exploration of affordable housing options,

diverse types of new businesses, continuing education for both professional and technical jobs, and better choices for employment and housing. The Plan envisions coordinated efforts to attract employers, build facilities, and create higher-paying employment opportunities. The Plan also acknowledges that tourism and our natural resources provide additional opportunities for economic development.

- **Housing.** The Plan assumes housing to be a critical component of both the community and the economy. In 2007 the median home price was \$204,000. In the coming years the market needs to accommodate more seniors. Affordable housing, appropriate housing for seniors, and rental options are identified as the three most common housing concerns. The Office of Federal Housing Enterprise Oversight reported in 2005 that Idaho's per capita personal income growth was 3.88%, while home prices appreciated over 18%. Policies in the Housing chapter include recognition that diverse and adequate housing for residents is a priority. This need should be coordinated with surrounding cities and developers. Land use regulations should facilitate special needs, promote a variety of housing types and densities, and consider preservation of historical structures. Zoning ordinances should promote these goals while preserving the rural quality of life for County residents not living in an urban area.
- **Education.** Currently, there are six public school districts and five public institutions of higher learning serving Kootenai County. The Plan recognizes the critical nature of adequate educational facilities to increase the quality of life and economic viability in the County. It encourages participation in a centrally located professional/technical education campus and calls for better school facility planning for future growth. It promotes coordination between developments and districts in order to address the need for, and to mitigate the costs of, new public schools.
- **Public Services and Utilities.** Kootenai County does not provide many of the public services or utilities in the County. Road maintenance, garbage collection, sewers, electricity, gas, and water are provided by special service agencies or districts over which the County has no jurisdiction. The County does operate the jail, Sheriff's Department, Solid Waste Department, Parks and Waterways, and the local airport. The Plan recognizes that the various regulating entities should reduce duplication and structure development applications to minimize excessive fees and conflicting requirements. Public services should be planned and expanded in anticipated growth areas. Impact fees should be adopted in accordance with statutory requirements as necessary. Recycling should be more available. Future sites for public facilities should be identified and the land obtained to ensure orderly and safe growth.
- **Transportation.** Roads in Kootenai County are operated and maintained by four highway districts and the Idaho Transportation Department. These are independent agencies with different jurisdictions. In 1997 the Kootenai Transportation Plan was created with the highway districts and surrounding cities to ascertain and plan for the traffic needs of the County through 2017. A new transportation plan was adopted by KMPO in 2008. A list of projects scheduled for construction through 2030 has also been created and considered in this Plan. Traffic, road repair, landscaping, and emergency access issues must be addressed around the County, especially when considering large developments. The Plan encourages more pedestrian-friendly walkways and bicycle trails. Continued collaboration with the highway districts and the State of Idaho is an important goal so that development is coordinated with the existing transportation system and planned improvements. Development projects will continue to be required to identify acceptable maximum traffic thresholds and mitigate excessive

traffic impacts. This Chapter also identifies current and future concerns regarding the County's airport and offers ideas about a continuing focus on public and other transportation options.

- **Parks and Recreation.** The recreational opportunities in Kootenai County have been identified by residents as very important. The Plan outlines the cooperative efforts of the County with other entities to maintain, improve, and expand the Centennial Trail, public boat docks, parks, bicycle paths, and walking trails. Long-range planning for acquisition of recreational facilities becomes even more critical as the County's population increases. Parks and other quality recreation facilities are considered key elements of Kootenai County's future growth and development.
- **Natural Resources.** This chapter outlines and documents the vast array of lands, topography, soils, minerals, lakes, rivers, wetlands, wildlife, and vegetation that exist in Kootenai County. The emphasis of this chapter is to preserve, protect, and enhance the County's natural resources. The goals and policies recommend actions to promote and protect air quality, ground and surface water, sewage disposal, aquifer protection, erosion control, and the acquisition/preservation of open space. To enhance this effort, The Plan also encourages measures to maintain a close working relationship with all local, state, and federal regulating agencies and the Coeur d'Alene Tribe. The chapter also emphasizes additional development regulations to prevent urban sprawl, protect the lakes/rivers, and promote the continued use of land for resource industries. Goals and policies advocate future urban densities are designated to urban centers. Commercial and residential development must address environmental impacts. The chapter incorporates the public's desire to preserve access to existing recreation sites in the County and to identify new ones.
- **Hazardous Areas.** Included in this chapter is the increasing awareness that development should not occur, or be strictly limited, in flood zones, watersheds, wetlands, areas of excessive erosion, or where slopes exceed 30%. The chapter outlines the science of heavy metal contamination in the Coeur d'Alene River Valley and the various controls and governmental oversight at each affected site. The goals and policies discourage new development in wildlife interface regions and encourage rigorous regulation of development in all identified hazardous areas.
- **Community Design.** This chapter provides a regional design framework that concludes that the natural environment and how humans interact with it are of primary concern to the public. It also recognizes that continued economic vitality and our "sense of community" are equally important. The County is analyzed in two ways: (1) at the countywide macro level, and (2) at the sub-area level. At the County level, the chapter explains that some land is unsuitable for development, some other development may require significant mitigation techniques, and "affordable housing" must mean more than the actual purchase price. At the sub-area level, the Rathdrum Prairie, North Kootenai and Selkirk sub-areas are the three areas best suited for future development. In some cases current development patterns have exacerbated traffic problems and do not achieve the community's vision. A "Rural Dispersed Villages" concept for certain areas identified in the plan sharply delineates rural from urban uses. Population growth remains directed toward established urban centers in most regions of the County. Discussions about the future of individual sub-areas and communities are further explored in this chapter and then conceptually tied together in the Land Use chapter.
- **Land Use.** This chapter establishes the direction and policies of future land use

throughout the County. The Plan creates land use designations that reflect the priorities incorporated from public visioning and the topography of the land itself. They are:

1. Scenic. Large tracts of land set aside for public or private use. The focus of the designation is on environmental protection.
2. Resource/Recreation. Lands used to promote commercially viable or resource cultivation and/or to protect wetlands or other sensitive areas.
3. Country. Rural lands protect open space, the “rural lifestyle” and promote subdivisions that allow single family residential and non-residential uses. Cluster subdivisions are allowed with adequate design methods and environmental protections. Economic activities are also encouraged that do not require a full range of services.
4. Suburban. Parcels that promote the existing residential patterns.
5. Shoreline. Parcels within 500 feet of bodies of water. The purpose of this designation is to protect the water, prevent erosion, and maintain the natural environment, including views of the shoreline.
6. Village. A self-contained community. With the exception of one predetermined location, this designation will require a Comprehensive Plan amendment at the time of application. The Village regulatory procedures will be rigorous, and citizen input will be mandatory. Services are provided by and funded by the proposed community.
7. Transitional. Land designated for future annexation into an incorporated area. This land will remain undeveloped until adequate roads and services are in place. The Transitional designation gives the

surrounding cities the ability to properly plan for growth in conformance with Area of City Impact (ACI) agreements with the County.

8. Border. The land in this designation is adjacent to municipalities. Urban growth is encouraged, but only after it has been annexed into the adjacent city.
- **Property Rights.** Property rights in Idaho follow those outlined and protected by the 5th Amendment to the United States Constitution, and Article 1 of the Idaho Constitution. They have been given great weight and consideration in the Plan both to explain the legal context and to address public concern about the topic. However, the Plan also explains that almost all public safety, welfare, and police power regulations (i.e., zoning and land use ordinances) do not constitute a taking or a violation of private property rights, for which compensation is required. Regulation of land use for purposes accepted pursuant to Idaho law is considered appropriate and necessary for orderly growth and the safety of the general public. The Idaho Supreme Court and the Idaho Attorney General have set forth a number of clear tests to determine if a taking requires compensation or is prohibited. Kootenai County is required to consider the Attorney General’s opinion in making land use decisions. Landowners may challenge the County’s determinations. Further, Idaho prohibits the taking of private property for any private use altogether.
  - **Plan Implementation.** This chapter identifies the actions necessary to ensure that the objectives of the Plan are carried out in an efficient and fair manner. Some of the implementation strategies include new zoning/development regulations; amended Area of City Impact agreements; a more efficient development review process that includes, but is not limited to, analysis of all potential impacts; continued coordination with local, state, and federal agencies; and education programs to deliver better public services. Individual County departments and

entities must identify funding requirements necessary for the execution of each identified task of this Plan. Regular review and consideration of this Plan is also needed to keep the facts updated and the intent correct. A work program table with target dates is appended to the Implementation chapter which provides the public, county employees and county officials with a clear pattern of what must be done and by whom, to implement the Plan.

- **Capital Improvements and Impact Fees.**

In 2007 the Idaho legislature passed an amendment to Idaho Codes 67-8201 through 8216, which allows the County to enter into intergovernmental agreements with additional local jurisdictions (i.e., fire districts, highway districts, and water/sewer districts) to facilitate the development and implementation of capital improvement plans and impact fee ordinances. Thus, a Capital Improvements chapter is now included in the Plan pursuant to the Local Land Use Planning Act and the Development Impact Fee Act. When adopted pursuant to the substantive and procedural rules outlined in the statutes, impact fees can be used for jail expansion, land for upland parks and road expansion, fire equipment, and vehicles for fire, EMS, and highway districts. The goal is for new development to “pay its own way.” The impact fees are proportional to the impacts attributed to new growth and will be administered by the County. The districts utilizing these funds are encouraged to coordinate long range planning with the County and to adhere to the intent of this Plan.

*Note:* the 2010 Comprehensive Plan Update eliminated this chapter.

# **GUIDE TO THE 2019 COMPREHENSIVE PLAN UPDATE**



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## GUIDE TO THE 2019 COMPREHENSIVE PLAN UPDATE

### *Proposed Goals, Objectives and Policies*

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The Comprehensive Plan Update is not a complete overhaul of the 2010 Comprehensive Plan. The Update focused only on the goals, objectives and policies of the 2010 Comprehensive Plan. After thoroughly reviewing and evaluating the 2010 Plan's goals, objectives and policies, the planning commission compressed, combined, rephrased, eliminated or added new ones. The aim is to create a more understandable, informative, achievable, and enforceable document. If adopted, the Update's goals, objectives and policies will replace those found in the 2010 Plan. The remaining areas of the 2010 Comprehensive Plan are not changed. Changes to such items as the plan's data and future land use map will be considered later.

The following document contains the proposed Kootenai County comprehensive plan Update's goals, objectives and policies. The elements are arranged in the order found in the Idaho state planning statute – Title 67, Chapter 65 (Local Land Use Planning).

An introduction summary prefaces each planning element. The 2010 Plan calls these elements "chapters" but the Update calls them "elements." In each element introduction the content of the 2010 Comprehensive Plan regarding the element is summarized. Next, the logic used by the planning commission when it developed the proposed goals, objectives and policies for each element is presented. This is followed by a summary of the proposed Update's policies for each element.

After each element introduction, the accompanying Goals, Objectives (only for some elements), and Policies are presented. The more complex elements (Property Rights, Land Use and Natural Resources) contain objectives so policies can be better organized.

Under current Ninth Circuit case law, the County is prohibited from exercising land use jurisdiction over lands owned by the Tribe or any of its enrolled members located within the Coeur d'Alene Reservation. This is true regardless of whether that land is owned by the Tribe or a member thereof in fee simple, or whether it is owned by the federal government in trust for the Tribe or any member of a federally recognized Indian Tribe. This is reflected in section 8.1.104 of the Kootenai County Code, which expressly disclaims jurisdiction over these lands.

However, this does not necessarily preclude the County from exercising its planning functions over such lands, nor does it preclude zoning of these lands with the understanding that such zoning is not enforceable unless the land passes into non-Tribal ownership. The same is true with lands owned by the federal government or the State of Idaho that are outside the County's land use jurisdiction.

As you read through this proposed draft, please realize that the policies found in it are not enforceable regulations concerning land use. The policies only provide directions for writing regulations in the future.



# PROPERTY RIGHTS



## CHAPTER 1

## CHAPTER 1

### Element (a) – Property Rights

#### **2019 Comprehensive Plan Update Summary**

The 2010 Comprehensive Plan addresses property rights from a legal viewpoint, describing federal and state protections and procedures for assessing and appealing takings. The planning commission believes property rights are fundamental and proposes policies that recognize these rights while ensuring public health, safety and general welfare. The proposed 2019 Comprehensive Plan Update policies focus on property rights while protecting public health, safety and general welfare.

#### **Relevant Constitutional and Statutory Provisions**

Article I, Section 1 of the Idaho Constitution guarantees inalienable rights, including possessing and protecting property.

Article I, Section 14 of the Idaho Constitution sets forth the scope of the power of eminent domain, and also states that while private property may be taken for public use, just compensation must be paid to the property owner whenever such a taking occurs.

Idaho's Constitution follows the Fifth Amendment to the United States Constitution which provides that no person be deprived of life, liberty or property without due process of law, and that private property cannot be taken for public use without just compensation. The Fourteenth Amendment reiterates that no state may deprive any person of "property, without due process of law."

The purpose for zoning regulations in Kootenai County is three-fold: (1) to promote the health, safety and general welfare of the County; to carry out the policies of the Comprehensive Plan; and (3) to provide standards of orderly growth and development and avoid undue

concentration of population and overcrowding of land.

In carrying out these stated purposes, property values and rights must be considered when making land use decisions in conjunction with the Local Land Use and Planning Act, Idaho Code § 67-6501 *et seq.* (LLUPA), county ordinances enacted under the authority of LLUPA, and other relevant federal and state laws and county ordinances.

#### **Takings**

In general, there are three (3) basic circumstances in which a compensable taking occurs:

1. When a government action causes physical occupation of property;
2. When a government action causes physical invasion of property; or
3. When a government regulation effectively eliminates all economic value of the property.



## PROPERTY RIGHTS 1-2

In the absence of the circumstances designated above, rarely have Idaho or federal courts found that a taking has occurred. Zoning and other regulatory devices are seldom deemed takings except in highly unusual circumstances. Nevertheless, safeguards to ensure property rights have been enacted for the benefit of property owners in Idaho.

One of these safeguards is the Idaho Regulatory Takings Act, Title 67, Chapter 80, Idaho Code (IRTA). IRTA establishes “an orderly, consistent review process that better enables state agencies and local governments to evaluate whether proposed regulatory or administrative actions may result in a taking of private property without due process of law.” IRTA is not intended, however, to expand or reduce the scope of private property protections provided in the state and federal constitutions.

This process is embodied in the Idaho Regulatory Takings Act Guidelines (“the IRTA Guidelines”), published yearly by the Idaho Office of the Attorney General. Enacted by the Idaho Legislature in 1994 (for state action) and 1995 (for local governments), the checklist is utilized by public officials to prevent “takings” without compensation. It also allows a property owner to request, in writing, a regulatory takings analysis if governmental actions appear to conflict with private property rights. The IRTA Guidelines, including citations to statutes and cases, can be found at [www.ag.idaho.gov](http://www.ag.idaho.gov).

The IRTA Guidelines contains a checklist which asks the following six (6) questions:

1. Does the regulation 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 as if it was a directly prohibited use or action, and does the regulation advance that purpose?

In addition to the regulatory situations discussed in the checklist above, local governments are faced with issues involving zoning changes, amendments to the Comprehensive Plan, fee increases, new restrictions or requirements for developers, environmental concerns and future land use planning. All such decisions have the potential to invoke a “takings” challenge.

Court decisions in effect at the time of adoption of this Comprehensive Plan, however, have been consistent in holding that zoning, even when it reduces the value of property or deprives an owner of the highest and best use, is not a taking. This is also generally true with respect to the exercise of the legitimate power of government to exercise police power to protect the public welfare and safety. On the other hand, there are instances in which a taking has been found to have occurred when a business was completely eliminated and when vested development rights have been removed.

### Emergency and Interim Moratoriums and Ordinances

Idaho Code § 67-6523 also provides for the use of *emergency* moratoriums or ordinances upon a finding of imminent peril to the public health, safety or welfare. Such a moratorium or ordinance may remain in effect for a definite period of time not to exceed one hundred eighty-two (182) days. During the moratorium period, permits may be denied for such activities as building, and hearings on new developments may be held in abeyance until the moratorium ends. Court decisions in effect at the time of adoption of this Comprehensive Plan have found that moratoriums enacted under these circumstances do not constitute a taking.

Under Idaho Code § 67-6524, an *interim* moratorium or ordinance may halt selected classes of permits when a new Comprehensive

Plan is being formulated or amended. The interim moratorium requires proper notice and hearing, and can remain in effect for a period of time not to exceed one (1) year.

### Summary

Private property rights are highly regarded and protected in Idaho's Constitution and in the laws and policies enacted by federal, state and local governments. However, these laws do not prevent the exercise of legitimate governmental authority to ensure the public's safety and well-being, including, for example, penalties for failure to keep a property in good repair or for nuisance violations, and zoning and development regulations which ensure the County's ability to provide safe and adequate fire, police and infrastructure to its residents.

The Comprehensive Plan acknowledges that private property rights are fundamental. It also intends that future land use policies be more environmentally sound, fiscally responsible and inure to the benefit of the public at large. Current zoning and development regulations contemplate the necessity to control foreseeable overcrowding and to provide standards for orderly growth.

Safeguards should be in place at the County level requiring sound building practices to carry out the legitimate oversight function of local government. These objectives should be enacted and enforced in an efficient and fair manner as provided by state law, County zoning and development regulations, adopted building codes, and other available tools. Greater cooperation and planning with other agencies on traffic concerns, water and sewer requirements, environmental issues, schools, housing needs and preservation will also assure continuing protection of private and public property in Kootenai County.

**GOAL:** To adopt land use regulations and zoning that protect property rights while ensuring that public health, safety, general welfare and natural resource protection needs are met.

**Objective 1 (General):** Recognize the primacy of owners' rights to use and control their properties in all regulations and policies and justify any limitations on these rights.

### Policies:

1. Determine public outlooks on property rights, public health and safety and general welfare.

2. Tailor land use regulations to reasonably and narrowly address nuisances and other concerns related to health, safety and general welfare, while respecting individual property rights.

3. Protect the rights of property owners to the greatest extent possible by maximizing the land uses permitted by right in each zone and minimizing conditional and prohibited land uses.

4. Remedy existing nonconformities and avoid creating new nonconformities by adopting appropriate land use regulations.

5. Document specific health, safety and general welfare reasons supporting each land use decision.

**Objective 2 (Zoning):** Balance property rights with the responsibility to protect public health, safety and general welfare through zoning.

### Policies:

1. Adopt zoning which reflects current land use and expected future land use based primarily on the concerns articulated by those who own property within the unincorporated area of Kootenai County.

2. Avoid reductions in land use intensity (called "down-zoning") to the County initiated zoning map and development code text amendments, with the exceptions being a property owner's voluntary agreement to a change, or if there is a clear, useful and significant public purpose. The need for map and text amendments should either remedy existing nonconformities or at least not create new ones.

## PROPERTY RIGHTS 1-4

**Objective 3 (Takings):** Ensure that land use regulations are adopted and applied in a manner consistent with takings law.

### Policies:

1. Establish a process for the county to evaluate land use regulations using the Idaho Attorney General's Regulatory Takings Act Guidelines as a starting point but tailoring the evaluation tool for ease of use.

2. Adopt land use regulations which provide that agency exactions may only be made a condition of permit approval if they are roughly proportional, both in nature and extent, to the impact of the use to be permitted.

3. Endeavor to prevent the need for the exercise of eminent domain, but when it occurs mitigate its effects through land use regulations.

## GOALS AND POLICIES

The goals and policies in this chapter are intended to articulate the community vision toward property rights and not to be regulatory, but provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with the Comprehensive Plan.

**GOAL 1:** ~~Protect private property rights while implementing overall policies to ensure the public's well being.~~

### ***Policies and Implementation Strategies***

~~R-1A. Provide County officials and decision makers with a current copy of the Idaho Attorney General's Regulatory Takings Act Guidelines and legal support in interpreting and assessing any current or new regulations enacted by Kootenai County.~~

~~R-1B. Make the public aware of the option to file a written request for a regulatory takings analysis and provide the form to effectuate that request.~~

~~R-1C. Develop new zoning and development regulations that support the Comprehensive~~

~~Plan's Goals, Policies and Implementation Strategies, and prevent conflicting rules and ordinances to the greatest extent possible.~~

~~R-1D. Promote a clear and concise process to resolve conflicts between the use of private property and the public interest.~~

**GOAL 2:** ~~Protect property rights and the orderly process of government by ensuring land development permit decisions are reviewed and decided in a timely and predictable manner.~~

### ***Policies and Implementation Strategies***

~~R-2A. Review, update and modify the current County planning and zoning requirements and rules. All regulations, processes, permit applications and enforcement procedures should be clearly stated and user friendly. Fees should be reasonable and necessary. Penalties should be sufficient to encourage compliance.~~

~~R-2B. Assure predictability to the public by enacting and adhering to new zoning and development regulations which support and reflect the Goals, Policies and Implementation Strategies of the Comprehensive Plan.~~

~~R-2C. Develop a checklist for permit applications that determines "technical completeness" for purposes of vesting. The application would be considered vested upon completion of each of the requirements contained in the checklist. Applications submitted prior to a determination of completeness shall not be considered vested.~~

# POPULATION



## CHAPTER 2



## CHAPTER 2

### Element (b) – Population

#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan contains numerous population statistics and projections. The planning commission believes population information needs to be kept current and consulted while planning. The 2019 proposed Update draft calls for periodically refreshing population data so it helps guide planning.

#### **Community Vision 2028**

*“Because we live in an area of exceptional natural beauty, we effectively balance our needs with the environment. As responsible stewards, we consistently make choices that respect the land and water.” – Kezziah Watkins Report*

*“Nobody has a better grip on the long view than the people who live here.” – Kezziah Watkins Report*

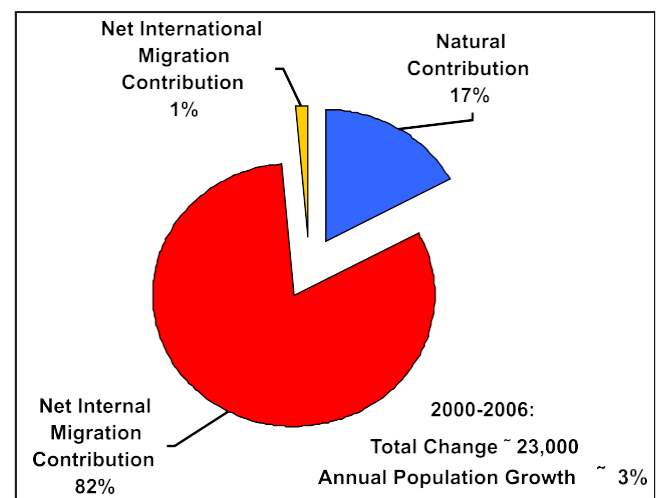
#### **Population Analysis**

The population data reflects annual population estimates from the U.S. Census Bureau (the Census). These estimates are generated for all U.S. counties and are comparable between geographic areas and over time. Although individual states often prepare their own population estimates, the Census population estimates are the most frequently used because of their comparability and coverage. In addition to population estimates, the Census also estimates the sources of population growth by county. These estimates show population changes driven by natural contributions (births and deaths), net international migration, and net migration. This data can be accessed from U.S. Census at [www.census.gov](http://www.census.gov).

As of 2006, the County’s estimated population was nearly 132,000. Since the 2000 Census, the County has added nearly 23,000 new residents. This reflects an average annual growth rate of just

over 3%, or three times higher than the U.S. growth rate of 1% over the same period. This is slightly lower than the County’s 3.5% average growth rate over 1970–2000. Figure 1 shows that over 80% of new residents since 2000 represent in-migration from another county or country. In particular, more than 98% of the County’s in-migration came from somewhere else in the U.S. (the data does not specify the starting location).

***Figure 1: Sources of Population Growth in Kootenai County, 2000-2006***



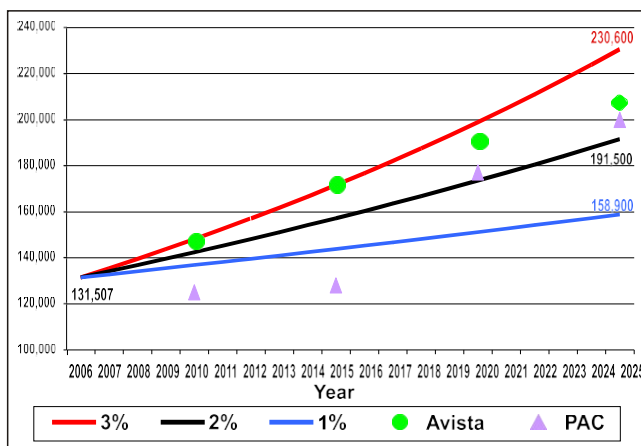
Assuming the County will continue to grow between 1% (the current U.S. rate) and 3% over the next 20 years, its population will fall between 160,000 and 240,000 by 2025 as shown in Figure 2. The current forecast from Avista Corporation (the region’s primary regulated utility) is for a population of approximately 207,000 by 2025, which translates into an average annual growth rate of 2.4% after 2006. Likewise, the Panhandle Area Council (a nonprofit, regional economic development organization for the five northern counties) is forecasting a population of 200,000 by 2025, which translates into an average annual growth rate of 2.2%. However, the intermediate forecasts of both

## POPULATION 2-2

organizations differ substantially. (*These population forecasts are available in the Spokane-Kootenai County Real Estate Research Report.*)

Regardless of the population forecast, Figure 2 highlights the power of compounding that is, small differences in growth rates translate into large differences in ending population totals. The difference between 3% and 2% may not seem large, but the projected difference in population by 2016 is close to 30,000, and by 2025 it is over 70,000. Expressed another way, at 3% the population will double approximately every 23 years, and at 2% it doubles every 35 years a difference of more than 10 years. For this reason it is important that historical trends in population growth are considered and population growth and trends are not underestimated.

**Figure 2: Current and Projected Population Growth in Kootenai County, 2006–2025**



Analysis of the Census data reveals that Kootenai County's population age distribution in the year 2000 is extremely similar to the 1990 figures. There has been only a slight increase in the median age (from 35 to 36). Kootenai County's Census 2000 median age of 36.1 is higher than that of the state (33.2) and the U.S. (35.3).

The two largest age groups in the year 2000 were ages 5 to 19 (23.1% of the population) and ages 35–49 (23.3% of the population). These two age categories have remained relatively stable but are slightly increased compared with 1990 figures.

In 2000, 33.7% of Kootenai County's population lived in the unincorporated area of the County.

This is only a slight increase over the related figure of 33.2%. However, it is of interest to note that the unincorporated resident population was up to 43.1% in 1980; and stood at 39.6% in 1990. This fluctuation is attributable to several factors, including births, deaths, and migration. However, it is influenced most heavily by annexation of unincorporated lands into the County's Cities. This clearly demonstrates a trend of a decreasing percentage of the overall County's population living in the unincorporated County. The Plan envisions this trend to continue and directs high-density growth into the cities that have the capacity to provide urban level services. This is a characteristic that the success of this Plan will be judged on.

Population data made available by the Idaho Department of Commerce and Labor in October of 2005 estimates that the 2005 population of Kootenai County was 122,971, representing a 13% increase in the five years since the 2000 Census. Another estimate of the County's 2005 population referenced in the Kootenai Metropolitan Planning Organization's 2007 Transportation and Human Services Plan is even higher at 127,668 (a 17.5% increase). Between 1990 and 2000, the fastest-growing city in Kootenai County was Post Falls, which experienced a 135% population increase in that decade.

The County's population density has also been increasing. Population density is an important figure because it represents how many people there are in relation to the amount of land within a given boundary. It can be a good tool for community planning and a useful general indicator of how intensely the land is being developed.

Kootenai County has the third-highest density in the state (Ada County has the highest density at 285; Clark County has the lowest at 0.6).

### Future Population Trends

Based on recent population trends and current forecasts, it is likely that population growth



will exceed the U.S. rate of 1% for the next 10 years. Therefore, even though growth rates can fluctuate considerably from year to year, an average annual growth rate of at least 2% for the next 10 years would not be unreasonable to assume for the planning process.

Both the unincorporated and incorporated areas of the County have experienced moderate to strong population increases over the last decade. This trend is expected to continue in the future. Using the U.S Census population estimate, the County's population will have increased by 53% between 2005 and 2030. Future population growth in unincorporated areas can be proactively limited, if so desired, through a variety of growth strategies.

City population growth also needs consideration for future planning in the unincorporated County. City population growth affects County interests primarily due to city resident use of public lands in the unincorporated areas.

**GOAL:** To monitor and measure population and settlement densities in order to project growth characteristics for ongoing planning purposes using all available resources.

#### Policies:

1. Make current population, housing permits, development pattern and other analytical data available to the Planning Commission, Board of County Commissioners, regulatory agencies and the public annually or as needed by the appropriate departments.

2. Identify and document population trend changes and resulting implications and formulate recommendations to the Board of County Commissioners for element amendments, as deemed necessary by the Planning Commission.

3. Maintain a list of available sites/parcels by zone categories to help balance available sites with population growth and development.

#### **GOALS AND POLICIES**

The goals and policies in this chapter are intended to articulate the community vision toward the regions anticipated population growth and not to

~~be regulatory, but provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with The Plan.~~

**~~GOAL 1:~~** Monitor trends and establish adjustment mechanisms.

#### **~~Policies and Implementation Strategies~~**

~~P-1A. Explore the establishment of social indicators and the possibility of conducting social impact assessments, and incorporating such assessments into future planning processes.~~

~~P-1B. Conduct quarterly data gathering and review of countywide housing permits.~~

~~P-1C. Identify data sources to track population traits between U.S. Census counts and conduct annual comparisons to Census count history and to population projections.~~

~~P-1D. Identify and document trend changes and resulting implications.~~

~~P-1E. Present annual reports on population change information to the Planning Commission for purpose of comparison with forecasted expectations and consistency with the goals and policies of this chapter.~~

~~P-1F. Formulate recommendations, based on annual reports on population change, to the Board of County Commissioners for chapter amendment, as deemed necessary by the Planning Commission.~~

**~~GOAL 2:~~** Anticipate continuing growth and development demand. Guide future development to encourage orderly infill.

#### **~~Policies and Implementation Strategies~~**

~~P-2A. Coordinate with adjoining counties and cities regarding regional planning. Support the goals and objectives of the Plan.~~

~~P-2B. Task the Planning Commission with Ongoing comprehensive evaluation of population and demographic data forecasts.~~

# **SCHOOL FACILITIES AND TRANSPORTATION**



## **CHAPTER 3**

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## CHAPTER 3

### Element (c) – School Facilities and Transportation

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#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan supports school districts and the expansion of educational opportunities. The planning commission believes school districts should be notified about larger residential developments so mitigation may be addressed. The 2019 Update proposes policies supporting school district planning efforts and informing districts about larger residential developments so mitigation measures may be discussed.

#### **Community Vision 2028**

*“We enjoy a stable economy that provides an affordable community for an economically diverse population. Through the minimal and wise use of resources, we have an economy that can be sustained over time and that produces well-paying jobs for our residents. We have a comprehensive educational system that strengthens our workforce and ability to diversify our economic base. We need to plan long range, with a consistency of approach and application. A view to our future must drive our decisions.”*

—Kezziah Watkins Report



***Lake City High School***

#### **Overview**

The provision of adequate educational facilities and programs is essential to the quality of life in the County. Residents are served by six public school districts with two districts serving both

Kootenai and neighboring counties. Five public institutions of higher education currently have a presence in the County.

The following information has been taken from the Idaho State Department of Education 2007 End-of-the-Year Report.

#### **Facilities and Enrollment**

**Coeur d’Alene School District 271** is the largest local district, with a total enrollment of 10,646 students. Two high schools (Coeur d’Alene High School with 1,564 students; and Lake City High School, with 1,545 students) are projected to meet the enrollment needs of high school students for at least 15 years. Three middle schools (Canfield Middle School, with 778 students; Lakes Middle School, with 606 students; and Woodland Middle School with 791 students) are adequately meeting student population needs. The 10 elementary schools are: Atlas Elementary School (530 students), Borah Elementary School (389), Bryan Elementary School (365), Dalton Elementary School (398), Fernan Elementary School (501), Hayden Meadows Elementary School (614), Ramsey Elementary School (562), Skyway Elementary School (611), Sorensen Elementary School (219), and Winton Elementary School (284). The district is currently projecting the need to build an elementary school to the north as growth demands. Two alternative schools are present in the district. The Bridge Academy serves 176 students in grades 9–12, while Project CDA serves 197 students in grades 7–12. The Coeur d’Alene Charter Academy, with an enrollment of 467 students in grades 6–12, is the only charter school in The County.

**Post Falls School District 273** is the second- largest district, with a total

## SCHOOL FACILITIES AND TRANSPORTATION 3-2

enrollment of 5,290 students. Post Falls High School (1,457 students) completed an eight-classroom addition in August 2007. Two middle schools, Post Falls Middle School (749) and River City Middle School (492) are adequately serving the middle school population. Frederick Post Kinder Center, grades Pre–K, has an enrollment of 396 students. The four elementary schools are: Mullan Trail Elementary School (423), Ponderosa Elementary School (488), Prairie View Elementary School (606), and Seltice Elementary School (603). A groundbreaking ceremony for West Ridge Elementary School was held on May 22, 2007. The land for this project was donated by a developer, and the school will make accommodations to ensure a seamless blend into the neighborhood. Special attention has been given to coordinate the West Ridge playground and parking lot with a proposed adjacent city park. West Ridge Elementary School is slated to open for the 2008–2009 school year. New Vision School is an alternative school serving 76 students in grades 9–12. The district is focused on acquiring a site for a future high school, which requires a minimum of 40 acres. It is currently looking at the possibility of expanding a current site, or sites, to a size large enough to construct a high school. One unused 10-acre elementary site is in its possession, and there are discussions related to acquiring two more. The district owns a 20-acre middle school site as well.

**Lakeland School District 274** has a total enrollment of 4,485 students. Two high schools, Lakeland Senior High School (602 students) and Timberlake Senior High School (528), currently serve the population adequately. Lakeland Junior High School (670 students in grades 7–9) and Timberlake Junior High School (289 students in grades 7–8) are adequately meeting population demands. The six elementary schools are: Betty Kiefer Elementary School (521), Garwood Elementary School (520), John Brown Elementary School (495), Spirit Lake Elementary School (369), Athol Elementary and Twin Lakes Elementary School (315). An alternative school, Mountain View High School, serves 96 students in grades 9–12. In addition, the district owns 13 school sites (three of which

are not developed) totaling approximately 179.5 acres of property.

**Kootenai School District 274** has a total enrollment of 262 students. Kootenai Junior-Senior High School has 136 students in grades 7–12. Harrison Elementary School has 126 students in grades K–6. The district currently has no expansion plans.

**Plummer/Worley Joint District 44** was created from the consolidation of the Worley and Western Benewah school districts in 1990. Kootenai County students attend elementary school in Worley and are bused to middle school and high school in Plummer. Total enrollment of the district is 478 students. Lakeside High School has an enrollment of 141 students in grades 9–12. Lakeside Middle School has an enrollment of 117 students in grades 6–8. Lakeside Elementary School has an enrollment of 220 students in grades PreK–5. The district currently has no expansion plans. The Coeur d’Alene Tribe Department of Education is working to align the Plummer/Worley School District’s high school vocational courses technology; food science and nutrition; apparel design; housing, interiors, and furnishing; family living; welding; small engines; and greenhouse nursery with North Idaho College (NIC) courses as a way for high school students to earn college credit. Also, the Tribe continues to work with NIC in offering dual enrollment courses and interactive video conference classes at the high school and at the Coeur d’Alene Tribe Department of Education.

**Kellogg Joint School District 391** is in Shoshone County but serves 107 Kootenai County students. Sixty of those students in grades K–5 attend Canyon Elementary School in Cataldo. These students are then bused to middle and high schools in Kellogg. There are no plans to change this arrangement.

**Finances**

The General Maintenance and Operation (M&O) Fund includes the majority of revenues and expenditures of a school district. This fund accounts for the financial operation of the district's instructional programs supported by local tax revenues and state foundation support appropriations. All other funds account for the revenues and expenditures of specific types of activities (e.g., special state and federal programs, retirement of debt, and capital projects). The complete financial report of every district in Idaho is available on the State Department of Education website at [www.sde.idaho.gov](http://www.sde.idaho.gov). The County school districts have been successful in updating and building new schools through the passage of levies and bonds to keep pace with enrollment demands.

**Transportation**

School district transportation programs vary greatly in the number and percentage of students bused, the cost, and the distance traveled. Districts are very aware of keeping travel time and bus transfer routes to a minimum. Maximum travel time one-way ranges from 45 minutes to 2¼ hours, including wait time and transfers; however, the majority of students spend less than one hour traveling to school. Transportation concerns play a large role in the planning of new schools.

**Private Education**

Complete and accurate data is difficult to collect with regard to private schools. Only those non-public schools wishing to provide information to the Idaho State Department of Education are included in the annual report. Accreditation status is not necessarily reported. Nine non-public schools, including preschool through 12th grade schools, chose to be listed in the 2007–2008 Idaho State Department Education Directory. It is believed that this number is significantly lower than the actual number of fully operational non-public schools in the County.

**Home Schooling**

Idaho does not regulate or monitor home school education. Most home school parents/students form local support networks. Home school individuals or groups can access local, state, and federal resources by contacting their local school districts for more information. Complete and accurate home school data cannot be collected.

**Higher Education**

The next few years are certain to bring about substantial change in the higher education arena in the County. North Idaho College, Lewis-Clark State College, University of Idaho, Boise State University and Idaho State University currently operate local programs. The proposal to create a university-college complex in Coeur d'Alene through co-location of NIC, LCSC, UI, and ISU has substantial potential for the colleges, county, and the region. But if, when, and how it will happen, who will be involved, how it will evolve, and where the funding will come from, remain uncertain. NIC's aim to acquire additional land for long-term needs of the college, area high schools, and the region is very much on the minds of college officials. Regional business and industry continue to push for more professional/technical programming. NIC's Workforce Training programs, primarily short-term and noncredit, have been the salvation of many citizens, businesses, and organizations. The dual credit program and tech-prep, wherein qualified high school students get a head start by taking classes that generate both high school and NIC credits, have been growing rapidly in recent years. Distance education taking higher education coursework via computer or other alternative methods than the traditional classroom/lecture format continues to grow.

## SCHOOL FACILITIES AND TRANSPORTATION 3-4

### Summary

The majority of concerns affecting school districts and higher education reflect impacts from growth and development. Good communication between school districts and the County in the subdivision process is one way of ensuring that school districts anticipate growth and plan their needs in advance of demand.

**GOAL:** To support school districts and other educational providers in establishing future school sites and meeting their transportation needs.

### Policies:

1. Provide relevant information on proposed residential development applications with the appropriate impacted local school districts.

2. Develop regulations which require applicants for large-scale (50 or more residential units) residential developments to consult with local public school district officials at the pre-application stage.

3. Develop regulations which require large-scale residential developments of 50 or more residential units to address the mitigation of impacts on public school facilities and services.

### **GOALS AND POLICIES**

The goals and policies in this chapter are intended to articulate the community vision toward the region's educational system and not to be regulatory but, provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with The Plan.

**GOAL 1:** Support school districts in the establishment of future school sites to ensure adequate education facilities and transportation needs are addressed.

### **Policies and Implementation Strategies**

E-1 A. Promote cooperation and communication with state, county, and municipal governments to coordinate efforts

with local school districts to assess and address future needs for education facilities, including preferred locations and transportation requirements through the long range planning process.

E-1 B. Prepare and provide relevant information on proposed residential development applications with the appropriate impacted local school districts.

E-1 C. Develop regulations which require residential land use applications to address mitigation of impacts on public school facilities and services.

**GOAL 2:** Raise educational attainment in The County so as to increase per capita income and corresponding housing affordability.

### **Policies and Implementation Strategies**

E-2 A. Encourage development of a centrally located professional/technical education campus.

E-2 B. Encourage educational entities to coordinate long range planning efforts for all levels of schooling, in order to communicate desired future school acquisition sites to the County for use in evaluating development applications.

E-2 C. Cooperate with education providers and employers in developing facilities and programs meeting a continuum of educational needs at the K-12, college and continuing professional/technical education levels.

**GOAL 3:** Allow alternatives to traditional large scale public schools in order to increase land use mix and reduce transportation trips and sprawl.

### **Policies and Implementation Strategies**

E-3 A. Consider allowing small schools as a permitted use in all land use designations.

## SCHOOL FACILITIES AND TRANSPORTATION 3-5

~~E3 — B. Develop regulations which encourage land dedications from large development applicants to educational land trusts, which may benefit smaller alternative, nonprofit schools as well as public school districts.~~

~~**GOAL 4:** Encourage early coordination between affected school districts and development applicants.~~

### ~~**Policies and Implementation Strategies**~~

~~E4 A. Develop regulations which require applicants for large scale developments to consult with local public school district officials at the pre-application stage to avoid future problems and conflicts for students and their parents as the development is created and sold.~~

# **ECONOMIC DEVELOPMENT**



## **CHAPTER 4**



## CHAPTER 4

### Element (d) – Economic Development

#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan contains many dated economic development charts and statistics. The planning commission believes commercial and industrial development should be located in areas where adequate supporting infrastructure exists, and other economic activities should be encouraged and, when necessary, regulated. The 2019 Update proposes policies that support a diverse economy, direct commercial and industrial development be located where adequate infrastructure exists, and regulate home-based businesses and cottage industries when necessary.

#### **Community Vision 2028**

*“We understand that our commitments to our place and our community must be balanced with an equal dedication to a sustainable local economy. We cannot sacrifice either for the other.”*—Kezziah Watkins Report

#### **Overview**

This chapter is intended to be an overview of the key economic development indicators in the County. There is data publicly available on government websites and it represents the data most frequently used by federal, state, and private agencies (including grant-making agencies) when evaluating local economic conditions. Although no data collection process is without statistical error, the data presented is collected using well-documented guidelines based on modern statistical methods. As a result, reliable comparisons between geographic areas and over time are possible.

The economic development indicators are population; personal income and wages; current household income distribution, poverty, and education; sources of employment; and housing affordability.

#### **Future Population Trends**

See Chapter 4, Population.

#### **Personal Income and Wages**

##### ***Personal Income Data***

The broadest measure of income available for counties is Personal Income (PI). PI data is available from the Bureau of Economic Analysis (BEA) at [www.bea.gov](http://www.bea.gov). PI is one of the most closely watched indicators of economic development for counties. PI is measured by place of residence, so it reflects the income of the County’s residents, even if they are employed in a different county. Proprietors’ income represents sole proprietors and non-incorporated partnerships (both farm and non-farm). PI is income before income taxes and other personal taxes, and is in nominal dollars (i.e., PI has not been adjusted for inflation).

Finally, to make geographic areas comparable regardless of population size, PI is often converted to a per capita basis. For a county, this is done by dividing a county’s PI in a given year by the county’s total population in the same year. This can also be done for the U.S. as a whole. BEA makes this conversion using the annual population estimates provided by the U.S. Census.

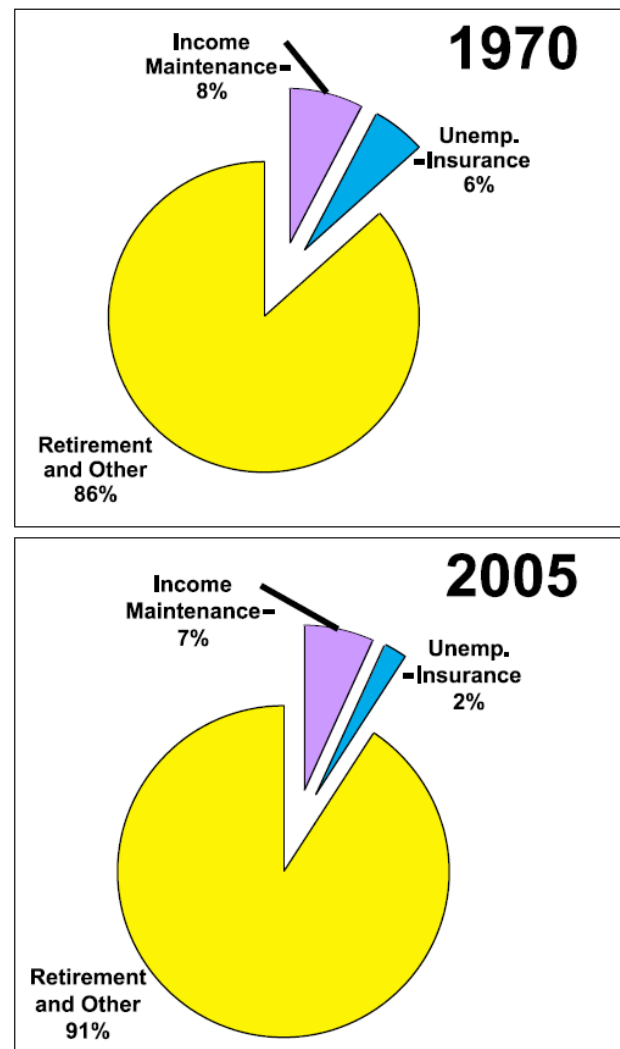
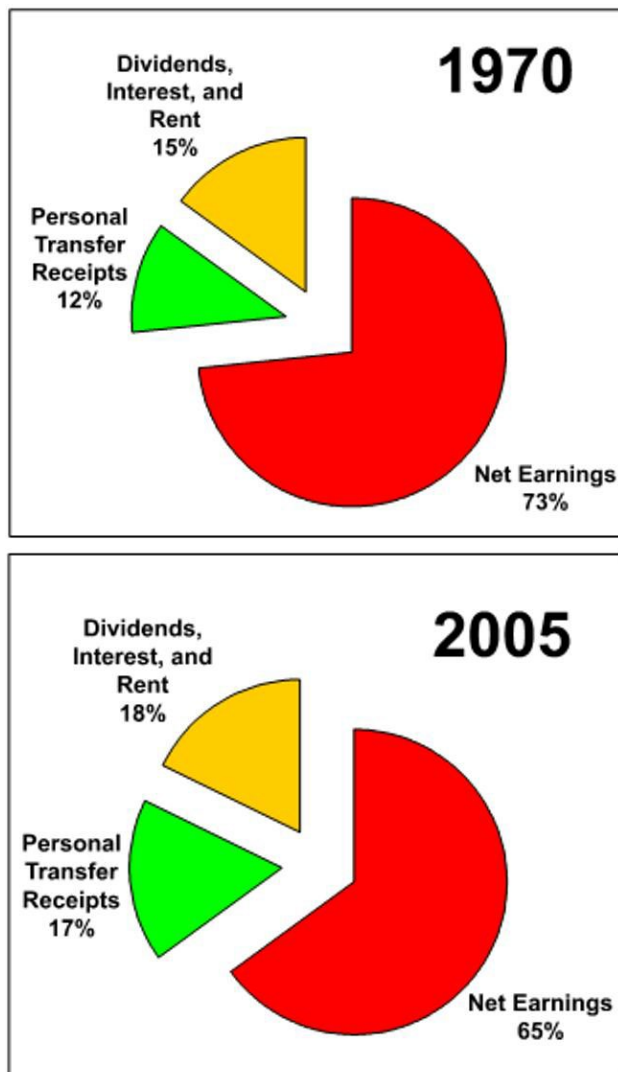
##### ***Personal Income Analysis***

The share of each major PI component is shown in Figure 3 (top graphs) for 1970 and 2005. There has been a noticeable increase in the shares of investment income and transfer receipts at the expense of net earnings. As will be shown below, these share increases reflect higher growth rates in investment income and transfer receipts. It is also useful to break out the major categories of transfer receipts, also shown in Figure 3 (bottom graphs). Contrary to popular

## ECONOMIC DEVELOPMENT 4-2

belief, in both 1970 and 2005 unemployment and welfare benefits (“unemployment insurance” and “income maintenance”) are dwarfed by transfer payments associated with social security and government-financed health care (“retirement and other”). Inside “retirement and other,” the fastest-growing component has been health care payments. The share changes in Figure 3 are not unusual relative to other counties in the U.S.

**Figure 3: Sources of Personal Income in Kootenai County, 1970 and 2005**



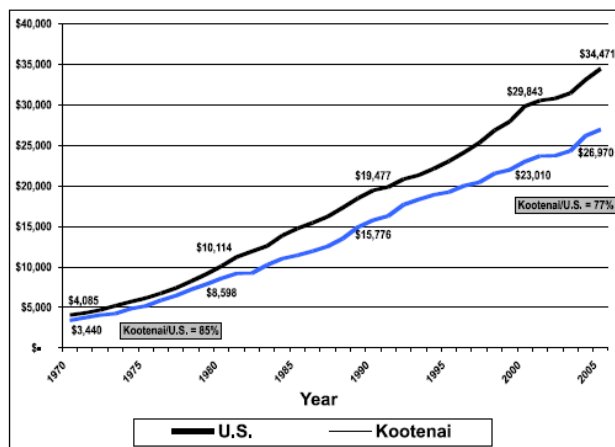
Like most U.S. counties without a major metropolitan area (for example Seattle, San Francisco, or New York), the County’s nominal per capita PI has historically been less than the U.S. average, but the gap widened noticeably in the mid-1980s. Figure 4 shows that from 1970 to 1980, the County’s per capita PI was about 85% of the U.S. average, but this fell to about 77% by 2000. As will be shown next, this decline reflects a slower *real* annual income growth rate in the County compared with the U.S.<sup>1</sup>

To measure the change in the actual purchasing power of the County’s per capita personal income, it is important to adjust for inflation. For any given year, the real annual growth in per capita PI is approximately equal to the

<sup>1</sup> The data for Kootenai is inflation adjusted using the CPI for the western U.S., and the U.S. data is adjusted using the national CPI.

nominal growth rate in per capita PI less the inflation rate in the same year. A positive real growth rate means a region's citizens have experienced income growth in excess of inflation, which translates into the ability to buy more goods and services over time.

**Figure 4: Annual Nominal Per Capita Personal Income, 1970–2005**



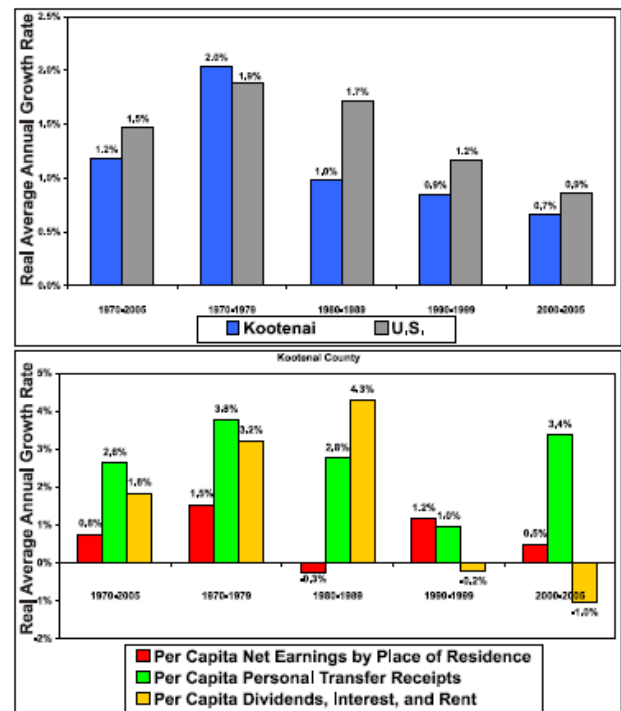
Real average annual growth rates for 1970–2005 for the County and the U.S. are shown in Figure 5 (top graph). These real rates were calculated using the Consumer Price Index (CPI). Although the County has experienced positive real income growth, it has been less than the U.S. average and, like the U.S., has declined over the last three and half decades. In the 1970s, the County enjoyed a real average annual growth rate of 2%, nearly the same as the U.S. average; however, in the 1980s the county's average growth rate declined to around 1%, significantly lower than the U.S. By the new century, however, the U.S. growth rate had fallen to a similar level.

Figure 5 (bottom graph) breaks the real growth rate of per capita PI into its three main components (net earnings, investment income, and transfer receipts). Over 1970–2005, transfer receipts and investment income grew considerably faster than net earnings. The negative real growth rate for investment income over 2000–2005 reflects the exceptionally low interest rates during this period.

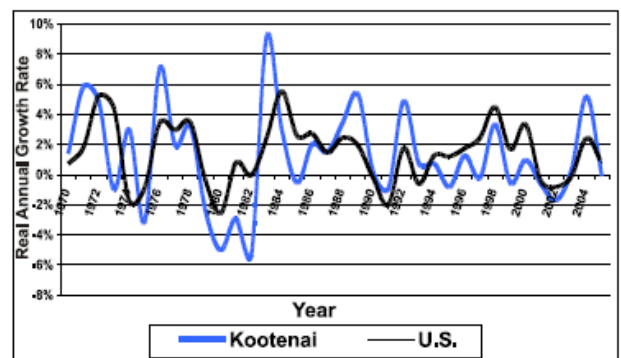
Finally, per capita PI is also a useful measure of a County's long-run correlation with the

national business cycle. Figure 6 compares the annual real growth rate in per capita PI from 1970–2005 for the County and the U.S. The figure shows that the County is highly correlated with the U.S., but was significantly more volatile until the early 1990s. In part, the decline in volatility reflects the County's gradual shift away from more resource-based businesses in favor of businesses with a service or retail orientation.

**Figure 5: Real Average Annual Growth in Per Capita Personal Income, 1970–2005**



**Figure 6: Annual Real Growth in Per Capita Personal Income, 1970–2005**



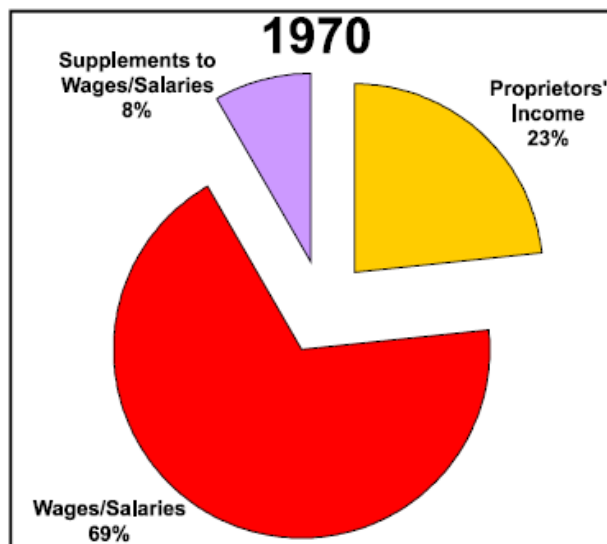
### Average Wage Data

From the PI data, Average Earnings (AE) per job can be calculated. AE per job can be thought of as the gross average wage per county job and, like per capita PI, is comparable between geographic areas and over time. AE per job is Earnings by Place of Work (EPW) divided by total jobs located in the County, where the individuals filling these jobs may or may not be County residents.

### Average Wage Analysis

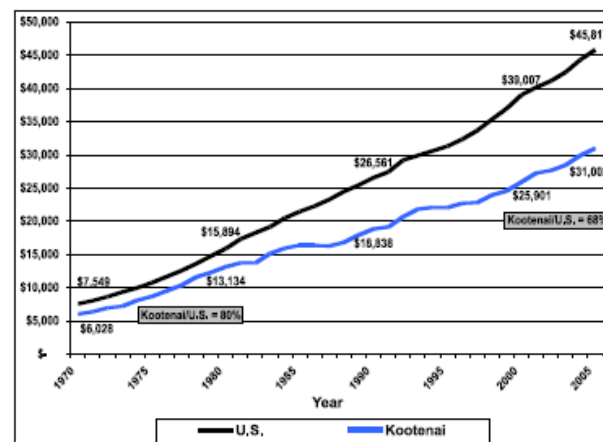
The share of each major EPW component for 1970 and 2005 is shown in Figure 7. There has been a noticeable increase in the share of employer supplements to wages/salaries and a significant decrease in the share of proprietors' income. In contrast, the share of wage/salary disbursements has changed very little. As will be shown below, the share increase of employer supplements between 1970 and 2005 reflects its relatively rapid growth compared with the very weak growth of proprietors' income. As with PI, the share changes in Figure 7 are not unusual relative to other counties in the U.S.

**Figure 7: Sources of Earnings by Place of Work in Kootenai County, 1970 and 2005**



As with per capita PI, AE per job has historically been lower than the U.S. average, and the gap widened after the mid-1980s. Figure 8 shows that from 1970–1980, the County's AE per job was about 80% of the U.S. average, but this fell to less than 70% by 2000.

**Figure 8: Annual Average Earnings per Job, 1970–2005**



This decline reflects a slower real growth rate in AE per job compared with the U.S. Figure 9 (top graph) shows the County's average annual real growth rates for AE per job. For any given year, the real annual growth in AE per job is approximately equal to the nominal growth rate in AE per job minus the CPI inflation rate in the same year. From 1970–2005, real growth in AE per job was zero this means the purchasing power of AE per job in 2005 was the same as it was in 1970. In the other words, the average annual nominal growth rate of AE per job has

just kept pace with CPI inflation rate over this period.

**Figure 9: Real Average Annual Growth in Average Earnings per Job, 1970–2005**

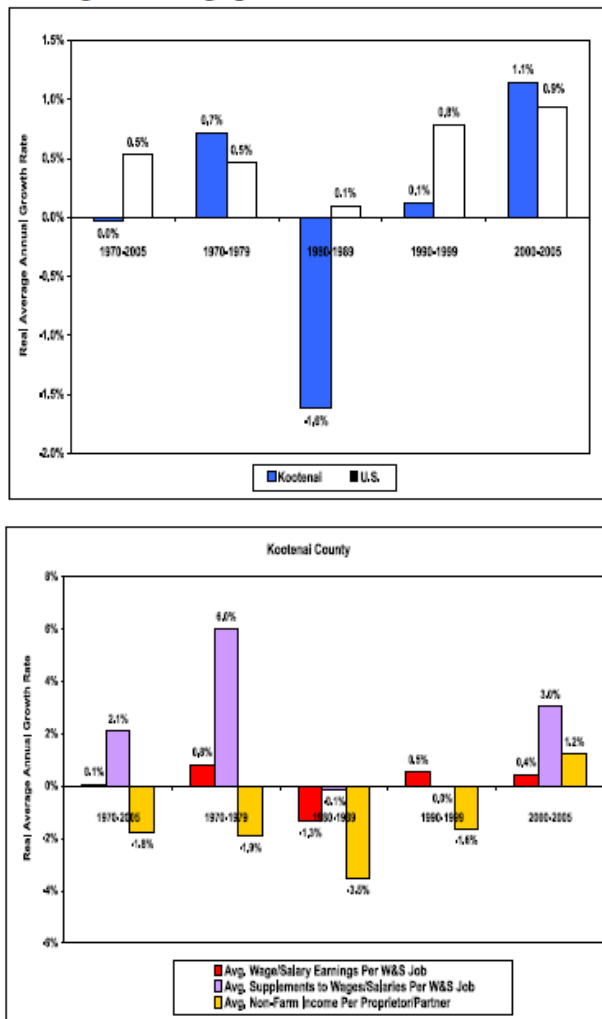


Figure 9 (bottom graph) breaks the real growth rate of AE per job into its three main components (wage/salary disbursements, employer supplements to wages/salaries, non-farm proprietors' income). Over 1970–2005, employer supplements per wage/salary job grew more rapidly than wage/salary disbursements per wage/salary job, which had essentially no real growth. In contrast, the average annual growth rate for non-farm proprietor's income per proprietor was negative, indicating the purchasing power of small business income in 2005 was significantly less than in 1970. To some extent, this reflects a national consumer shift away from small-scale retail operations. Over 2000–2005, however, the County has

enjoyed positive real growth rates in all areas. This reflects the county's robust employment growth following the 2001 recession.

### ***Future Income and Wage Trends***

The county should continue to expect a long-run real growth rate between 0.5% and 1% for per capita PI and between 0% and 0.5% for AE per job. Given the increasing number of baby boomers reaching retirement age, it is likely that the fastest-growing component of PI will continue to be retirement-related transfer payments and investment income. In the absence of significant changes to the health care system, the fastest-growing component of EPW will likely continue to be employer supplements to wages/salaries. Finally, as the County's urbanization increases, its correlation with the national business cycle is likely to increase.

### **Current Household Income Distribution, Education, and Poverty**

#### ***Household Income Distribution, Education, and Poverty Data***

The most current and comprehensive data on economic and social demographics comes from the U.S. Census as part of the American Community Survey (ACS). The ACS is an annual data bridge between the 2000 and 2010 population censuses. Currently, it is based on sample surveys of metropolitan statistical areas (MSAs) and focuses on social, economic, demographic, and housing statistics.<sup>2</sup> It will be gradually extended to all U.S. counties. The ACS data can be accessed from the U.S. Census at [www.census.gov](http://www.census.gov). As with Census' population estimates, the ACS data is widely used because of its comparability between geographic areas.

The definition of Household Income (HI) differs from the Bureau of Economic Analysis' (BEA) measure of per capita personal income. First, the unit of measure is the household, which can

<sup>2</sup> The BEA uses the MSA definitions issued by the Office of Management and Budget. According to the BEA, "The OMB's general concept of a metropolitan statistical area...is an area consisting of a recognized population nucleus and adjacent communities that have a high degree of integration with that nucleus." Census officially designated the Coeur d'Alene areas as a new MSA in 2002. (Based on 2000 data)



## ECONOMIC DEVELOPMENT 4-6

represent a one-person household or a multiple-person household. Second, the Census considers only money income, which excludes the in-kind payments associated with programs like Medicare or Medicaid. In addition, unlike the BEA data, the Census provides its own inflation adjustment to HI. Although the BEA's income data is useful for examining long-run income and wage trends, the Census' HI data offers a window into the *distribution* of an area's income.

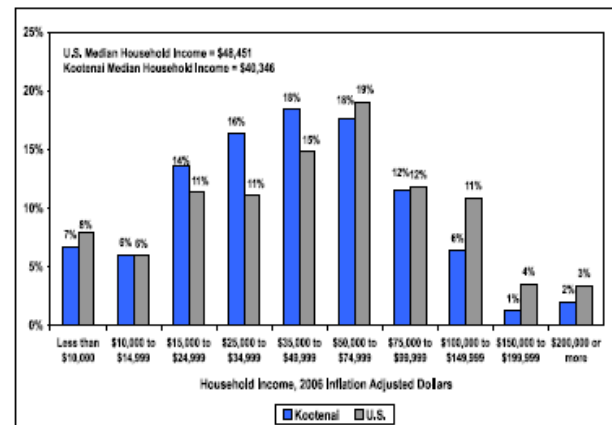
The education data represents an accounting of educational attainment by an area's *current* residents. The educational levels measured go from ninth grade or lower to graduate/professional degrees.

Finally, the poverty data is based on U.S. poverty thresholds based on household size. Although the federal thresholds are often criticized for being too low, they represent a single, well-known measure of poverty that results in comparable poverty rates. Although the original poverty thresholds were established in the 1950s, they are increased annually by the rate of inflation. The thresholds can be accessed from the U.S. Census website. The poverty rate reflects the percentage of a group (for example individuals or families) that fall below the appropriate poverty threshold.

### ***Household Income Distribution Analysis***

Figure 10 shows the 2006 distribution of HI by the percentage of households in a given income range for the County and the U.S. (the percentages each sum to 100%). Figure 10 also shows the median HI for all households in the County and the U.S. The median HI represents the level of income that 50% of households are above and 50% are below. Median HI is a better measure of the typical household's income, since the arithmetic average of income can be heavily skewed by a just a few wealthy households.

***Figure 10: Distribution of Household Income, 2006***



The 2006 inflation adjusted median HI in the County is \$40,346, compared to \$48,451 for the U.S. In other words the County's median HI is about 83% of the U.S. median. Compared with the U.S. figures, the County's lower median reflects a higher proportion of households in the income categories stretching from \$15,000 to \$49,999, and a lower proportion of households in the categories stretching from \$100,000 and higher. Given that the County is still composed of a relatively small metropolitan center (the City of Coeur d'Alene) surrounded by large rural areas, it's not surprising that its current HI distribution is lower than the U.S. distribution. In addition, as will be discussed below, differences in educational levels between the County and the U.S. are likely reflected in the two distributions.

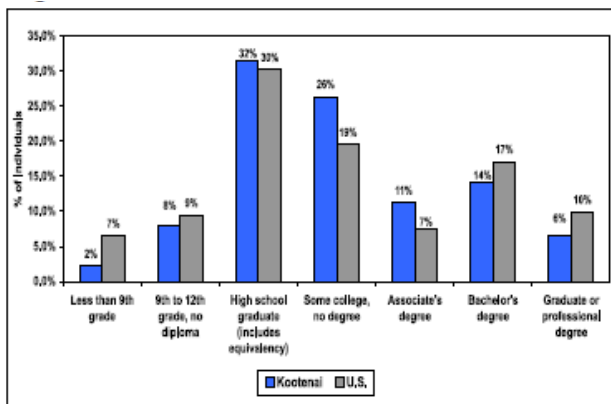
### ***Educational Attainment Analysis***

Educational attainment is one of the key drivers of an individual's income. Figure 11 compares individual educational attainment in the County and the U.S. as of 2006. The individuals in each educational category do not overlap, so the percentages on each bar for the County (or the U.S.) sum to 100%. The County compares favorably to the U.S. through the associate's degree level, but has fewer individuals with bachelor's and graduate/professional degrees. Since the income gain associated with a bachelor's or graduate degree can be large, the lower percentage of post-associate degrees helps

to explain the County's lower distribution of income relative to the U.S.

However, it is important to remember that the County's degree data reflects **current residents**, and not those who received their education in the area and then left. As was noted above, by the standards of other MSA counties, the County is still not heavily urbanized, which translates into limited opportunities to apply advanced degrees and most likely accounts for the lower percentage of residents with post-associate degrees. In addition, an area's sources of employment will also impact the educational level of residents, which in turn will impact HI.

**Figure 11: Educational Attainment, 2006**



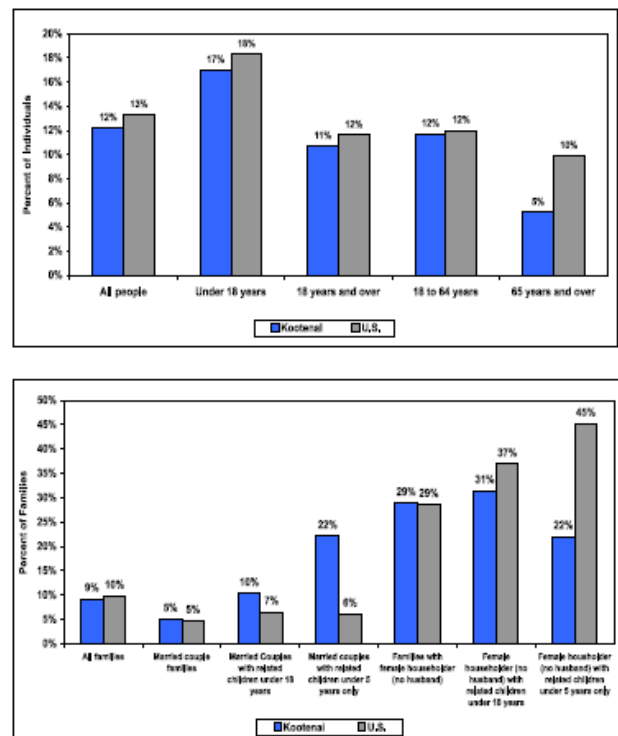
### Poverty Rate Analysis

Finally, related to the HI and education, is poverty. Figure 12 examines poverty rates according to age and family status. In the comparison of poverty by age (top graph), the County's rates for each age category are nearly identical to those for the U.S., with the highest rates occurring for individuals under 18 years. The exception is the County's "65 and over" category, which is half the U.S. rate of 10%. This likely reflects the County's growth as a retirement destination for higher-income individuals.

Based on family status (Figure 12, bottom graph), the County's poverty rates are again largely in line with the U.S. average. In particular, in both the County and the U.S., rates are very high for families headed by females (no husband present). Although the County's

poverty rate for female-headed families with children under five years is half the U.S. rate of 45%, it is still high compared with rates for all families. Although poverty rates can be volatile from year to year, the data do indicate that, like the U.S., the County's most acute poverty problems are associated with children (individuals under 18 years of age) and families with children, especially when no husband is present. Overall, however, the County's lower median HI and lower levels of advanced education are not pushing its poverty rates out of alignment with the U.S.

**Figure 12: Poverty Rates by Age and Family Status, 2006**



### Future Household Income, Education, and Poverty Trends

Given the County's current size, it is likely that its median HI and distribution of HI will remain below those of the U.S. in the foreseeable future. However, as County urbanization increases, along with the job opportunities that go with urbanization, the percentage of residents with post-associate degrees is likely to increase. For example, the continued expansion of the county's health care and educational sectors will

## ECONOMIC DEVELOPMENT 4-8

drive some of the demand for more advanced degrees. Focusing on poverty, the best way to reduce poverty is through regional economic growth and improved access to educational/training opportunities that can improve lifetime earnings. However, poverty is a persistent problem, and those with the highest poverty rates today—children and single-mother families—will most likely continue to have the highest rates in the future.

### Sources of Employment, Earnings, and Output

#### *Employment, Earnings, and Output Data*

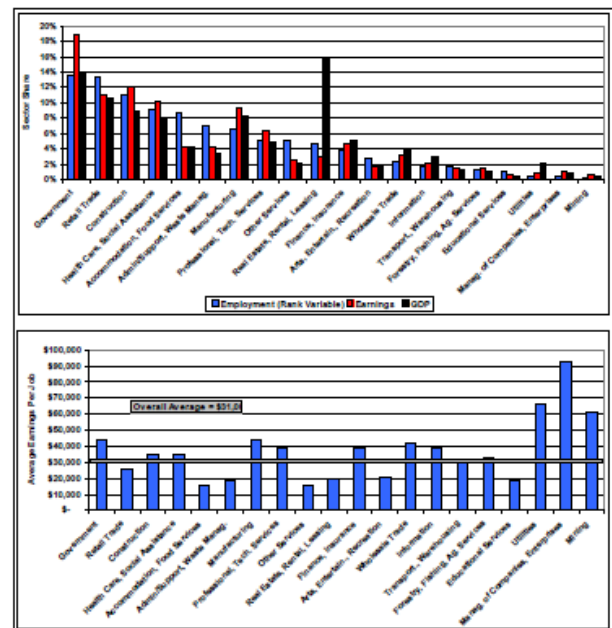
The sources of employment, earnings, and output data come from the Bureau of Economic Analysis (BEA) and the U.S. Census Bureau. This data is widely used because it is standardized and comparable across geographic areas.

The BEA data are used to show the sector shares of non-farm employment, EPW, and Gross Domestic Product (GDP). The BEA sectors are based on the new North American Industrial Classification System (NAICS). The NAICS definitions for each sector can be found on the U.S. Census website. BEA employment data reflects both employer firms (at least one paid employee) and non-employer firms (no paid employees).

The EPW data can also be used to show the Average Earnings (AE) per job in each sector. The GDP data reflects a new BEA series (available back to 2001) that measures output for each U.S. MSA.

Finally, U.S. Census data on both employers and non-employers are used to analyze firm size.

**Figure 13: Sources of Employment, Earnings, and GDP in Kootenai County, 2006**



#### *Non-Farm Employment, Earnings, and Output Analysis*

The single largest employer in the County is the government sector, which represents federal, state, and local government employment.<sup>3</sup> In addition, it is also the largest earnings generator and one of the largest contributors to GDP. Within the category of government, over 70% of employment and earnings is generated by local government, where the majority of local government reflects local public schools. Nevertheless, the government's employment share has declined from about 20% in 1970. This decline reflects slower public sector employment growth compared with overall non-farm employment growth.

The next four top employers are retail, construction, social assistance and health care, and accommodation and food services. As a whole, the top five employment sectors account for over 50% of the County's employment and earnings and nearly 50% of GDP. Of these five

<sup>3</sup> The BEA definition of government employment includes active duty military personnel and those employed by tribal enterprises. According to the BEA, -Military employment is measured as the number of military personnel assigned to active duty units that are stationed in the area plus the number of military reserve unit members.



sectors, government and social assistance and health care are the most likely to require a bachelor's or graduate/professional degree. However, the real estate, rental, and leasing sector stands out in that it accounts for a relatively small share of employment and earnings, but a large share of GDP 16% compared with the government's 14% share. In part, this reflects the strong demand for real estate and rental services in a rapidly growing region. Nevertheless, even in 2001, three years prior to the 2004–2005 housing boom, real estate's GDP share (13%) was still second only to the government's share (15%). Aggregated across all MSAs, real estate also stands out as a major contributor to GDP with a 13% share of output.

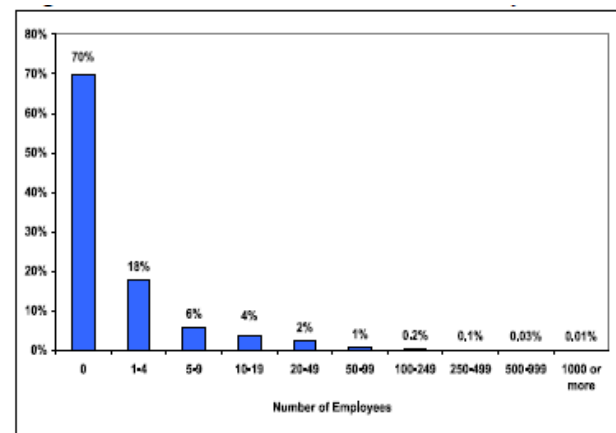
Sectors in which the share of earnings is larger than the share of employment reflect above-average wages. Within the top five employers, government, construction, and social assistance and health care pay above average earnings. In contrast, the highest paying sectors utilities; management of companies and enterprises (i.e., the management of holding companies); and mining have the smallest shares of employment.

### *Size of Firm Analysis*

Figure 14 shows size of firm data by employment range in the County for 2005.<sup>4</sup> Non-employer firms account for 70% of firms, while employer firms only account for 30%. These shares are similar to the shares for the U.S. as a whole. Therefore, like most MSAs, the County is dominated by small firms over 85% of firms have zero to four employees. However, although large in number, these firms supply only a small fraction of total employment and revenues. Census data for 2004 shows that firms with one to four employees operating in Idaho (County data are not available) account for about 45% of employer firms, but only 7% of total employment; in contrast, firms with 500 or more employees account for only 3% of

employer firms, but for just over 40% of total employment. Census revenue data shows that U.S. employer firms represent only about 30% of firms, but over 95% of revenues. This means non-employers account for about 70% of firms and less than 5% of revenues. If County-level revenue data were available, it appears similar values would likely result for the County.

**Figure 14: Firm Size in Kootenai County, 2005**



### *Future Employment Trends*

The overall rankings shown in Figure 13 will probably not change significantly over the next ten years. However, the share of employment and earnings going to social assistance and health care and accommodation and food services will likely increase somewhat due to robust population growth, especially in the over-50 demographic, and the continued development of the County as a destination resort area. In addition, government's share of employment will continue to decrease as long as overall non-farm employment growth remains higher. Finally, small firms will continue to make up the majority of firms, but employer firms will continue to generate the largest share of revenue. In the category of employer firms, large firms will continue to have the largest share of employment, even though they represent a small share of total employer firms.

<sup>4</sup>The Census' count of employer firms in Kootenai reflects firms based solely in Kootenai and the establishments of firms with headquarters outside the county. For example, in the latter case, this might reflect a manufacturing plant located in Kootenai that is owned by a firm based outside the County.

## Housing Affordability

### *Housing Affordability Data*

Because of the economic and social importance of housing costs, the Office of Federal Housing Enterprise Oversight (OFHEO) and the U.S. Census collect widely used measures of housing costs. The OFHEO is charged with oversight of Fannie Mae and Freddie Mac and, as part of its regulatory functions, it produces a quarterly House Price Index (HPI) for the U.S. as a whole, each state, and MSA. The Census data is from the 2000 Census and the American Community Survey (ACS). The OFEHO data set can be accessed at [www.ofheo.gov](http://www.ofheo.gov) and the Census data at [www.census.gov](http://www.census.gov).

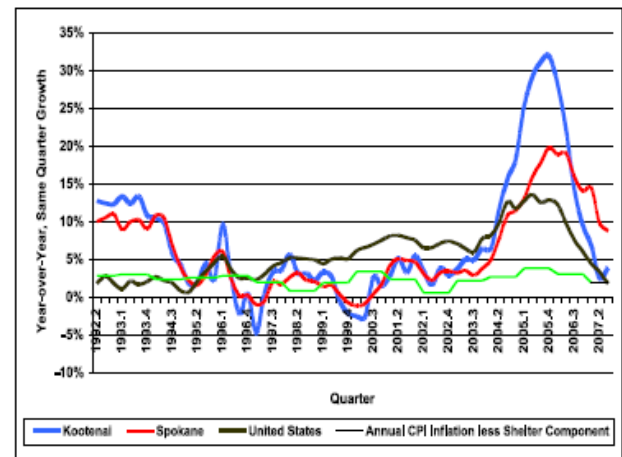
The HPI is used to measure price changes on the sales of existing single-family homes, excluding multi-family units like condominiums; however, the HPI is unique in that follows the same homes over time. By following the same homes, the HPI represents a more consistent measure of price changes since the impact of quality changes will be smaller compared to indexes that add new homes over time. Because the source data is from Fannie Mae and Freddie Mac, the home sales in the HPI reflect those that meet “conforming loan limits” and are “conventional.” The 2007 conforming limit is \$417,000 (with a few exceptions), which means the index does not include home sales at the highest end of the market. Conventional loans are those that are not insured or guaranteed by any government entity. Finally, the index also excludes the sales of condominiums, cooperatives, multi-unit properties, and planned unit developments. More detailed information on the HPI is available from the OFEHO’s website (noted above).

The U.S. Census data from the 2000 Census and 2006 ACS measures housing costs as a percent of household income (HI). Housing costs include not only mortgage payments, but also costs related to taxes, insurance, association fees, utilities, and fuel. The Census also looks at gross rent as a percent of HI, which includes the rent payment plus the renter’s costs for utilities and fuel.

### *Existing Single-Family Home Price Growth Analysis*

Figure 15 shows the year-over-year, same-quarter growth for the U.S., the County, and neighboring Spokane County since 1994. The data shows that prior to the boom market, which started in 2004 and peaked at the end of 2005, the County’s home price growth followed Spokane’s and was close to the rate of CPI inflation, excluding the shelter component. (The real growth rate in housing prices is approximately equal to the HPI growth rate less the CPI inflation rate, excluding the shelter component.) As of third quarter 2007, the County’s the growth rate has returned to its pre-boom norm.

**Figure 15: Nominal Existing Home Price Growth, 2Q 1992–3Q 2007**



Although the rate of growth has moderated, the overall increase in home prices owing to the 2004–2005 housing boom will remain intact as long as housing prices continue to grow. In other words, more modest growth rates will still be attached to a much higher price base compared with the pre-boom period. This can be observed by comparing the median value of all types of owner occupied homes in 2000 and 2006. According to the 2000 Census and the 2006 ACS, the nominal (i.e., not inflation-adjusted) median home price for all types of owner-occupied homes increased from approximately \$120,000 in 1999 to \$226,000 in 2006 an 88% increase or an average annual rate of 9.5%. By comparison, CPI inflation less

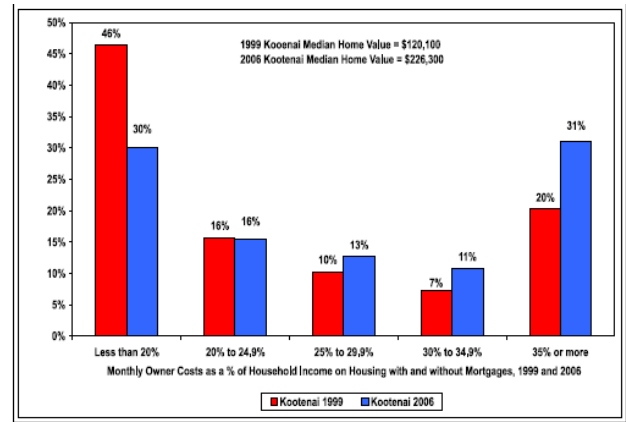
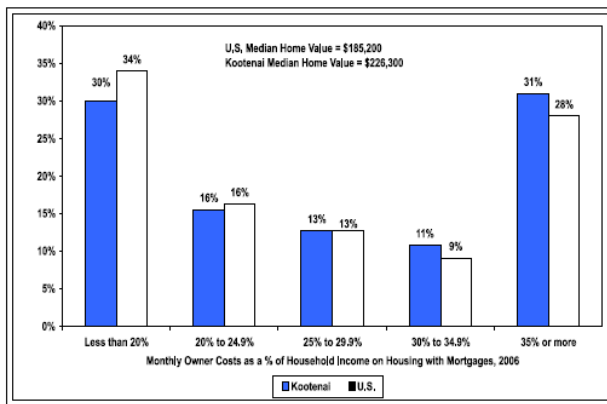
shelter increased by 20%, an average annual rate of 2.6%, over the same period.

Changes in home prices of this magnitude have two impacts, one positive and one negative. The positive impact accrues to those who continued to own their homes before and after the boom these owners have experienced a large increase in their asset wealth. The most obvious negative impact is that housing has become significantly more expensive for young workers and/or low-income individuals.

### *Housing Affordability Analysis*

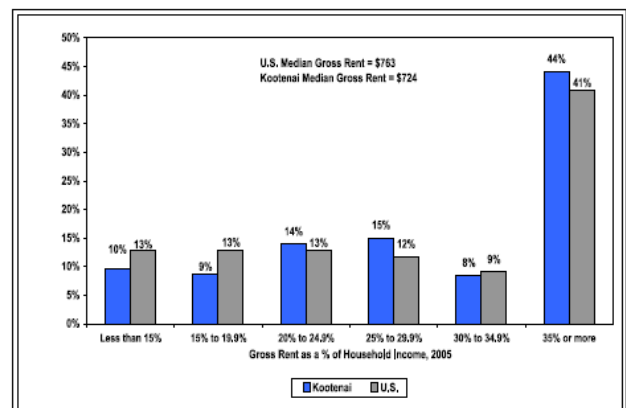
Figure 16 shows the County's housing costs as a percent of owner HI in 2006 compared with the U.S. in 2006 and the county in 1999 (from the 2000 Census). Compared with the U.S. (top graph), the County has a lower share of owner-occupied housing (with a mortgage) with costs in the range of "Less than 20%" of HI and a higher share of housing in the "35% or more" range. Compared with 1999 figures (bottom graph), the County has seen a significant shift toward more costly housing. The share of housing in the "Less than 20%" range fell from nearly 50% to 30%, while the share of housing in the "35% or more" range increased from 20% to 30%. This suggests the share of affordable, entry-level housing has declined considerably over the recent housing boom.

**Figure 16: Housing Costs as a Share of Household Income, 1999 and 2006**

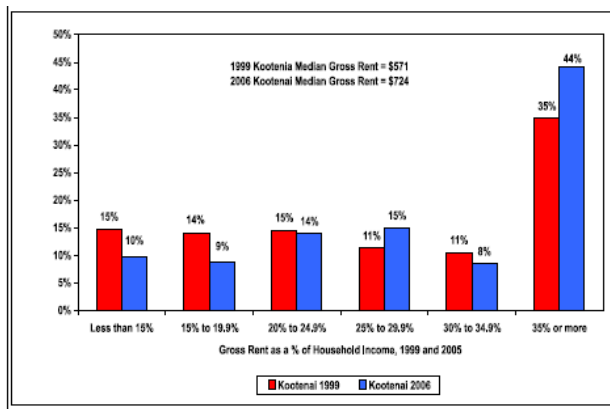


Since the rental market is also a major source of housing, and represents an alternative to home ownership, it is also important to examine rental costs. Figure 17 shows the gross rental costs as a percent of renter HI for renter occupied housing units. The comparisons are to the U.S. in 2006 (top graph) and the County in 1999 (bottom graph). The U.S. comparison shows that, similar to homes, the County has a lower share of lower-cost rentals in the "Less than 15%" and "15% to 19.9%" ranges and a higher share of rentals in the "35% or more" range. Likewise, comparing 2006 to 1999, the County also saw a decline in rentals in the lower two ranges and an increase in the top range. However, in absolute dollar terms, median gross rent between 1999 and 2006 did not change as dramatically compared with median home values. The median gross rent was \$571 in 1999 and \$724 in 2006 a 27% increase or an average annual increase of 3.4%. As noted above, CPI inflation less shelter increased by 20%, an average annual rate of 2.6%, over the same period.

**Figure 17: Gross Rent Costs as a Share of Household Income, 1999 and 2006**



## ECONOMIC DEVELOPMENT 4-12



### *Future Housing Affordability Trends*

Given the relatively slow pace of income and wage growth compared with the rapid increase in home prices during the last decade, the reduction in housing affordability will not disappear rapidly even with the more recent decline in home prices and with interest rates remaining relatively low. Thus, housing affordability will remain a problem for first-time buyers and low-income workers. Especially once growth rates in home prices return to more long-term norms. Since home prices are generally “sticky” in the downward direction and highly flexible in the upward direction, it is unlikely that even with the decline in home prices associated with the current recession that these prices will ever fall to pre-boom levels. This means that, going forward, at least some of the price gains from the 2004–2005 booms can be viewed as permanent. Ultimately, housing affordability at any given time is determined by local and regional market forces, where market corrections consisting of upward or downward changes in home prices will occur from time to time in order to provide a more accurate reflection of then-current supply and demand.

**GOAL:** To support a healthy, sustainable economy by coordinating with communities, businesses and service providers.

#### Policies:

1. Direct commercial and industrial uses, excluding home-based businesses and cottage industries, where urban services are available or where sufficient infrastructure is available.

2. Strengthen the County’s economic base by adopting land use regulations that support recreation, natural resources, tourism, agriculture and forestry industries.

3. Determine through a public process the future compatibility of additional commercial and/or industrial development within the unincorporated areas of the county.

4. Review regulations for home-based businesses and cottage industries in the rural county.

## **GOALS AND POLICIES**

~~The goals and policies in this chapter are intended to articulate the community vision toward the region’s economic development and not to be regulatory, but provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with the Plan.~~

~~**GOAL 1:** Encourage diverse employment opportunities that satisfy the socioeconomic needs of Kootenai County residents and increase the county’s median household income.~~

### ~~**Policies and Implementation Strategies**~~

~~ED-1A. Support the creation and retention of family wage jobs that meet the needs and demands of Kootenai County residents.~~

~~ED-1B. Encourage business investment as a means to provide degree/advanced competitive job opportunities for Kootenai County residents.~~

~~ED-1C. Encourage educational opportunities for residents of all ages to develop and upgrade skills required for employment, advancement, and entrepreneurship.~~

~~ED-1D. Partner with area economic development groups, North Idaho College, and other local jurisdictions to address current and future employment needs.~~

~~ED-1E. Encourage historic societies, art councils, and the Coeur d’Alene Tribe to~~

enhance cultural tourism and the place-based economic potential of the region.

**GOAL 2:** Encourage economic growth through collaborative planning and development of the region's public services and facilities' capacity.

**Policies and Implementation Strategies**

ED-2A. Support public service providers in Kootenai County to provide services and facilities necessary to support a high quality of life and attract business investment.

**GOAL 3:** Strive to provide an adequate supply of commercial and industrial sites to allow opportunity for new and expanding businesses to locate or remain in the County.

**Policies and Implementation Strategies**

ED-3A. Encourage a range of commercial retail and service businesses to be located in urban areas to meet the needs of local residents and visitors.

ED-3B. Encourage the establishment of ready-to-build sites with sufficient support infrastructure and services needed to meet the demand for industrial land.

ED-3C. Encourage low-cost, easily accessible, state-of-the-art communications services throughout the County.

ED-3D. Encourage the retention and expansion of existing local businesses and start-up of new businesses particularly those that provide family wage job opportunities.

ED-3E. Encourage and direct appropriate commercial and industrial uses where urban services are available.

**GOAL 4:** Preserve the strength of the existing forest, mining, and agricultural industries while diversifying the local economy.

**Policies and Implementation Strategies:**

ED-4A. Encourage business recruitment and development of firms that will diversify the

local economy and can effectively serve state, national, and global markets from our County location.

ED-4B. Encourage high-value-added resource-based products and businesses.

**GOAL 5:** Protect the use of the County's diverse natural resources in an environmentally responsible way so as to maximize the positive economic impact of tourism and recreational use.

**Policies and Implementation Strategies:**

ED-5A. Promote visitor opportunities that complement the rural character of the County.

ED-5B. Support local jurisdiction efforts to improve and market visitor services.

ED-5C. Develop regulations which provide for the placing of visitor facilities where compatible with neighboring uses.

**GOAL 6:** Improve the County's economy by supporting efforts to improve human and social services.

**Policies and Implementation Strategies**

ED-6A. Encourage development of human and social service facilities that create job opportunities, meet community needs, and maintain the County's quality of life.



# LAND USE



## CHAPTER 5

## CHAPTER 5

### Element (e) – Land Use

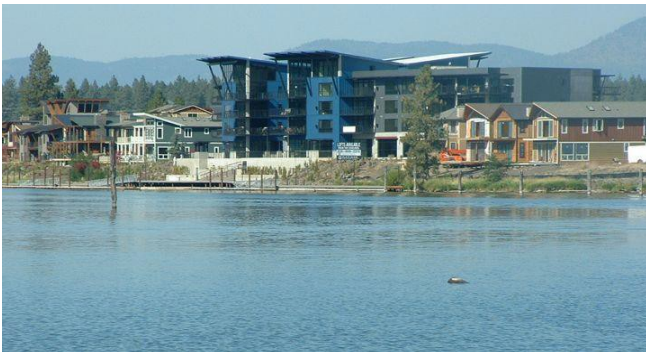
#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan offers numerous and often conflicting land use policies. The planning commission believes land use policies should be clearly stated, specific in their application, harmonious with community values, and instructive to regulation writing. The 2019 Update draft proposal reduces the number of policies and organizes them under general countywide policies and various land use objectives and policies.

#### **Community Vision 2028**

*“We cherish our way of life and our small town feel. Our sense of community is strong because we share a commitment to each other and to this beautiful place.”*

*“As citizens of Kootenai County, we know what we can count on because our land use plans are consistently updated, implemented and enforced.” – Kezziah Watkins Report*



#### **Overview**

The Land Use Plan is a component of the Plan that establishes policies on the future use of land. Subsequent to the review and update of this Plan it is crucial that Kootenai County continue to update its development regulations to insure well-planned land use in the future.

The beauty, heritage, and rural character are what attract people and their families to Kootenai County. Therefore, it is crucial that the County use this plan to establish the policies, standards, and priorities that, along with timely changes to ordinances, will determine the future landscape and character of this County.

After the Land Use Plan has been adopted by the Board of County Commissioners it has the following clearly defined functions:

1. It represents the vision of the community for future use and development of land within the County. That vision is expressed in this chapter of the Plan and its accompanying land use goals, policies, and implementation strategies.
2. It provides a rational basis for establishing and modifying zoning and other land use and development regulations.
3. It provides a broad set of policies that can be used in guiding public and private decisions on projects that come before the government.
4. It becomes a valuable tool of communication between citizens and the local government on matters concerning land use and development.

#### **Existing Conditions and Uses**

##### ***Land Ownership***

Kootenai County has a total area of 1,315.69 square miles. Of this total area, 1,245.12 square miles is land and 70.57 square miles is water. As of July 2007, there were approximately 32,000 acres of incorporated areas in Kootenai County and approximately 80,000 acres within the total Areas of City Impact (ACIs) (Kootenai County GIS Department).

## LAND USE 5-2

Approximately sixty-nine percent of County residents live within incorporated cities. Thirty-one percent live in unincorporated areas. If that city/county split continues for the next 20 years, more than 16,000 new dwelling units will need to be constructed in the various cities, and more than 7,000 units will need to be constructed in the County's unincorporated areas.

There are approximately 363,000 acres of public land in Kootenai County. This land includes federal, tribal, and state lands and municipalities with corporate boundaries.

As of July 2007, there were 33,349 parcels within the unincorporated areas of Kootenai County, excluding public lands and incorporated cities. The average parcel size is 14 acres, with varying sizes up to 18,097 acres. As of 2007, there were 12,843 vacant parcels without residential structures. The average size of the vacant parcels was approximately 25 acres.

There are currently 7,622 parcels in the Shoreline designation; 2,761 of those parcels are vacant. The average lot size of the Shoreline parcels are 9.5 acres with varying sizes of up to 553 acres.

In 1995, there were 11,218 structures in the unincorporated areas of the County. In 2007, there were 21,309 residential structures in the unincorporated areas of the County.

### ***Existing Land Use Map (see page 14-4)***

Kootenai County manages land use and development in the following areas:

1. Comprehensive Plan policies, the County development codes, and other applicable ordinances and standards.
2. In negotiated ACIs outside city limits through the application of the ACI agreement.

An analysis of existing conditions and land uses was conducted in September, 2007. The uses were categorized by major land use categories. This Plan identifies the following existing major land use categories to plan for development in

future areas of growth and to preserve the integrity and amenities of residential areas as well as promote the economic vitality of the County: commercial, industrial, public lands, resource lands, and several categories of residential land uses.

- Existing commercial land uses typically consist of retail and wholesale sales, professional office and services. There are approximately 2,200 acres of privately owned commercial land in the County. The majority of the commercial uses in the County are located near population centers, major transportation corridors, and on the Rathdrum Prairie. There are some commercial resort uses on lakefront properties.
- Existing industrial land uses include light and heavy industrial-type uses consisting of manufacturing and assembly. There are approximately 1,600 acres of industrial uses the smallest total acres and percentage of privately owned land uses in Kootenai County. These uses are generally located near major transportation corridors in the northern half of the County.
- Existing public lands include federal, state, tribal and county land. There are approximately 363,000 acres of public lands within Kootenai County (approximately 10,350 acres are not Federal/State/Tribe owned), which is 43% of the total land within the County. The largest areas of public lands are located in the U.S. Forest Service's Bitterroot Mountain Range.
- Existing resource land uses include publicly owned and privately owned parcels that have agriculture or timber exceptions. Resource lands are located throughout the County with large blocks of resource lands in the Bitterroot, Worley, and Selkirk sub-areas.
- Existing residential land uses are categorized by four designations: Rural 1–4 (see Table 1). Rural 1 encompasses existing parcels under 2 acres in size (0–1.99 acres). These parcels are primarily residential, do



not have tax exemptions related to agriculture or timber, and are located primarily near shorelines of the County's rivers and lakes. There is also a concentration of Rural-1 uses on the Rathdrum Prairie. Rural-2 comprises 2 to 5 acre parcels (2 to 4.99 acres), typically residential parcels that have no agriculture or timber exemptions. These parcels are generally located in the northern half of Kootenai County, with smaller pockets south of the Spokane River. There is a large concentration of these parcels near Post Falls and northwest of Rathdrum.

- Rural 3 and Rural 4 are existing land use categories that are primarily residential; however, they generally have agriculture and/or timber exemptions. Rural 3 and 4 are typically located in the same area. These categories total about 18% of the acreage of Kootenai County. These categories are located throughout the County, with concentrations in the northern half of the County, near concentrated population centers, and in the Cougar Bay/Mica Flats areas. The Rural 3 category encompasses parcels from 5 to approximately 10 acres (5–9.99 acres). The Rural 4 category encompasses parcels from 10 to approximately twenty 20+ acres (10–20+ acres).

**Table 1: Comparative Land Use Inventory, September 2007**

Land Classification	Parcel Count	Total Acres	Average Acres	Acres % of Total
Commercial	362	2,289.43	6.32	0.51
Industrial	107	1,682.29	15.72	0.37
Public*	638	10,350.00	16.22	2.29
Resource	3,766	328,829.89	87.34	72.69
Rural 1	16,327	8,695.27	0.53	1.90
Rural 2	4,256	16,756.04	3.93	3.70
Rural 3	4,530	33,148.14	7.32	7.33
Rural 4	4,114	50,736.94	12.33	11.21
<b>Total</b>	<b>34,100</b>	<b>452,488.00</b>	<b>18.71</b>	<b>100%</b>

\*Public lands that are not owned by Federal/State/Tribe.  
Source: Kootenai County Assessor's records; by Kootenai County GIS.

### **Existing Lots by Sub-Areas**

An analysis of the existing lots in each sub-area was conducted by the GIS (Geographic Information Systems) department in December 2007. The information was extracted from the County Assessors records. Table 2 delineates the number of existing lots, the number of lots with and without residential dwellings, and the potential for dividing the land. A comparison of the existing and future potential lot creation within each sub-area is discussed under future land use.

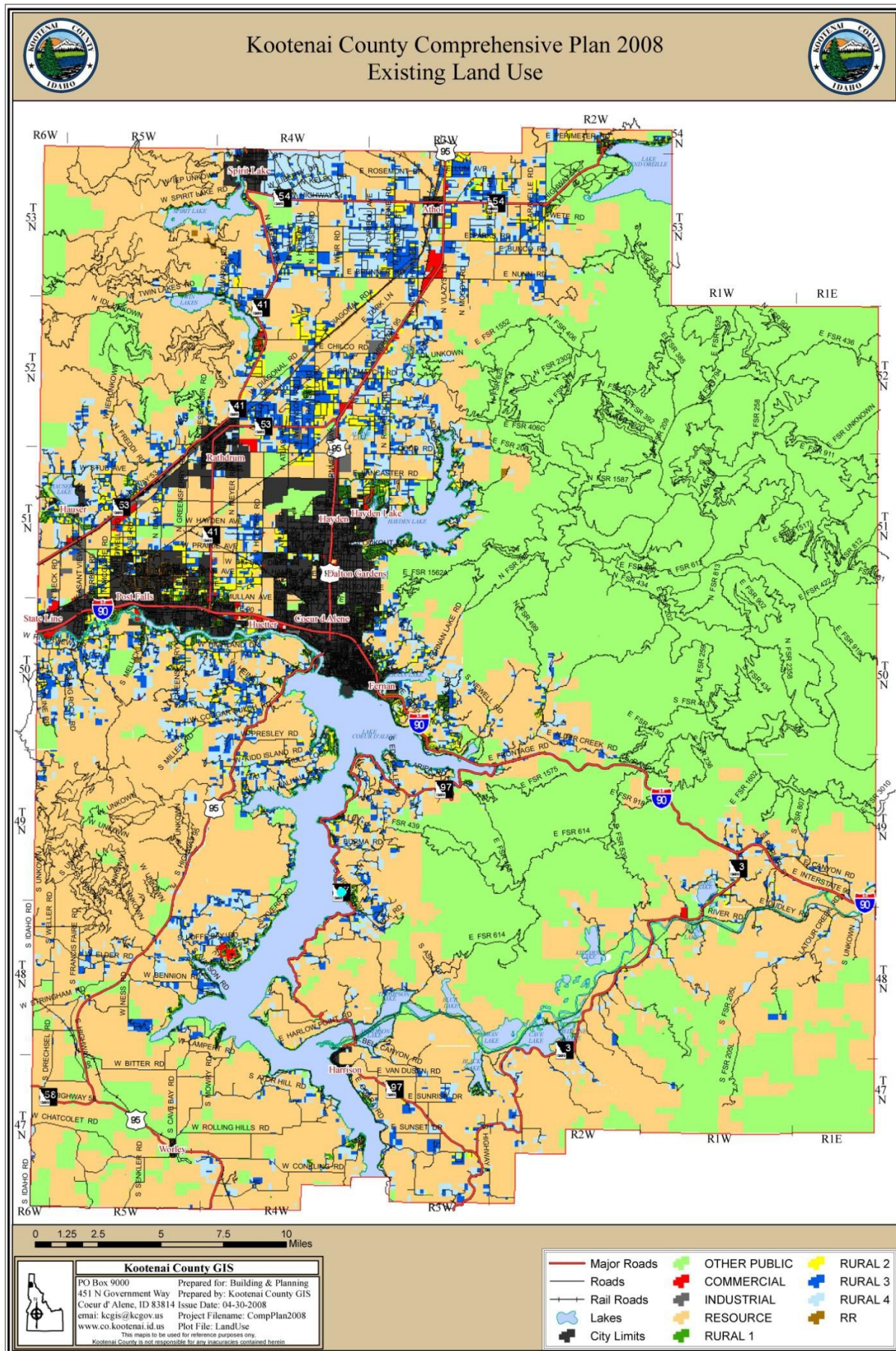
There are approximately 33,000 existing residential lots within the County. There are 17,000 residential lots that have primary dwellings, which indicate that 50% of the parcels do not have residential dwellings.

There are 903 non-residential lots within the County, which total 7,635 acres. Over half of the non-residential lots are located on the Rathdrum Prairie.

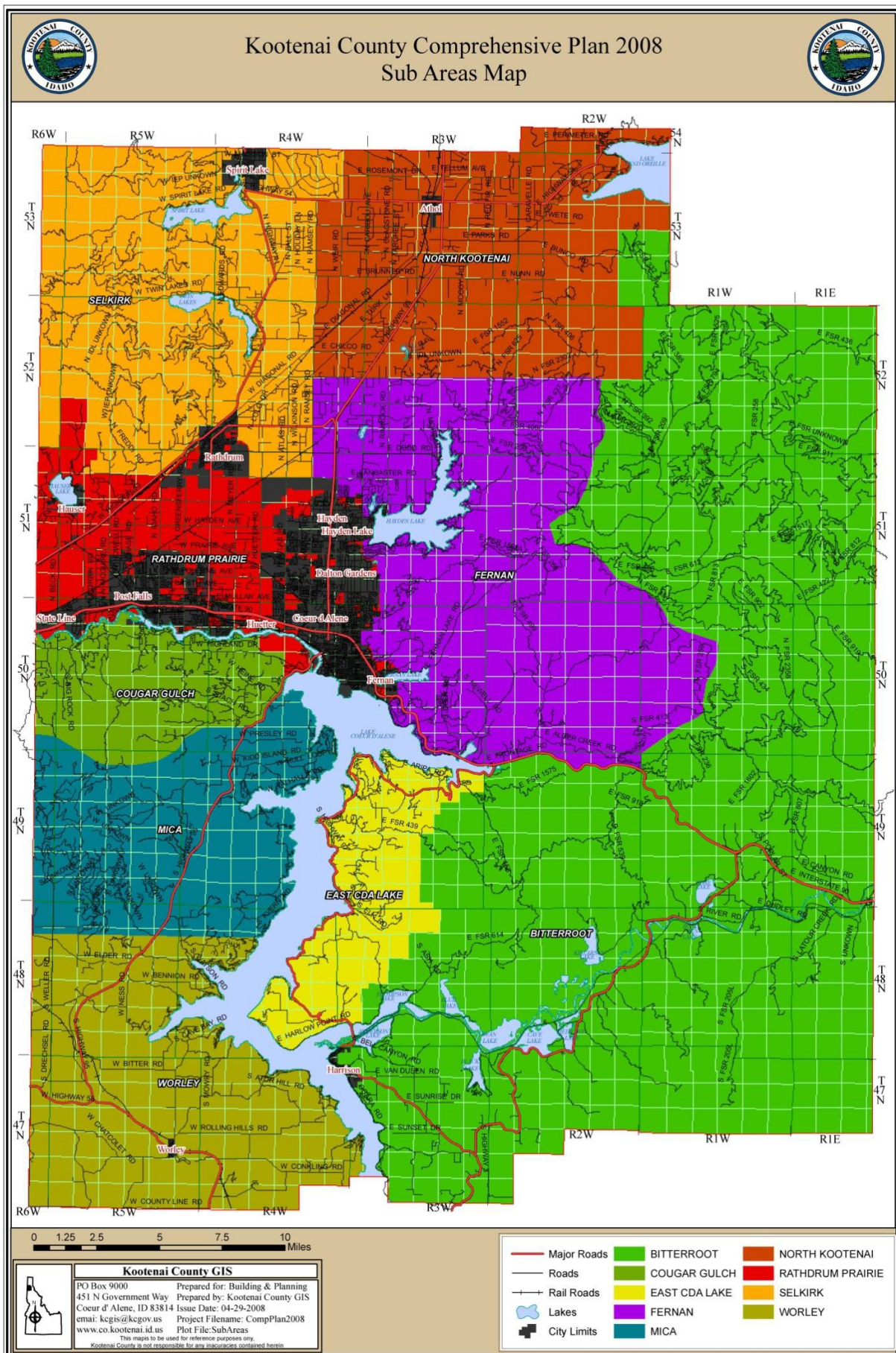
Kootenai County has a wide variety of geographic and topographic features. The Planning Commission divided the County into 9 geographic sub-areas based on 12 categories. These categories include cultural and historical identity, sense of community, density of the existing community, geography, topography, transportation, "urban versus rural," and Idaho Code land use statutes. The nine sub-areas are:

Selkirk, Rathdrum Prairie, Cougar Gulch, Mica, Worley, North Kootenai, Fernan, East Coeur d'Alene Lake Bitterroot (see Sub-area Map). A broad summary of each sub-area and a cursory analysis of land uses and the settlement patterns based upon residential building permit activity over the past 10 years follows (see Pre-1995 and 2007 Settlement Pattern Maps).

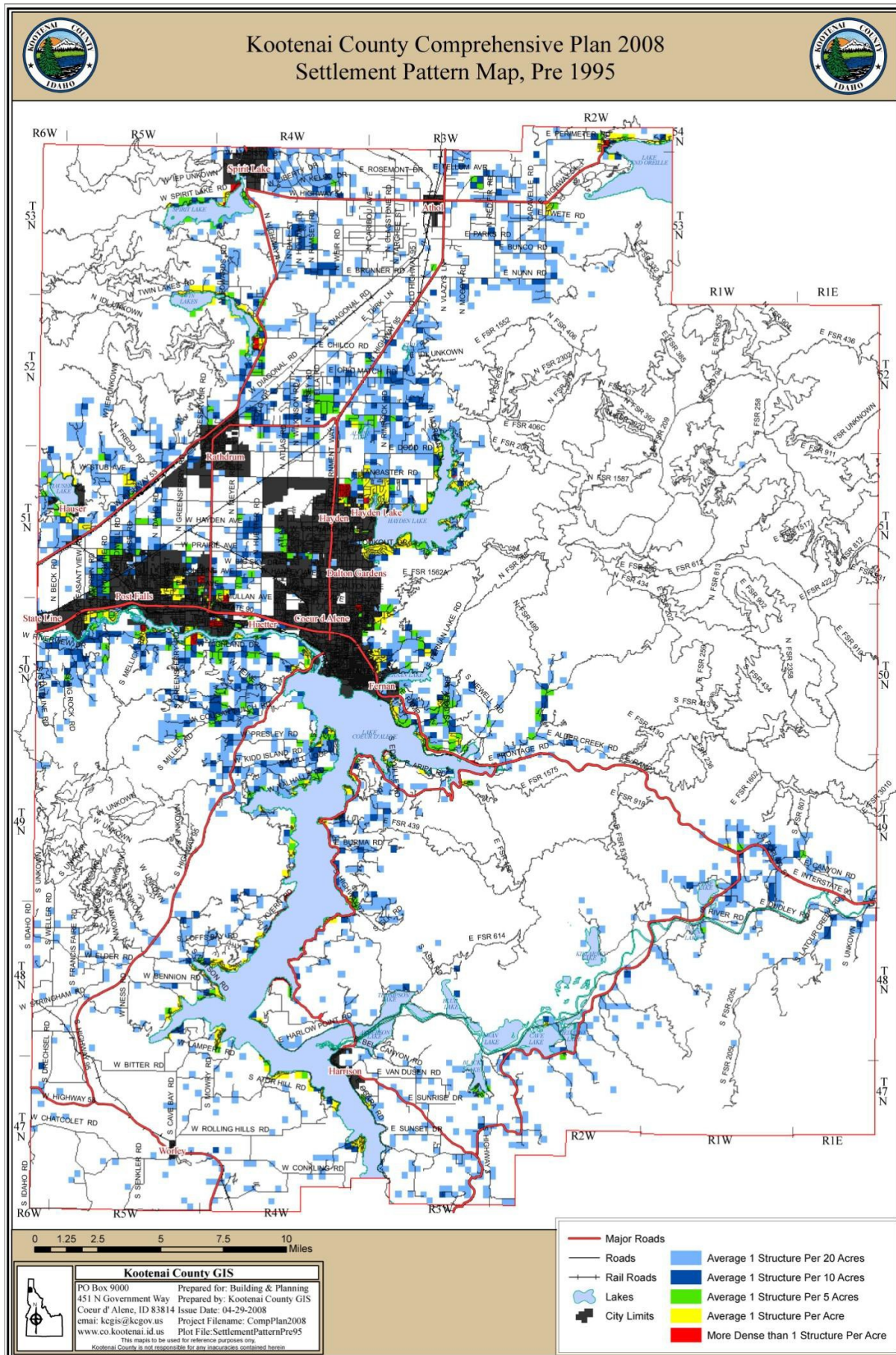
As of July 2007, an examination of parcels was done within the nine sub-areas. As indicated by the chart below, the Bitterroot and the Selkirk sub-areas are the largest in acreage. The Bitterroot and the Mica sub-areas have the largest overall acreage average, of 30 and 22 acres, respectively. The Fernan and Rathdrum Prairie sub-areas have the smallest average acreage size.



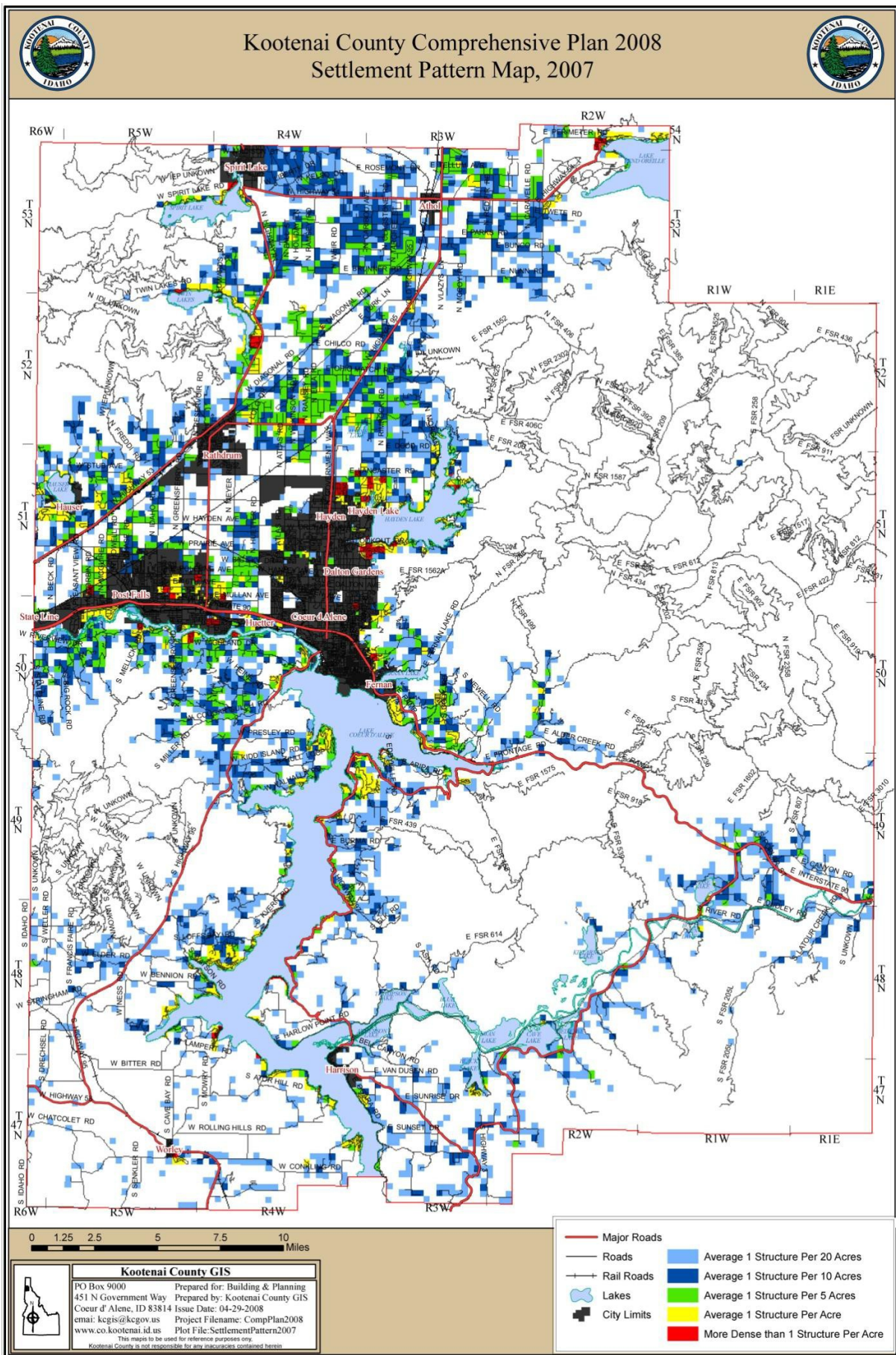












**Table 2: Existing Parcels and Acreage by Sub-area**

Name	Parcel Ct*	Parcel %*	Acres*	Avg* Acre.
Fernan	6,898	20.23%	42,980	6.2
Bitterroot	3,635	10.66%	109,205	30.0
Selkirk	4,376	12.83%	70,136	16.0
East CDA Lake	2,506	7.35%	25,181	10.0
North Kootenai	3,830	11.23%	49,899	13.0
Rathdrum Prairie	4,640	13.61%	30,677	6.6
Cougar Gulch	2,545	7.46%	25,176	9.9
Mica	2,217	6.50%	49,505	22.3
Worley	3,453	10.13%	49,729	14.4
<b>Total</b>	<b>34,100</b>	<b>100%</b>	<b>452,488</b>	<b>14.3</b>

\*Excluding cities and lakes. Source: Kootenai County GIS.

According to the assessor's records, the Rathdrum Prairie, Worley, and Bitterroot sub-areas have historically been used for agriculture, livestock, or timber production.

## Sub-Areas

### *Bitterroot*

The Bitterroot sub-area is the largest geographic sub-area and has a wide variety of topographic features ranging from mountainous areas to low-lying valleys. This sub-area encompasses the geologic formation that includes the Coeur d'Alene and St. Joe mountain ranges and the low-lying areas of the Coeur d'Alene River Basin and Chain Lakes. The lakes in this sub-area are shallow, and there is a large flood plain composed of wetlands and meadows in addition to the Coeur d'Alene River. This sub-area also contains upland hills and plateaus. The heavily forested hills and mountains are part of the very ancient Bitterroot Range, and the plateaus, largely cleared of forests for farming, are formed by the eastern extremity of the Columbia basalt flows. The western edge of the plateau forms the very scenic shoreline of Lake Coeur d'Alene.

Existing land uses consist of timber and agriculture production and limited residential development. Residential housing is typically on

larger parcels, owing not only to current zoning regulations but also to distance from urban centers and environmental constraints. There are limited commercial properties along Highway 3 from Rose Lake to the City of Harrison. The vast majority of the land in the Bitterroot sub-area is rural, composed of private or publicly managed forest land, predominately ponderosa, white pine, and larch.

According to the residential structures and building permits over the past 10 years, growth has occurred on parcels of 10 or more acres (see Pre-1995 and 2007 Settlement Pattern Maps).

### *Cougar Gulch*

This sub-area is centrally located on the western border of Kootenai County. There is a wide variety of elevations in this sub-area: half of the area is mountainous; the remaining area consists of rolling hills, farmlands, creeks, and wetlands. The sub-area also encompasses river and lakefront properties. The Kootenai County Soil Conservation Service Soil Survey indicates that the soil types are varied and limit residential and agriculture production. Geologically, there are large areas of granite and small areas of basalt near the Coeur d'Alene Lake.

The existing land uses include residential development, small agriculture and timber operations. Most of the smaller lots are located along the riverfront (see existing land use maps).

Settlement patterns and building permit activity over the past ten years indicate that the area has seen a significant amount of growth. Building permits over the past ten years range from lots of 1–2 acres on the river front to five and ten acre parcels (see Pre-1995 and 2007 Settlement Pattern Maps).

### *East Coeur d'Alene Lake*

The East Coeur d'Alene Lake sub-area extends primarily along the lakefront of Lake Coeur d'Alene from Wolf Lodge Bay to the City of Harrison. The topography of the area rises steeply from the lake, punctuated by bays fed by

year-round creeks to a shelf of rolling open meadows and farmland until it climbs again through the forest to the ridgeline that connects to the mountains. The mountainous areas are primarily logged and consist of public and privately owned forested lands. There are several prominent outcroppings of Columbia basalt throughout the area. Mount Coeur d'Alene is the most dominant landmark and can be seen from many locations on the lake.

Settlement patterns based on building permit activity over the last 10 years indicate that there has been significant growth near the lake front. There are sporadic areas of high-density-permit activity farther south along the lakefront; however, the majority of the settlement activity south of Carlin Bay is still in 5, 10 and 20 acre parcels.

### ***Fernan***

The Fernan sub-area is bounded on the west by the City of Coeur d'Alene and Hayden, to the south by I-90, to the east by the U.S. Forest Service land and the Bitterroot sub-area, and to the north to Ohio Match Road. This sub-area has a wide variety of geography and topography, from mountainous areas to relatively flat prairie land. The sub-area also consists of winding roads around Coeur d'Alene, Fernan, and Hayden lakes. Most of the area is separated from the Rathdrum Prairie by the Rimrock, which runs along the east side of U.S. 95. Distinguishing this area from the Prairie is the wide variety of elevation, wetlands, and a large amount of timbered areas. Areas that have been cleared are typically used as home sites. According to the Kootenai County Soil Conservation Service Soil Survey, the soils in the area are highly erodible; however, they are considered fair for agriculture and residential development.

The existing land uses indicate there is high-density residential development around the lakes, with lower-density-development, grazing, and timber activities throughout the rest of the sub-area. There are some public access points on the lakes, including boat launches, marinas, stores, and restaurants.

The settlement patterns associated with building permit activity indicate that there is a surge of development around Hayden Lake. There are several areas where the development intensity is 1 acre parcels or less (see the Pre 1995 and 2007 Settlement Pattern Maps).

### ***Mica***

The Mica sub-area is centrally located several miles south of the City of Coeur d'Alene. The area includes the mountainous area of Mica Peak, located near the Idaho-Washington state border to the shoreline of Lake Coeur d'Alene. The sub-area encompasses land from Cougar Bay to Black Rock Bay. There are three unique land forms in this sub-area: the mountainous area of Mica Peak (Signal Point), the relatively flat prairie and the rolling hills of Mica Flats, and the shoreline of Lake Coeur d'Alene.

The existing land uses are typically larger lots of five- and 10-acre parcels on the "flats" and in the foothills of Signal Point and higher-density lots adjacent to the lakefront. The issue related to development in this area is water availability (see Existing Land Use Maps).

Settlement patterns related to building permit activity indicates that increases can be found around the lake front (see Pre-1995 and 2007 Settlement Pattern Maps).

### ***North Kootenai***

The North Kootenai sub-area is located in the northern part of Kootenai County, almost entirely over the Rathdrum Prairie Aquifer and its recharge. The western portion of the sub-area is relatively flat prairie land, and the eastern portion comprises mountains and timberland. A portion of Lake Pend Oreille, the largest natural lake in Idaho, is located in the northeast corner of the sub-area. The City of Athol and the community of Bayview are in this sub-area.

Existing land uses in the sub-area are typically subdivisions of 5, 10 and 20 acre parcels. Athol continues to be a small community and is the hub for services in the area. Bayview is a high-density community located adjacent to Lake



## LAND USE 5-10

Pend Oreille. The mountains to the east are public property owned by both the state and the federal government.

Comparison of the settlement patterns between 1995 and 2007 indicates that this area has had the highest rate of building permit activity in Kootenai County (see Pre-1995 and 2007 Settlement Pattern Maps).

### ***Rathdrum Prairie***

The Rathdrum Prairie is a relatively level area with soil types that are generally good for residential development. The ground is very porous, and groundwater contamination from individual sewage systems is a concern. Soil Survey of Kootenai County Area Survey indicates that the soils are good for farming. The Rathdrum Prairie sole source aquifer is located in this area. The sub-area is under great pressure for development, which has been discussed in the Community Design chapter. The sub-area is surrounded by the urban populations of Coeur d'Alene, Post Falls, Hayden, and Rathdrum.



***Ranch in Mica Flats***

Historically, land uses within the sub-area have predominately included mill sites, farms, rural areas, and low-density housing. Urban densities have typically been seen in the surrounding communities.

The past 10 years have witnessed rapid growth and rapid building of housing units. Currently, the land uses are primarily residential; however, there has been some commercial business development. There is still some active farming occurring on the Prairie.

The change in development or settlement patterns is evident in the Rathdrum Prairie sub-

area. Comparison of the pre-1995 existing development pattern map with the 2007 map shows a large influx of residential building on lots of 5 acres or smaller. These settlement

patterns have increased dramatically around the cities of Post Falls, Hayden, Coeur d'Alene, and Hauser. The settlement patterns appear less dramatic in the southern portion surrounding the City of Rathdrum (see Pre-1995 and 2007 Settlement Pattern Maps).

### ***Selkirk***

The Selkirk sub-area is located in the northwestern portion of the County. It is bordered on the west by the Idaho/Washington state border and on the north by the Kootenai/Bonner county border. This sub-area is dominated by the Selkirk Mountains, which extends into Canada and west to Mount Spokane. The Selkirk range is one of the major watershed and recharge sources for the Rathdrum Prairie Sole Source Aquifer. The geology of this area consists of the granitic Idaho Batholith. The Kootenai County Soil Conservation Service Soil Survey indicates that soil types in this area are poor for high density residential development and agriculture due to the steep slopes.

The existing land uses indicate that residential development is still fairly sparse with the exception of lakefront properties and between Spirit Lake and Athol. According to the Kootenai County Assessor's Office, small farms and cattle ranches can be found in the Hidden Valley and bordering the City of Rathdrum. There are small commercial resorts on Twin Lakes and Spirit Lake. Secondary lake front homes are increasing.

Settlement patterns associated with building permit activity indicate that the growth has centered around the lakes and close to urban centers. According to the Pre-1995 and 2007 Settlement Pattern Maps, building permit activity has increased in areas northeast of Rathdrum and Twin Lakes. Additional increased building permit activity has occurred around Spirit Lake and the area between Spirit Lake



and Athol. The majority of the permit activity has been on 5 and 10 acre parcels.

### ***Worley***

The Worley sub-area is almost entirely on the Coeur d'Alene Indian Reservation. The sub-area is predominately rolling hills and is underlain by the Columbia River Basalt Group. These soils are good for agriculture, but the hazard of erosion is high. (Kootenai County Soil Survey or Natural Resource Soil Conservation Service) The area is fair for residential development. Based on interviews with tribal planners, the Tribe encourages agriculture and timber production in this sub-area. U.S. Highway 95 bisects the sub-area, and the Idaho Transportation Department has plans for major improvements. Worley is the main community within this sub-area and there is a node of commercial activity at the Tribal Casino and Resort.

Based on the Pre-1995 and 2007 Settlement Pattern Maps, the settlement of the area over the past 10 years has remained relatively stable. The increases in building activity have occurred close to the lakefront, more specifically in the Rockford and Windy Bay areas.

### **Areas of City Impact**

Idaho Code 67-6526 states that in defining the impact area, there are three factors that must be considered: trade areas, geographic factors, and areas that can reasonably be expected to be annexed into the city in the future. The governing board of each county and each city therein must adopt by ordinance following the notice and hearing procedures provided in Idaho Code 67- 6509, a map identifying an Area of City Impact within the unincorporated area of the county. A separate ordinance providing for application of plans and ordinances for the ACI must also be adopted. Subject to the provisions of Idaho Code 50-222, an ACI must be established before a city may annex adjacent territory. This separate ordinance must provide for one of the following:

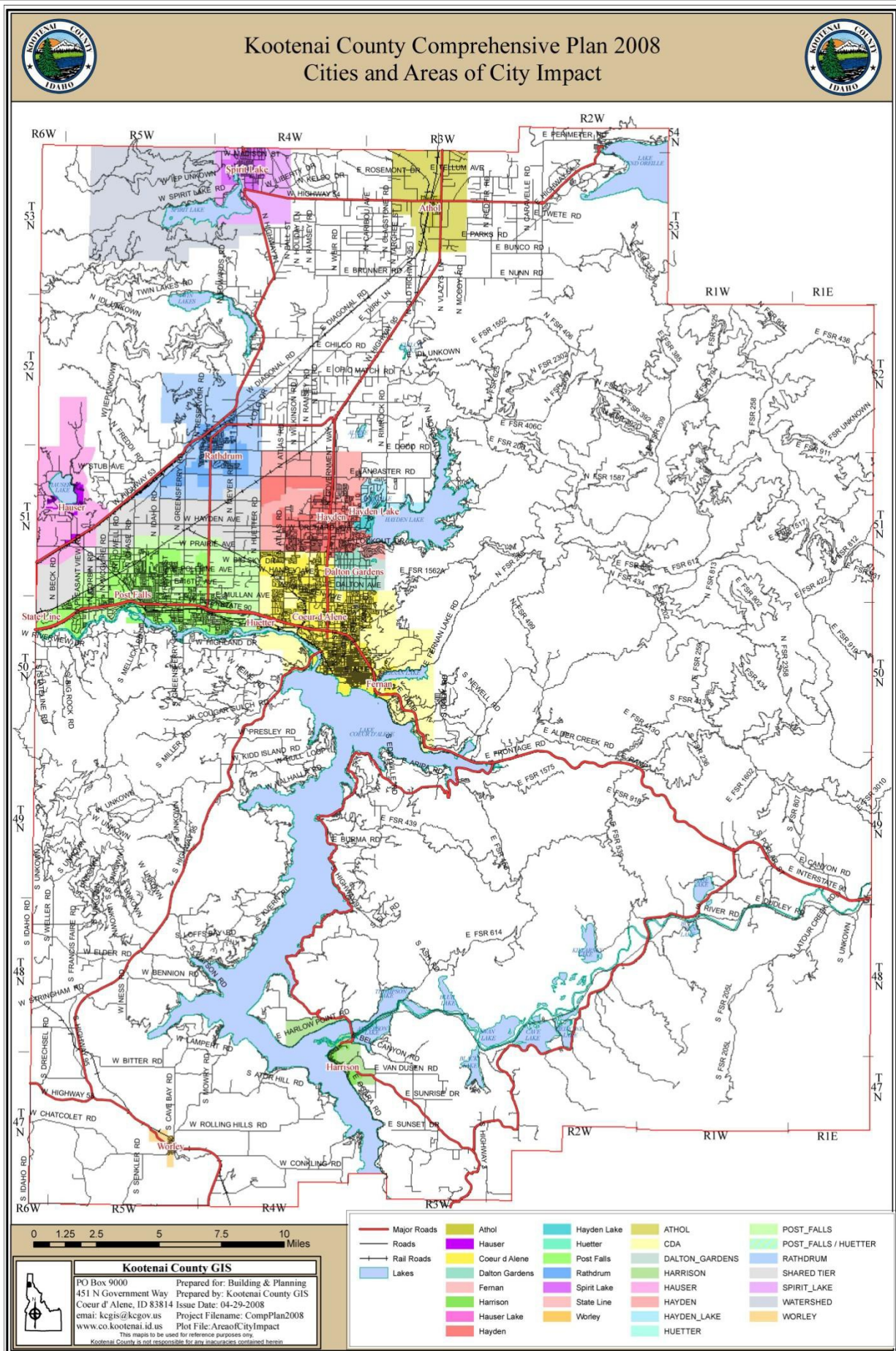
1. Application of the city plan and ordinances adopted under this chapter to the ACI; or
2. Application of the County plan and ordinances adopted under this chapter to the ACI; or
3. Application of any mutually agreed-on plan and ordinances adopted under this chapter to the ACI.

As part of the negotiated agreement, the County and the affected city mutually decide where the future land use plan and implementing ordinances that will be used will either be from the County, the city, or a combination of the two. Idaho Code 67-6526 (d) also provides the procedures necessary if the city and the County fail to reach an agreement.

In the 1990s, the majority of the communities within Kootenai County negotiated Areas of City Impact and the plans and regulations that would apply in each area. A brief summary of each city and its impact area is discussed later within this chapter; the complete agreements and maps may be found on [www.kcgov.us](http://www.kcgov.us). The boundaries of each ACI and the regulations that were selected were based on each community's needs and concerns. The majority of the communities used all three factors trade areas, geographic or environmental features, and the annexation of land in the future as part of the negotiations.

Since 1994, there have been very few amendments or renegotiated agreements, with the exception of the Rathdrum Prairie Coordinated Area of City Impact Agreement, which was negotiated in 2004 and replaced the previous individual ACI agreements with the cities of Post Falls, Hayden and Rathdrum.

***See Areas of City Impact map on following page.***



### ***Rathdrum Prairie Coordinated Area of City Impact***

In September 2004, Kootenai County and the cities of Post Falls (population 21,065), Rathdrum (5,605), and Hayden (11,086) entered into a joint agreement for the purpose of creating a master wastewater plan and coordinating future planning and development efforts on the Rathdrum Prairie. (Ordinance Number 340) As discussed in other chapters, the Rathdrum Prairie covers the sole source of drinking water for the northern half of Kootenai County and the city of Spokane, Washington. The Panhandle Health District prohibits densities of more than 1 equivalent residential unit (ERU) for every 5-acre parcel unless the parcel is on a municipal or public sewer system. Owing to increasing development on the Prairie, the jurisdictions participating in the joint agreement were seeking a coordinated effort for future growth and then the ability to renegotiate the agreements based on future sewer, open space, and transportation needs.

This agreement created an interim two-tiered Area of City Impact for each participating jurisdiction. Each city delineated an exclusive tier for which the County agreed to the following:

- a. Infrastructure and subdivision standards would be the jurisdiction of the city;
- b. No subdivisions would be allowed without public sewer and water;
- c. Zone changes that are requested in the unincorporated areas would consider the city's Comprehensive Future Land Use plan.

The second tier was shared jointly with the County and the cities of Rathdrum, Post Falls, and Hayden. This ACI shared-tier map was in the center of the wastewater study area and was under the sole jurisdiction of Kootenai County. However, as part of the shared-tier agreement, the County agreed to rezone agriculturally zoned property or allow conditional use permits only if the request would not adversely affect

the ability for future public wastewater collection and treatment.

The participants of the coordinated agreement, along with the City of Hauser, financially supported and selected an engineering firm to prepare, analyze, and make recommendations for a shared wastewater collection and treatment system for the Prairie. The draft study was released in February 2008 and the study concluded that increased and stringent water-quality standards for discharging into the Spokane River will be required and that exploration of methods to land-apply or discharge treated effluent would be necessary. The study also recommended four alternatives, which included either additional land use with less stringent discharge standards to less land use and more stringent discharge standards. Each recommendation provided a current cost estimate for future development and population growth on the Prairie.

Once the study is accepted by all parties, a strategic plan for implementation will be drafted, along with a coordinated land use plan for the study area. Once there is acceptance of the land use and implementation plan, renegotiation of the Areas of City Impact for the participating cities will be completed. The agreement remains in effect until the study, the plans, and the renegotiated agreements are completed.

### **Cities with ACI Agreements**

#### ***Athol***

The City of Athol is a small community of approximately 700 citizens in the northern half of the County and is approximately 1.5 miles south of the Bonner County line. The community of Spirit Lake is approximately five miles west of the city. The geography of the impact area is fairly flat and heavily treed and is over the Rathdrum Prairie Aquifer. The majority of the community is bordered by U.S. Highway 95 and State Highway 54; both highways provide the primary access in and out of the city. Annexation into the city is limited due to its location over the Aquifer and the absence of

## LAND USE 5-14

municipal sewer. Lots surrounding the area are limited to 5-acre parcels. The ACI boundary is approximately nine square miles. The County's Comprehensive Plan and regulations apply in this area with the exception of the city's subdivision ordinance.

### ***Coeur d'Alene***

Coeur d'Alene is the County's largest city, with approximately 40,000 citizens, and is the county seat. The city has a wide variety of geographic features, including neighborhoods on the Rathdrum Prairie, adjacent hillsides, and lake and riverfront properties. The City has recently completed a rewrite of its Comprehensive Plan. The Area of City Impact agreement was adopted in 1993 and the County's Plan and regulations apply with the exception of design and infrastructure standards, which require approval of the City of Coeur d'Alene. The mapped impact area is bounded by Rathdrum Prairie to the North, the City of Huetter to the West, Spokane River to the south, and two miles from the corporate limits east toward the National Forest. The City of Coeur d'Alene currently has limited ability to annex additional land to the north or west due to jurisdictional boundaries.

### ***Dalton Gardens***

The City of Dalton Gardens is surrounded by the city of Coeur d'Alene to the south and west, City of Hayden to the north, and Canfield Mountain to the east. The population of Dalton Gardens is approximately 2,500; and the City is unique in its requirement of minimum 1-acre densities. Dalton Gardens is primarily residential; however, it is bounded by a commercial strip along Government Way. The agreement was reached in 1995, and the County controls the impact area with the County Comprehensive Plan and implementing regulations. Dalton Gardens is concerned about the impact of the surrounding communities and Canfield Mountain as a result of the transportation network that runs through Dalton Gardens as the sole means of access for portions of Hayden Lake and access to and from Canfield Mountain. The majority of the city is over the Rathdrum Prairie Aquifer. The city is

currently renegotiating its agreement with the County.

### ***Harrison***

The City of Harrison is a community of approximately 300 citizens and is located in the southeast portion of Kootenai County. Access to the city is via Highway 97 and Highway 3.

Harrison is a lakefront community with a mix of commercial and residential uses. It is bisected by Highway 97 and a portion of the residential district is "stepped" into the hillside to the east. Slopes are relatively steep. The primary aspect of the area is timbered; however, closer to Highway 3 there are plateaus (Harrison Flats) and rolling hills of grazing lands and small pockets of hay production. The County Plan and regulations apply in this area. The City agrees not to annex any lands outside of the impact area.

### ***Hauser***

The City of Hauser is a small community of approximately 800 citizens located in the northwest portion of the County. The community has some unique environmental and geographic features. The majority of the community is adjacent to Hauser Lake and the Hauser Lake Watershed, which has a direct conduit to the Rathdrum Prairie aquifer. Several studies of the lake have been carried out, and the conclusion is that the lake is eutrophic, which means an advanced state of age and demise. There is an active group (Hauser Lake Watershed Coalition; [www.hauserwatershed.org](http://www.hauserwatershed.org)) that monitors the health of Hauser Lake and makes recommendations to the city and to applicable state agencies. The community also has a unique corporate limit, which is contiguous in areas only by a 2-foot strip of right of way. This vested annexed area is approximately two miles from the city's urban core. Another unique feature of the City of Hauser is the type of Plan and implementing regulations for not only the City of Hauser, but the Area of City Impact.

Kootenai County adopted the Hauser Plan and Development Code as part of the ACI in 1999. The land use plan designations and the type of implementing regulations are very different than what is used in the rest of the County. The land use designations are based on geographic areas that are tied directly to performance standards. The primary purpose of not only the plan but the regulations is protection of the watershed and the lake. The development regulations are based on performance standards and a point system, which means that a certain number of points are awarded for performance in a subdivision application. Other requests such as rezones or conditional use permits are evaluated based on a “meets or does not meet” set of standards.

### ***Hayden***

The City of Hayden is a growing community of approximately 10,000 citizens, located five miles north of Interstate 90 and Lake Coeur d’Alene. The City of Hayden encompasses approximately 5212 acres of land adjacent to Hayden Lake, the third largest lake in Kootenai County, and maintains nearly one third of a mile of frontage on Honeysuckle Bay. The watersheds of Hayden Lake drain directly into the Rathdrum Aquifer. In order to protect and preserve Hayden Lake’s water quality, the State of Idaho has designated Hayden Lake as a Special Resource Water. The City of Hayden is adjacent to the Coeur d’Alene Airport’s Pappy Boyington Field. This generates revenue and provides aviation services for the entire county, but also presents a challenge to future land use and development within the area.

### ***Hayden Lake***

Hayden Lake is a small community of approximately 500 citizens. It is adjacent to Hayden Lake, the second-largest lake entirely within Kootenai County. There is an active watershed association ([www.haydenlakewatershedassociation.com](http://www.haydenlakewatershedassociation.com)) that monitors lake quality and provides information and recommendations to applicable jurisdictions and state agencies. The Area of City Impact agreement was adopted in 1995, and the boundary stretches north to Lancaster Road,

west to the City of Hayden, and south and east bordering Hayden Lake. The agreement has recently been amended (2006) and includes minimum lot sizes of 1-acre parcels and additional regulations regarding traffic calming devices. The County’s Comprehensive Plan and development regulations apply within the ACI.

### ***Huetter***

The City of Huetter is a small community of approximately 100 citizens and is located near the Spokane River surrounded by the City of Coeur d’Alene and the City of Post Falls. Huetter is a mixed-use community of retail, light manufacturing, and residential uses. Huetter was the first Area of City Impact agreement negotiated in the state in 1984. Huetter has a small mapped impact area and the County Plan and regulations apply in the ACI.

### ***Post Falls***

The City of Post Falls is located along the Spokane River and borders Interstate 90 on both the north and south sides of the city. Post Falls, with a current population of approximately 21,000 citizens, is approximately seven miles downriver from both the outlet of Lake Coeur d’Alene and the City of Coeur d’Alene. Over the past years, Post Falls served as a rural bedroom community for Spokane and Coeur d’Alene, the seat of Kootenai County’s government. Lumber and agriculture were the cornerstones of the local economy for most of the past century and remained so until the last decade. The decline of the lumber industry and major changes to agricultural production has created both challenges and new opportunities for city government and business leaders. However, since the early 1990’s, the city has facilitated the needed infrastructure improvements to continue attracting new businesses and encouraging the growth of existing businesses.

### ***Rathdrum***

The City is located on the Rathdrum Prairie approximately 10 miles north of the Spokane River, Post Falls and Interstate 90. Rathdrum



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sits above the Rathdrum Aquifer and is surrounded by both forest and agricultural fields with Rathdrum Mountain looming above the valley floor as a scenic backdrop to the city. With a population of approximately 5600 citizens, the City has seen an increase of 141% in population growth in the decade between 1990 and 2000. The City's residents continue to cherish the small town feel as a primary reason they live here. Some of the primary housing concerns as the city grows are diversity, affordability, well planned neighborhoods, neighborhood connectivity, sense of community, and preserving the natural environment that characterizes Rathdrum as a community.

### ***Spirit Lake***

The City of Spirit Lake is a community of approximately 1,600 citizens and is bordered by Highway 54, Highway 41, and Spirit Lake. The city's northern boundary is on the boundary line between Kootenai and Bonner County and has a wide variety of commercial and residential uses. There is small downtown core with a historic district. This community and the surrounding area are partially over the Rathdrum Prairie Aquifer, but the majority of the land is within the watershed and off the Aquifer.

Public facilities, services, and schools are shared by citizens from both Kootenai and Bonner counties. A portion of the city is served by municipal sewer. Spirit Lake is a very shallow lake and has had water quality issues in the past several years. In the late 1990s, the Panhandle Health District and the Department of Environmental Quality developed a lake management plan for Spirit Lake. The geography of the area is heavily wooded with varying grades and slopes. The land on the north and east side of the lake has been subdivided into smaller lakefront lots. The impact map within the agreement has two tiers; tier 1 is the area that allows annexation and comments from the city regarding development applications. Tier 2 is labeled a watershed notification area where Kootenai County provides notification of any development applications to the City of Spirit Lake. The City agrees not to annex any

lands outside of its Tier 1 area, and has recently adopted a new Comprehensive Plan, which is available on its website ([www.spiritleakeid.gov](http://www.spiritleakeid.gov)).

### ***Worley***

The City of Worley is a small community of approximately 220 citizens and is located on the Coeur d'Alene Reservation. The land is relatively rolling hills and areas of timber. The land is primarily used for agriculture, some timber, and grazing. The ACI agreement primarily leaves jurisdiction to Kootenai County; the County Plan and regulations apply. The mapped impact boundary is quite small and is located primarily to the northwest and south of the city. Tribal trust land (land under the jurisdiction of the Tribe) primarily surrounds the city. The agreement was adopted in 1995 and has not been amended or renegotiated.

### **Cities without Area of City Impact Agreements**

The incorporated communities of Fernan Lake Village and State Line Village do not have Areas of City Impact agreements with the County. If those communities are interested in annexation, a negotiated ACI agreement must be adopted. Fernan Lake Village is located on the banks of Fernan Lake, which is a shallow, eutrophic lake. The lake is designated by the Idaho Department of Fish and Game as a family-friendly lake. State Line Village is a very small community of primarily commercial uses located in the western portion of the County adjacent to the Idaho/Washington state line.

### **Communities of special interests**

The unincorporated communities consist of Cataldo, Rose Lake, Medimont, Bayview, Twin Lakes, and Setters. These communities have a very small population base. Bayview is the largest unincorporated community and has a chamber of commerce, a commercial district, and a large residential district. County regulations apply in these areas. The communities have a wide variety of geographic and topographic characteristics.

### ***The Coeur d'Alene Tribe***

The Coeur d'Alene Tribe ([www.cdatribe-nnsn.gov](http://www.cdatribe-nnsn.gov)) is situated on a reservation covering 345,000 acres of mountains, lakes, rivers and valleys, which spans the northeastern edge of the abundant Palouse Country. The reservation covers portions of both Kootenai and Benewah Counties. The Reservation includes the Coeur d'Alene and St. Joe rivers and a portion of Lake Coeur d'Alene.

The Tribe, like all tribes in America, has a government based on executive, legislative, and judicial branches. The tribal council has seven members and operates on a parliamentary system, with members elected by tribal vote and the chairman elected by vote on the council. Although he or she would serve as chief executive, the chairman has one vote on the council and does not have veto power.

The reservation economy is based primarily on productive agriculture. The Coeur d'Alene Tribe's 6,000-acre farm produces wheat, barley, peas, lentils, and canola. The reservation countryside includes about 180,000 acres of forest and 150,000 acres of farmland, most of that farmland owned by private farmers. The reservation land also produces about 30,000 acres of Kentucky bluegrass. Logging is another important component of the economy and source of revenue for the tribe. Only selective cutting of forests is undertaken on tribal land. Clear-cuts are banned.

The majority of land and land use on the Reservation falls under the jurisdiction of the County. However, Tribal Trust lands in the County do not fall under either the jurisdiction of the County, nor the State of Idaho. Also, the Coeur d'Alene Tribe has jurisdiction and ownership of the southern one-third of Lake Coeur d'Alene. With potentially different goals within the same geographic area, there arises the need to develop compatible land use plans and joint land use planning processes in order to coordinate efforts between jurisdictions.

Representatives of the Coeur d'Alene Tribe Planning Division and both the Kootenai

County Building and Planning Department and Planning Commission have indicated a willingness to work cooperatively in the development of plans and ordinances for the development of land within the Reservation boundaries.

### **Future Land Use**

Kootenai County has been under great pressure for development since the early 1990s. Without full implementation of comprehensive land use planning documents, land use conflicts arise, the cost of providing public services can become a public burden, and the potential for irreversible environmental degradation is heightened. The 1994 future land use designations and map were never fully implemented. The public has expressed concern that implementation and enforcement did not happen and the possibility of this trend continuing. Careful future land use planning is critical for Kootenai County to show the community that we have learned from the past. Rigorous and immediate implementation of the future land use designations herein through new development regulations is necessary to ensure the viability of this Plan.

The land use chapter is a compilation of a comprehensive examination of many aspects of the County: its existing conditions and future potential for economics, population, public facilities, natural resources, and the community vision for the future.

Due to the unique nature of Kootenai County, the Planning Commission divided the County into various sub-areas and examined each area's geography, historical and existing land uses, and settlement patterns.

The Planning Commission also reviewed the Area of City Impact agreements and the potential for development within each of those impact areas.

Based on these factors, the drafted goals and policies, and the community's vision, new future land use designations were developed. These future land use designations draw a sharp line between urban and rural land use. The

designations direct urban growth toward urban centers or remote villages. Lower densities and rural land uses are located in remote areas where transportation and public facilities will be difficult to develop.

An analysis of the build-out of the future land use map was conducted and clearly indicates that development potential for Kootenai County is available and viable; however, growth has been directed toward urban centers where transportation and public facilities and services are readily available.

This chapter directs land use away from the more traditional implementation strategies that would severely segregate land uses and toward innovative planning techniques and strategies. For example, the land use plan, designations, and future land use map direct appropriate residential and non-residential growth to all areas of the County. These uses shall be more dependent upon future performance standards versus delineated “zoning districts.”

Land use is a description of how land is occupied or used. To accurately describe how the land is used, land is typically classified or designated based on a set of criteria. To plan for the future and ensure a balance of adequate housing, a flourishing economy, and careful consideration of the environment, Kootenai County must examine:

1. The land (topography, erodible soils, wildlife habitat, water features).
2. Existing land uses which includes future availability of services and infrastructure.
3. Goals and policies of the Plan.
4. Community input.

The purpose of creating designations is to adequately describe and map what the future land use will be over the next 20 years.

Because the County is over 1,300 square miles, a broad examination of several features was completed to create nine sub-areas in the spring of 2007. The sub-areas were broadly categorized based on topographic features and

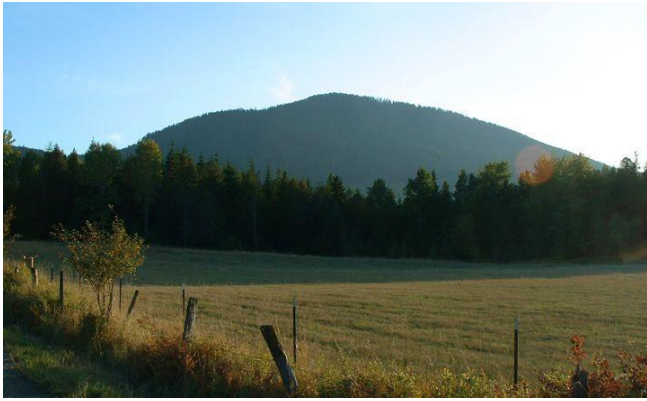
community character. These sub-areas were used to move through the future land use mapping exercise.

During the summer of 2007, community groups created mini “plans” for each sub-area, independent from the Planning Commission’s work on the Plan. These mini land use plans were reviewed by the Commission for community input into the Plan.

During the fall of 2007, the County hired William Grimes of Studio Cascade Inc. to develop a community design chapter. Using the Planning Commission recommendations, the consultant examined these differences in prioritizing the value and vision elements of the Kezziah-Watkins report and extrapolated into report form how some of the most popular components of the values and vision were viewed within the four geographic areas described in the visioning report. The Community Design chapter presented first a countywide assessment and design framework, followed by more detailed investigation of smaller sub-areas and individual communities. The community design chapter is not a land use element, rather an exercise that will be used to assist the Commission in land use designations and policies on a countywide basis.

During the fall and winter of 2007, a review of the land related to topography, erodible soils, water features, and wildlife habitat was conducted using information collected by the Planning staff and analyzed and mapped by the County GIS department. The County Planning Commission held several workshops on creating, defining, and mapping the designations for the future land use map. Based on the information collected and analyzed, the Commission used existing conditions, the environment, lot creations, building permit activity, existing land uses, and the community vision and design to develop the Future Land Use Map.





*Agricultural open space*

The purpose of each of the following designations has been prioritized by its importance. These priorities are only used to classify future land use; specific areas or sites may have different priorities due to environmental characteristics that cannot be seen at a large scale. Any lot that lies within two or more designations and alters the lot-line through a boundary adjustment does not change the designation.

### **Scenic**

Scenic describes land that is valued for natural processes and wildlife, agricultural and forest production, aesthetic beauty, active and passive recreation, and other public benefits. Such lands include working and natural forests, rangelands, and grasslands, farms, ranches, parks, streams and river corridors, and other natural lands within rural, suburban, and urban areas. Open space may be protected or unprotected public or private.

The primary purpose of the Scenic designation is to promote large tracts of contiguous open space in public lands. Scenic is land that is permanently set aside for public or private use. The space may be used for passive or active recreation, or may be reserved to conserve or buffer environmentally sensitive areas or wildlife corridors. This designation encompasses large tracts of public lands. Non-residential uses should be limited to support services for recreation and resource-based uses that are directly tied to agriculture, timber, resource cultivation, or recreation.

### **Characteristics:**

1. Environmental protection and preservation are sought through private land donations, conservation easements, public land purchases, and other means.
2. Economic activity, if allowed, is confined to resource production that preserves environmental integrity.
3. Housing is limited to existing dwellings and the ability to replace dwellings.

### **Resource/Recreation**

The primary purpose of the Resource/Recreation designation is to promote commercially viable and productive resource cultivation and extraction of agriculture, timber production, and surface mining. This designation also includes lands suitable for recreation and support services related to recreation such as, but not limited to, dude ranches and lodges. The secondary purpose of this designation is to promote large tracts of environmentally sensitive lands, such as, wetlands, very steep slopes, and areas with highly erodible soils with sustainable resources.

Non-residential uses are limited to resource cultivation or extraction services that support forestry, agriculture mining, (including surface mining), recreation, and the facilities necessary to sustain those uses.

### **Characteristics:**

1. Economic activity emphasizing sustainable and environmentally safe resource production (logging, farming, and mining).
2. Environmental protection and preservation are sought.

### **Country**

The primary purpose of the Country designation is to protect open space and to promote both: (1) agricultural activities that are compatible with rural residential development; and (2) residential subdivisions that allow residential and non-residential uses. Subdivisions are

allowed, and cluster subdivisions are discouraged unless design methods are used to minimize impacts on environmentally sensitive areas, historical sites, or other unique characteristics of the land being subdivided. Subdivisions are designed to reduce the need to extend infrastructure (roads, water, and sewer) over long distances and should be self-contained and require only very limited public services.

The secondary purpose of the Country designation is to promote economic activities that minimize environmental impacts and do not require a full range of services.

Non-residential uses are allowed that support activities and facilities necessary to provide services to outlying areas that reduce traffic, minimize environmental impacts, and permanently preserve open space. Non-residential uses shall be allowed only at a scale and intensity commensurate with the terrain, impact to environmental features and the rural character of the area. Typical non-residential uses that may be considered are, but are not limited to, equipment storage, small convenience stores, fuel stations, and assembly and manufacturing plants.

### ***Characteristics:***

1. Housing is primarily low density single-family dwellings.
2. Economic activity associated with rural activity, resource activities, or activities that minimize environmental impacts and do not require a full range of services.
3. Environmental protection of water quality and the preservation of wildlife habitat and migratory corridors are sought.

### **Suburban**

Suburban development involves an examination of existing land use patterns and may allow residential, commercial, or mixed uses. The primary purpose of this designation is to promote the development of vacant or underused parcels within areas that are largely developed. Non-residential uses should be

limited to services and industries needed to support the rural transitional area.

The secondary purpose is to provide economic development opportunities that serve the surrounding community.

### ***Characteristics:***

1. Housing types are governed by surrounding types of housing.
2. Economic opportunities that include low impact businesses that provide community services.
3. Environmental concerns deal with the establishment of public spaces such as parks, greenbelts, and walking and bicycle paths, and the preservation of water and air quality.

### **Shoreline**

This mapped designation encompasses those lands generally within 500 feet of bodies of water that include land directly adjacent to shorelines and lands where a portion of the parcel is within the 500-foot boundary.

The primary purpose of this designation is to guard against water quality degradation by managing erosion and surface water runoff, reducing impervious surfaces in developments, and implementing effective setbacks from shorelines and surface water corridors. Recognizing that development demand in these areas is high, additional measures must be in place to protect surface water quality.

The secondary purpose of the Shoreline designation is to provide continued development in areas adjacent to the shoreline of a lake, river, or stream and to promote design standards that enhance natural shorelines and retain view sheds. This designation recognizes existing residential patterns of small-acreage parcels and encompasses larger parcels that are surrounded or adjacent to platted lands of the same.

Cluster subdivisions and increased setbacks will be encouraged to ensure the preservation of views of the natural shoreline.

Non-residential uses should be limited to services needed to support resource, seasonal, shoreline, and recreational uses.

***Characteristics:***

1. Environmental protection of surface and subsurface water quality is essential. Promote lake view sheds and natural character of the shoreline.
2. Housing is primarily single-family and dispersed so as to protect water quality; however, housing would be allowed to infill corresponding to the densities of surrounding properties.
3. Economic activity includes some resource production and limited commercial services that are related to marinas or services to support seasonal or shoreline development.

**Transitional**

The purpose of this designation is to reserve land for future annexation into an incorporated area. This designation encompasses those lands suitable to reserve for future annexation within an incorporated area. The boundary encompasses designated lands that may not be required for urban use during the term of this plan, but are important for the future expansion of the cities and are at least 1,000 feet from an incorporated boundary. These areas will have limited development that should be easily redeveloped when annexed into the cities.

The Transitional designation identifies areas that may be appropriate for urban development and inclusion in the future when circumstances are appropriate. The Transitional designation enables the city to plan and phase growth based on the need and ability to provide the necessary facilities and services to support additional growth.

The Transitional designation is tailored for each area to the Area of City Impact for which it is applied, recognizing the different physical, location, and service limits associated with each area. These limits will affect the timing of future

development and will influence the character of development in the Transitional designation.

***Characteristics:***

1. Housing remains sparse in anticipation of city annexation and development.
2. Economic activity would be available in the nearby urban area.
3. Environmental protection is preserved by the low population density.

**Border**

This designation is located within Areas of City Impact and immediately adjacent to city boundaries. The purpose of this designation is to allow very limited development that ensures future city expansions can be accomplished in an effective, orderly and logical fashion. Prior to annexation, these areas are generally suitable for agricultural pursuits and/or single family development on existing lots. Until annexation has occurred and until city services can be provided, these areas are generally not expected to be intensely developed or further subdivided. Once annexed, consistent with the city's long-range plans, the areas within this designation are ultimately expected to be served by urban services which will then facilitate its further development and urbanization.

***Characteristics:***

1. Housing limited to single-family dwellings, accessory structures, and minor associated accessory uses.
2. Economic activity limited to environmentally safe resource production and activities (logging and farming, etc.).

**Village**

The primary purpose of providing the Village designation is to: 1) allow for an annual public review and decision making forum where projects not yet fully contemplated or enumerated under existing plans and regulations can be reviewed and considered; and, 2) to effectuate innovative project designs of such

proposals, to promote open space to prevent sprawl, mitigate impacts, and encourage developments that complement the overall intent of this Plan when deemed appropriate. Although there are likely many concepts that could potentially be considered under this designation, one example is more specifically described in the Community Design chapter, which is referred to as a “rural village”. Regardless of the ultimate scope of any particular proposal, Villages shall consist of some, if not all, of the following attributes:

1. The community is self-contained. This means it provides, administers and when deemed practical, operates its own critical services and is self-funded.
2. The community is comprised of contiguous acres under single ownership or control.
3. The community contains special amenities, including recreational opportunities found in a “destination resort” that attracts its residents.
4. The community engages in careful land use planning, including clustering and other devices, to preserve natural habitats in non-urban locations, and incorporates other land use/building devices in urban locations to enhance that location.
5. The residential types of communities provide a variety of housing in discreet neighborhoods ranging from multi-family, condominiums, to single family homes.
6. The proposed Village considers the existing employment and future staffing needs during the planning process. Consideration should include, but is not limited to, using the existing local work force and providing housing options in the Village for employees and/or staff.

The Village differs from all other developments because its size, development intensity, its potential for a variety of uses, its location or proximity to existing uses, or that it may be anticipated to have broader implications or requirements than many smaller or preauthorized projects. It is the expectation that

such proposals will clearly and fully identify the core attributes and focus of the community, which are typically expected to be an appreciable distance from a municipality or Area of City Impact. The residents of Kootenai County have requested input into these types of developments and the ability to have an initial review of the total project scope at the Comprehensive Plan level. Therefore, additional areas may from time to time be mapped in the future. However, until approved through the Comprehensive Plan amendment process, this Plan continues to encourage and promote development as contemplated in the Plan and as mapped in the Future Land Use Map. The Village requirements do not apply to projects which are otherwise permitted at the time of application and do not form a new “village” as contemplated by the Village designation.

### ***Characteristics:***

1. Housing ranges from single family homes, condominiums, apartment buildings, and affordable or workforce housing.
2. Critical services are self-sufficient and self-funded and when deemed practical include fire, police, emergency and garbage.
3. Environmental values include critical wildlife habitat, wildlife travel corridors, habitat connectivity, water quality/quantity from both surface and sub-surface uses, and provision for maintaining public open space are essential.
4. Economic activity involves commercial business that would typically be found in a self-sustaining town/development and light industry that does not negatively impact the environment.

### ***“Predetermined” Village***

In order to promote countywide development options and a variety of housing opportunities, in recognition of the expressed public interests and acknowledging the unique conditions that currently exist, one location has been “predetermined” and mapped as a Village, which is the Worley/Highway 95 location. In order to provide a vision and general scope for

this predetermined village, the following shall serve as a starting point for future planning efforts initiated by the owners/developers of this site. Moreover, it is fully expected and anticipated that the Village goals, implementation strategies and policies will be utilized in those efforts. However, until such time as these planning efforts are completed, interim development should be allowed when determined not to be in conflict with the intent of the Village designation. At a minimum, and in addition to attributes listed in 1 through 6 above, Villages are contemplated to:

1. Contain a limited range of uses that are shown to be necessary or supportive in their respective outlying areas and are conducive to maintaining services to the community.
2. Public sewer and water systems must be available within the community.
3. With the exception of tourist based activities, generally uses within these designated sites must provide or further the focal point of the community and not provide services designed to draw from or replace services provided by residential or urban designations.
4. With the exception of the Worley/Highway 95 community, these sites do not envision big box retail stores, shopping malls, or fast-food outlets.
5. Generally, these sites envision small-scale offices, limited industry, and limited retail associated with providing direct services to the community.
6. Future development regulations may require a maximum size of each non- residential structure to ensure a community design conducive to a “village type atmosphere”.
7. Any new lot creation and subdivision in these sites is encouraged to use such design methods such as clustering to minimize impacts on sensitive portions of the site, promote open space and reduce the need to extend services such as roads and utilities over long distance.

## Interpreting Land Use Maps

Boundaries and identification of land use boundaries established under this Plan are shown on the Future Land Use Map. Land use designations are generally shown using colored shading superimposed on lighter lines designating platted lot lines, streets, and other physically identifiable ground features. In some cases, specific distances or other references to a boundary line are specified. When the exact location of a land use designation boundary line is not clear, it shall be determined by the Director of Building and Planning, with due consideration given to the location as indicated on the Future Land Use Map, Area of City Impact mapping, parcel mapping, and other data contained in the County’s Geographic Information System (GIS).

To the greatest extent possible, boundaries of land use designations were drawn so as not to bisect parcels. Except for parcels divided by ACI or Resource Land designation boundaries, where a land use designation boundary shown on the Future Land Use Map divides a lot of record at the time of adoption of this Comprehensive Plan, the property owner shall have the option of choosing either of the two designations to apply to the entire parcel area or may subdivide the lot to retain both designations as mapped, provided that all of the standards and requirements, including relevant density and dimensional requirements, and performance standards can be met.

Where an ACI boundary divides a lot of record at the time of adoption of this Plan, the entire parcel area shall be deemed to lie within the ACI boundary. During future annual updates of the Plan of the County and the affected city or town, the property owner may petition for removal of the entire parcel from the ACI in accordance with the required amendment processes. Alternatively, the property owner may subdivide the lot to retain both designations as mapped, provided that all of the performance standards and requirements, including relevant density and dimensional requirements, can be met.

Where a resource land boundary divides a lot of record at the time of adoption of this Plan, the entire parcel area shall be deemed to lie within the Resource Land designation.

Parcels of land determined by the Building and Planning Director to be a technical mapping error (other than those listed herein) may be re-designated to the next least intensive land use designated for parcels contiguous to the subject parcel. This determination shall be made with consideration to the location of adjacent land use designations as indicated on the Future Land Use Map, parcel mapping and other data contained in the County's Geographic Information System (GIS).

Parcel boundary modification activities, such as "lot-line-adjustments" or "subdivisions", that are completed after the date of adoption of this plan and that result in a lot(s) being divided by a land use designation, shall not be considered a basis for adjusting the land use designation boundaries except as may be approved through a Comprehensive Plan amendment.

This Plan's land use designation review process is not intended to change any of the land use designation criteria used as part of the Plan, including, but not limited to those criteria that allow inclusion of some parcels that may not individually appear to meet a particular land use designation. The procedures and timelines for processing amendments will follow those as prescribed in the Plan and resulting development regulations, except as stated above.



### Future Land Use Map

The land use areas depicted in the Future Land Use Map represent a long-range vision of community development (see Future Land Use Map). It should be noted that the Future Land Use Map is not a zoning map but rather a depiction of appropriate, suitable, and desired land uses throughout the County as defined by the general land use designations outlined in this chapter. Moreover, the Future Land Use Map has the potential to be supplemented at a later date with additional mapping efforts within specific planning areas, such as the Rathdrum Prairie or Villages, etc.

The map displays the relationships between parcels and the distribution and allocation of land by use in a composite presentation. The Future Land Use Map is most valuable as a planning tool to:

1. Ensure that the County is thoughtfully planned for the continued success of the local economy; and,
2. Ensure compatibility of uses; and,
3. Protect property values; and,
4. Reflect the vision of the community; and,
5. Conserve the natural resources located within the County.

To fully implement the Plan and its Future Land Use Map, the County must change, by ordinance, development regulations and zoning map consistent with the Plan's text and land classification areas.



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## LAND USE 5-26

**GOAL:** To adopt land use regulations that are consistent with the comprehensive plan and promote public health, safety and general welfare in the unincorporated county.

### General Policies:

1. Continue to work with Panhandle Health District and other appropriate agencies to establish effective regulations for infrastructure improvements such as water and wastewater treatment for any development in the unincorporated areas of the county to protect ground and surface water resources and to protect the public health and welfare.
2. Establish regulations and procedures to require that development of a certain size demonstrates adequate water sufficiency by working with Idaho Department of Water Resources (IDWR), the Idaho Department of Environmental Quality (IDEQ) and others to develop methodologies developers can use to estimate groundwater and surface water needs to determine if sufficient water will support the new development without negatively impacting surrounding land owners and the hydrologic system.
3. Ensure development has or can have adequate internal infrastructure and that the developer pays a proportional share of the off-site costs.
4. Review new and emerging technologies for possible inclusion in county regulations.
5. Recognize Kootenai County as an area of high potential for wildfire and increase county-wide awareness and responsiveness to this threat through education and regulation as appropriate, such as found in Firewise concepts, and coordinate with agencies to develop a county wildfire protection plan, including access and egress routes.
6. Adopt regulations for future oil and gas exploration, drilling and extraction.

**Objective 1A (Rural Character):** Foster rural and community character by encouraging open

space, public resources, forestry, agriculture, and low-intensity development.

### Policies:

1. Encourage and provide guidelines for the voluntary retention of open space through resource-based activities such as farming, forestry, mining, rural residential development, tourism, outdoor recreation and other uses through such means as buffers, setbacks, or other measures.
2. Determine the public's definition of rural character and use agreed upon rural character principles and/or standards to review zoning and land use regulations.

**Objective 1B (Rural Community):** Foster existing rural communities and character by encouraging land uses to be consistent with existing development, voluntarily retained open space, and allowing commercial uses that serve local residents and harmonize with these communities.

### Policies:

1. Encourage preservation of voluntary open space and a rural residential lifestyle.
2. Encourage standards for housing that complement rural communities.
3. Commercial development in rural communities should serve local residents and harmonizes with communities.
4. Allow, to the greatest extent possible, rural property owners reasonable economic opportunities for the use of their land.

**Objective 2 (Areas of City Impact):** Renegotiate Area of City Impact agreements to reduce their sizes based on realistic municipal growth projections and infrastructure extension plans and develop policies that, to the degree possible, keep these areas rural until annexed.

### Policies:

1. Renegotiate Area of City Impact Agreements with various municipalities so they reflect realistic growth and annexation plans and define the ACI county/municipality governance protocol.

2. Support municipal annexation which is in compliance with the adopted Area of City Impact agreement.

3. Encourage the preservation of low-density development, voluntary open space, historical sites and agricultural practices within ACIs.

4. Encourage industrial and commercial development to occur within cities rather than in ACIs.

5. Investigate and, where appropriate, adopt intergovernmental agreements with municipalities and agencies that standardize infrastructure.

**Objective 3 (Single-Family and Multi-Family Individual Residences):** Adopt policies that maintain rural residential characteristics found in the county and set standards for residential development in various zones.

*Policies:*

1. Establish, where warranted, various rural residential zones after reviewing existing zoning, parcel sizes, development history, density, access, hazardous areas, infrastructure and the need for regulations.

2. Evaluate development regulations and land use permitting procedures to assure that regulatory processes minimize applicants' costs, are understandable and predictable, and can be accomplished in a timely manner.

3. Review and revise, where warranted, standards such as setbacks, height restrictions, etc. that foster rural character and implement goals and policies of the comprehensive plan.

**Objective 4 (Residential Subdivision Developments):** Meet the varied health, safety and welfare needs of subdivision residents through consideration of different types of

transportation modes, utilities, fire prevention measures, water conserving landscape strategies, parks, and the voluntary inclusion of open space and wildlife passages in residential subdivision developments.

*Policies:*

1. Consider and, where warranted, develop regulations where applicants for major development proposals of 50 or more residential units, including but not limited to planned unit developments and conservation subdivisions, shall consult with nearby landowners and neighborhood groups prior to submitting their applications.

2. Subdivision developments of 50 or more residential units in rural areas should be designed to preserve, where warranted, resource lands, wildlife habitat and, voluntarily, open space.

3. Allow cluster housing if it protects the environment, fits in the neighborhood and does not require urban services.

**Objective 5 (Commercial Development):** Permit commercial development in unincorporated areas of the county where adequate public infrastructure and transportation corridors are or will be available and where such development complements the surrounding character.

*Policies:*

1. Allow limited commercial development which complements and preserves rural character and has adequate infrastructure.

2. Maintain, where warranted, regulations for home-based businesses and cottage industries in the rural county.

**Objective 6 (Industrial Development {Including Mining}):** Allow industrial development, beyond the cottage industry scale, only where appropriate and where necessary public and transportation infrastructure is available.

Policies:

1. Require, where appropriate, industrial development to have adequate access to transportation corridors, a sufficient water supply, noise and odor mitigation protocols, wastewater treatment and disposal facilities, and other necessary supporting infrastructure, and buffering to harmonize with surrounding land uses.
2. Support the agriculture industry including establishing siting standards and regulations for confined animal feeding operations.
3. Require mineral extraction/mining operations to provide a plan which includes a description of the area to be mined, the volume to be mined, the timeline for mining, effective ways to mitigate impacts (including buffering and wastewater treatment) and a land reclamation plan.
4. Maintain procedures and regulations to review and permit mining as an overlay zone or conditional use permit.

**Objective 7a (Development in or Adjacent to Public Resources):** Establish through a public process, regulations and practices that protect water quality and public resources.

Policies:

1. Review areas where land use development has negatively affected water quality or quantity and use this information to determine other potentially affected areas.
2. Determine areas adjacent to water bodies that are environmentally sensitive and develop appropriate land use regulations to protect water quality.
3. Develop and coordinate shoreline management plans/regulations for lakes, rivers and streams with other agencies, local groups and individuals.
4. Provide, where it is appropriate, setbacks and other means to protect wetlands, shorelines and

riparian areas to preserve fish and wildlife habitats and water quality.

5. Update and apply site disturbance, land development and storm water controls for development near water bodies to protect water quality.

6. Development near public resources should be developed in a manner that minimizes potential conflicts by such means as clustering, adequate shoreline buffers, site disturbance and storm water control measures, standards for building above aquifers, in flood plains and on steep slopes and unstable soils where appropriate.

7. Encourage Panhandle Health District and other agencies to require upgrading wastewater treatment systems to current standards upon redevelopment or when these systems fail in order to protect water quality. Continue to work with Panhandle Health District and other appropriate agencies to establish effective regulations for infrastructure improvements such as water and wastewater treatment for any development in the unincorporated areas of the county to protect ground and surface water resources and to protect the public health and welfare.

8. Require development of a certain scale to estimate all groundwater and surface water needs including their source and quantity and the effect of water uses on surrounding land owners and the hydrologic system. Consider and, if warranted, establish regulations and procedures to require that development of a certain size demonstrates adequate water sufficiency by working with Idaho Department of Water Resources (IDWR), the Idaho Department of Environmental Quality (IDEQ) and elsewhere to develop methodologies developers could use to estimate groundwater and surface water needs to determine if sufficient water will support the new development without negatively impacting surrounding land owners and the hydrologic system.

**Objective 7b (Development in or Adjacent to Public Resources):** Provide access to water bodies and other recreational areas.

Policy:

Identify access points to water bodies and other recreational areas and acquire them through purchase, access easements and other means.

**OBJECTIVE 8 (Public Facilities):** Coordinate with public facility providers to encourage the location of facilities and construction so they harmonize with an area's natural landscape and rural character.

Policies:

1. Encourage public service providers to identify and evaluate their ability to meet their long-term needs arising from land development.

2. Support the adopted Coeur d'Alene Airport Master Plan.

**Objective 9 (Zoning):** Provide zoning and other land use regulations the highest degree of certainty regarding allowed uses while, at the same time, protecting property rights and public health, safety and general welfare.

Policies:

1. Maximize those uses permitted outright in zoning by specifying all conditions or standards that must be met.

2. Limit those uses which require unspecified conditions to situations where the need for conditions is demonstrated.

3. List in applicable zoning district sections all applicable conditions or performance standards required for conditionally allowed uses.

## **GOALS AND POLICIES**

The goals and policies in this chapter are intended to articulate the community vision toward the region's land use and not be regulatory, but provide specific guidance for the adoption and implementation of development

regulations which will ensure conformity with the Plan.

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## **COUNTY-WIDE**

### ***Unincorporated Lands***

**GOAL 1:** Development will be allowed in unincorporated areas that are planned and developed in an orderly and cost effective manner.

### ***Policies and Implementation Strategies***

LU 1A. Develop regulations which encourage preservation of open space and a rural residential lifestyle with limited development in areas that cannot reasonably be served by public sewer systems.

## LAND USE 5-30

~~LU 1B. Develop regulations for densities and lot sizes for rural residential development to allow only development that is of a rural character outside of Villages.~~

~~LU 1C. Review land use and permitting procedures to assure that regulatory processes are understandable and predictable, and can be accomplished within reasonable time periods and cost.~~

~~LU 1D. Consider innovative planning and land use techniques for residential development using density incentives, transfer of development rights, clustering, planned unit developments, and long platting procedures. The County may include consideration of the following:~~

- ~~a. Appropriate buffer widths from property boundaries, existing and potential rural and resource uses, other residential development, rights-of-way, and other factors;~~
- ~~b. Design to preserve environmentally sensitive areas and to harmonize with topography and landscape features;~~
- ~~c. Design to preserve in place and protect significant historical sites;~~
- ~~d. Design to maintain or enhance predominant rural character, scenic views, and open space corridors;~~
- ~~e. Need, feasibility, and cost of public service delivery to the cluster development;~~
- ~~f. Maximum number of residential units to be accommodated in individual clusters;~~
- ~~g. Potential use of density bonuses as an incentive to encourage cluster development; and~~
- ~~h. Minimum site size.~~

~~In considering innovative techniques such as clustering, the County may:~~

- ~~1. Establish a task force to help develop a clustering program;~~

- ~~2. Develop techniques to monitor the impact of a clustering program (i.e., record and track the numbers and locations of clustered housing);~~

- ~~3. Limit areas where clustering would be allowed; and/or~~

- ~~4. Limit or cap the total number of clustered lots allowed.~~

~~LU 1E. Consider a transfer of development rights (TDR) program for residential development. TDR programs permit the “right to develop” to be severed from one property (the “donor” site) and transferred to another location (the “recipient” site). The donor site is preserved in its existing state, and the recipient site may be developed at a higher density than otherwise established. A properly devised TDR program could provide incentive for preservation of resource and rural lands in the County.~~

~~A TDR program may include, but not limited to, consideration of the following:~~

- ~~a. Identification of appropriate “donor” and “recipient” sites. TDRs may be limited to specific parcels, land use designations, or geographic areas;~~
- ~~b. Identification of an appropriate number of units that may be transferred consistent with maintaining land use compatibility and that are necessary to create an effective incentive;~~
- ~~c. Provisions for protection of significant landscape features and historical sites, environmentally sensitive areas, scenic views, rural character, and open space corridors;~~
- ~~d. Measures necessary to ensure that land use impacts to properties adjacent to the recipient site are mitigated; and~~
- ~~e. Monitoring and evaluation procedures to ensure that proposed recipient sites have adequate public services and facilities to~~

~~absorb the additional development and that rural character is maintained.~~

~~LU-1F. Develop regulations, that provide for density limitations, density transfer or denial of development where physical constraints or hazards exist. Such constraints or hazards may include flood hazards, unstable soil and geological conditions, steep slopes, and other dangerous characteristics.~~

~~LU-1G. Develop regulations that encourage rural development to have access to a road that complies with highway district road standards.~~

~~LU-1H. Develop regulations that identify when new or modified development adjacent to existing uses should provide screening and other site design techniques to mitigate impacts on existing development.~~

~~LU-1I. Encourage rural development to minimize adverse impacts on the natural environment and resource land uses.~~

~~LU-1J. Evaluate actions and policies that allow hazardous materials to be utilized and/or stored in the County, or that allow such materials to pose a threat to residents and the environment due to the proximity of such materials.~~

~~LU-1K. Amend the County's zoning map, as needed to be consistent with this Plan, as may be amended, including any future sub-area plans.~~

~~LU-1L. Promote the cooperation of the County and the Coeur d'Alene Tribe in developing policies, plans and planning processes for lands within the reservation boundary.~~

~~LU-1M. Promote cooperation and coordination for land use decisions beyond County limits that may have a significant effect on development in the County. Recognize and coordinate with regional planning efforts.~~

~~LU-1N. Work with cities and other agencies to establish a process for regular communication and coordination about the location and provision of services to areas where future~~

~~growth is expected to occur. Also address the sequence and timing of future growth,~~

~~LU-1O. Develop regulations as needed to require provision of open space, greenways, bicycle paths, and pedestrian linkages between existing or planned parks, schools, neighborhoods, and shopping areas as new development and growth occurs.~~

**GOAL 2:** ~~Recognize development approvals that have been granted but may not have yet been constructed or acted upon, such as subdivisions, planned unit developments, conditional use and other special use permits, that are non-conforming with the goals of this Plan, Future Land Use Map, and/or subsequent development regulations, unless they pose a direct threat to public health and safety.~~

### ***Policies and Implementation Strategies***

~~LU-2A. Retain the development rights of legal lots of record with residential development rights that exist on the effective date of this Plan, provided that:~~

- ~~a. No direct threat to public health or safety exists;~~
- ~~b. The scope of the non-conforming use or inconsistent land development, land activity, and/or land use does not expand; and~~
- ~~c. The non-conforming use or inconsistent land development, land activity, and/or land use is not abandoned for an extended period, which in most cases should be deemed to be one year. Non-conforming structures that are destroyed by fire, earthquake, flood, or other natural or manmade event may be reconstructed as long as a building permit for such reconstruction is approved within a reasonable period of time, which in most cases should be deemed to be one year.~~
- ~~d. If the scope of the non-conforming use or inconsistent land development, land activity, and/or land use diminishes for an extended period, which in most cases should be deemed to be one year, the lesser scope of~~

~~the inconsistency should not be allowed to subsequently expand.~~

- ~~e. Special types of non-conforming land development, land activities, and/or land uses that may create a nuisance or negatively affect public health, safety, and welfare should be “grandfathered” only for a fixed period of time. This period of time will generally equal the useful life reasonably expected of the non-conforming use.~~

~~LU 2B. Recognize the continuing validity of variances, special use permits, planned unit developments, and conditional use permits that were approved prior to the effective date of this Plan.~~

~~**GOAL 3:** Rural areas should generally be developed at low levels of intensity so that demands will not be created for high levels of public services and facilities. County requirements for housing in rural areas should encourage residential development that is compatible with natural resource based economic activity, fish and wildlife habitats, open space, outdoor recreation, protection of significant historical sites, rural service levels, and generally with the rural character.~~

### ~~*Policies and Implementation Strategies*~~

~~LU 3A. Develop regulations which establish lower densities in designated areas to ensure a rural quality of life for residents.~~

~~LU 3B. Cluster housing may be used in a manner that protects the environment if it is determined to fit the neighborhood.~~

~~LU 3C. Develop regulations which encourage design standards for new housing development that complement the rural nature of the community.~~

~~LU 3D. Develop, formalize or adopt procedures to incorporate provisions of future open space plans into the land use development review process and other land use decisions.~~

~~LU 3E. Remote land uses in rural areas that are related to farming, forest management, mining, rural residential development, tourism, outdoor recreation, and other open space activities.~~

~~LU 3F. Encourage residential development in rural areas on lands that can physically support it without requiring urban services.~~

~~LU 3G. Encourage proposed development near designated resource areas to be developed in a manner that minimizes potential conflicts. Mechanisms such as clustering, buffering, and deed notification should be used.~~

~~LU 3H. Develop regulations which provide for a variety of rural densities to:~~

- ~~a. Maintain rural character, farming, forestry and mining;~~
- ~~b. Buffer natural resource lands;~~
- ~~c. Retain open space;~~
- ~~d. Minimize the demand and cost of public infrastructure improvements;~~
- ~~e. Allow rural property owners reasonable economic opportunities for the use of their land.~~

~~LU 3I. Develop regulations which encourage affordable housing opportunities that are compatible with rural character.~~

~~LU 3J. Discourage new residential development within the rural area from negatively affecting or causing the conversion of farming, mining, or timber activities. Buffers between the residential uses and the natural resource based uses should be provided.~~

~~LU 3K. Encourage efficient resource operations and production methods that are based on sustainable and best management practices.~~

~~**GOAL 4:** Support the agricultural industry and preservation of prime agricultural land in the unincorporated areas of the County.~~



***Policies and Implementation Strategies***

~~LU 4A. Develop a “right to farm” ordinance and apply its provisions to all farms within rural lands.~~

~~LU 4B. Develop regulations which encourage protection of agricultural land on prime agricultural lands zoned for rural residential use through buffering, fencing, anti-nuisance requirements, and laws, and other strategies.~~

~~LU 4C. Analyze the creation of development regulations which require a “notice to title” statement recorded prior to or concurrent with obtaining development permits for properties within a prescribed distance of agriculture uses.~~

~~LU 4D. Develop regulations which allow for schools, churches, and other public and quasi-public uses to be in rural areas, provided such uses primarily serve the needs of the rural community. Such uses should be encouraged to locate on land not classified as prime agricultural land.~~

~~LU 4E. Develop regulations which encourage agricultural related industries, including those related to the production, processing, and sale of food and fiber, to locate in the rural areas on land not classified as prime agricultural land.~~

~~LU 4F. Consider dust, noise and odors normally associated with agricultural pursuits acceptable in rural areas. Non-agricultural development should not restrict adjacent agricultural operations.~~

~~LU 4G. Develop regulations which allow permanent housing in rural agricultural areas to meet the needs of farm families and farm workers and establish criteria that would allow for additional temporary and/or permanent farm residences for farmers, immediate relatives, and/or farm workers.~~

~~LU 4H. Develop regulations that recognize part-time farming as an appropriate and acceptable use of smaller parcels of agricultural land. As land prices rise, specialty farming operations~~

~~may become more appropriate and viable agricultural uses.~~

~~LU 4I. Develop regulations which provide for farm-related activities that provide additional income to the farm operation may be allowed through conditional use permitting procedures in those areas of the County that remain rural in anticipated use and do not interface with either Villages or rural transitional uses.~~

~~LU 4J. Promote preservation standards and incentives that protect the long term use of land with prime agricultural soils, used for existing agricultural operations, and designated for rural use.~~

~~LU 4K. Develop regulations which provide opportunities for and encourage small scale or specialized agricultural operations in the unincorporated part of the County. Address community supported agriculture in rural areas and areas of city impact.~~

~~LU 4L. Develop regulations which review the siting standards and regulations for confined animal feeding operations.~~

**~~GOAL 5: Promote the provision of public facilities, services, roads, and utilities that are consistent with a rural character and lifestyle.~~**

***Policies and Implementation Strategies***

~~LU 5A. Discourage urban government services from expanding or extending to rural areas outside of cities, except in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development.~~

~~LU 5B. Allow community systems or decentralized treatment systems to be used in rural areas if consistent with the rural character and lifestyles.~~

~~LU 5C. Allow individual on-site septic systems or other methods approved by the applicable~~

agencies if consistent with the rural character and lifestyles.

LU-5D. Encourage Panhandle Health District and/or Idaho Department of Environmental Quality to, routinely inspect on-site septic systems to determine the location and causes of failing systems.

LU-5 E. Promote wise use of public funds in rural areas by encouraging service providers to establish rural facility and service standards that are consistent with rural densities and uses.

LU-5 F. Develop regulations that promote public facility and other related costs of new development are borne primarily by new residents and/or developers.

LU-5 G. Encourage growth in areas where public investments have already been made or necessary facilities, services, and utilities have been planned.

**GOAL 6:** In order to encourage early and continuous public participation, developers/landowners should meet, present, and discuss future development proposals with area landowners and neighborhood groups.

#### ***Policies and Implementation Strategies***

LU-6A. Develop regulations where applicants for major development proposals, including, but not limited to, major subdivisions, planned unit developments, and conditional use permits should consult with nearby landowners and neighborhood groups prior to submitting their applications.

LU-6B. Encourage applicants to consult with adjacent neighborhood groups prior to submitting a development application.

LU-6C. Develop and adopt procedures for engaging the public in land use planning processes, using a variety of methods to provide the flexibility to use different tools in varying situations to inform and/or solicit comments from residents and stakeholders.

## **~~Commercial, Industrial, Mining, Resource Based Uses & Activities~~**

### **~~County-Wide~~**

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**GOAL 7:** Facilitate the production of agricultural, timber and mineral products by allowing related processing facilities, limited direct resource sales and limited natural resource support services that support natural resource activities, and which are not harmful to the environment in the long term.

#### ***Policies and Implementation Strategies***

LU-7A. Conditionally permit natural resource support services to be located within rural lands. Such uses will be limited to those related to natural resource enhancement, production, or utilization, and which maintain the rural character of the area. If particular urban services are necessary, conditions shall be established which ensure that urban growth will not occur in adjacent rural or resource lands.

LU-7B. Promote the development of performance standards and mitigation measures in order to govern the intensity, siting, and design of any proposed on-site enterprise and support business to conserve natural resource lands and protect existing rural character. Performance standards may govern permitted uses regarding their impacts on soils, drainage, critical areas, traffic generation, visual impact, noise, and any other relevant criteria.

LU-7C. Develop regulations for processing facilities, limited direct resource sales, and limited natural resource support services proposed within a natural resource designation. These shall, at a minimum, require compliance with the following:

- a. The use does not substantially detract from the natural resource production on-site or in the area;
- b. The use is directly related to natural resource enhancement or production;
- c. Any other threshold criteria that may be enacted in the development regulations; and

- d. ~~The use does not substantially detract from agricultural production on-site or in the area.~~

~~LU-7D. Develop an agricultural/timber-based business ordinance to permit on-farm enterprises including, but not limited to, direct marketing of unprocessed and value-added agricultural/timber products and agricultural/timber support businesses, to allow farmers to supplement their farm income, improve the efficiency of farming, and provide employment for farm family members, provided that:~~

- a. ~~The use remains an accessory use, secondary to the primary agricultural/timber use of an actively farmed property;~~
- b. ~~The use does not substantially interfere with adjacent farming/timber operations in the area; and~~
- c. ~~Performance standards and mitigation measures are developed in order to govern the intensity, siting, and design of any proposed on-farm enterprises and agricultural/timber support businesses.~~
- d. ~~Performance standards may consider the relative impacts of the proposed use on soils, drainage, noise, critical areas, traffic generation, visual impact, and other relevant criteria.~~

~~LU-7E. Develop regulations which provide for agricultural/timber-related, home-based businesses conducted seasonally or for short duration to be allowed in rural and resource lands of the County.~~

**GOAL 8:** ~~Provide for continued existing and new small-scale commercial and industrial developments outside Areas of City Impact that are compatible with and continue to preserve, maintain, and enhance the vital rural and resource uses in the County.~~

### ***Policies and Implementation Strategies***

~~LU-8A. Allow home-based occupations and cottage industries throughout the rural area, provided they do not adversely affect the~~

~~surrounding residential uses. Site-specific standards shall be considered through the permitting process. Such uses shall only be a secondary use of the property with the primary use in compliance with the policies provided for the designation in which they are to be located. Such uses shall not require urban services.~~

~~LU-8B. Allow commercial uses in rural areas (other than small-scale home-based businesses and home-based cottage industries) with appropriate scale, bulk, which can adequately mitigate impacts to the lower densities and land uses of rural areas, such as:~~

- a. ~~Neighborhood convenience stores;~~
- b. ~~Neighborhood service businesses;~~
- c. ~~Retail stores/facilities related to and dependent on on-site natural resources, agriculture, timber and minerals; and~~
- d. ~~Commercial recreational uses.~~

~~LU-8C. Allow recreational/tourist and highway-oriented commercial and industrial facilities within a natural resource designation or a rural designation if, at a minimum, the following criteria are met:~~

- a. ~~The location of the facility would not adversely impact the natural resource production in the area;~~
- b. ~~The facility is of size and scale appropriate to its intended use and the surrounding area;~~
- c. ~~The use does not require extension of urban services.~~

~~LU-8D. Develop performance standards and mitigation measures in order to govern the intensity, siting, and design of any proposed on-site enterprise and support business to conserve natural resource lands and protect existing rural character. Performance standards may govern permitted uses regarding their impacts on soils, drainage, critical areas, traffic generation, visual impact, noise, and any other relevant criteria.~~

~~LU-8E. Allow neighborhood commercial uses outside Areas of City Impact, that meet specific development criteria in those areas related to availability of existing services, impact on surrounding agricultural or residential uses and impacts on traffic. Such uses should primarily serve the immediate surrounding area, travelers passing through, or the agricultural community.~~

~~LU-8F. Develop regulations which require applications for commercial and industrial development to conform with the adopted local, state and federal standards for:~~

- ~~a. Air emissions~~
- ~~b. Drainage systems~~
- ~~c. Effects on neighboring land uses~~
- ~~d. Employment characteristics~~
- ~~e. Environmental impacts~~
- ~~f. Fire and public safety~~
- ~~g. Nature and volume of industrial activity~~
- ~~h. Noise pollution~~
- ~~i. Odor emissions~~
- ~~j. Sewage collection and treatment~~
- ~~k. Solid waste disposal~~
- ~~l. Streets/roads/transportation~~
- ~~m. Visual impacts~~
- ~~n. Water quality~~
- ~~o. Utility services~~

~~LU-8G. Update development regulations for commercial and industrial land uses in rural areas to ensure consistency with updated Plan goals and policies; define allowable commercial and industrial uses in rural areas as part of this process.~~

~~LU-8H. Protect developed commercial and industrial activities existing at the time of adoption of this Plan through acknowledging historical land use approvals.~~

~~LU-8I. Develop regulations which require, commercial and industrial development to, use adequate wastewater treatment.~~

~~LU-8J. Develop regulations which provide for the siting of industrial sites where adequate water supply and pressure are available for fire flow and protection.~~

~~LU-8K. Develop regulations which require Industrial uses discharge water to be properly treated or pre-treated to eliminate adverse impacts on wastewater treatment facilities and the environment.~~

~~LU-8L. Allow industrial uses in rural areas (other than small scale home-based industries and cottage industries) that is appropriate to the lower densities and land uses of rural areas, such as:~~

- ~~a. Independent contracting services and storage facilities;~~
- ~~b. Industries related to and dependent on natural resources of agriculture, timber, and minerals;~~
- ~~c. Industries requiring large secluded areas away from population centers and not requiring urban services; and~~
- ~~d. Commercial recreational uses.~~

~~LU-8M. Develop regulations which provide for protection of industrial sites developed under this Plan from encroaching incompatible uses by defining allowable industrial uses in rural areas as part of this process.~~

~~LU-8N. Encourage redevelopment of vacant or underutilized existing industrial sites.~~

~~**GOAL 9:** Mitigate conflicts between mining and other land uses in rural lands.~~

### ~~*Policies and Implementation Strategies*~~

~~LU-9A. Develop regulations minimizing the potential conflict of mining operations proposed in rural areas adjacent to residential uses.~~

~~LU-9B. Require anticipated conflicts between a proposed new or modified land use and existing mining activity to be mitigated by the~~

~~newer proposed use prior to issuance of development permits.~~

~~LU-9C. Develop regulations which require residential uses developed in the area of existing mining operations shall recognize that mining activities may create situations, such as smell, noise, dust, glare, vibrations, and truck traffic.~~

~~LU-9D. Develop regulations which include setback and buffer requirements as part of new mining development proposals on lands within or adjacent to rural lands. Such buffer areas shall be of sufficient size to protect adjacent land uses from the impacts of incompatible development and to mitigate against the effects of mining operations on adjacent land uses. Such buffer shall occur on the mining parcel for which a development right or permit is being sought.~~

~~LU-9E. Analyze the creation of development regulations which require a “notice to title” statement recorded prior to or concurrent with obtaining development permits for properties within a prescribed distance of an approved mining activity.~~

~~LU-9F. Develop regulations which require agriculture lands not to be used for mining purposes unless they can be restored for agricultural purpose, through the application of segmental reclamation as mining occurs.~~

~~LU-9G. Develop regulations which require extraction industries to adequately mitigate impacts on:~~

- ~~a. Adjacent or nearby land uses;~~
- ~~b. Significant cultural or archaeological resources;~~
- ~~c. Fish and wildlife habitat;~~
- ~~d. Air and water quality;~~
- ~~e. Community aesthetics and reclamation; or~~
- ~~f. Public health and safety.~~
- ~~g. Noise levels as measured at property lines.~~

~~h. Traffic impacts.~~

~~LU-9H. Develop regulations which require new or expanded mineral resource operations to minimize and mitigate adverse impacts of mineral related activities on surrounding affected uses. Utilize and rely on the authority and expertise of state and federal permitting agencies in development, implementation, and enforcement of permit conditions.~~

~~LU-9I. Develop regulations which require that exhausted mining sites shall be reclaimed in a manner consistent with best management practices, reclamation requirements, and other requirements of this Plan.~~

~~LU-9J. Develop regulations which require that segmental reclamation of mineral extraction sites occur as the site is being mined. The site should be reclaimed for appropriate future use and should blend with the adjacent landscape and contours.~~

~~LU-9K. Develop regulations which require that mineral processing waters are not discharged to natural streams without adequate water quality treatment so as to meet all discharge standards of state and federal jurisdictions.~~

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## **LAND USE DESIGNATIONS**

### ***County-Wide Rural Lands***

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#### **“Scenic” Land Use Designation**

**GOAL 10:** ~~Create and define a land use designation named “Scenic” and map it on the County’s Future Land Use Map.~~

#### ***Policies and Implementation Strategies***

~~LU-10A. Define “Scenic” as having the lowest density in the unincorporated part of the County. Scenic areas:~~

- ~~a. Are those not typically available for development due to public land ownership;~~
- ~~b. Are characterized by activities including, but not limited to, resource-oriented timber and~~

~~mineral extraction activities and open space recreational activities;~~

- ~~c. Are too far from urban areas to enable cost-effective provision of public services, or contain land uses that do not require extension or provision of urban services;~~
- ~~d. May be outside existing main road networks and distant from existing utilities; and~~
- ~~e. May have severe soil limitations, critical areas, and/or very limited ground water.~~

~~LU 10B. Encourage the Federal, State, Tribal and local jurisdictions to maintain the land in the Scenic designation for the benefit of the Public.~~

~~LU 10C. Develop regulations that allow for the replacement of a residential structure if it is damaged or destroyed by natural causes.~~

### **~~“Resource/Recreation”~~ – *Land Use Designation***

**~~GOAL 11:~~** Create and define a land use designation named “Resource/Recreation” and map it on the County’s Future Land Use Map.

### ***Policies and Implementation Strategies***

~~LU 11A. Define “Resource/Recreation” as having the second lowest density of the designations in order to promote large acre agriculture, timber, mining, and recreational opportunities in the unincorporated part of the County. Resource/Recreation areas:~~

- ~~a. Are characterized by activities including, but not limited to, resource-oriented activities (farming, timber, and mineral extraction), open space, and residential;~~
- ~~b. Are too far from urban areas to enable cost-effective provision of public services, or contain land uses that do not require extension or provision of urban services;~~
- ~~c. Require on-site water and sewer service, may have limited fire service, or have other site constraints;~~

~~d. May be outside existing main road networks and distant from existing utilities; and~~

~~e. May have severe soil limitations, critical areas, and/or very limited ground water.~~

**~~GOAL 12:~~** Identify and protect Resource/Recreation Lands in order to encourage an adequate land base for long-term resource uses.

### ***Policies and Implementation Strategies***

~~LU 12A. Promote the protection of designated resource lands as a resource to benefit present and future generations.~~

~~LU 12B. Promote the reduction of development pressure on resource lands by directing future development in the County toward designated areas of more intense development.~~

~~LU 12C. Support and encourage the maintenance of timber and agricultural lands. Commercial timberland and farmland owners should be encouraged to retain their lands in production.~~

~~LU 12D. Discourage the establishment or expansion of utility local improvement districts or sewer, water, or public utility districts on designated agricultural lands which result in the imposition of assessments, rates, or charges on designated resource land.~~

~~LU 12E. Promote the development of residential uses in designated rural areas adjacent to resource lands that minimize potential conflicts and reduce unnecessary conversion of those resource lands.~~

~~LU 12F. Encourage the voluntary donation of conservation easements or other development restrictions to the County or a qualified, private nonprofit organization for the purpose of preserving the perpetual resource use of the land.~~

**“Country” – Land Use Designation**

**GOAL 13:** Create and define a land use designation named “Country” and map it on the County’s Future Land Use Map.

***Policies and Implementation Strategies***

LU 13A. Define “Country” as the designation with the third lowest density to maintain the rural atmosphere and rural quality of life in the unincorporated part of the County. Country areas are:

- a. Characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and open space;
- b. Typically too far from the urban area to enable cost-effective provision of public services nor do typical uses require provision of urban services; and
- c. Characterized by soil conditions able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters.

**“Suburban” – Land Use Designation**

**GOAL 14:** Create and define a land use designation named “Suburban” and map it on the County’s Future Land Use Map.

***Policies and Implementation Strategies***

LU 14A. Define “Suburban” as the designation with moderate to low density to maintain the rural atmosphere and continue the current growth patterns that exist in areas of the unincorporated part of the County. Suburban areas:

- a. Characterized by activities including, but not limited to, small-scale farms, dispersed single-family homes, and open space; and
- b. Characterized by soil conditions able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters.

**“Shoreline” – Land Use Designation**

**GOAL 15:** Create and define a land use designation named “Shoreline” and map it on the County’s Future Land Use Map.

***Policies and Implementation Strategies***

LU 15A. Define “Shoreline” as the designation generally within 500’ of waterfront. This designation will have a wide range of densities determined by many factors. It is along the lake shores and riverbanks throughout the unincorporated part of the County. Shoreline areas:

- a. Characterized by activities including, but not limited to, a mix of both dispersed and more intensely developed single-family homes, forest and open space;
- b. Characterized as being highly desirable areas for development.
- c. Characterized by having either soil conditions able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters, or having severe soil limitations.
- d. Characterized by sometimes containing wetlands, sensitive areas, and areas of special flood hazard.
- e. Characterized as being considered an important view shed.
- f. Development regulations should provide for maximum residential densities for the various designated Shoreline areas based on the predominant density of the built environment of the area, provided the land can physically support such development without requiring public sewer or water services, if not currently available.

LU 15B. Develop regulations for residential development in areas designated as Shoreline to protect water quality of adjacent water bodies;



including but not limited to requiring applicable agency review and approval.

### **“Village” Land Use Designation**

**GOAL 16:** Create and define a land use designation named “Village” and map it on the County’s Future Land Use Map.

#### ***Policies and Implementation Strategies***

LU-16A. Define “Village” as the designation that is in only one area on the map, and it has great possibilities but great burdens as well. In order to place anymore Villages they must go through the comprehensive plan amendment process. This will be very detailed and not for the faint of heart. Its vision is very broad, from a very large site specific recreation use to urban densities and urban services. All services must be planned and funding secured well in advance of the project approval.

**GOAL 17:** Allow for the development of Villages, consistent with the goals and policies of this Plan and requirements of the County’s zoning, planned unit development, and subdivision ordinances. All Villages are intended to be self-sufficient and self-supporting; conserve the existing natural resources, community, character and heritage and; must demonstrate the ability to provide and sustain the Villages utilities and services. Villages are not to be subsidized by residents living outside the Village.

#### ***Policies and Implementation Strategies***

LU-17A. Develop a Village overlay map that will be coordinated with new development regulations and reflect the intent and direction of this Plan and provide guidance to developers and governing bodies for future planning.

LU-17B. Villages should be considered for approval only when financial guarantees are provided by the developer and assurances from the appropriate public agency that essential public services will be provided, created, and financed. Villages should demonstrate that the project will have minimal impacts to the public

funding services, and is capable to provide adequate funding for operations and maintenance of essential public services, with the exception of public schools and libraries (which are funded through user fees, state tax revenues and/or general funds). Essential public services include, but are not limited to, water systems, wastewater collection and treatment systems, public safety services, schools, streets and roads, paths, and parks. Provision of public facilities should be consistent with other policies of this Plan and coordinated with other affected service providers, including, but not limited to, ITD and any water or sewer service provider with facilities within three miles of the proposed village.

LU-17C. Villages should be of a tract of land for the intended purpose of the Village and include a mixture of residential, community, and commercial land uses that provide a tax base sufficient to cover the costs of essential public services and government functions that will be needed to support the project.

LU-17D. Villages may include well-planned, pedestrian-oriented retail shops, offices, and commercial services.

LU-17E. Applicants for Villages will be required to consult and hold at least one informational meeting with nearby landowners and neighborhood groups prior to submitting their applications.

LU-17F. Applications for Villages should fully assess the land use, public service, environmental, and transportation impacts prior to submittal of application.

LU-17G. Applications for Villages should provide for an evaluation and consideration of existing conditions that identifies environmental constraints and measures to minimize impacts on natural resources, consistent with other policies detailed within this Plan, County zoning, planned unit development, subdivision ordinances, and other County requirements. Development should be designed for compatibility with the natural environment and minimize the impacts on the aquifer, aquifer

recharge areas, watersheds, hunting, geothermal resources, steep slopes, and visually sensitive areas; provide substantial open space; and be consistent with policies of this Plan and any applicable specific or future sub-area plans. Development should not be located in geologic and environmental hazard areas unless it can be shown that it can occur without threatening public health and safety.

LU-17H. Applications for Villages should provide independent technical studies for new subsurface sewage disposal systems proposed for areas with high soil permeability, shallow water tables, shallow aquifers, or geologic hazards. Villages should prevent contamination of groundwater with seepage, stormwater, and wastewater by connecting to central water and sewer and using Best Management Practices for stormwater management.

LU-17I. Villages should be required to incorporate design elements that utilize water conservation practices.

LU-17J. Villages located within urban/rural and wildland-urban interface lands should implement fire safety project design concepts and standards for new construction to reduce the threat of loss of life, structure, and property from wildland fires.

LU-17K. Villages located near shorelines should protect and preserve the natural beauty and habitat of shorelines and land abutting the river, stream or lake, established forest preserves, wildlife sanctuaries, and wildlife travel corridors. When reasonable possible, they should retain the floodway of shorelines in a natural state as a greenbelt, wildlife habitat area, and open space recreation area. They should protect shorelines floodplains, banks, related ponds, and canyon rims from incompatible development, as well as guide recreational use of those areas. Development located near shorelines should provide the continuation of shorelines greenbelt areas. Villages are encouraged to provide access points that are to the general public.

LU-17L. Development within Villages should incorporate public and private pedestrian walkways. Applicants will be encouraged to establish a continuous network of sidewalks and bicycle, pedestrian, and equestrian paths to link neighborhoods, parks, schools, and open space and to establish external linkages.

LU-17M. The applicant is encouraged to coordinate with Kootenai County Historic Preservation Commission and the Coeur d'Alene Tribe to rehabilitate and retain existing historic structures and to avoid or reduce impacts to any unique geological, archaeological, or historical sites.

LU-17N. While distinctive zoning may be necessary, whenever reasonably possible adopt consistent planning and zoning regulations to guide the development of each Village consistent with the policies of this Plan.

LU-17O. Permit the adoption of a sub-area plan for each Village as an amendment to the Plan.

LU-17P. Require appropriate design criteria to be an integral part of the development regulations created for all phases of each Village. The applicant should establish density and development standards designed to protect existing terrain, steep slopes, benches, floodways, habitat areas, habitat travel corridors, habitat connectivity, and ridge lines.

LU-17Q. Applications for Villages should coordinate with the Idaho Department of Fish and Game and the US Forest Service to identify and resolve potential problems that may arise concerning land use changes in or adjacent to critical wildlife habitat and wildlife urban interface area in proximity of the Forest boundary.

LU-17R. Villages should provide for a variety of housing types and designs, including housing necessary for on-site workforce.

LU-17S. Village are encouraged to dedicate parks and open space for public use.

~~LU-17T. In designing open space and trails, the applicant is encouraged to utilize the Kootenai County's Parks, Open Space and Trails Plan and the Forest Service Open Space Conservation Strategy Plan, to cooperate with public agencies and adjacent public/private landowners in their land management efforts.~~

~~LU-17U. Villages applications should include, but are not limited to, the contents described below:~~

- ~~a. Vision statement for the use and design of the subject site;~~
- ~~b. Series of coordinated goals, objectives, and policies implementing the aforementioned vision statement and addressing residential, commercial, and industrial development; schools; air and water quality; recreation facilities; special or sensitive areas; the provision of essential public services and utilities; and the provision of irrigation delivery systems;~~
- ~~c. Proposed distribution and intensity of land uses;~~
- ~~d. Anticipated phasing plans showing the provision of a balanced mixture of land uses;~~
- ~~e. Anticipated population at completion;~~
- ~~f. General land use map designating land use categories for the entire Villages area and depicting irrigation delivery systems, if constructed, and essential public services associated with these land uses such as: water, public safety services, wastewater collection and treatment, and public schools and streets, as determined in consultation with the respective responsible agencies;~~
- ~~g. Narrative analysis describing pre-development site conditions including, but not limited to:~~
  - ~~1. Detailed topographic map with slopes, views, and exposures;~~
  - ~~2. Geologic conditions, structure, and properties;~~
  - ~~3. Soil types, properties, and depth;~~
  - ~~4. Hydrology, drainage, watersheds, existing bodies of water, shorelines, wetlands, groundwater conditions, and irrigation delivery systems;~~
  - ~~5. Physical site dynamics and geomorphology (flooding, erosion, landslides);~~
  - ~~6. Climate and wind factors;~~
  - ~~7. Vegetation, wildlife and habitat considerations;~~
  - ~~8. Cultural resources including, but not limited to, historic and archaeological sites and finds; and~~
  - ~~9. General land use patterns on-site and within one mile of the Planned Community perimeter.~~
- ~~h. Description of central design concepts that create themes to guide land use development and to integrate a mixture of land uses. These concepts should consider careful placement of public and quasi-public land uses, ample open space areas interconnecting all phases of development with appropriate landscaping, and provision of specific guidelines for construction and placement of improvements;~~
- ~~i. Description of impacts on area groundwater quality and quantity and proposed measures to address and/or mitigate such impacts.~~
- ~~j. A map depicting any sub-areas or districts;~~
- ~~k. Design and dimensional standards including, but not limited to: principal permitted, accessory, conditional, and prohibited uses; setback areas; structure heights and bulk; building and impermeable surface coverage; lot sizes; landscape and open space areas; street frontage and street access; signage; on- and off-street parking; energy and water~~

conservation and protection; grading; and design guidelines and standards for buildings and site improvements; and

- l. Programs designed to achieve trip capture, dust control and other air quality mitigation.

LU-17V. Developers of Villages should provide, at their expense and at the time of comprehensive plan amendment request, a detailed financial and environmental-economic analysis of their project and its impacts upon the existing infrastructure and services and any costs of providing and maintaining new infrastructure or services that may be required to serve the project, including, but not limited to: public streets, school districts, fire districts, water systems, wastewater collection and treatment systems, air quality programs, water quality programs, solid waste disposal, law enforcement, recreation, wildland-urban interface, and open space, irrigation districts, library districts, and emergency medical services; and the costs of mitigation of short-range and long-range tax and fee shortfalls.

LU-17W. Required studies associated with Villages applications and agency comments will be considered current and acceptable for a reasonable period of time from the date of original application submittal. The Director, Commission, or Board may make a determination that significant changes in conditions have occurred that may require updating, new analysis, or studies of specific issues.

LU-17X. Encourage innovative forms of development to; provide opportunities for the development of neighborhoods.

LU-17Y. Commercial areas within Villages should not be located near existing or planned elementary, junior high school or high school areas without the opportunity for school district input.

LU-17Z. Prior to or concurrent with approval of a Village, its location should be reflected in the County's Comprehensive Plan. Planning for transportation improvements necessitated by the

community should also be coordinated concurrently with all affected highway districts and ITD, and any needed updates to its long-term capital improvements plan should be identified.

LU-17AA. To perpetuate and conserve the wildlife resources, Village developments should be designed to mitigate impacts to wildlife or habitat values through development or design standards related to habitat enhancement, open space preservation, conservation or development easements, or other means.

LU-17AB. In determining allowed residential and mixed-use densities in Villages, the County should consider the adequacy of public facilities, consistency with Kootenai Metropolitan Planning Organization (KMPO) long-range transportation plans, proximity to existing employment centers, and physical site conditions, as well as the availability of a supply of water.

LU-17AC. Village should be required to minimize adverse impacts on adjacent lands through techniques such as buffering, vegetative screening, location of open space, landscaping, traffic calming, or other mechanisms.

LU-17AD. Identify location criteria for future Village, such as availability of an adequate long-term water supply or ability to obtain water from another service provider, relative degree of environmental constraints, and other factors.

LU-17AE. Work with adjacent counties, including Spokane County, to develop a process to jointly review Village proposed in areas that cross county or state lines.

LU-17AF. Regularly assess the level of development occurring in Village for consistency with approved plans.

LU-17AG. Discourage the conversion of Scenic designated land to a Village Designation.

LU-17AH. The development of Villages near areas of city impact may be considered when the adjacent and/or neighboring cities agree that the

~~proposed development fits their long range planning. Careful coordination is required with the cities to make appropriate policy decisions in these areas.~~

~~LU 17AI. Develop regulations to establish procedures and requirements for mitigating impacts of Villages on adjacent uses, including through buffering, screening, open space provision, transitional uses, and other means.~~

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## **AREAS OF CITY IMPACT**

### ***County-Wide ACI Lands***

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**GOAL 18:** ~~Encourage urban growth within City boundaries, and protect ACIs in order to allow the future expansion and redevelopment to city standards following the annexation process.~~

### ***Policies and Implementation Strategies***

~~LU 18A. Encourage urban density development within cities.~~

~~LU 18B. Encourage urban infill where possible to avoid sprawl and leapfrog development, thereby conserving fringe open lands.~~

~~LU 18C. Encourage growth in cities already characterized by urban growth that have the appropriate level of existing urban level public services and facilities, or where urban level public services can be provided as a requirement of development.~~

~~LU 18D. Consider lands designated within ACIs as “joint planning areas.”~~

## **“Border” and “Transitional”**

### ***Interim Land Use Designations***

**GOAL 19:** ~~Create and define interim land use designations within ACI’s until ACIs can be renegotiated with the cities and map it on the County’s Future Land Use Map.~~

### ***Policies and Implementation Strategies***

~~LU 19A. Create and define “Border” as an interim designation that includes parcels immediately adjacent to the incorporated city~~

~~boundaries, within 1000 feet. This area should be limited to residential development on existing lots. No subdivision should be allowed. Border areas:~~

~~a. Are parcels immediately adjacent to incorporated boundaries of cities, within 1000 feet and should include the entire parcel even if it extends beyond the 1000 feet; and~~

~~b. Are anticipated to be annexed within a 20 year window; and~~

~~c. Are deemed necessary to hold in reserve for potential future inclusion within a city in response to current or future planning decisions defined by the city, and~~

~~d. Due to their proximity to the city, these areas can more easily provided municipal services to support future development.~~

~~LU 19B. Create and define “Transitional” as an interim designation that includes parcels inside an existing ACI wholly located outside the interim Border designation. They are important for the future expansion of the cities and should only allow limited development that can easily be re-developed when annexation occurs. Transitional areas:~~

~~a. Are parcels beyond 1000 feet of an incorporated city boundary that is eventually expected to be annexed and redeveloped with urban densities; and~~

~~b. Are characterized by a wide-ranging mix of uses and residential development, scattered residences, various-sized undeveloped tracts in agricultural or timber use or production; and~~

~~c. Are an interim measure of preventing the establishment of land uses or land use patterns that could foreclose planning options and eventual development or redevelopment at higher urban densities and uses.~~

~~**GOAL 20:** Designated Areas of City Impact should cumulatively provide the area and densities sufficient to permit the urban growth that is projected to occur in the county over the succeeding 20 years.~~

~~***Policies and Implementation Strategies***~~

~~LU-20A. Encourage the cities and County to cooperate in the preparation of ACIs.~~

~~LU-20B. Renegotiate the coordinated Areas of City Impact agreements in a timely fashion.~~

~~LU-20C. “Long-term” land use designations within the ACIs should be established and included in this Comprehensive Plan through future collaborative planning efforts (sub-area plans) with the applicable cities. Said designations should be guided by the Goals, Policies, and Implementation Strategies within this Comprehensive Plan and that of the respective cities, as they may be amended.~~

~~LU-20D. Consider and encourage the use of the following factors when determining ACI boundaries:~~

~~Recent growth trends and projected growth of the applicable city;~~

~~The availability of essential public services; and,~~

~~Intergovernmental agreements between the County, subject city and applicable service providers; and,~~

~~a. Urban services should be provided by cities or special districts; and,~~

~~b. Land within a ACI should not contain areas designated for long-term resource use; and,~~

~~c. Include sufficient buildable land for residential, industrial, commercial, and other public uses and needs during the 20-year planning window; and,~~

~~d. Natural features and historical sites should be utilized/considered to define boundaries; and,~~

~~k. Consider the cities CIPs and anticipated financial capability to provide the services and facilities needed to serve the ACI over the planning period; and,~~

~~l. Consider citizen preferences for inclusion in an ACI, based on broad-based community interests; and,~~

~~m. Develop densities that reduce the inappropriate conversion of undeveloped land into sprawling, low-density development; and,~~

~~n. Develop a clear distinction between urban and rural lands; and,~~

~~o. Additional factors as determined through continuing discussions between the cities and County.~~

~~LU-20F. Assist the corresponding city(s) with monitoring ACIs to ensure that land supply is not being over-constrained or that development is occurring in a manner inconsistent with this Plan. The model should consider several key indicators in order to provide a more quantifiable approach to making recommendations.~~

~~LU-20G. Recognize the community’s interest in protecting and preserving designated natural resource lands, rural character, critical areas, and significant historical sites.~~

~~LU-20H. Collaborate with cities to reach agreement on the location of an ACI boundary with each incorporated city as designated in this Plan.~~

~~LU-20I. Collaborate and refine the process for negotiating ACI boundaries with cities in order to ensure a partnership in the planning process and timely review and adoption, consistent with the goals and policies of this plan.~~

~~LU-20J. Codify ACI agreements for each incorporated city.~~

~~LU-20K. Designated Areas of City Impact should cumulatively provide the area and densities sufficient to permit the urban growth~~



that is projected to occur in the county over the succeeding 20 years.

~~LU-20L. Encourage reductions in any ACI boundary if the area of the reduced ACI will be adequate to allow for the growth that is forecast to occur in the succeeding 20 years.~~

~~LU-20M. Encourage inter-jurisdictional planning partnerships between the County, cities, and other local, state, and regional entities in matters pertaining to sewer, roads, schools, and other capital improvements.~~

~~LU-20N. Adjustments to ACI boundaries should include an agreement not to annex beyond the ACI unless negotiated by the county.~~

~~LU-20O. Work with each city to agree on the process for applying zoning ordinances and development codes within each ACI: e.g. whether city or County standards and regulations will apply; and the process for joint review and/or coordination of land use review and decision processes.~~

~~LU-20P. Develop guidelines and procedures for ensuring consistent land use review within ACIs.~~

~~LU-20Q. Work with cities and other service providers to develop a process and procedures for determining ultimate boundaries, including service boundaries between cities.~~

~~LU-20R. Work with the Cities with on the periodic review the ACI assumptions and monitoring of growth indicator data to provide “early warning” to ensure that the land supply is not being over-constrained or that development is occurring in a manner inconsistent with the intent of the ACI. The model should consider several key indicators in order to provide a more quantifiable approach to making recommendations.~~

**GOAL 21:** Maintain coordinated plans for each Area of City Impact around an incorporated city.

### ***Policies and Implementation Strategies***

~~LU-21A. Promote the adoption, when applicable, of compatible level-of-service standards for public services and facilities among jurisdictions within ACIs.~~

~~LU-21B. Promote development agreements, when practical, between the county and the cities to establish common and uniform development standards for infrastructure, including but not limited to roads and utilities, etc.~~

~~LU-21C. Promote and endorse the following common goals to serve as guidance in future land use planning efforts within the Rathdrum Prairie ACI joint planning area:~~

- ~~a. Encourage coordinated planning efforts between affected agencies and service providers, and provide adequate levels of public services in an integrated, efficient, and effective manner; and~~
- ~~b. To establish common principles for land use on the Prairie; and~~
- ~~c. To protect our shared water resources, consider wildlife habitat in planning, and encourage open space to be provided in balance with development; and~~
- ~~d. To preserve the unique identity of each city as future development expands existing boundaries.~~

**GOAL 22:** Renegotiated Areas of City Impact should protect and provide an orderly transition of land from county to city.

### ***Policies and Implementation Strategies***

~~LU-22A. Direct residential development in ACIs to have densities low enough to ensure cities can effectively annex and provide efficient public services.~~

~~LU-22B. Encourage industrial and larger commercial development to be developed inside cities in order to support their roles as economic~~

centers. Industrial and commercial development should be discouraged from occurring in ACIs.

LU-22C. Encourage open space lands within ACIs to be preserved, including those containing significant historical sites and those providing community identity and buffers within and between urban and rural areas.

LU-22D. Recognize the transitional nature of agricultural uses within the Area of City Impact.

LU-22E. Recognize farm use as a legitimate activity within the Area of City Impact prior to conversion of property to urban use.

**GOAL 23:** Review annexations and incorporations to evaluate and comment on the impacts on land use, traffic circulation, public services and facilities, fiscal impacts, and integrity and continuity of service areas and boundaries affecting the county.

#### ***Policies and Implementation Strategies***

LU-23A. Support annexations of areas within ACIs if the annexation proposal(s) meet the following standards:

- a. Includes all adjacent roadways;
- b. Is contiguous to the existing city limits;
- c. Is within the city's designated ACI;
- d. Provides for efficient provision of emergency services without conflict between providers;
- e. Conforms with current regulations; and
- f. Does not deliberately exclude less desirable properties.

LU-23B. Actively encourage the annexation of unincorporated islands within an ACI.

LU-23C. Discourage cities from considering annexations outside of designated ACIs and annexations that cause the creation of unincorporated islands.

LU-23D. Encourage the provision of adequate facilities and services for urban growth consistent with the Plan as part of the incorporation process for all new cities.

LU-23E. Encourage cities and special service districts to jointly develop annexation agreements that define policies, including sharing of revenue of annexation reimbursement for capital projects developed by the special districts, maintenance of infrastructure, inclusion of roads and streets, and other issues.

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### **Airport Influence Area**

#### ***County-Wide***

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**GOAL 24:** Support the adopted Coeur d'Alene Airport Master Plan by providing for land uses that are compatible with aircraft noise, approach zones, and operation activities and protect the health, safety, and welfare of the general public.

#### ***Policies and Implementation Strategies***

LU-24A. Coordinate development regulations with the city of Hayden which discourage uses in the immediate airport area that are designed to attract birds, create visual impairments, or emit transmissions that are known to interfere with airport communications or otherwise have safety implications for airport operations.

LU-24B. Encourage commercial and industrial uses around the airport that benefit from, but do not conflict with, airport operations or the surrounding neighborhoods.

LU-24C. Consider guidelines provided in the Airport Master Plan when adopting regulations that evaluate land use compatibility in the vicinity of the airport.

LU-24D. Adopt mechanisms, rules, and zoning regulations that protect the safe operation of the airport from incompatible development. Include appropriate height and other development restrictions.

LU-24E. Coordinate developments regulations with the city of Hayden and other appropriate jurisdictions in order to protect the viability of

~~“Coeur d’Alene Airport/Pappy Boyington Field” as a significant county economic resource. Development regulations should address the siting of incompatible use such as residential, hospitals, nursing homes, schools and other assembly structures, as well as height restrictions in the most critical impact zones.~~

~~LU-24F. Coordinate development regulations with the city of Hayden which require a notice to title for new developments or activities near the airport that specifies that a property is near the airport and may experience low overhead flights, noise, night lights, or other aviation impacts.~~

~~LU-24G. Encourage open space/clear areas within key airport impact zones underlying low level flight paths near the end of runways beyond airport boundaries.~~

# NATURAL RESOURCES



## CHAPTER 6

## CHAPTER 6

### Element (f) – Natural Resources

#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan recognizes the value of natural resources, but its numerous policies make it hard to carry out. The planning commission believes protecting natural resources is central to maintaining a resilient economy and high quality of life. The 2019 Update proposal reduces the number of policies and organizes them under the following five objectives:

1. Maintaining air quality.
2. Conserving land characteristics and soil integrity.
3. Protecting water quality and quantity.
4. Protecting and, where appropriate, enhancing wildlife habitat, and
5. Reducing nuisances during mineral extraction and requiring land reclamation.

#### **Community Vision 2028**

*“Because we live in an area of exceptional natural beauty, we effectively balance our needs with the environment. As responsible stewards, we consistently make choices that respect the land and water that define us as community ... Mountains, trees, open spaces, scenic vistas. We live in a very beautiful place!” —Kezziah Watkins Report*

In response to the question related to community values, survey respondents and Meetings-in-a-Box participants were clear in their priorities. Natural areas, including the forests, lakes, rivers, watersheds, aquifers, the environment, and wildlife, were the most frequently mentioned topics. Residents spoke about the intrinsic value of natural areas, as well as their ability to view, access, and live among the land and water amenities. They also frequently mentioned the environment in response to the question related to values, citing

clean air and clean water and the importance of protecting and maintaining all environmental resources.

#### **Overview**

The Natural Resources section of this Plan provides information on topography, geology, soils, climate, water, vegetation, and wildlife, and land use in Kootenai County. For the purposes of this Plan, this section has been split into Air Characteristics; Land Characteristics; Water; and Vegetation, Fish, and Wildlife and Minerals.

There are several unique landscapes within Kootenai County. Vegetation within these landscapes and the potential for timber, grazing, cropland, or wildlife habitat can vary widely. An examination of these diverse areas and the functional role that natural resources plays is necessary to assist public administrators and the private sector in the development of Kootenai County.

Large portions of the County encompass vegetation that is suitable for timber production, limited grazing, and wildlife. Kootenai County also has some of the most beautiful lakes and rivers in Idaho and the West. These water resources are used both for recreation and as an important element of our economic base.



*Timber Resources of Northern Idaho*

## NATURAL RESOURCES 6-2

### Air Characteristics

The Department of Environmental Quality (DEQ) ([www.deq.state.id.us](http://www.deq.state.id.us)) is responsible for monitoring and protecting air quality in Kootenai County, based on the Clean Air Act enacted by Congress in 1970 (42 U.S.C. 7401). DEQ's air quality protection efforts are designed to assure compliance with federal and state health-based air quality standards. Currently, DEQ is performing an evaluation of meteorological and geographic features surrounding the County area to determine airshed boundaries in order to better facilitate future development of strategies and responses to local air quality issues.

Sources of particulate matter are widespread in the County. Common sources include, but are not limited to, windblown dust, re-entrained road dust, smoke (residential, agricultural, and forest fires), industrial emissions, development, and motor vehicle emissions.

Monitoring results indicate that the County complies with state and federal air quality standards. Residents routinely enjoy good air quality days through most of the year. During fall and winter months, when inversion conditions occur and woodstove use and open burning of "slash" and yard debris is prevalent, air quality can degrade significantly.

In creating DEQ, the Idaho legislature declared protecting the environmental value of clean air a vital interest of the state of Idaho. As a result, Idaho passed IDAPA 58.01.01 to assist DEQ's air quality protection efforts and assure compliance with federal and state health-based air quality standards. Responsibility for protecting the County's outdoor air quality is shared by DEQ's Air Quality Program Office, based in Boise, and DEQ's regional office, located in Coeur d'Alene. Air quality programs and policies have been customarily developed, in the state office and implemented throughout the state by DEQ's regional offices.

### Land Characteristics

With the exception of the Rathdrum Prairie in the northern part of the County, the land surface consists mostly of forested, mountainous, or hilly terrain that has comparatively narrow valleys opening out to the west. The mountainous areas are mostly metamorphic and metasedimentary rocks. The Rathdrum Prairie is a glacial-outwash plain where soils were deposited by the waters from melting glaciers. It has level or gently sloping terraces with moderately steep or steep slopes on the terrace breaks, and is at an elevation of 2,200 feet. Part of the rolling and hilly loess-covered prairie region called the Palouse area is in the southwestern part of the county, and has an average elevation of about 2,700 feet. The Coeur d'Alene River flows through a broad flood plain from east to west across the southeastern part of the area and into Lake Coeur d'Alene. The lake's outlet is the Spokane River, which flows west from the central part of the county into Spokane County, Washington. The lowest point in the area is the level of the Spokane River at the Washington-Idaho state line at about 2,040 feet. The highest elevations are in the southeastern part of the county, where some mountain peaks are over 6,000 feet.

### Federal Lands

The U.S. Department of Agriculture Forest Service manages public lands in national forests and grasslands. National forests are America's great outdoors, providing opportunities for recreation in open spaces and natural environments. With more and more people living in urban areas, national forests are becoming more important and valuable. They offer a wide variety of activities: backpacking in remote wilderness areas, mastering an all-terrain vehicle over a challenging trail, enjoying the views along a scenic byway, or fishing in a great trout stream, to mention just a few.

The U.S. Forest Service is the federal agency responsible for management of national forests and is always in the process of developing management plans for its 177 national forests and grasslands. Each forest or grassland's



management plan must be revisited every 10–15 years. The development of these management plans is an opportunity for the agency to assess each national forest or grassland, evaluate past practices and uses, and propose areas for appropriate protections. Proposed management plans must strike a delicate balance between the conservation goals of groups that favor access and motorized recreation, preservation goals articulated by environmental groups, and the needs of the nation's timber industry and the rural economies that depend on it.

Kootenai County has approximately 245,000 acres of federal timberland on the Coeur d'Alene National Forest, which is part of the Idaho Panhandle National Forests (IPNF). The Idaho Panhandle National Forests boundary encompasses over 2.9 million acres that lie within northern Idaho and extended into eastern Washington and western Montana. Within the boundary, 2.5 million acres are National Forest lands administered by the USDA Forest Service. The remaining 400 thousand acres within the Forest boundary consist of other mixed ownerships.

The Idaho Panhandle National Forests are an aggregation of the Coeur d'Alene and portions of the Kaniksu and St. Joe National Forests. There are eight local points of contact (including the Supervisor's Office), six district offices, and the Coeur d'Alene Tree Nursery. The IPNF lies within nine counties in three states: Boundary, Bonner, Benewah, Kootenai, Shoshone, Latah, and Clearwater counties in Idaho; Lincoln County in Montana; and Pend Oreille County in Washington.

### **State Department of Lands**

The Idaho Department of Lands (IDL) is tasked with the management of almost 2.5 million acres of state-owned timberland. In Kootenai County IDL manages 33,511 acres of timberland. These lands were endowed to Idaho upon the designation of statehood in 1890, and are specifically managed for economic value to support public schools and institutions. The State Constitution mandates that these lands be managed in –such manner as will secure the

maximum long term financial return to the state. In the last decade, timber sales from state lands have generated more than half a billion dollars for public schools, universities, and institutions.

IDL assists landowners to establish healthy, sustainable forests and compliance with the Idaho Forest Practices Act (FPA). The FPA (Title 38, Chapter 13, Idaho Code) was enacted in 1974 to encourage timber harvest, forest fertilization, tree thinning, road building, and other forest practices that maintain and enhance the benefits provided by forest resources such as trees, soil, air, water, and wildlife and aquatic habitat. Landowner and logger consultations and frequent site inspections ensure continuous growth and harvest of forest tree species and the protection of forest resources. The Forest Practices Act identifies standards for logging, road building, reforestation, streamside protection, and other forest practices.

The FPA assigned responsibility for the development and enforcement of forest practice minimum standards, called Best Management Practices (BMPs), to the IDL. IDL identified BMPs and promulgated them as Rules Pertaining to the Idaho Forest Practices Act (IDAPA 20.02.01). Idaho's Water Quality Standards list the FPA Rules as approved BMPs for silviculture. These BMPs apply to any single instance of timber harvesting, reforestation and residual stocking, road construction and maintenance, application of chemical and pesticide products, or slashing management. Since their adoption, BMPs have been effective for helping forest managers minimize impacts from individual forest practices.

### **Vegetation, Fish, and Wildlife**

Wildlife in Kootenai County is a valuable resource to residents and visitors. The County's abundance of fish and wildlife provides many recreational opportunities and has important economic value. In recent years, wildlife recreation such as hunting, fishing, and watching and photographing wildlife has increased.

## NATURAL RESOURCES 6-4

Management of the County's fish and wildlife with some exceptions for federal ESA listed species, and wildlife inside the Coeur d'Alene Reservation is under the jurisdiction of the Idaho Department of Fish and Game (IDFG). IDFG, acting under supervision of the Idaho Fish and Game Commission, is charged with the statutory responsibility to preserve, protect, perpetuate, and manage all fish and wildlife in Idaho (Idaho Code, Title 36). Therefore, we advocate that fish and wildlife receive equal consideration with other resources in decisions affecting land and water management. Resident species of fish and wildlife are the property of all citizens within the state, and decisions affecting fish and wildlife therefore are the concern of all Idahoans.

Hunting is an economically valuable activity that contributes in excess of \$15 million to the County's economy annually. It is also an important management tool for reducing human/wildlife conflicts. Allowing development in a manner that sustains hunting opportunities, including maintaining open space, will benefit the County's residents both socially and economically.

In 2003, IDFG conducted a survey to evaluate angler economic activity throughout the state. Angler activity in Kootenai County ranked 12th out of the 44 counties in the state. Anglers fished 280,333 days on 209,275 trips to Kootenai County, spending an average of \$65 per trip. Angler spending on fishing in the County was \$13,639,955 in 2003. Anglers spent an additional \$1,060,376 on fishing licenses and permits purchased in Kootenai County. Lake Coeur d'Alene was the single most heavily fished body of water in Idaho in 2003.

Critical to the success of wildlife is habitat management. The variety and abundance of fish and wildlife depends on the availability of suitable habitat, including the amount and distribution of food, cover, and water. If any one of these elements is missing, inadequate, or inaccessible, wildlife is either scarce or does not inhabit the area. Habitat loss and degradation, habitat fragmentation, and greater human access into wildlife habitat are the primary reasons for

the decline or loss of some species. The U.S. Forest Service, Bureau of Land Management, and the State of Idaho manage public land in the County, which provides wildlife habitat.

Kootenai County is home to a variety of habitat types, including dry ponderosa pine forests, moist cedar forests, prairie, wetlands, and others. Where development occurs, maintaining as much of the structure, function, and composition of these habitat types as possible will help to conserve habitat for a diversity of wildlife in the County.

Non-native (invasive) species did not evolve as part of the local ecosystem; therefore, they do not have native controls or competition. Invasive species can be aquatic or terrestrial (e.g., Eurasian water milfoil, knapweed, hawkweed, and zebra and quagga mussels). They change ecosystems by outcompeting native species and reducing habitat for native wildlife, and thus have a significant negative impact on native species. The County's Noxious Weeds Department identifies and attempts to mitigate the impacts of noxious weeds on the indigenous vegetation. Invasive species generate costly maintenance problems for both public and private landowners.

### Water

Each water resource in the County serves a different but interrelated function. These differing, publicly beneficial hydrologic functions necessitate consideration prior to development. Since land characteristics, not property boundaries, affect water resources, land characteristics should be evaluated when designating what types of developments and land uses are allowed where water resources are highly sensitive to development. In general, all water resources are sensitive and should be recognized for how they function from the larger perspective of the hydrologic system.

By enacting the federal Clean Water Act of 1972 (33 U.S.C 1251) and subsequent revisions, the EPA was given authority to implement regulations for the control of pollutants and contaminants in water resources. The

Department of Environmental Quality has jurisdiction over water quality through administration of the Idaho Water Quality Standards, adopted by the legislature and approved by EPA. The Coeur d'Alene Tribe has water quality jurisdiction utilizing Tribal Water Quality Standards over the southern third of Lake Coeur d'Alene and the lower five miles of the St. Joe River. DEQ and the Coeur d'Alene Tribe monitor surface waters within their jurisdictions, and assess water quality through data collection. From these assessments, DEQ and the Coeur d'Alene Tribe create implementation plans, such as a Lake Management Plan for Lake Coeur d'Alene, and Total Maximum Daily Load (TMDL) implementation plans for impaired waters. In conjunction with DEQ, U.S. Geological Survey has collaborated on studies of the Spokane River and the Coeur d'Alene Basin.

Wastewater management, treatment, and disposal are also under DEQ's jurisdiction. Centralized municipal wastewater treatment plants and, decentralized systems are tracked for pollutant levels. Permits are required for discharge of treated wastewater to the surface and subsurface, and land reuse. Locally, the Panhandle Health District assists in land development waste water systems.

DEQ and the Coeur d'Alene Tribe are also responsible for watershed protection. The U.S. Forest Service is responsible for watershed protection and management on National Forest lands. A watershed is an entire geographical area drained by a river and its tributaries. Watersheds can carry natural and/or human-made pollutants to the surrounding water systems such as lakes, streams, rivers. Pollutants can have diverse effects on the surrounding environment and potential damage to water quality and its beneficial uses such as drinking water, aquatic life and recreation. DEQ and the Coeur d'Alene Tribe can assist in aiding land management agencies in applying best management practices to protect water quality.

### ***Rathdrum Prairie Aquifer***

The Rathdrum Prairie Aquifer is one of the most prolific aquifers in the U.S. The Aquifer spans approximately 180 square miles in Kootenai County. It is estimated that the entire Aquifer currently supplies domestic water to 500,000 citizens in three counties. Its composition is mainly very coarse sands and gravels, and all materials are very porous and permeable. Water in the Aquifer travels south and southwest to the Idaho-Washington border. The depth to the water table varies between 400 feet in the northern part of the County to 150 feet near the state line. Because of its porosity and permeability, the Aquifer is especially vulnerable to groundwater contamination. Water quality of the Aquifer is currently good, but increased urbanization over the Aquifer is a concern in both Idaho and Washington. Recent studies have been done to determine the long-term viability (draw-down) of the Aquifer. An Aquifer protection district has been formed to collect fees to fund programs to protect water quality of the Rathdrum Prairie Aquifer. Also, recent studies done by U.S. Geological Survey, Idaho Department of Water Resources and Washington Department of Ecology were done to help understand water quantity issues on the Rathdrum Prairie Aquifer and assist in water rights issues.

The Aquifer's recharge areas consist of the Coeur d'Alene drainage basin, Lake Pend Oreille, and 19 smaller watersheds. These watersheds are well defined and commonly referred to as Critical Aquifer Recharge Areas (CARAs).

### ***Lakes, Rivers, and Streams***

Lake Coeur d'Alene, one of the many lakes in the County, covers approximately 33,000 acres, is over 25 miles long, and has approximately 125 miles of shoreline. Hayden Lake, a major recharge area for the Rathdrum Prairie Aquifer consists of 4,000 surface acres and 40 miles of shoreline.

## NATURAL RESOURCES 6-6

Kootenai County's water area is approximately 70 square miles of the County. The Idaho Department of Lands (IDL), Idaho Department of Water Resources (IDWR), EPA, DEQ, and the Coeur d'Alene Tribe provide management of the County's water resources. Additionally, the U.S. Forest Service affects management of significant river and stream resources within and near the Forest boundary. The Forest Service has made significant investments in watershed improvement projects, including road decommissioning, improvements to stream crossings and removal of fish passage barriers, mine site restoration, and reparation of damage to riparian areas. These actions directly benefit the affected streams, and many of these streams ultimately drain into Hayden Lake and Lake Coeur d'Alene.

In 2001, the United States Supreme Court transferred ownership of the southern section of Lake Coeur d'Alene, and the lower portion of the St. Joe River west of the City of Saint Maries, to the Coeur d'Alene Tribe.



### *Lake Coeur d'Alene*

Lakes have become a focal point of Kootenai County, but they are not a permanent feature. Lakes naturally age through the process called eutrophication. Human activities near lakes have resulted in increased nutrient levels in the lakes. This, in turn, causes lakes to become more biologically productive and the aging process to accelerate. Various agencies and groups have developed plans to preserve and enhance the quality of the County's lakes, although very few

actions have been implemented. Newly focused efforts by many agencies will enhance the County's ability to provide guidance and enforcement to protect the County's water resources in the future. In addition, IDWR is currently administering a water adjudication process for North Idaho.

Numerous named, perennial streams flow into Lake Coeur d'Alene as well as a number of intermittent streams that flow into the lake. Several streams flow directly into the Aquifer.

An increase in impervious surfaces (e.g., roads and buildings) enhances the normal rate and volume of runoff from precipitation that would otherwise be absorbed by the soil. Increased runoff from development also increases the level of flooding. Flooding contributes to increased erosion and sedimentation and associated nutrient-loading impacts. Heat from these surfaces also makes snow and ice melt faster. Vegetation removal tends to result in "flashier" watersheds, where peak flows are higher but of shorter duration, followed by lower stream flows in hot, dry periods, increasing the potential for intermittency.

Scientific research has shown that vegetative buffers are effective at trapping sediment and other contaminants from runoff and at reducing channel erosion. Riparian buffers are strips of naturally (native) vegetated land along a stream, river, or lake that protects and maintains healthy aquatic ecosystems and provide a range of other environmental, economic, and social benefits including:

- Trapping and removing sediment, nutrients, and contaminants from runoff;
- Stabilizing stream banks and reducing channel erosion;
- Storing flood waters, thereby reducing property damage;
- Maintaining habitat for fish and other aquatic organisms and providing terrestrial habitat;
- Maintaining good water quality;

- Improving aesthetics, thereby increasing property values; and
- Offering recreational and educational opportunities.

Each hydrologic system component serves as a resource from which the public benefits. Since the prosperity of the County and the region as a whole is heavily reliant on surface- and groundwater resources, they should be protected. The County is in a unique position to protect water resources through preventative measures. In general, the County's water resource base is of high quality and quantity; but if management does not keep pace with growth, it is inevitable that water quality will decline.

### ***Wetlands***

Wetlands, which may or may not be wet year-round, are scattered throughout Kootenai County. Wetlands are the link between the land and the water. They are transition zones where the flow of water, the cycling of nutrients, and the energy of the sun meet to produce a unique ecosystem characterized by hydrology, soils and vegetation making these areas very important features of a watershed. They provide critical habitat for animals, insects, birds, and fish. Using a watershed-based approach to wetland protection ensures that the whole ecosystem, including land, air, and water resources, is protected.

Wetlands contribute to the local economy by producing resources, enabling recreational activities, and providing other benefits, such as pollution control and flood protection. While it can be difficult to calculate the economic value provided by a single wetland, it is possible to evaluate the range of services provided by all wetlands and assign a dollar value. These amounts can be impressive: according to one assessment of natural ecosystems, the dollar value of wetlands worldwide was estimated to be \$14.9 trillion (EPA website, December 15, 2007).

### ***Water Quality***

Wetlands improve water quality in nearby rivers and streams, and thus have considerable value as filters for future drinking water. A wetland's natural filtration process can remove excess nutrients before water leaves the wetland, making it healthier for drinking and swimming and supporting plants and animals.

### ***Flood Control***

Wetlands play a role in reducing the frequency and intensity of floods by soaking up and storing a significant amount of floodwater. Well-designed buffers protect wetland functions by removing sediments and associated pollutants from surface water runoff.

### ***Rare, Threatened, and Endangered Species***

The Idaho Governor's Office for Species Conservation (OSC) has developed a strategic plan for the years 2007–2010. OSC will coordinate and plan recovery for endangered species with assistance from the Idaho Department of Fish and Game, DEQ, Idaho Department of Lands, Idaho Transportation Department, Idaho Department of Agriculture, Idaho Department of Parks and Recreation, Idaho Association Soil Conservation Commission (ISCC) and Districts, and the Idaho Department of Water Resources. The U.S. Forest Service also manages for such species on National Forest lands and is responsible for complying with the Endangered Species Act to protect and contribute to the recovery of federally listed species. In addition, the U.S. Forest Service manages a list of agency recognized sensitive species with the intent to preclude them from being added to the endangered or threatened species list. These departments are identifying the species with the greatest need for conservation. There are several species in Kootenai County requiring special consideration because of their significant habitat loss, limited distribution, or low numbers and are noted in the Bitterroot Mountain section of the Wildlife Conservation Strategy.

## NATURAL RESOURCES 6-8

### Minerals

The IDL oversees the minerals program that manages the state endowment lands mineral estate, which covers approximately three million acres. The program also manages the Idaho public trust lands mineral estate (the public trust lands are contained in the beds of Idaho's navigable rivers and lakes) and administers several regulatory programs, including dredge and placer mining and abandoned mine lands. The U.S Forest Service in cooperation with other Federal and State agencies facilitates the orderly exploration, development, and production of mineral and energy resources within National Forest lands open to these activities. They assure that these activities are conducted in an environmentally sensitive manner and that these activities are integrated with the planning and management of other resources. In addition, the U.S Forest Service is heavily involved in reclamation of lands distributed by mineral and energy activities, both past and present, applying the best scientific knowledge and principles to return them to other productive uses.



Surface mining is the extraction of minerals or mineral materials from the ground by utilizing surface mining or strip-mining methods. In Idaho, minerals mined by this method include decorative stone, sand and gravel, phosphate, molybdenum, gold, silver, and others. The Surface Mining Act, passed in 1971, was designed to require reclamation of affected lands and return them to a productive condition. A few changes have been made over the years, but the basic components of the 1971 Act are

still the basis of regulation, with rules for exploration, surface mining, and closure of cyanidation operations further enhanced in IDAPA 20.03.02. The Act and subsequent laws require that surface mining programs include an approved reclamation plan; that each approved reclamation plan have a performance bond; that exploration using motorized earthmoving equipment requires a notice; that water quality must be maintained and affected lands and disturbed watercourses must be reclaimed.

The vast majority of the products of surface mining in Kootenai County are aggregate (sand and gravel). Aggregate mining is used in every public and private development project in the County and is an essential element of highway or road projects as well as structures that must be supported by a firm foundation or include concrete. It is important to note that transportation cost is by far the largest single cost component of aggregate based construction materials. Aggregate deposits are located throughout the county and extracted from those locations but the processing of the materials post extraction can take place either on-site or at a remote location. Impacts of extraction and processing of aggregates on the environment and surrounding properties can be very different, and development regulations should seek to mitigate the impacts of these separate activities individually.

**GOAL:** To protect and enhance, when appropriate, the county's natural resources.

**Objective 1:** Reduce air quality degradation during land development and construction.

*Policies:*

1. Encourage the construction of all-weather roads.

2. Require, when appropriate, dust mitigation during construction.

**Objective 2:** Conserve land characteristics and soil integrity.



Policies:

1. Minimize land disturbance during development and construction through such means as site disturbance regulations and best management practices.
2. Encourage the retention of farms, timberland, and the resources they provide using such means as voluntary open space, conservation easements and other measures.
3. Subdivision development should preserve open space and wildlife habitat using such means as voluntary conservation easements and other measures.

**Objective 3: Protect water quality and quantity.**

Policies:

1. Inventory where land use development does negatively affect water quality or quantity and use this information to determine other possible affected areas.
2. Determine areas adjacent to water bodies that are environmentally sensitive and develop appropriate land use regulations to protect water quality.
3. Update and apply site disturbance, land development and stormwater controls for development near water bodies to protect water quality.
4. Encourage Panhandle Health District and other agencies to require upgrading wastewater treatment systems to current standards upon redevelopment or when these systems fail in order to protect water quality.
5. Coordinate with ACI cities to encourage development to utilize public water and wastewater systems.
6. Work with appropriate agencies to develop methodologies developers could use to estimate groundwater and surface water needs to determine if sufficient water is available to serve developments without negatively

impacting surrounding land owners and the hydrologic system.

**Objective 4: Protect and enhance wildlife habitat where appropriate.**

Policies:

1. Work with wildlife management agencies, where it is appropriate, to identify critical wildlife habitats and travel corridors and protect and enhance these areas through voluntary means.
2. Provide, where it is appropriate, setbacks and other means to protect wetlands, shorelines and riparian areas in order to preserve fish and wildlife habitats and water quality.

**Objective 5: Reduce nuisances during mineral extraction and require land reclamation.**

Policies:

1. Require mineral excavation/mining operations of a certain scale to provide a written plan which includes a description of the area to be mined, the volume to be mined, the timeline for mining, specific and effective ways to mitigate impacts (including buffering and wastewater treatment) and a land reclamation plan.
2. Develop regulations to mitigate nuisances from mining-related activities such as asphalt and concrete operations.

**GOALS AND POLICIES**

~~The goals and policies in this chapter are intended to articulate the community vision toward the region's natural resources and not be regulatory, but provide specific guidance for the adoption and implementation of development regulations, which will ensure conformity with the Plan.~~

~~**GOAL 1:** Improve air quality in order to prevent environmental degradation and an overall decline in the quality of life.~~

## NATURAL RESOURCES 6-10

### ~~Policies and Implementation Strategies~~

~~NR-1A. Promote public transportation.~~

~~NR-1B. Propose development regulations, that encourages the construction of all-weather roads.~~

~~NR-1C. Develop regulations, which require dust mitigation during construction when appropriate.~~

~~**GOAL 2:** Maintain the highest quality of groundwater in Kootenai County.~~

### ~~Policies and Implementation Strategies~~

~~NR-2A. Encourage the discharge of non-domestic wastewater into wastewater treatment plants.~~

~~NR-2B. Encourage open space through conservation easements and other fiscal mechanisms to protect groundwater.~~

~~NR-2C. Manage storm water generation and disposal over groundwater sources and their recharge area consistent with Best Management Practices to prevent degradation of water quality and natural resources.~~

~~NR-2D. Utilize the most recent USGS information provided for the Rathdrum Prairie Aquifer in the development of Critical Aquifer Recharge Area (CARA) management plans that will be used in making land use decisions.~~

~~NR-2E. Encourage low impact agricultural practices.~~

~~**GOAL 3:** Explore alternative methods of sewage disposal that reduces the potential for contamination of ground water sources.~~

### ~~Policies and Implementation Strategies~~

~~NR-3A. Explore various sewage disposal options such as a regional wastewater system.~~

~~NR-3B. Coordinate with the adjacent cities to encourage development within the planning area~~

~~of the Rathdrum Prairie to utilize public water and wastewater systems.~~

~~NR-3C. Encourage the Department of Environmental Quality and the Panhandle Health District to take an active role in exploring and identifying alternative sewer options.~~

~~**GOAL 4:** Protect groundwater and aquifer resources from demands exceeding sustainable yields.~~

### ~~Policies and Implementation Strategies~~

~~NR-4A. Promote the wise use and conservation of groundwater.~~

~~NR-4B. Propose development regulations which require development applicants to estimate all groundwater requirements for each project, these groundwater requirements shall include, but are not limited to, source and quantity.~~

~~NR-4C. Develop regulations that require development applications of larger projects to provide an analysis of the impacts of the proposed groundwater usage and the effects on surrounding landowners or other components of the hydrologic system.~~

~~NR-4D. Support the conservation of groundwater resources by supporting groundwater management planning efforts.~~

~~**GOAL 5:** Preserve, protect, and enhance Kootenai County's water quality and quantity of lakes, streams, rivers, wetlands including streams and waterways adjacent and/or near the National Forest.~~

### ~~Policies and Implementation Strategies~~

~~NR-5A. Develop and coordinate shoreline management plans for lakes, rivers, and streams with other regulatory agencies.~~

~~NR-5B. Develop regulations that enforce erosion control, and on-site stormwater treatment, during and after construction.~~

~~NR 5C. Update and revise as necessary erosion/stormwater control BMPs that will support the goals and objectives of this Plan.~~

~~NR 5D. Coordinate the use of BMPs with conservation districts and the state for cattle grazing and livestock operations to minimize impacts on surface water bodies.~~

~~NR 5E. Develop regulations that require the mitigation of negative impacts that increased stormwater runoff can have on groundwater, surface water, and public and private property.~~

~~NR 5F. Minimize the impacts of collection and conveyance of untreated stormwater into groundwater sources or into surface bodies of water by requiring all land disturbances to comply with site disturbance and stormwater control regulations.~~

~~NR 5G. Encourage development regulations, which require mitigation of the impacts of point and non-point sources of ground and surface water associated with site disturbance or land use development.~~

~~NR 5H. Review penalties for repeated non-compliance violations of the County's land use regulations.~~

~~NR 5I. Develop regulations which designate lake, river, stream, waterway corridors, riparian areas, flood plains and other wetland features as environmentally sensitive,<sup>ll</sup> and require additional safeguards for these areas.~~

~~NR 5J. Propose development regulations restricting development in areas that naturally enhance surface water quality.~~

~~NR 5K. Propose development regulations which protect and preserve native vegetation to provide buffer strips for the protection of surface waters and wetlands.~~

~~NR 5L. Coordinate with applicable agencies to provide environmentally appropriate disposal facilities for marine waste.~~

~~NR 5M. Develop regulations which require projects to approximate surface water needs as~~

~~part of the application process. Surface water needs shall include identification of the source of the surface water.~~

~~NR 5N. Develop regulations, which require all projects, adjacent to wetlands, minimize potential impacts to the function and value of the affected wetland as part of the application process.~~

~~NR 5O. Develop regulations, that requires developments to provide detailed information on construction methods within the shoreline environment.~~

**GOAL 6:** ~~Preserve, protect, and enhance native vegetation.~~

### **~~Policies and Implementation Strategies~~**

~~NR 6A. Propose development regulations, which preserve, protect and enhance native vegetation.~~

~~NR 6B. Coordinate the identification of unique vegetation communities such as wetlands, riparian areas, native grasslands, and old-growth timber with appropriate agencies. Seek opportunities to preserve and protect these areas.~~

**GOAL 7:** ~~Conserve, protect, and enhance fish and wildlife habitats.~~

### **~~Policies and Implementation Strategies~~**

~~NR 7. Promote the establishment of open space in a variety of habitats (such as grasslands, woodlands, and wetlands) to provide adequate blocks of habitat for diverse species through direct purchase, zoning, conservation easements, donation, acquisition, or transfer of development rights.~~

~~NR 7 B. Coordinate with wildlife management agencies to complete a wildlife habitat analysis to identify the connectivity of habitat and travel corridors for wildlife moving between habitat blocks or to areas of vital resources, such as food and water, and to protect these corridors within Forest and non-Forest land ownerships.~~

## NATURAL RESOURCES 6-12

~~NR 7C. Coordinate with wildlife management agencies to identify and provide additional protection to critical wildlife habitats, such as wintering areas for big game and non-game animals, and waterfowl; nesting and roosting sites; and critical habitats for other sensitive, threatened, or endangered species.~~

~~NR 7D. Develop regulations that provide protective setbacks for wetlands, shorelines and riparian areas, to protect fish and wildlife habitats and water quality.~~

~~NR 7E. Coordinate with the Idaho Department of Fish and Game and the Coeur d'Alene Tribe to enhance wildlife and fishery programs.~~

~~NR 7F. Propose mechanisms to, protect and prevent the loss of designated and mapped aquatic and wildlife observation areas and corridors and work to provide links between habitat areas.~~

~~**GOAL 8:** Preserve and protect viable agricultural, forestry, and mining land uses.~~

### ~~Policies and Implementation Strategies~~

~~NR 8A. Work cooperatively with relevant agencies to, identify and protect productive resource farm, timber, and mining lands.~~

~~NR 8B. Encourage the retention of farm and timberland using incentives, including, but not limited to, conservation easements through the transfer, donation, acquisition, or trade of development rights.~~

~~NR 8C. Develop regulations that require buffering of mining operations from existing developments within the vicinity of such sites.~~

~~NR 8D. Encourage development regulations, which require mitigation of conflicts between natural resource based land/uses and non-natural resource based lands/uses by developing creative options of buffering.~~

~~NR 8E. Explore and develop conservation options for agriculture, forestry, and mineral extraction.~~

~~NR 8F. Consider development regulations which require all new or amended aggregate extraction/reclamation plans to utilize segmental reclamation to prepare the site for use after extraction in each segment is completed.~~

~~NR 8G. Encourage development regulations which require mitigation of impacts to both ground and surface waters from aggregate mining extraction and processing by requiring monitoring of water quality and quantity and compliance with mitigation plans.~~

~~NR 8H. Develop regulations, which require separate permits for extraction and processing of materials post extraction from aggregate mines; and identify which process will occur on and off site.~~

~~**GOAL 9:** Minimize sprawl by reducing the inappropriate conversion of undeveloped land into low-density development.~~

### ~~Policies and Implementation Strategies~~

~~NR 9A. Develop regulations, which direct urban densities to designated urban areas.~~

~~NR 9B. Develop regulations, which encourage subdivision development in rural areas to be designed preserving large tracts of open space, resource lands, and wildlife habitat.~~

~~NR 9C. Develop regulations, which require applicants to provide connectivity to adjacent lands for open space, pedestrian trails, and wildlife corridors.~~

~~NR 9D. Develop regulations, which require proposed development in the wildland urban interface to consult with the affected agencies prior to obtaining development or building permits.~~

~~**GOAL 10:** Encourage the development of an integrated approach to managing and pursuing resource-based recreational opportunities, particularly in the wildland urban interface that are compatible with both the recreation element and the conservation of County natural resources.~~

**~~Policies and Implementation Strategies~~**

~~NR-10A. Coordinate with applicable departments and agencies to identify sites that offer opportunities for active, resource-based recreation.~~

~~NR-10B. Develop regulations that require development of recreation sites do not adversely affect sensitive wildlife habitat or plants, wetlands, or aquatic or riparian areas.~~

~~NR-10C. Coordinate with departments and agencies to design recreational development areas containing designated agriculture, timber, or mining resources to use mitigation measures that reduce effects on those resources.~~

# HAZARDOUS AREAS



## CHAPTER 7



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## CHAPTER 7

### Element (g) – Hazardous Areas

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#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan contains policies to protect the public from hazards such as floods, slope failures, storm water runoff, waste disposal and wildfire. The planning commission believes hazards can be lessened by identifying them, adopting regulations to reduce and mitigate them, and informing people about them. The 2019 Update proposes policies that identify and regulate hazards and educate the public on minimizing them.

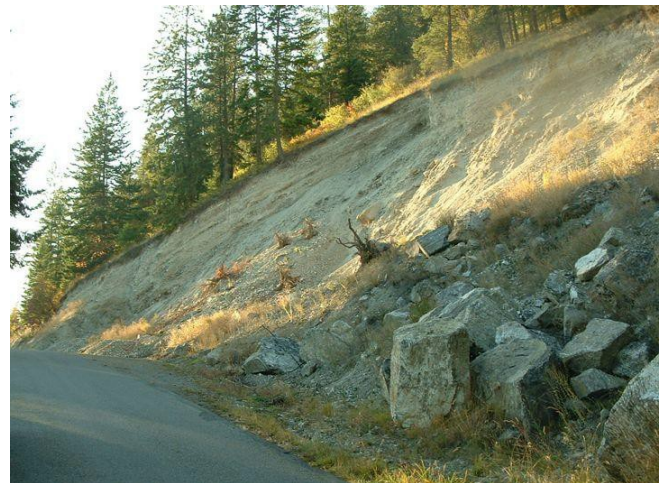
#### **Overview**

Grading activity should be monitored and controlled. Terrain modification is potentially the most disruptive part of the construction process. Hazardous areas in the County have not always been given necessary consideration. In the past, subdivisions have been approved where septic systems will not work, where slopes exceed 30%, in flood zones, and on unstable soils. Improperly located and designed developments may result in substantial costs to individuals, the public, and the environment. Development must be carefully controlled or prohibited in the least suitable, most hazardous areas.

Flood zones may coincide with soil types that are not suitable for structural development and where septic tanks often fail. Frequently, such areas are wetlands, which have many other beneficial uses. For these reasons, and because of the constant danger of flood damage, all development in flood zones, identified by FEMA or other recognized agencies with expertise, should be discouraged.

An increasing hazard, as hillside development occurs, is landslide susceptibility. Areas that are prone to slippage should be acknowledged as having as much or more potential for damage as flood zones. The density and type of

development allowed on a given slope should depend on geology, slope, and soil characteristics. Land-disturbing activity on excessive or unstable slopes should be prohibited.



***Rock Slide and Bank Erosion***

Unrestricted grading can have long-term or irreversible effects. The County currently regulates grading per the County's Site Disturbance Ordinance and chapter 70 of the International Building Code. More effective guidelines and enforcement are warranted.

Areas deemed hazardous have site-specific soils, and engineering and geologic investigation reports are prepared before any grading, development, or construction is allowed. The report(s) address slope stability, the degree of risk associated with the type of development proposed, hazard mitigation measures, etc.

In terms of the hazards associated with contaminated soils, the USGS, EPA and DEQ have numerous published studies available online. This hazard is thoroughly addressed in the CERCLA, RODs, LMP and other documents.

## HAZARDOUS AREAS 7-2

Areas of the County in the Coeur d'Alene River corridor within the Institutional Controls Program (ICP) Administrative Boundary of the Bunker Hill Superfund Site Operable Unit 3 (CDA Basin) require a special attention plan, and actions on these areas must meet the requirements of Idaho Administrative Code (IDAPA 41.01.01) in addition to other County requirements. In August 2002, under Title 39, Chapter 81, Idaho Code, formation of the BEIPC (Basin Environmental Improvement Project Commission) was completed with a memorandum of agreement between the state of Idaho, the state of Washington, the U.S. government, the Coeur d'Alene Tribe, and Kootenai, Shoshone, and Benewah counties. Federal and state Superfund authorities and this memorandum of agreement commit the County to cooperate and coordinate efforts with EPA, DEQ, and the Coeur d'Alene Tribe. As a result, grading and excavation within the boundaries of the ICP Administrative Boundary require contaminant management permits from the Panhandle Health District (PHD) Kellogg, Idaho office.

Comprehensive erosion control plans should continue to be prepared for new construction sites and reviewed by qualified individuals who are also responsible for frequent inspections of erosion control devices. Where effective erosion control cannot be implemented, land-disturbing activity must be accordingly reduced. The County has enacted a Site Disturbance Ordinance, which mandates criteria for grading, erosion control and storm water management. To be effective, storm water and erosion control ordinances must be accompanied by adequate plan review and enforcement. This is an area requiring review and update as the County's ordinance implementation program is updated.

### General

The County's geography includes inherent hazards to community health and safety. Ignoring hazardous areas or conditions can result in substantial cost/damage to individuals, the public, and the environment.

### Mass Movement

Landslides are a serious threat to human safety and property. Stable hillsides require a critical balance of vegetation, geology, slope, soil, and precipitation.

Of particular concern in the County are areas that underlie the Columbia River Basalt Group and the Latah Formation. The Latah Formation interbeds consist of weak materials, which can become unstable when accompanied by steep slope conditions or development activities. The United States Geological Service (USGS) and the Idaho Geological Survey at the University of Idaho are currently analyzing and mapping landslide coverage for the County.

Erosion reduces soil productivity, pollutes surface water, reduces stream flow, and damages property. Thirty of the 104 soil types in the County have inherently low support strength and are susceptible to slippage. (Natural Resource Conservation Service (NROS/SOIO). Low support strength soils, together with steep slopes, create a greater hazard of slippage and/or destruction. Construction site erosion and sedimentation control are now required by Ordinance for building sites within 500 feet of surface water or on slopes steeper than 15%.

### Flood Zones

Floodwaters have traditionally been a common hazard in the County. The County has recognized this hazard and has taken steps to reduce exposure to flood hazards through a Flood Damage Prevention Ordinance.

The County also participates in the Federal Emergency Management Agency's National Flood Insurance Program. This program provides federally-backed flood insurance to encourage communities to enact and enforce floodplain regulations. The County's participation in this program qualifies homeowners who want flood insurance to a reduction in premiums.

## Heavy Metal Contamination

Much of the Coeur d'Alene River and the surrounding valley, lakes and wetlands are contaminated with heavy metal laden sediments from historic mining activities in the Silver Valley. In September 2002, the US EPA issued a Record of Decision (ROD) that describes the remedies to protect human health and the environment in the Coeur d'Alene Basin ("the Basin"). The prevalence of metal contaminated soils within the floodplain of the Basin is ubiquitous, and complete removals are not the focus of the remedies. The ROD and other technical documents are available at [www.basincommission.com](http://www.basincommission.com).

Since the issuance of the Basin ROD, the EPA and DEQ have been coordinating with Kootenai, Shoshone, and Benewah Counties; the Coeur d'Alene Tribe; and the State of Washington to implement environmental remediation within the Coeur d'Alene Basin. They have done so through the Basin Environmental Improvement Commission (BEIPC). The Panhandle Health District is responsible for administering and implementing the Institutional Controls Program (ICP) to oversee the proper management of soils either in place with protective barriers or through safe handling and disposal of soils contaminated with mine waste. This program has been established by the Idaho Administrative Code (IDAPA 41.01.01) and has the authority in areas of the County within the ICP Administrative Boundary which generally is the area of the County within the 100-year floodplain of the Coeur d'Alene River and elsewhere where soils contaminated by mine waste exist.

## Faults/Earthquakes

Idaho is ranked fifth nationally in terms of seismic safety risk. A map developed by the Idaho Geological Survey, showing areas of relative seismic shaking hazard, puts Kootenai County in a moderate risk category. This designation is largely based on the potential for earthquakes centered elsewhere to cause local damage.

## Wildfires

The number one hazard risk facing Kootenai County is wildfire. Outside the urbanized cities and towns, agricultural fields, and pastures lie the coniferous forests that represent the landscape found throughout the County. The vulnerability of the rural areas of the County has been receiving more attention as the County continues to expand beyond its urban core. Per the Healthy Forest Restoration Act (Public Law 108-148) Kootenai County has officially defined the WUI as a zone extending two miles outside places of human habitation, and the network of infrastructure that supports those areas. Property owners in the WUI are encouraged to be proactive and learn how to prepare and protect their homes and businesses from the threat of uncontrolled wildland fire.

**GOAL:** To plan development in natural and man-made hazardous areas to strictly protect life, property and general welfare.

### Policies:

1. Work with appropriate agencies to inventory and map current known hazardous areas in the county, which include such hazards as earthquake faults, slide areas, contaminated areas, floodways and areas prone to wildfires.
2. Maintain and/or develop regulations which promote public health and safety and protect public resources and infrastructure in identified floodplains, geologically unstable areas and other hazardous areas.
3. Prohibit hazardous materials that threaten public health, safety or general welfare from being placed within the County except as designated at a secure Hazardous Materials Repository or comparable facility.
4. Create a series of educational handouts (pamphlets) for public distribution which identify hazards in various areas and suggest ways to voluntarily minimize them.

## HAZARDOUS AREAS 7-4

### GOALS AND POLICIES

The goals and policies in this chapter are intended to articulate the community vision toward the region's hazardous areas and not to be regulatory, but provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with the Plan.

**GOAL 1:** Plan and limit development in hazardous areas in a way that considers the natural and man-made conditions of those areas and maximizes the health and safety of the residents while minimizing the risk of damage or loss of property.

#### Policies and Implementation Strategies

HA-1A. Coordinate with agencies to update data on the extent and location of flooding, unstable slopes, and other hazards.

HA-1B. Propose development regulations which limit developments in areas where known physical constraints or hazards exist. Such constraints or hazards include, but are not limited to, the following:

- a. Flood hazards;
- b. Unstable soil and/or geologic conditions;
- c. Steep slopes; and
- d. Wildland-urban interface areas.

HA-1C. Develop regulations which direct development to appropriately fit the topography, soils, geology, hydrology, and other conditions.

HA-1D. Encourage property owners to reference the Fire Mitigation Plan specific to goals and actions of the Wildfire Section of the All Hazards Mitigation Plan to reduce wildland fire risk to communities and areas at risk.

HA-1E. Develop regulations which require development to be designed to prevent flooding and degradation of water quality by protecting areas such as streams, natural and existing manmade water channels, aquifer recharge areas, and floodplains.

HA-1F. Develop regulations which require applicants to control, manage, and mitigate storm water runoff.

HA-1G. Develop regulations which control the placement of fill material that emanates from any dredging or earth removing/relocating activities within Institutional Control Program (ICP) areas.

HA-1H. Prohibit contaminated materials from being placed within the County, except as designated at a secure Hazardous Materials Repository or comparable facility specified by sampling results.

HA-1I. Consider the adoption of International Wildland Urban Interface (WUI) Code as part of the County's adopted building codes.

# **PUBLIC SERVICES, FACILITIES AND UTILITIES**



## **CHAPTER 8**

## CHAPTER 8

### Element (h) – Public Services, Facilities and Utilities

#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan contains many policies on regulating infrastructure development, but the county does not directly control many decisions related to it. The planning commission believes the county should concentrate on services it provides and coordinate with other service providers. The 2019 Update's proposed policies focus on regulating what the county controls and supporting the work of other public service providers and oversight agencies.

#### **Community Vision 2028**

*“Provide a well thought out infrastructure plan that will provide for these needs in a quantitative way for generations to come.”*

– Kezziah Watkins Report

#### **Overview**

County residents rely on a number of basic services, facilities, and utilities that help define their quality of life and maintain their health and well-being.

Many of the public services in the County are not provided through County government (e.g., public road maintenance, fire protection), but are delivered by special service agencies or districts. The County is not directly responsible for the planning and provision of these services; however, the County coordinates and maintains communication with many different service providers. County departments and facilities provide a variety of administrative, maintenance, justice, welfare, and public safety services to the citizens of the County. County government is funded through tax monies, permit fees, and grant funds.

Some basic demands and needs have been identified regarding the provision of public services. Inadequate space in existing County

facilities appears to be improving; however, the jail, juvenile detention, and the Sheriff's department are still struggling to meet the current needs of the growing population. Future growth will result in increased demand on public services, thus adequate facilities and staff will become increasingly critical.

Fire protection is an important public service, particularly in a community with high urban-wildland interface. In the County, fire protection services are provided through a number of different entities, principally fire protection districts. Most of the districts utilize volunteers. The services offered by and the training provided to firefighting personnel differ from district to district. The State Department of Lands and the United States Forest Service provide protection in this area for timber and wildland fires only.

Public utilities are essential if a community is to function and grow in a world where innovation and rapidly changing technology have become commonplace. Although not necessarily publicly owned or operated, these services (water, sewer, energy, and solid waste) are considered “public” because they have become a necessity for most communities to function. Other than solid waste services, the County is not a direct public utility provider.

The County's energy needs are provided for by electricity, natural gas, and petroleum-based products. There are 2 major electricity providers, 2 major natural gas pipelines, 1 natural gas supplier, and 1 petroleum pipeline located within the County.

Water utilities are regulated by the state's Department of Environmental Quality (DEQ). The majority of drinking water systems use groundwater as their water source. It is estimated that the remainder of the rural



## PUBLIC SERVICES, FACILITIES AND UTILITIES 8-2

population utilizes private wells for domestic water.



*Installation of underground utilities*

State agencies are also responsible for the majority of sewage disposal system regulation. There are several types of sewage disposal systems in the County community septic tank soil absorption systems, mechanical treatment plants, lagoons, and individual subsurface sewage disposal systems.

### **Septic Suitability**

Not all parts of the County are suitable for the use of subsurface sewage treatment systems (septic systems). The Panhandle Health District (PHD) determines septic system appropriateness on a case-by-case basis based on the conditions set forth in the State of Idaho's Individual/Subsurface Sewage Disposal Rules (IDAPA 58.01.03) and PHD's Environmental Health Code (IDAPA 41.01.01). Where those requirements cannot be met, septic permits are not issued. Such areas are not suitable for development with present technology, and are considered hazardous for health and sanitation reasons.

IDAPA 58.01.03 sets out the criteria by which all waste disposal systems need to be designed and constructed. DEQ is the state agency tasked with oversight of these regulations with local health districts administering and enforcing the regulations. The key component is set forth in section 007, subsection 08, detailing wastewater flows from various establishments. Single-family residences must accommodate a minimum flow of 150 gallons/day for a 1-bedroom home with an increase of 50 gallons/day for each additional bedroom. The

information in this section also includes a number of unit-specific flow rates for multiple residences and institutional and commercial establishments, as well as minimum sizes for septic tanks. These regulations mirror the intent of the U.S. Environmental Protection Agency (EPA) for developing on-site waste treatment systems (EPA, 1980). Under a mandate of national environmental laws, the EPA strives to formulate and implement actions that lead to a compatible balance between human activities and the ability of natural systems to support and nurture life.

### **Solid Waste**

Various components of the County's solid waste management system are operated by the County's Solid Waste Department and by private industry, with collection in some incorporated areas regulated through city hauling contracts. The Department of Environmental Quality and Panhandle Health District regulate and monitor the disposal and treatment of the County's waste stream. Idaho code specifically identifies that it is the County's responsibility to provide solid waste disposal for its citizens. The code further allows the County to select whatever means they desire to pay for solid waste disposal.

In 1992, the Federal Government promulgated new solid waste rules (40 CFR 258) that outlined the criteria for construction of Municipal Solid Waste (MSW) Landfills. In anticipation of this event, the County constructed a new Municipal Solid Waste Landfill along US

95 approximately 13 miles south of the City Limits of Coeur d'Alene. Idaho quickly followed the Federal Government and promulgated the Idaho Solid Waste Facilities Act, 39-7400 et. al. The EPA acceptance of the Idaho Solid Waste Facilities Act resulted in Idaho becoming an approved state for Solid Waste Management within its boundaries. This decision allows Idaho regulatory authority over all solid waste systems within the state.

The authority for the establishment of all County Solid Waste rules, policies, contracts, facilities, procedures and ordinances pertaining to solid waste disposal is derived from the Idaho Code, the Solid Waste Facilities Act and the Solid Waste Rules. Under the existing rules, the County is not required to offer any solid waste services for out of County patrons. There is no State requirement, statute or rule that requires recycling in any form.

The County's MSW Landfill and the full service transfer stations have been developed under the guidelines listed above. In addition, the County has taken a proactive stance in developing recycling services within the county.

The transfer stations provide for transfer of recycled material, household hazardous waste collection, and the transfer and disposal of MSW from private collection routes within the Cities and County. Recycled material and HHW are sent to approved processing facilities where they can be remanufactured or disposed of properly.

As of 2008, either private haulers collect residential and commercial garbage within the Cities and County boundaries or the private citizen brings it to a county operated facility. Household Hazardous Waste Collection is provided to the County's private citizens on a limited basis. The County does not accept commercial hazardous waste. Commercial hazardous waste disposal is provided through customer contracted services with a private company.

There are four municipalities that have mandatory garbage collection; they are Coeur d'Alene, Harrison, Post Falls and Worley. The other incorporated communities and many unincorporated areas within the County have solid waste curbside garbage collection available.

As of 2008, the County also offers 14 rural garbage collection sites. It is expected that in the coming years, these sites will be consolidated into regional rural transfer stations with recycling opportunities.

The County's extensive recycling services are not requirements under the Idaho rules but are coordinated by the County's Solid Waste department. Curbside recycling programs are located in the cities of Coeur d'Alene and Post Falls. The County also operates limited recycling drop-off centers located at each of the 44 public schools as well as full service transfer stations that provide extensive recycling options. Many of the county's commercial activities recycle some or all of their waste. This helps with their waste disposal cost and keeps it out of the landfill.

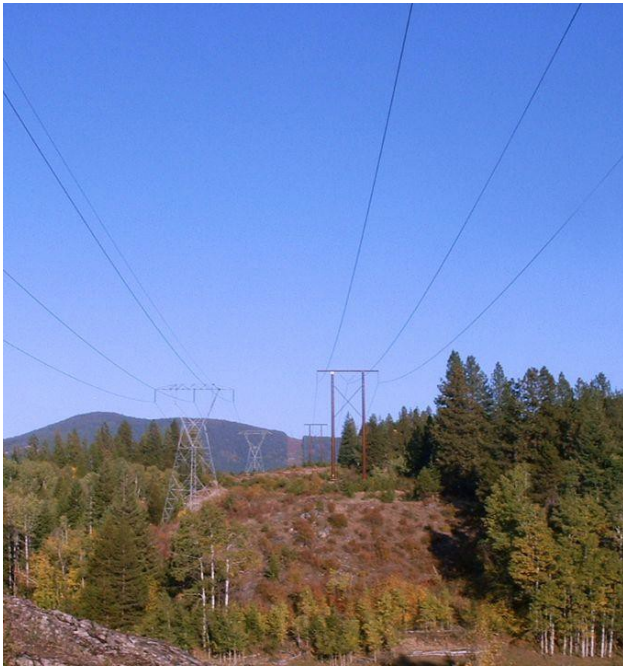
### **National Interest Electric Transmission Corridors**

There are high-voltage electric transmission corridors located within the County that were acquired in the early 1930s by the Bonneville Power Administration (BPA). These high-voltage transmission corridors were acquired by securing either perpetual easements or property in fee throughout Kootenai County. The County has on file a BPA map locating these corridors. These transmission corridors are not designated as "National Corridors" by the Department of Energy (DOE). If DOE determines that an electric corridor in Kootenai County warrants designation as a "National Corridor", it will issue a draft designation that will provide a period for public comment. Designation as a "National Corridor" gives the Federal Energy Regulatory Commission (FERC) additional siting authority for transmission corridors that supplement existing state siting provisions.

The high-voltage transmission corridors located, in the County range from 125 to 500 feet in width. The BPA imposes certain conditions on the portions of these lots encumbered by its high-voltage transmission line right-of-way. BPA does not allow structures to be blocked to any transmission facilities. BPA does not allow any digging, burning, building, or planting within the right-of-way. BPA has two equally important reasons for restricting any non-permitted use within its right-of-way: safety and system reliability the present and future ability to operate, maintain, and upgrade our high-voltage transmission system. In those situations

## PUBLIC SERVICES, FACILITIES AND UTILITIES 8-4

where BPA has only a perpetual easement, permission must be sought from the underlying fee owner for a proposed land use. BPA will consider land use applications on a case-by-case basis for walking, biking, and nature trails within its corridors. However, permission must be sought from the underlying fee owner. BPA's desire is to help carry out proposed land uses in ways that are safe and satisfactory for everyone. Therefore, BPA encourages individuals and developers to make prior arrangements with BPA through the Land Use Application process for proposed land uses.



*BPA Transmission Lines*

The County has expressed to BPA that it believes these corridors offer the county an opportunity to connect noncontiguous open spaces, especially over the Rathdrum Prairie, via a user-friendly trail network as long as the underlying fee owners approve of the proposed land use.

**GOAL 1:** To provide adequate county-regulated services and facilities to the public at a reasonable cost.

**GOAL 2:** To coordinate with the public and private service providers to deliver public services.

### Policies:

1. Work with different county departments to identify future county service and facility needs and promote the acquisition of properties to meet these needs.

2. Supply public service providers with population forecasts, development plans, and technical data.

3. Allow utility facilities in all land use designations as necessary when and where utility franchises or easements exist and if they are in compliance with applicable development regulations.

### **GOALS AND POLICIES**

~~The goals and policies in this chapter are intended to articulate the community vision toward the region's public services and not to be regulatory, but provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with the Plan.~~

~~**GOAL 1:** Identify, plan, and consolidate efficient, convenient, and effective government services.~~

### **Policies and Implementation Strategies**

~~PS 1A. Encourage the consolidation of public services to eliminate duplication.~~

~~PS 1B. Plan for future acquisition of needed County facilities.~~

~~PS 1C. Encourage public service providers to identify and evaluate their ability to meet the needs arising from land development proposals.~~

~~**GOAL 2:** Develop and support efficient and effective police, fire, and other emergency services.~~

### **Policies and Implementation Strategies**

~~PS 2A. Develop regulations which emphasize fire prevention and protection for all areas of Kootenai County.~~

~~PS-2B. Support adequate water supply for fire protection in community, public and private, water systems.~~

~~PS-2C. Develop fire and crime prevention plans among concerned agencies, development industries, and the public.~~

~~PS-2D. Propose development regulations which support law enforcement, EMS, and fire district response times in evaluating development proposals.~~

~~PS-2E. Support the Local Emergency Planning Committee and encourage region-wide emergency response capabilities.~~

~~PS-2F. Support the expansion of critical public services concurrent with population growth.~~

~~**GOAL 3:** Protect the operation and orderly expansion of the Coeur d'Alene Airport.~~

#### ~~**Policies and Implementation Strategies**~~

~~PS-3A. Protect Airport Master Plan approach and protection zones when reviewing, analyzing, and deciding development proposals.~~

~~PS-3B. Encourage cooperation and coordination among all jurisdictions that impact airport activity by renegotiating Area of City Impact agreements with appropriate cities.~~

~~**GOAL 4:** Identify and provide adequate, well-located public facilities that are needed for public purposes.~~

#### ~~**Policies and Implementation Strategies**~~

~~PS-4A. Encourage public service providers to obtain or secure sites needed for public facilities as early as possible in the development of an area, to ensure that the facilities are well located to serve the area and to minimize acquisition costs.~~

~~PS-4B. Coordinate regional efforts in identifying shared needs for lands for public purposes to maximize the efficient use of public capital resources.~~

~~PS-4C. Implement impact fees authorized by Idaho statute.~~

~~PS-4D. Seek appropriate financing methods for all new growth to pay their proportionate share for fire, police, water systems and school facilities.~~

~~PS-4E. Develop regulations which solicit comprehensive input from relevant entities when processing any application for building.~~

~~**GOAL 5:** Promote energy and communication facilities and services that are necessary to support current and future development.~~

#### ~~**Policies and Implementation Strategies**~~

~~PS-5A. Discuss and exchange population forecasts, development plans, and technical data with the agencies and utilities identified in this Plan.~~

~~PS-5B. Coordinate planning activities of electrical, telephone, natural gas, cable and wireless technology providers to ensure that providers of public services and private utilities refer to the Land Use chapter of this Plan when planning for future facilities.~~

~~PS-5C. Encourage energy conservation by informing citizens of available conservation programs.~~

~~PS-5D. Allow utility facilities in all land use designations as necessary when and where utility franchises or easements exist and if they are in compliance with applicable development regulations.~~

~~**GOAL 6:** Coordinate with applicable utility companies regarding the siting, development and operation of utility services and facilities in order to reduce negative neighborhood impacts.~~

#### ~~**Policies and Implementation Strategies**~~

~~PS-6A. Encourage electric power substations to be reasonably sited, designed, and buffered.~~

~~PS-6B. Develop regulations which support implementation of resource conservation~~

## PUBLIC SERVICES, FACILITIES AND UTILITIES 8-6

~~practices and best management practices during the construction, operation, and maintenance of utility systems.~~

~~PS-6C. Work cooperatively, with surrounding municipalities in the planning and development of multi-jurisdictional utility facility additions and improvements.~~

~~PS-6D. Encourage underground utility installation where appropriate.~~

~~PS-6E. Develop regulations which promote the joint use of transportation rights of way and utility corridors.~~

~~PS-6F. Propose development regulations which require utility providers to avoid placement of facilities in areas designated as environmentally sensitive or critical areas unless no feasible alternative exists and only after a site assessment and mitigation plan has been approved by Kootenai County and other applicable agencies.~~

~~PS-6G. Develop regulations to minimize wireless technologies unique visual and noise impacts. Siting requirements should address using existing sites and structures, setbacks, buffering, landscaping and other design standards where appropriate.~~

**GOAL 7:** Promote the use of public wastewater systems and discourage the use of individual on-site waste water systems.

**GOAL 8:** Manage the solid waste system to maximize diversion and operate in a manner that is cost effective, safe and flexible to preserve the environment and protect public health.

### Policies and Implementation Strategies

~~PS-8A. Site solid waste disposal services at optimum locations in the most cost effective manner. Environmental and economic impacts should be considered and balanced when determining disposal practices.~~

~~PS-8B. Increase the County recycling program with goals that emphasize reducing or recycling the County's waste.~~

~~PS-8C. Promote recycling programs for all County homes by extending the availability of recycling.~~

~~PS-8D. Develop regulations which require applicants for new developments of greater than 25 residential lots to identify a residential garbage collection plan.~~

~~PS-8E. Encourage the school recycling program beyond public schools to established community centers; such as private schools, churches, and civic organizations.~~

~~PS-8F. Promote the recycling of commercial, household, or residential materials.~~

**GOAL 9:** Promote development that maintains or improves current levels of essential public facilities and services.

### Policies and Implementation Strategies

~~PS-9A. Recognize the need to assess the land use, public service, environmental and transportation impacts associated with major new private or public development or activity centered outside cities for development that anticipates employment and/or population shifts away from existing cities.~~

# TRANSPORTATION



## CHAPTER 9



## CHAPTER 9

### Element (i) – Transportation

#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan contains policies on transportation, but in many cases the county does not have jurisdiction over it. The planning commission believes working with transportation agencies will produce good planning. The 2019 Update proposes working with transportation agencies on planning.

#### **Community Vision 2028**

*“Because we place such high value on our natural surroundings, we responsibly plan for, manage, and mitigate the impacts of growth on those surroundings.” —Kezziah Watkins Report*

#### **The Regional Highway Participants and the Process**

The five jurisdictions that oversee road networks within the County are the Idaho Transportation Department (ITD) and the four local highway districts: East Side, Lakes, Post Falls, and Worley. The highway districts were established in the early 1970s when numerous smaller districts were consolidated into the existing four districts. The highway districts are funded from various sources, including the State of Idaho, property taxes, and vehicle registration. ITD controls the state highway system, which comprises 5,000 of the 60,000 miles of roads in Idaho and accounts for 54% of the state’s vehicle miles of travel.¶

In the 1980s the highway districts teamed up with adjoining cities in Kootenai County to create a regional forum for transportation projects. This consortium was called the Kootenai County Area Transportation Team (KCATT). After the results of the 2000 U.S. Census were published, it was apparent that the combined population of the cities of Coeur d’Alene, Post Falls, Hauser, Hayden, Huetter,

Fernan, and Dalton Gardens and a portion of the County’s population exceeded 50,000, triggering the federal designation of an “urbanized” area and the requirement to form a Metropolitan Planning Organization.

The Kootenai County Planning Organization (KMPO) was formed in February 2003. Governor Dirk Kempthorne designated KMPO as the agency responsible for regional transportation planning in the County. The KMPO Policy Board includes one elected official from Kootenai County, City of Coeur d’Alene, City of Post Falls, City of Hayden, City of Rathdrum, Lakes Highway District, Post Falls Highway District, East Side Highway District, Worley Highway District, and the Coeur d’Alene Tribe. In addition, the Board includes one representative from ITD, District 1. Smaller cities in the County have KMPO representation via their adjacent highway districts. KMPO must approve federal aid funding priorities within the County, but does not implement public transit services or roadway projects.

ITD provides technical expertise to the local highway districts when requested. The Idaho transportation board (appointed by the governor and confirmed by the Senate) establishes state transportation policy and guides its planning and development.

The local highway districts and ITD remain in charge of operations, construction, and maintenance of the roads. Kootenai County has no jurisdiction over road building, but has the duty to plan overall growth and land use for the County. Coordination of efforts has been difficult.

This Plan reflects the County’s intent to provide the path by which transportation agencies can coordinate and ultimately follow Kootenai

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County's direction to plan for the overall growth of the County.

The Plan has incorporated data from the 20-year Kootenai County Transportation Plan developed by KMPO for years 2007–2030, where computer traffic models were created to predict future traffic volumes and impacts and the Metropolitan Transportation Plan (MTP), outlining planned improvements in the County over the next 20 years. The KMPO Transportation Improvement Plan (TIP) identifies projects where funding has already been secured and projects are expected to be implemented within the next six years. (The documents referred to herein are available from KMPO and at [www.KMPO.net](http://www.KMPO.net)).

The following specific data has either been collected or developed during the preparation of this Plan from the responsible agencies:

1. The Functional Classification System (network of roadway eligible for federal funding);
2. Average weekday daily traffic (AWDT) with peak hour volumes, percent trucks, and directional splits;
3. Roadway geometrics (number of lanes, speeds, parking, etc.); intersection geometrics (lane used, traffic control, lane widths, turning lane lengths, etc.);
4. Intelligent Transportation System (ITS); deployment
5. Accident location data;
6. Truck routes;
7. Non-motorized trails and rail corridors;
8. Land use characteristics (present and future);
9. Population and employment forecasts; and
10. Home Interview Survey for trip-making characteristics.

Ultimately, it is critical that the many independent agencies, plans, and funding mechanisms be coordinated to reduce waste and to provide a transportation system based on the projected movement of people and goods

through the County, the State of Idaho and beyond. Data on traffic patterns, congestion, future growth/development, public safety, funding, and other considerations must be shared by the relevant parties to determine appropriate new areas of County development and protection for existing communities concerned about burgeoning traffic.

### Other Transportation Networks



*Rail Service in Northern Idaho*

Rail traffic still plays an important part in Kootenai County's transportation network, but it is changing. The Burlington Northern line is used for both passenger and freight service. The passenger service, Amtrak, has stations in Spokane and Sandpoint. The "Bridging the Valley" initiative is a partnership between Burlington Northern-Santa Fe Railroad (BNSF), the Union Pacific Railroad, and numerous governmental agencies in both Kootenai and Spokane counties that will relocate the existing Union Pacific main line into the BNSF main line corridor, after which overpasses and under-crossings for railroad traffic will be constructed. When completed, the plan is projected to add rail traffic mobility, increase safety at railroad crossings, and promote economic growth in the County.

Communities in Kootenai County have contributed to the development of the Centennial Trail, a non-motorized trail stretching from the Washington state line to Higgins Point on Lake Coeur d'Alene. Bikers, walkers, joggers, and in-line skaters all use the

Trail, both for recreation and as a safe way to commute (commuters would avoid busy roadways such as I-90). In addition, and although not yet connected to an overall County-wide non-motorized pedestrian system, there have also been other smaller scale bike and pedestrian paths constructed that primarily provide localized recreational opportunities for county residents.

### Public Transportation

Currently, public transportation is the least available and least utilized transportation option in the County. During the past three years, local jurisdictions have teamed up with the Coeur d'Alene Tribe to implement the Citylink service, which provides the only fixed-route bus service in the County's urbanized areas. Ridership has seen a steady increase from 5,000 boarding's per month to 18,000 boarding's per month in the past two years. The latest demand for public transportation was identified in the adopted Public Transportation Plan, and is only now being tapped by improved routes, schedules, and coordination with paratransit providers.

Kootenai County is currently the federal grant recipient for public transportation funding in the urbanized area, channeling federal funds to the current mixed route system (Citylink). ITD handles federal public transportation grants for non-urbanized areas and channels monies to other transportation providers. As our population continues to grow, it will be important to consolidate public transportation planning, funding and operations under a single public transportation agency. There are a number of paratransit organizations operating in the County, including KATS/NICE, White Tail Transportation, and the Kootenai Medical Center Shuttle. Charter services are available from Omnibus, Inc., which primarily serves the Coeur d'Alene Airport. Greyhound operates an intercity bus service between Coeur d'Alene and Spokane, Washington.

Providing a safe and efficient public transportation system for all residents in the Kootenai metropolitan area has no obvious

solutions. Given the limited funding resources available to address the regional and local transportation needs, and the absence of a central public transportation planning and funding agency, this Plan has no definitive strategies to correct this gap in the transportation system. Instead, it points out the problem and seeks cooperation from the municipalities, the Coeur d'Alene Tribe, and other relevant entities to pursue solutions together.



*'Coeur d'Alene/Pappy Boyington' Airport in Kootenai County*

### Air Transportation

The County owns and operates the Coeur d'Alene Airport (surrounded mostly by the City of Hayden) which maintains an "Airport Master Plan." In 2007, the airport field was renamed to "Coeur d'Alene Airport/Pappy Boyington Field" in honor of local World War II flying hero Gregory "Pappy" Boyington. The airport encompasses over 1,100 acres and offers a full instrument landing system (ILS) approach, with an on-site weather observation system. It is an on- and-off ramp for the national air transportation system and a certified weather alternate for the Spokane International Airport in Spokane, Washington. Currently, the airport accommodates predominately small, private aircraft, but landings include all types of aircraft from helicopters to DC-9's. There are approximately 300 daily takeoff and landing operations currently recorded at the airport, with more use planned and anticipated. Land use in the proximity to the airport must be carefully managed to protect the safety of the public, the aircraft operators, and the surrounding neighborhoods. The airport is a transportation and economic asset to commerce and industry, providing jobs and stimulating development. Airport compatible zoning and land use

## TRANSPORTATION 9-4

controls allow the County to guide development that benefits the Airport, County and region as a whole.

**GOAL:** To coordinate with and provide input to local highway districts, state agencies and other departments to ensure safe, efficient public transportation while protecting and enhancing, when appropriate, the county's economy, environment, neighborhood quality, and cultural and scenic values.

### Policies:

1. Participate with the Kootenai Metropolitan Planning Organization (KMPO), the Idaho Transportation Department (ITD) and local highway districts in multilateral planning on an ongoing basis to provide safe, efficient, and adequately funded transportation and protect and enhance, when appropriate, the local economy, environment, neighborhood quality, and cultural and scenic values.

2. Provide all transportation agencies with current information on development patterns and statistics.

## GOALS AND POLICIES

~~The goals and policies in this chapter are intended to articulate the community vision toward the region's transportation system and not to be regulatory, but provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with the Plan.~~

~~**GOAL 1:** Encourage a properly funded and efficient transportation system that protects and enhances the County's economy, environment, neighborhood quality, and cultural and scenic values, while facilitating the movement of goods and people.~~

### **Policies and Implementation Strategies**

~~T-1A. Participate with KMPO, ITD, and the local highway districts in multilateral planning on an ongoing basis. Coordinate with the County and all affected parties when planning new roads and development. Coordinate with~~

~~KMPO and other funding authorities to ensure adequate capital is planned for in areas where the Plan promotes growth.~~

~~T-1B. Encourage transportation agencies to address inadequacies and congestion in the existing transportation network.~~

~~T-1C. Promote alternative transportation options such as public transportation, carpooling, and bicycle paths.~~

~~T-1D. Coordinate with road agencies in the development of regulations which require the design and construction of road and access points to fit the environmental, topographic and geologic characteristics of the site.~~

~~T-1E. Encourage state and federal agencies to analyze and utilize data to determine if proposed development will impact highways inconsistent with the Plan's intent to promote efficient flow of traffic.~~

~~T-1F. Coordinate future acquisition of rights-of-way and the dedication of additional rights-of-way with local highway districts, KMPO, and ITD to ensure proper expansion of the road system.~~

~~T-1G. Develop regulations that require all new development to create roads that are in compliance with emergency medical service and fire rescue requirements.~~

~~T-1H. Coordinate the development of emergency services transportation or facility needs checklist with local emergency service providers and transportation districts to assist analysis of new development impacts on emergency services providers' operations.~~

~~T-1I. Support the adoption of impact fees to mitigate costs of transportation needs connected to new development.~~

~~T-1J. Encourage one member of the County Board of Commissioners to continue to participate as an active member of the KMPO Policy Board and provide information to the other two Commissioners and the County Planning and Zoning Department as to current~~

~~projects, plans, and funding of proposed road projects.~~

~~**GOAL 2:** Work with KMPO, ITD, and local highway districts to maintain transportation facilities, corridors, and sites to ensure the safe, efficient movement of people and goods.~~

### ~~Policies and Implementation Strategies~~

~~T-1A. Collaborate with KMPO, ITD, and local highway districts to develop access control strategies that complement the land use goals and policies of the County.~~

~~T-2B. Develop regulations which establish land development patterns that minimize direct access onto collector and arterial roads.~~

~~T-2C. Encourage land use patterns and design standards such as mixed use developments that reduce average daily trips, overall dependence on the automobile, and encourage alternatives such as public transit, bicycling, walking, carpools, and vanpools.~~

~~T-2D. Coordinate with KMPO to update and adjust transportation plans, including functional classification of routes and future system expansion plans, to adhere to this Plan.~~

~~T-2E. Provide updated population and land use data to KMPO annually to assist inaccuracy and coordination of future transportation planning.~~

~~T-2F. Encourage the local highway districts, KMPO and ITD to utilize the Plan and land use regulations in current and future transportation planning.~~

~~**GOAL 3:** Consider the impact of proposed development on existing and proposed transportation routes.~~

### ~~Policies and Implementation Strategies~~

~~T-3A. Develop regulations which promote the connection of streets systems, sidewalks, parking facilities, trails, bicycle paths, and pedestrian paths.~~

~~T-3B. Consider LOS ratings as relevant data to assist the County in making decisions about the overall impacts and potential mitigation measures of proposed development.~~

~~T-3C. Propose development regulations which require new development to incorporate relevant transportation needs, such as alternate transportation modes such as public transit, bicycles and pedestrian.~~

~~T-3E. Develop regulations which require developers to bear the cost of new development infrastructure for roads, bicycle and pedestrian facilities.~~

~~T-3F. Develop regulations, that approximate and mitigate any excessive construction impacts of building projects.~~

~~T-3G. Encourage expansion and funding for the fixed-route and paratransit public transportation systems.~~

~~**GOAL 4:** Work with local and state agencies to coordinate and cooperate in transportation planning and improvement of the transportation network.~~

### ~~Policies and Implementation Strategies~~

~~T-4A. Work with local and state agencies to provide for attractive landscaping on both public and private properties located along entrance corridors to the County.~~

~~T-4B. Develop regulations which strike a balance between the use of transportation facilities and size requirements; minimize needed rights-of-way as deemed appropriate.~~

~~T-4C. Promote development regulations which incorporate traffic calming techniques in urban areas.~~

~~T-4D. Promote road names that accurately portray the County and its historical heritage whenever possible.~~

~~T-4E. Collaborate with local and state regulating/legislative entities to, establish~~

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~~compatible and consistent transportation planning and implementation laws and policies.~~

~~**GOAL 5:** Protect the operation of the Coeur d'Alene Airport/Pappy Boyington Field and facilitate orderly and safe expansion. *(See Goal 24 of the Land Use Chapter for related Policies and Implementation Strategies)*~~

~~**GOAL 6:** Pursue opportunities to preserve and, where possible, acquire existing railroad rights of way for future use in public transit, pedestrian access and open space connections.~~

### ~~**Policies and Implementation Strategies**~~

~~T-7A. Promote the protection, preservation and/or acquisition of unused or underused railroad rights of way throughout the County.~~

~~T-7B. Investigate the use of land use setbacks specific to railroad rights of way.~~

~~T-7C. Communicate with the federal, state, and county transportation agencies to encourage preservation of railroad rights of way.~~



# RECREATION



## CHAPTER 10

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## CHAPTER 10

### Element (j) – Recreation

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#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan seeks to increase public recreation sites and facilities. The planning commission believes the county needs to develop a long-range park and recreation plan and carry it out. The 2019 Update’s proposed policies seek to maintain existing recreation sites and create new ones.

#### **Community Vision 2028**

*“Recreational opportunities are one of the reasons we live here!” “We treasure this place we call home. The beauty of its land, lakes, rivers and forests ground us in our sense of place. We relish its spaces, its views, and the wildlife who share it with us. We want to preserve and protect it.” – Kezziah Watkins Report*

#### **Overview**

Outdoor recreation is a significant aspect of the quality of life enjoyed by residents of Kootenai County. The quantity and quality of recreational opportunities available in the County are dependent on a variety of factors, including growth, funding, accessibility, and the quality of recreational facilities. Kootenai County owns 7 upland parks or recreational sites; manages 6.1 miles of Centennial Trail and 5 miles of unpaved trail; and maintains 27 marine recreational sites, most of which are owned by the County. In addition to the facilities owned, maintained, and managed by Kootenai County Parks and Waterways, there are approximately 245,136 acres of federal land in the County administered and managed by the U.S. Forest Service that provide outdoor recreational opportunities for the public.

#### **Structure of the Parks and Waterways Advisory Board**

Appointment of a Waterways Committee or Advisory Board is provided for in Idaho Code Section 67-7012:

*“The County Commissioners of any county may appoint a waterways committee to serve without salary or wage in an advisory capacity relating to maintenance and improvement of waterways and expenditure of moneys deposited in the county vessel account. Members of this committee shall hold office at the pleasure of the Board of County Commissioners.”*

Guidelines for the nine-member Parks and Waterways Advisory Board are as follows:

- To recommend long-range general direction and goals related to the County’s parks, trails, waterways, and waterways facilities.
- To act as a liaison with the public on matters concerning the County’s parks, trails, waterways, and waterways facilities.
- To recommend funding priorities for parks, trails, and waterways projects and programs.
- To investigate specific problem areas and potential fund requirements as may be assigned by the Commissioners.

#### **Recreational Sites and Facilities**

The County’s Parks and Waterways Department is responsible for acquisition, development, maintenance, and management of numerous recreational sites the County. Included in these recreational sites are public marine facilities (docks, ramps, and restrooms) located on the County’s many lakes. Since 1994 the Parks and Waterways Department has made upgrading existing marine facilities a priority.

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Kootenai County Parks and Waterways own approximately 60 acres as of 2007. Parking at many county recreational locations is insufficient during peak seasons. In the summer season, capacity of recreation areas such as beaches, campgrounds, and picnic areas is insufficient to meet demand. The County's rapid growth in residential and commercial construction, along with an increase in population, is placing a burden on existing recreation facilities.



*Bayview, Lake Pend Oreille*

Currently, there is increased agency communication and cooperation for future planning efforts to provide both upgraded and new recreational sites and facilities for the public. The Parks and Waterways Department has acquired a 10-acre parcel of land (Loch Haven) outside of Hayden as part of a donation and is beginning an engineering study and developing a park master plan for future park development. As part of its master plan, the Department would like the County to require developers to designate a portion of their project land base to public open space areas and trail systems. These trail systems could eventually interconnect with other developments and/or existing trail systems. The department is currently encouraging developers to donate open space to the County when in the planning stage of land development. This open space could be utilized for future pedestrian trails to interconnect communities in the county as the County continues to develop.



*Kootenai County Fairgrounds*

The County owns, manages, and maintains the 80-acre fairgrounds site on Government Way in Coeur d'Alene. The County Fairgrounds Board has been involved in feasibility studies for fairground improvements to accommodate more types of events than the existing facilities are currently capable of promoting and scheduling. The fairgrounds expansion would include indoor sports facilities and room for RV show facilities with more technological improvements such as power access for future events. The Fairground Board is working with an architect on plans for future expansion of the site.

### **Boating Facilities**

Kootenai County has 44,000 acres of boatable surface area. Most county-owned or maintained recreational sites are recreational marine facilities. The increasing popularity of County waterways is reflected in the number of boats licensed, which has substantially increased in recent years.

### **Boat Registration**

All boats using Idaho waters, except small, non-motorized craft, must have an Idaho boat license. Idaho requires an Idaho Certificate of Registration and validation stickers for boats to operate legally on Idaho waters. The only exceptions are: manually propelled vessels (e.g., canoes, rafts, and kayaks); float tubes (single inner-tube construction with or without a motor); sailboards; vessels properly registered in another state and using Idaho waters for 60 or fewer consecutive days; and vessels documented with the U.S. Coast Guard.

## Funding

A percentage of boat licensing fees is used to fund boating facilities, while non-boating recreational areas are funded by the County's general fund. The County passed a resolution for implementation of user fees for Parks and Waterways, which requires daily launch fees (for County facilities) for vessels registered in Idaho and those registered out of state. Fees collected will be used to fund maintenance and improvements at marine facilities.

## Plans for Expansion

The Parks and Waterways Department's planning and implementation of future improvements and acquisition of County marine facilities is assisted by the Waterways Advisory Board. This citizen advisory group advises the Board of County Commissioners on recreational issues affecting local marine facilities. Current expansion plans include significant improvements at existing marine facilities with a separate department plan to expand and improve County parks and trail systems. The Parks and Waterways Department has implemented long-range development plans since 1994 and has made improvements to existing boat dock facilities within the County such as the \$1 million dollar overhaul of the County public boat docks at Harrison.

## Other Public and Private Recreation

Idaho Department of Parks and Recreation operates regional park facilities including Farragut State Park and the Old Mission State Park at Cataldo. The Centennial Trail provides hiking, in-line skating, and cycling enthusiasts with over 30 miles of scenic trail along the Spokane River connecting Coeur d'Alene and Spokane. From I-90 north to the city of Hayden, U.S. Highway 95 includes trail improvements, and plans are under way for a trail along an abandoned rail corridor connecting U.S. Highway 95 with Farragut State Park. Public recreation facilities are also provided by the U.S. Forest Service and the cities within the County.



*Centennial Trail*

The (IDPR) Idaho Department of Parks and Recreation and the Coeur d'Alene Tribe have an agreement to cooperatively manage 73 miles of non-motorized, paved pedestrian trails on the rail-banked Union Pacific Railroad Wallace-Mullan branch line. The Trail of the Coeur d'Alenes traverses the Panhandle of Idaho and connects three counties (Benewah, Kootenai, and Shoshone) and numerous communities in the region. Approximately 40 miles of this trail lies within Kootenai County's southeast corner and provides the public with outdoor recreational opportunities. Scenic drives designated by the Idaho Transportation Department include the 38-mile-long Lake Coeur d'Alene Scenic Byway along Highway 97 from Wolf Lodge south to Harrison, and the 67-mile-long White Pines Scenic Byway along Highway 3 from I-90 south into Benewah County (22 miles are within Kootenai County). In addition, east of Coeur d'Alene, I-90 affords scenic vistas of Lake Coeur d'Alene and its surroundings environs.

The Kroc Community Center is located in the heart of Coeur d'Alene, which is a gathering place for the community. The center's facilities include a performing arts theater and chapel, competitive indoor pool, leisure water pool, multi-activity court gym, fitness facilities, classrooms, and event areas.

## Conclusion

Population increase and tourism growth has created a greater need for more recreational sites with improved diversity of recreational opportunities. County-owned recreational sites

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are generally underdeveloped as regards facilities available to the public, although some sites have potential. Most County sites consist of a boat dock and/or launch, many on narrow road rights-of-way. Existing County recreational sites are predominantly small and would require site expansion for additional development. Acquisition of future park sites should become a priority before development limits expansion altogether. Parks and recreational areas should be designated as development occurs, so that the cost of creating parks and public lands of sufficient size can be properly managed. A variety of developed park facilities and recreational areas are necessary to meet the needs of a diverse population, and to allow for the best utilization of sites, enhancement of natural resources, and public access to recreational opportunities.

**GOAL:** To maintain existing public recreation sites and acquire and develop new ones including parks, parkways, trailways, river bank greenbelts, beaches, playgrounds, and other recreation areas and programs.

### Policies:

1. Work with the Parks and Waterways Department to inventory and map current county-owned recreation areas' locations, sizes, purposes, types and levels of services, public usage and other qualities.

2. Create and maintain an active long-term parks and recreation plan to acquire, improve, develop and maintain County recreation facilities.

## GOALS AND POLICIES

The goals and policies in this chapter are intended to articulate the community vision toward the region's parks and recreational activities and not to be regulatory, but provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with the Plan.

**GOAL 1:** Develop quality County parks, greenbelts, and recreation facilities to meet the diverse needs of a growing population.

## ~~Policies and Implementation Strategies~~

~~PR 1A. Create long term management plans to improve, develop, and maintain County recreational facilities.~~

~~PR 1B. Acquire land for parks, recreational sites, and greenbelts to serve all areas of the County.~~

~~PR 1C. Encourage the development of funding mechanisms needed to achieve long term parks and recreation objectives.~~

~~PR 1D. Maintain and make available to the public a site inventory and map of park recreational facilities.~~

~~PR 1E. Pursue opportunities to acquire access to land in order to promote public access, especially along shorelines.~~

~~PR 1F. Encourage bike paths adjacent to new road construction and reconstruction.~~

~~PR 1G. Establish public park land acreage level-of-service standards.~~

~~PR 1H. Support the development and planning of local, regional, and countywide pedestrian facilities.~~

~~PR 1I. Consider lands adjacent to manufacturing areas and the Coeur d'Alene Airport as possible park and open space opportunities or as transitional land use (i.e., land that provides a transition between different types of land uses).~~

**GOAL 2:** Secure waterfront and near shore areas for public use and enhanced public enjoyment of county waterways.

## ~~Policies and Implementation Strategies~~

~~PR 2A. Pursue a variety of methods to acquire waterfront and near shore property easements, such as conservation, transfer of development rights, and long term leases, as well as outright purchases.~~

~~PR 2B. Promote development regulations that minimize congestion when designing and siting boat launch areas.~~

~~**GOAL 3:** Promote coordination efforts with other recreation facility managers to expand available recreation opportunities to area residents and visitors.~~



# **SPECIAL AREAS OR SITES**



## **CHAPTER 11**

## CHAPTER 11

### Element (k) – Special Areas or Sites

#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan calls for the identification and protection of special areas and sites. The planning commission believes protecting significant special areas and sites enhances local culture. The 2019 Update policies propose identifying, evaluating and, where appropriate, protecting such areas and sites.

#### **Community Vision 2028**

*“We treasure this place we call home. The beauty of its land, lakes, rivers, and forests ground us in our sense of place. We relish its spaces, its views, and the wildlife that shares it with us. We want to preserve and protect it.”*  
Kezziah Watkins Report

#### **Overview<sup>1</sup>**

The history of Kootenai County and its special sites have historical, archeological, and cultural significance and are important to the established character and identity of this community. The County has a diverse social and cultural history, with several Native American societies established long before European settlement of the region. Early pioneer settlement revolved around fur trapping, mining, and timber industries. Traces of these lifestyles remain in archeological sites, historic buildings, and landmarks throughout the County. Many sites and structures that have played an important role in local cultural experiences and history have been lost to growth and development. Careful consideration of remaining special sites is required to preserve and protect these irreplaceable cultural resources.

<sup>1</sup> The Planning Commission thanks both the County Historic Preservation Commission and Dorothy Dahlgren and Simone Kincaid, authors of *Roads Less Traveled Through the Coeur d’Alene* (2007) for allowing use of their materials in writing the historical section of this chapter. Much of the information contained herein is taken from these two sources.

#### **Historic Sites and History of Kootenai County**

Historic sites, including cultural resources and the County’s history are critical components of the County’s future development. Fundamental to the preservation process is assessing what is known, and what is not known, about the historic and cultural resources in the planning area. None of the historic property types existed in historical, cultural, or physical isolation from one another, and all types represent and reflect our community’s past. Since preservation and land use decisions relate to specific locations, it is critical that our knowledge base addresses in a unified manner all the historic and cultural resources that coexist in the same place to provide useful guidance and avoid inadvertent damage.



***Fort Sherman Chapel, 1880***

Historic sites reflect past traditions of an area and are of interest to visitors and local residents. The State Archeological Register at the University of Idaho currently lists 302 historical and archeological sites in Kootenai County. Approximately 250 sites are classified as non-native historic sites and are primarily related to early industry and located on federal land (see the Historical Preservation Commission for

## SPECIAL AREAS OR SITES 11-2

further information for maps, special sites, and documents.)

The National Historic Register considers a site to be historic if it is associated with any of the following: an event that had an impact on the history of a region; an important aspect of cultural, historical, political, or economic heritage; the life of a person important to local or regional history; or an important work of a known architect or an outstanding example of an architectural style or period. The “value” or uniqueness of each site, its relationship to adjacent areas, the fragility of the site, and the need for protection or preservation determines the level of significance.

The oldest building in the state, the Mission at Cataldo, was constructed in the 1840s and is now a state park. As of this date, 31 buildings, one road, and two Historic Districts in the County have been listed on both the National and State Historic Registers. The Fort Sherman Historic District typifies early regional military architecture and includes four of Coeur d’Alene’s oldest buildings (one officer’s quarters, a chapel, and a powder magazine). The Spirit Lake Historic District is a prime example of early 20th-century boomtown architecture and includes 15 commercial buildings, the Post Office, City Hall, and Fire Station.



*The Mission at Cataldo*

### Archeological and Native American Sites

Recorded archeological sites and many culturally significant sites are located in the

County along with the traditional lands of several Indian tribes, including the Coeur d’Alenes, the Kalispels, the Spokans, and the Kutenais. The Coeur d’Alene Tribe has identified several traditional cultural sites and is continuing to research and inventory sites. Sites include permanent village sites, gathering places, cemeteries, sacred places, and a battlefield, with nearly two-thirds of the sites situated on private lands. Although cultural sites may or may not contain physical remains, they are important in the religious and cultural heritage of Native American tribes.

There is potential for future discovery of archeological sites during construction processes, particularly on waterfront property. The presence of a water source was important in the location of aboriginal campsites. Unfortunately many historic sites have been lost because many are being used by the current population for recreational and housing activities.

The National Historic Preservation Act and the American Indian Religious Freedom Act require federal agencies and federally funded or permitted projects to consider historic and “prehistoric” resources in project planning. Only burial sites are protected on state or private lands. The Native American Graves Protection and Repatriation Act, 25 U.S.C.A., 3001 et seq.; Title 27, Chapter 5, Idaho Code, protects Native American religious sites and burial grounds, making it illegal to disrupt, desecrate, or molest graves, cairns, and other places of interment and also making it unlawful to remove either human or cultural remains. Discovery of other types of Native American sites on private, state, or county land does not require notification of any government agency unless federal money or permits are involved, and no state or local legislation protects such sites.

### Preservation Activities

The Kootenai County Historic Preservation Advisory Commission develops and coordinates historic preservation activities and advises the Board of County Commissioners on preservation issues. The Advisory

Commission's goal is to identify, evaluate, and protect historic sites in the County. The identification and inventory of all culturally significant sites may be difficult because state records do not include all Native American cultural sites. Currently, tribal governments keep records on traditional cultural sites, and inventories of these sites are not complete. Financial assistance for preservation activities is provided by grants from state and federal funds, while the National Park Service provides technical assistance. Kootenai County typically receives \$3,000 to \$5,000 per year for inventory and Register nominations and for restoration and preservation of County-owned buildings. Some federal tax incentives and state assistance programs exist for private properties.

Because of area's history, little of the land within the County has been surveyed for archaeological resources. Settlement patterns and recent cultural resource studies conducted for federal projects indicate that many sites such as Lake Pend Oreille, Hayden Lake, the Spokane River, the Coeur d'Alene River, and Lake Coeur d'Alene are considered areas of high probability in terms of historical and cultural value.

### **History of Kootenai County**

The history of the County is equally as important as the cultural treasures it now entrusts us to protect.

Kootenai County, as currently configured, contains a significant portion of the center of the Coeur d'Alene Tribal Homeland as well as the primary east-west trail system for interior Salishan peoples traveling in both directions through the Bitterroot Mountains to the Great Plains and, ultimately, the Yellowstone area. The original inhabitants called themselves the *Schitsu'umsh* ("the ones who were discovered here") and were traditionally made up of three generally recognized bands, each of which was associated with a particular winter village region. The Coeur d'Alene Lake band comprised some sixteen villages consisting of families located on Hayden Lake, at the current cities of Coeur d'Alene and Post Falls, along the

Spokane River near Green Acres, and on the shores of Liberty Lake. The Coeur d'Alene River band dwelled in at least 11 villages located along the Coeur d'Alene River, including sites near what would become the city of Harrison and the Cataldo Mission. The St. Joe River band made up the third grouping and inhabited at least six villages along the lower St. Joe River and at the site of what became St. Maries, with another village in the upper reaches of Hangman Creek.

The larger winter villages usually comprised around 300 individuals. Each of the bands were made up of interrelated families who would typically winter in their band's general area, though families may not have wintered in the same village from year to year. During spring, summer, and fall, the families dispersed to their favored resource areas throughout the Homeland and beyond for hunting, fishing, gathering, and ceremonial activities.

The aboriginal landscape of the *Schitsu'umsh* encompassed much of what would become the Panhandle region of Idaho, extending into parts of eastern Washington and western Montana. Lake Pend Oreille marked the northern boundary, with the country beyond the home of the Kalispel and Pend Oreille peoples. With mountain passes up to 5,200 feet in elevation, the Bitterroot Range of Montana marked the easterly area of the *Schitsu'umsh*. The western reaches of the *Schitsu'umsh* landscape began just east of Spokane Falls (Plante's Ferry) along the Spokane River, extending south along the Latah and Pine creek drainages.

The heart of the *Schitsu'umsh* landscape was Lake Coeur d'Alene. Its waters sprang from the slopes of the Bitterroot and Clearwater Mountains, gathered into the Coeur d'Alene and St. Joe rivers, fed into the lake itself, and then drained into the Spokane and eventually Columbia rivers. It was a landscape of nearly 5 million acres of white pine, fir, ponderosa, and cedar-forested mountains, as well as freshwater rivers, lakes, marshlands, and rolling hills and prairies covered with perennial bunchgrass and fescues.

## SPECIAL AREAS OR SITES 11-4

The Lewis and Clark expedition through central Idaho in 1805 was the first recorded exploration by people of European descent. By 1809 David Thompson established the Kullyspell House trading post on Lake Pend Oreille. The hunters, trappers, traders, and Iroquois guides who frequented the Kullyspell trading post reported that there were places in the far north and the east where people were teaching Christianity.

In 1740, years before Lewis and Clark's arrival, Coeur d'Alene tribal leader Circling Raven had a vision and prophesied the coming of the Black Robes (priests). In 1842, Circling Raven's prophecy was fulfilled when Father DeSmet arrived. The first Jesuit mission was founded near St. Maries and then moved a short time later to its present Cataldo location. The Mission of the Sacred Heart (Cataldo Mission), located on the Coeur d'Alene River, was completed in 1853 and is the oldest standing building in Idaho today.

Shortly after the Cataldo Mission was established, the military arrived. Between 1858 and 1862 the Mullan Military Road was built, connecting Fort Benton, Montana, and Fort Walla Walla, Washington. Camp Coeur d'Alene (later changed to Fort Sherman) was established in 1878 at the point where Lake Coeur d'Alene flows into the Spokane River. The purpose of the Fort was to keep the Mullan Road open (built between 1858 and 1862 and connecting Fort Benton, Montana and Fort Walla Walla, Washington) and to keep peace between settlers and Native Americans. When the Fort was abandoned in 1901 there were 52 buildings, including a sawmill, hospital, blacksmith shop, carpentry shop, and chapel. The chapel, powder magazine, and one officer's quarters remain standing.

A community developed around the Fort, but it was not until the discovery of gold in 1883–1884 on Prichard Creek, on the North Fork of the Coeur d'Alene River, that many settlers arrived. Mining activity created an economic basis for future developments in timber, transportation, and trade in Kootenai, Benewah, and Shoshone Counties. The lasting wealth was not in gold but in lead, silver, and zinc, all of

which required a large capital investment to process and mine.

In 1883 the Northern Pacific Transcontinental Railroad crossed North Idaho. Rathdrum developed as an agricultural center and supply point for the mining district and remained a railhead until 1886, when D.C. Corbin built a spur line from the Northern Pacific mainline, at Hauser Junction, connecting to Coeur d'Alene. From Coeur d'Alene, passengers traveled by steamboat up the Coeur d'Alene River to the Cataldo Mission, where they boarded the narrow-gauge railroad that carried them to the mining districts.

1889 marked the beginning of the steamboat era on Lake Coeur d'Alene when troops at Camp Coeur d'Alene built and launched the *Amelia Wheaton*. By the turn of the century the Inland Empire Railroad electric line train made several trips a day from downtown Spokane to Coeur d'Alene, where passengers boarded such steamers as the *Boneta*, *Flyer*, *Georgie Oakes*, *Spokane*, *Colfax*, and *Idaho* for St. Joe City, Harrison, and St. Maries. Sunday excursions on the shadowy St. Joe River were popular as were other recreational activities associated with the many lakes and rivers of the area.

After 1900 large lumber companies discovered the region's great stands of white pine. The waterways provided cheap and effective transportation for the logs. In the spring logs were floated down swollen streams and rivers into sorting gaps on the lake and then on to sawmills. Harrison, St. Maries, Rose Lake, Spirit Lake, Twin Lakes, Post Falls, and Coeur d'Alene each boasted a large milling industry. By the mid 1920s the lumber industry began to slow down and many of the smaller mill towns disappeared. World War II saw improvement in the lumber industry; but the days of accessible timber and cheap transportation were over.

The 1970s saw surges in growth and development in Kootenai County. In the early 1980s an economic decline affected both the forestry and mining economies. Today the County's economy is more diversified and has



seen much growth and prosperity (see Economics chapter).

The steady influx of the settlers impacted the indigenous population in many ways, most notably in the steady decrease in the land they had once occupied. In 1873, the government, by executive order of President Ulysses S. Grant, created a 590,000 acre reservation for the *Schitsu'umsh*. In 1891 another executive order reduced this reservation by 190,000 acres, placing the upper third of the reservation into the public domain. This agreement was ratified by the U.S. Congress and formally established the Coeur d'Alene Reservation.

Soon after the establishment of the Reservation, settlers established the community of Harrison at the mouth of the Coeur d'Alene River. Instead of removing the settlers, the federal government acquired the land from the Tribe in 1894 for \$15,000. This land cession moved the Reservation boundary on the east side of Lake Coeur d'Alene only by approximately one mile in order to remove the City of Harrison from the Reservation.

In 1916 the Dawes Act allotted the Reservation tribal ownership of approximately 104,000 acres. The remaining land over 240,000 acres was placed into the public dominion. Shortly thereafter, non-native settlers obtained ownership of this property, with limited compensation to the Tribe.

Heyburn State Park was established between 1908 and 1911. The *Schitsu'umsh* residents in this area were evicted, and the \$11,000 compensation for the land was used by the state to develop the park. Today the reservation is composed of some 90,000 acres actually owned by the Tribe and tribal members within the reservation boundary of some 345,000 acres.

### ***Towns***

No history of the area is complete without describing the many historic town, places, and landmarks that are a part of this County's story.

### Athol

First known as Colton, the town was renamed Athol by a settler who came from Athol, Massachusetts. The Massachusetts Athol was named after a town in Scotland named for the Duke of Atholl. A Northern Pacific Railroad station was built in Athol in 1882, and settlers hoped for a vast agricultural paradise. The jack pine forest first attracted early settlers to Athol, and logging, milling, and agriculture created prosperity. By 1903 there were many businesses opened, including the Pacific Hotel, a drugstore, a smithy, a jewelry store, restaurants, a mercantile company, and a saloon. The depression reduced Athol's importance, and the community declined until the 1940s when Farragut Naval Training Station opened.

### Bayview

This logging, fishing, and limestone- mining community was first known as Squaw Bay. After 1900 the name was changed to Bayview. In 1910 a group of Spokane entrepreneurs formed the Prairie Development Company and platted the town site, hoping that the new town would attract tourist and residents. Bayview was laid out with 27 blocks of streets and avenues. The Spokane International Railway (SI) provided transportation from Spokane. The Navy took over the hotel during WWII. After the war the hotel became a private home and was later demolished in the mid-1960s.

Bayview is known for its extensive fishing, boating, and recreation. About 200 float homes are also located in Scenic Bay.

### Cataldo

The Coeur d'Alene Indians had a village here known as *sq'wt'u*. The town is named for Father Joseph Cataldo, SJ, who served at the Old Mission from 1865 to 1870. Patrick J. Whalen, the first homesteader in this area, platted the town of Cataldo. Whalen built a log cabin and operated a ferry across the Coeur d'Alene River connecting to the Mullan Road. When the Oregon Railway and Navigation Company came through in 1889, Whalen discontinued his ferry.



## SPECIAL AREAS OR SITES 11-6

The Cataldo Mission remains as one of the oldest and most treasured buildings in Kootenai County.

### Coeur d'Alene

The French name Coeur d'Alene can be traced back to the early 1800s when David Thompson, of the North West Trading Company (a fur-trading concern), encountered French-speaking Iroquois Indians already living here. Since the Iroquois were familiar with the area, he hired them as guides and scouts. The words *Coeur d'Alene* ("heart of an awl") may have been the Iroquois' attempt to describe the sharp trading practices of the local *Schitsu'umsh* people (an awl is a pointed tool used to pierce leather).

Kootenai County's original boundaries were established on December 22, 1884. The first county seat was Sin-na-ac-qua-teen, a trading post located on the Clark Fork River. The county seat was subsequently relocated to Rathdrum and later, in 1907, to Coeur d'Alene, where it remains today. Fort Coeur d'Alene was established in 1878; Coeur d'Alene City developed near the edge of the fort and within a few years had become a supply point and navigation hub for the mining and timber industry. Coeur d'Alene's importance as Kootenai County's center was reinforced when voters moved the county seat to Coeur d'Alene in 1908. By 1910 the population was 8,000. Six large lumber mills were located in or near Coeur d'Alene, and the city boasted 4 banks, 5 hotels, 9 churches, 4 grade schools and a high school, a movie theater, and 2 telephone systems. Four railroads served the city: the Northern Pacific, the Inland Empire Railroad electric line, the Milwaukee Road, and the Spokane International. Coeur d'Alene's major industries were timber, tourism and agriculture.

By the early 1930s, Coeur d'Alene was Kootenai County's economic and social center. The City served 4 major rail lines and boasted 6 major lumber mills. Harrison was also a popular lumber center for the mining district. Bayview claimed four lime quarries and five lime-processing kilns.

### Dalton Gardens

The City of Dalton Gardens was incorporated in 1960 and includes the area from Prairie Avenue south to Dalton Avenue and from Government Way to 17th Street. However, the name and settlement date back to the time of Fort Sherman, when Oscar F. Canfield settled in the area in 1878. The origin of the name Dalton is unknown. Dalton Gardens and Hayden Lake were known for orchards and produce. In the 1920s, a large packing plant was built and the electric line railroad provided freight and passenger service. A severe freeze beginning October 31, 1935, killed all the cherry and many of the apple and pear trees (tons of apples were frozen on the trees). Only a few farmers managed to survive. In 1907 the Spokane & Inland Empire Railroad (the electric line) built a small depot at 4th Street and Hanley Avenue. Passenger service was discontinued in 1929–1930; freight service was discontinued in 1937.

### Fernan Lake Village

Fernan Lake Village is located adjacent to the City of Coeur d'Alene on its southeast border. The City is surrounded by scenic vistas of the mountains with Fernan Lake, "in the back yard". Fernan Lake Village is also locally known as the gateway to the Coeur d'Alene National Forest, as the road through town winds up Fernan Lake Road to the National Forest for a variety of recreational pursuits. According to the United States Census Bureau, the City has a total area of 0.1 square miles, all of it land. Fernan Lake Village has a population of approximately 200 people and 70 households. Fernan Lake is a popular place for boating and fishing for both locals and residents of nearby Coeur d'Alene.

### Harrison

The Crane family first settled here in 1890. Incorporated in 1899, Harrison is located on a one-mile strip carved out of the Coeur d'Alene Indian Reservation by a bill signed by President Harrison on the night of March 4, 1891. Passengers arrived on the Oregon Railway and Navigation Company Railroad and by

steamboat. Harrison prospered as a gateway to the Coeur d'Alene mining district and the development of timber and farming interests up the St. Joe and St. Maries rivers. The 1911 city directory reports a population of 1,250; names lumber, farming, and mining as the main industries; and lists four churches, numerous fraternal organizations, two hotels, a weekly newspaper, and a high school and grade school. Numerous sawmills turning out lumber, shingles, and material for boxes lined the waterfront. Sparks drifting uphill from the mills were common. Early Saturday morning on July 24, 1917, a fire broke out at the Grant Lumber Company. The fire, driven by high winds, burned for two days and destroyed about 30 residences, sawmills, and the business district. Much of the town was never rebuilt.

### Hauser

Hauser Lake Village was incorporated May 12, 1947. It is now recognized that the city was named after Mr. Samuel Thomas Hauser, who was appointed the Governor of Montana Territory by President Grover Cleveland in 1885. During that same time period, Daniel Corbin was encouraged to build a branch line on the Northern Pacific Railroad near Hauser Lake to service the growing Coeur d'Alene silver mining district. The branch line was completed in 1886, approximately 13.5 miles long and was called the Spokane Falls and Idaho Railroad. It is believed that Hauser Junction was named at the time the branch line was completed by Daniel Chase Corbin in honor of his good friend and business partner. Hauser Lake is now recognized as a popular fishing and water sports recreational destination by both Kootenai County residents as well as tourists during the hot, dry summer season. The City of Hauser's population is approximately 675 people and is expected to grow as the County's population expands.

### Hayden and Hayden Lake

Rich with game, fish, and berries, Hayden Lake was a favorite gathering place for the Coeur d'Alene Tribe. According to tribal legend, there came a time when the land stopped providing,

and the medicine man advised them to leave, but no one wanted to go. One day a great whirlpool engulfed the chief as he fished from his canoe. Another version of this story tells of an Indian couple swept up by a whirlpool and drowning in the lake. Because of this, the tribe moved away from the lake.

In 1846, Father DeSmet was among the first white men to visit Hayden Lake. But it was not until the late 1870s that the first homesteaders, a Mr. Strahorn (first name unrecorded) and three soldiers from Fort Sherman (Matt Hayden, John Hager, and John Hickey) settled in the area. Legend has it that Hayden and Hager, whose homestead was on the site of the present-day Hayden Lake Country Club, played a game of seven-up to determine who should name the lake. Hayden won the card game.

Hayden Lake's early economy was based on agriculture, lumber, and recreation. In 1906, a branch of the Inland Empire Railroad electric line extended to the Bozanta Tavern. Hayden Lake attempted to establish an agricultural economy specializing in fruit trees an endeavor that was thwarted by severe frosts that decimated many of its orchards in the 1930s. The post office was established at Hayden Lake in 1907, and businesses developed at the south end of the lake. The town shifted from this area to Government Way as automobiles replaced rail transportation. In 1959, the post office moved to Hayden Village. The area around Government Way is now incorporated as Hayden. The area from the west shore of the lake to a short distance west of Strahorn Road is incorporated as Hayden Lake.

### Huetter

Huetter, population 98, is a small city located between Post Falls and Coeur d'Alene adjacent to Interstate 90. Huetter is considered part of the Coeur d'Alene Metropolitan Statistical Area and is an area which is currently part of a transportation study being conducted by the Kootenai Metropolitan Planning Organization for an alternate route for State Highway 95. Huetter boasts being the city that represents the Port of Entry for the State of Idaho on Interstate

## SPECIAL AREAS OR SITES 11-8

90. The Centennial Trail, a popular pedestrian recreational trail, passes through the community of Huetter.

### Post Falls

Once the site of the Coeur d'Alene Indian village *Q'emiln* ("throat of the river"), the town of Post Falls grew from the early commercial lumbering efforts of German immigrant, Frederick Post. Post came to the area from Illinois in 1871 and set up businesses in Rathdrum, Spokane, and Post Falls, building the area's first gristmill at Spokane Falls in 1876. He returned to the "Little Falls" (Post Falls) of the Spokane River and used the falls to power the area's first commercial lumber mill. Several lumber mills operated in Post Falls over the years. Logs arrived by horse, water, and later by rail and highway. Agricultural activities were also important to Post Falls' economy. Grass seed replaced earlier crops such as beans in the 1950s.

### Rose Lake

Rose Creek and Rose Lake were named by a family who homesteaded on Cougar Creek, for their daughter Rose Brown. The Rose Lake Post Office was established in 1905, and by 1916 the population was 500. The town was primarily a company town for the Rose Lake Lumber Company, which was then known as the Winton Lumber Company. Along the Coeur d'Alene River, which flows into Lake Coeur d'Alene, there are 11 small lakes (in order: Rose, Porter, Bull Run, Killarney, Hidden, Medicine, Cave, Swan, Black, Blue, Anderson, and Thompson). Most of the present camping sites along this river system were used since time immemorial by the Coeur d'Alene Tribe for winter village sites or seasonal camps.

### Rathdrum

Fredrick Post's son-in-law, Charles Wesley Wood, gave the town its first name of Westwood. In 1881 when the postmaster applied for a post office, the U.S. Government would not accept the name. M. M. Crowley gave Postmaster Zach Lewis a list of potential

names. Lewis chose Rathdrum, which was Crowley's native home in Ireland.

In 1881 Rathdrum became the first organized county seat of Kootenai County and remained so until the county seat was moved to Coeur d'Alene in 1908. Rathdrum was a supply and jumping-off point for the Coeur d'Alene Mining District. Miners would leave the Northern Pacific train at Rathdrum, take a stage to Coeur d'Alene and then a steamboat up the Coeur d'Alene River to the Old Mission, continuing on the Mullan Road to the mines. In 1886 D. C. Corbin built a branch line from the Northern Pacific main line at the Hauser Junction to Coeur d'Alene, lessening Rathdrum's importance as a supply point.

In October 1884, a fire consumed 55 buildings and six city blocks, destroying the business district. Losses were reported at \$85,000 with only one business carrying insurance. The town was soon rebuilt, but on August 29 and 30, 1924, another fire broke out. The water reservoirs were undergoing repairs at the time, and were nearly empty. Half an hour after the fire was discovered, it was out of control, and ultimately leveled two solid blocks, destroying 30 stores and residences in the business section.

Several of the buildings date from the town's establishment and when it prospered as the county seat. Many downtown buildings reflect the effects of the disastrous fire of 1924.

### Spirit Lake

The name for the Spirit Lake community was derived from a Native American legend that explains the Salish name *tesemini* ("Lake of the Spirits"). It is said that an Indian chief's daughter eloped with a young brave. The father pursued them and out of fear of being separated, the brave took the girl into his arms and jumped into the lake. Their bodies were never found. The tribe believed that *tesemini* carried them away. Another version is that seven Indian braves were in a canoe that tipped. The bodies were never recovered and the accident was attributed to an evil spirit.

The development of the Panhandle Lumber Company by Frederick Blackwell and Associates was the origin of the Town of Spirit Lake. In 1907 the Spirit Lake Land Company formed to sell lots. Within two years the town had a business district, a grade school, a high school, organized sports, churches, and fraternal organizations. It also had electric lights, concrete walks, and telephones.

### Stateline

This emerging, “small town” city on the border of Washington and Idaho, is locally known for its entertainment facilities that attract people from both sides of the border for fun, entertainment and serious conversation. Stateline is located adjacent to a major transportation hub, Interstate 90, and is easily accessible from communities in Washington and Idaho. Stateline has an area of 0.1 square miles and according to the United States Census Bureau boasts a population of 28 people.

### Worley

In 1916 a million acres of farm and timberland in the Spokane, Coeur d’Alene, and Flathead Indian Reservations were opened up for homesteading as a result of the Dawes Act, which allotted tribal members only limited acreage. The town sites of Plummer and Worley were established on former reservation lands. Worley, platted in 1908, was named after Charles Worley, the first Indian Agent.

### ***Historic Sites***

#### Clark House

When Spokane millionaire F. Lewis Clark built his mansion in Hayden Lake in 1909, it was one of the largest and most expensive homes in Idaho. The mansion included 29 rooms, nine fireplaces, seven bathrooms, a billiard room, smoking rooms, a library, and servant’s quarters all surrounded by a 1,400-acre estate. In 1914 the 51-year-old Clark took a trip to Santa Barbara, California, and mysteriously disappeared, along with his wealth. Mrs. Clark sold the estate at auction in 1917. The house

passed through many owners and was used as a hotel, a convalescent center during World War II, a youth home, and a restaurant. When Monty Danner purchased the residence in 1989, it was in disrepair. Through his efforts, the house was massively renovated into a restaurant and hotel.

### Farragut State Park

Highway 54 is one of the shortest state highways in Idaho at 15.5 miles long. In the mid- 1960 it was widened to four lanes between Athol and Farragut State Park to accommodate the large National and International Scout Jamborees, the largest of which attracted 42,000 Boy Scouts.

The Depression wreaked havoc on the region’s economy. Timber and mineral products the staples of the area were virtually paralyzed by the economy until the military buildup during World War II fostered renewed economic growth and vitality. A major economic boost came from the establishment of the Farragut Naval Training Base in 1942. A workforce of approximately 22,000 created the base, which eventually housed up to 55,000 service personnel. The base was decommissioned four years after its completion and was subsequently converted to Farragut State Park. In the late 1940s, the Navy commenced using the former training base on Lake Pend Oreille as an acoustic training and testing site. It remains in operation today.

### Mullan Road

The Mullan Road is the first engineered road connecting the Great Plains with the Northwest. Captain John Mullan and his crew built the 624-mile road linking Fort Benton, Montana, with Fort Walla Walla, Washington, between 1859 and 1862. This is believed to be the site of the first 4th of July celebration in Idaho. John Mullan’s crew completed the work on this segment of the military road during the week of July 4, 1861, and carved “MR July 4, 1861” on a tree here. The tree was blown down and the section of the tree with the blaze is on exhibit at the Museum of North Idaho in Coeur d’Alene.

## SPECIAL AREAS OR SITES 11-10

In the 1860s travelers and pack strings including one camel caravan going to and from the Montana gold fields used the road, but sometime after 1865 maintenance ceased and use declined. After an inspection tour of the West in 1877, General William T. Sherman ordered the construction of Fort Missoula and Fort Coeur d'Alene (later named Fort Sherman) and the repair of the Mullan Road, which was accomplished in 1879. Travel on the road increased immediately.

The first automobile trip from Wallace to Coeur d'Alene on the Mullan Road, over Fourth of July Pass, was made in July of 1911 and took five hours. From 1914 to 1916, much of the Mullan Road was improved or bypassed and became known as the Yellowstone Trail (see below).

### Tubbs Hill

Tubbs Hill was named in the late 19th century after Tony Tubbs, who was granted a homestead in 1884. He owned a hotel at the base of the hill and planned to build homes on the hill. The topography of Tubbs Hill made it unattractive for building, and the land remained undeveloped. In the 1960s preservationists successfully made Tubbs Hill part of the City of Coeur d'Alene's park system. The 2-mile track around the hill provides spectacular views of the lake.

### Yellowstone Trail

Cut into the hillside above Interstate-90 is the Yellowstone Trail, prehistorically established by Plateau groups traveling to the Great Plains. This was the first highway through North Idaho and was built between 1914 and 1916. It followed much of the same route as the Mullan Road. In 1926 the Yellowstone Trail was renamed U.S. Highway 10 and then in the 1960s and 1970s was redesignated in various sections as I-90.

### **Conclusion**

A region's historical and cultural identity is an aspect of community character influenced by its

historical, cultural, and archeological sites and landmarks. Kootenai County has a vast array of significant historic and prehistoric sites that are a valuable community resource. Sites may have recreational, scientific, educational, ethnic and cultural value, or any combination of these. Land development always has the potential to disrupt or destroy the remnants of cultural sites. These valuable community resources should be preserved, and developers should be provided with incentives to preserve documented cultural sites for future community enjoyment and cultural enrichment, so that these sites are not inadvertently destroyed.

**GOAL:** To identify, conserve or, when appropriate, enhance the county's areas, sites, or structures of geological, anthropological, historical, archaeological, architectural, ecological, wildlife, or scenic significance.

### Policies:

1. Work with pertinent groups to identify and map the county's areas, sites, or structures of geological, anthropological, historical, archaeological, architectural, ecological, wildlife, or scenic significance.

2. Develop regulations which provide for review of proposed developments to determine if they would destroy or impact any unique sites of geological, anthropological, historical, archaeological, architectural, ecological, wildlife, or scenic significance and outline what steps may be needed to mitigate negative impact to the site.

## **GOALS AND POLICIES**

~~The goals and policies in this chapter are intended to articulate the community vision toward the region's cultural and historical identity and are not regulatory; rather they provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with the Plan.~~

**GOAL 1:** To identify, enhance, and protect sites and structures that are significant components of

~~the County's cultural, archeological, historical, and architectural resources.~~

### **~~Policies and Implementation Strategies~~**

~~SS-1A. Encourage a historic preservation position in the County's Building and Planning Department to assist as a historic and cultural resource review of developing properties and projects within the unincorporated portion of the County.~~

~~SS-1B. Encourage the rehabilitation and retention of existing historic structures in Kootenai County.~~

~~SS-1C. Participate in the Idaho State Historical Society's Certified Local Government Program for historic preservation and promote interagency communication with all cities in the County, Coeur d'Alene Tribe and other community organizations regarding historic preservation.~~

~~SS-1D. Support the Kootenai County Historic Preservation Advisory Commission and Coeur d'Alene Tribe's role in identifying areas and sites that should be recognized and preserved.~~

~~SS-1E. Support the Museum of North Idaho in its efforts to memorialize and preserve historical artifacts and collections.~~

~~SS-1F. Develop regulations which provide for review of proposed developments to determine if they would destroy or impact any unique geological, archeological, or historical site and what steps may be needed to avoid or reduce negative impacts to the site.~~

~~SS-1G. Maintain a Historic and Cultural Resources GIS map overlay to assist the Building and Planning Department in identifying historic and cultural resources.~~

~~SS-1H. Promote efforts to determine early in the development process if archeological sites are impacted.~~

**~~GOAL 2:~~** ~~Encourage, recognize and celebrate Kootenai County's ethnic and cultural diversity and heritage.~~

### **~~Policies and Implementation Strategies~~**

~~SS-2A. Support cultural awareness and public exhibition of visual and performing arts.~~

~~SS-2B. Support the significance of recent historical events in Kootenai County such as the creation of the Human Rights Education Institute.~~

~~SS-2C. Work closely with Kootenai County's Native American tribes to preserve and protect culturally significant places.~~



# HOUSING



## CHAPTER 12

## CHAPTER 12

### Element (I) – Housing

#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan contains a great deal of information on housing and focuses on providing a variety of housing types. The planning commission believes the county should determine areas appropriate for various types of housing development, let the market stimulate development, and regulate it. The 2019 Update's proposed policies encourage market-based housing development where appropriate.

#### **Community Vision 2028**

*In response to the question related to community values, survey respondents and Meetings-in-a-Box participants said: "Some of us live in cities and towns, some of us can be found in the countryside. Each of our areas has a distinct character, and we cherish our separate identities. We recognize that others are drawn to the beauty of our area, continuing to expand our population. We place such high value on our natural surroundings; we responsibly plan for, manage, and mitigate the impacts of growth on those surroundings."*

– Kezziah Watkins Report

The County's continued prosperity requires adequate housing as an integral element of the living environment. Providing housing for all income levels, while maintaining traditional values, is a complex challenge. Our housing stock consists primarily of detached, single-family homes (70%). The next most common housing types in our community are mobile homes (13%) and multi-family units (13%).

#### **Market Analysis**

The housing market in the County was very strong from 2003 to 2008, including record numbers of single family residential building permits. This trend has changed, but at that time was primarily the result of the high population

increase in the County. Population data made available by the Idaho Department of Commerce in October of 2005 estimates that the population of the County was 122,971, representing a 13% increase in the five years since the 2000 Census. The BBC Research and Consulting Housing Needs Assessment for Coeur d'Alene reported that 34% of the homes on the market in the County in 2002 were priced at \$100,000 or less. This figure dropped to 6% in the first four months of 2007 and is reflected in the fact that the County's median home price (\$204,900) is higher than that of both the state and the nation. According to the Office of Federal Housing Enterprise Oversight (OFHEO), Idaho experienced home price appreciations of 10.3%, 18.6%, 14%, and 2.7% for the years 2004, 2005, 2006, and 2007, respectively. House prices in the County have increased 89.72% over the five year period from 2002 to June 2007.

The Idaho Department of Commerce and the Idaho Housing and Finance Association (IHFA) produce five-year strategic plans for housing and community development and their 2005 strategic plan for the state reveals that the two most commonly identified housing issues in Idaho are affordable home ownership and rental housing options. The report states that the gap between income and housing costs widened in the 1990s "...and continue[s] to widen as inflation outpaces wage increases in every Idaho county." IHFA reports that "the average disparity between wage and housing cost growth in Idaho counties was 31.5 percent" and uses Sandpoint as an example; the average home sales price there rose from \$129,022 in 2001 to \$201,003 in 2004. There was a similar trend of average home sale price increases in all County municipalities during this same period, with the average home price for the county rising to \$204,900.

## HOUSING 12-2

Another housing market trend is the need for housing for seniors. As our population continues to age and the baby-boom generation begins to reach retirement age, the market for housing specific to their needs will be in greater demand. This trend has already begun, and the senior population has grown by 43% during the 1990s in North Idaho (Barriers to Housing Affordability in Idaho, BBC Associates, 1999). Seniors are known to have special housing needs (low maintenance, accessibility and mobility, proximity to services). Recently developments providing senior housing needs in the County have opened in the larger cities of Post Falls and Coeur d'Alene, which provides the proximity to essential services that, is crucial to those in this transitional period in life.



*New Construction*

### Housing Locations

The geographic locations of housing are an important planning consideration. Dependent on proximity to public services, natural land features, and existing development, housing location has implications regarding environmental impact, community character and design, cost and quality of public services and facilities, compatibility with existing land uses and resident lifestyles, cost of housing, employment opportunities, and future development rates and patterns.

Residents of The County have expressed a desire to prioritize location of housing developments for close proximity to existing public services and concentrations of development. County residents believe this

approach will reduce sprawl, minimize environmental impacts, promote retention of land-based industry, promote retention of rural character, and maximize ability to provide public services, all of which are explicitly expressed priorities of our community.

According to the Institute of Transportation Engineers, a detached single-family residence produces an average of almost 10 vehicle trips on any given day of the week. Therefore, a subdivision with 50 homes could be expected to add approximately 500 vehicle trips per day to the street system. The closer the housing is to concentrations of employment and services, the less fuel is used, the fewer miles of street must be used, the less time it takes to reach destinations, the less time vehicles must occupy the roadway, the less time it takes for emergency services to be provided, and the less money it costs to extend public services such as water and sewers. All these factors influence community character, efficiency, and productivity.

### Housing Types

Housing availability and variety typically indicate a diverse and healthy community. Where the greater the variety of housing options the greater the community's ability to meet the needs and desires of people with different financial means, lifestyles, and household situations. Zoning restrictions and lack of infrastructure are among the reasons there are few multi-family dwelling units in the County's unincorporated areas.

Manufactured homes or mobile homes play a role in providing safe and affordable housing. This type of housing peaked in growth nationally in the 1970s and 1980s. Manufactured home installation has decreased dramatically in recent County history. Permits for manufactured homes on permanent foundations numbered 191 in 1995 and remained at over 100 per year until dropping to 79 in 2000. The lowest growth in the past decade occurred in 2006, with only 49 permits issued.

Manufactured homes constitute 7.6% of all housing in the U.S. and 12.2% in Idaho, according to the 2000 Census. Manufactured and modular homes are the second most common type of housing found in The County. By far, the most common housing type in The County is detached single-family homes (70% of the housing stock in 2000), followed by multi-family units (13%) and mobile homes (13%).



*New Development on the Rathdrum Prairie*

### **Housing Supply**

Housing supply is the total number of housing units and is an indicator of The County's population change and its ability to house its citizens. As the supply of total housing or certain types of housing decreases in relation to demand, market forces inflate the housing prices faster than household income. Using the Census Bureau's 2005 population (122,971 people) and total number of housing unit (53,132 units) estimates and the Census 2000 number of persons per household (2.60), The County had a surplus of 5,835 housing units, which represents 11% of the total number of housing units in the County.

Housing tenure and conditions demonstrate the stability and permanence of a community and its housing supply. In 2000, 74.5% of The County's occupied housing units were owner occupied and 25.5% were renter occupied. This compares with 71% and 29%, respectively, in 1990.

Housing stock condition is one general indicator of a community's overall well-being, and the age of housing stock is a good general indicator of its condition. According to Census 2000 figures, 37% of The County's housing stock was constructed in the 1990s. Our community's housing construction in the 1990s through 2007 represents a large increase compared with Idaho and the U.S. in that period.

The 2005 State of Idaho Five-Year Strategic Plan for Housing and Community Development reports that Kootenai County is among the top three counties in the state containing the highest percentage of newer homes (the other two are Teton and Boise).

### **Housing Demand**

The Kootenai Perspectives Subcommittee on Affordable Workforce Housing Report shows a 4% market-rate apartment vacancy rate as of 2007. This is more than 6% lower than the national rate, but similar to that of the region.

Housing demand is closely related to housing needs. In 2004 the Idaho Housing and Finance Association conducted a Housing and Community Development Needs and Assessment Survey highlights of which are reflected in Table 1 below. In the survey, respondents were asked to rate, in order of importance, the categories they felt had the highest need. The selected information represents some of these categories, as derived from the survey, for north Idaho (Region 1 includes Benewah, Bonner, Boundary, Kootenai, and Shoshone Counties) and statewide. The top three categories of need for the selected information in Region 1 are long-term rental assistance, job creation, and affordable home ownership (followed very closely by senior housing). Region 1 possesses a significantly greater need than the state as a whole in senior housing (14% greater need), long-term rental assistance (9% greater need), and job creation (8% greater need).

### **Housing Occupancy**

The U.S. Census Bureau defines a household as one or more persons occupying a housing unit; a housing unit is an occupied or vacant house, apartment, or single room intended as separate living quarters. At the time of the 2000 Census, there were averages of 2.66 persons per owner-occupied dwelling unit, and 2.40 persons per renter-occupied unit. In the non-household or group quarters population, 928 people resided in institutional settings (correctional facilities, nursing homes, mental hospitals, etc.) and 472

## HOUSING 12-4

persons in resided in non-institutionalized group quarters (group homes, college dormitories, military barracks, missions, and shelters).

**Table 1: Idaho Housing and Community Development Needs**

Priority	Region 1 Rating	Idaho Rating
Long-term rental assistance	59%	50%
Job creation	59%	51%
Affordable home ownership (down payment)	50%	51%
Housing for seniors	48%	34%
Housing for elderly and other special needs groups	41%	41%
Increased communication and partnerships	34%	32%
Land acquisition for affordable housing	31%	27%

Source: 2004 Idaho Housing and Finance Association Housing and Community Development Needs Assessment Survey & PlanRight, Inc.

### Housing Affordability

The standard adopted by the federal government for affordable housing is that households should pay no more than 30% of their pre-tax income for housing, including utilities. Those households paying more than 30% of their pre-tax income for housing are considered “housing cost burdened,” and those paying more than 50% are considered “severely cost burdened.” The two most important factors in housing affordability are housing price and household income.

Both nationwide and in our region, recent trends are toward workforce populations not being able to afford housing in the communities in which they work. The OFHEO reported that in 2005, Idaho per capita personal income growth was 3.88%, but home price appreciation was 18.6%.

The Kootenai Perspectives Subcommittee on Affordable Workforce Housing Report defines affordable workforce housing as “housing that is

affordable to families whose annual income is in the \$30,000–\$52,000 range.” It shows the 2007 average monthly rent for one and two-bedroom apartments as \$514 and \$568, respectively, in the County. Median home price is reported as \$204,900, which is \$5,100 below that of 2006. The same report cites the County area median family income as \$51,600 and states that “a family in the 80%–120% of the median income will have \$1,032–\$1,550 for all housing costs; which generally equates to homes in the \$120,000–\$190,000 range.”

### Alternative Housing, Homeless, and Special Needs

Alternative or special-needs housing may be defined as housing that would not be seen as conventional and is typically of a transitional or temporary nature for its residents. Homeless shelters, crisis centers, and group homes are examples of alternative housing. “Homeless” is a broad term encompassing a wide variety of individuals with special needs or circumstances, including families, runaway youths, veterans, the mentally ill, and people with substance abuse problems.

According to the State of Idaho Five Year Strategic Plan for Housing and Community Development 2000–2004, Region 1 counties have “30 units of transitional housing and 86 beds of emergency shelter to serve an estimated 22,957 persons at risk of homelessness due to incomes at or below the poverty level.” According to the U.S. Census Bureau’s American Community Survey of 2006, the County had a combined individual and family population of 15,781 below the poverty level, or 12.2% of its total population.

### Conclusion

Housing is a basic necessity in our communities. It is one of the most significant purchases made by an individual and plays a significant role in our local economy. The County fully expects and is encouraging a wide variety of housing types to continue to be developed Countywide. Therefore it is the overall goal of this plan to direct a minimum of 70% of the new growth to

be located within the cities where the provision of urban services is most appropriate.

**GOAL:** To adopt land use policies that allow the market to meet the varied housing needs of the county's diverse population.

**Policies:**

1. Allow a variety of housing types in appropriate areas.
2. Allow mixed-use development in areas deemed appropriate.
3. Allow accessory dwelling units.
4. Allow residential care facilities and other group homes serving special needs populations, including but not limited to the homeless, victims of domestic violence, victims of disaster, seniors, and persons with disabilities at locations with adequate utilities and services.

**GOALS AND POLICIES**

The goals and policies in this chapter are intended to articulate the community vision toward the region's housing and not to be regulatory, but provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with the Plan.

**GOAL 1:** Adequate housing inventory should be available to meet the housing needs of the existing and projected population, including rental and purchase opportunities for all income levels.

**Policies and Implementation Strategies**

~~H-1A. Development regulations should not prohibit government-assisted housing, housing for low-income families, farm worker housing, single family housing, manufactured housing, and residential care facilities.~~

~~H-1B. Develop regulations which provide for a variety of housing types in appropriate areas.~~

~~H-1C. Develop regulations which provide for HUD-compliant manufactured housing to be permitted in the same locations and at the same density as other housing.~~

~~H-1D. Evaluate development regulations to determine the effects on housing costs. Regulations, permit processing, and fees should be consistent, predictable, and fair.~~

~~H-1E. Work with surrounding cities to accommodate low and moderate income families, recognizing that affordable housing is best located within urban areas for greater accessibility to transportation systems, jobs, support services, shopping, and businesses.~~

**GOAL 2:** Encourage, where appropriate, the provision of housing in a wide range of costs.

**Policies and Implementation Strategies**

~~H-2A. Identify and pursue partnership opportunities with Idaho Housing and Finance Association (IHFA), U.S. Department of Housing and Urban Development (HUD), Idaho Department of Commerce and Idaho Department of Labor, Association of Idaho Counties (IAC), and nonprofit organizations devoted to housing affordability issues.~~

~~H-2B. Support programs to implement use of land donations, community land trusts, and deed restrictions to facilitate affordable housing development.~~

~~H-2C. Identify, pursue, or coordinate grant funding to facilitate construction of infrastructure necessary to support housing development.~~

~~H-2D. Develop regulations which allow and/or promote mixed use development in areas deemed appropriate.~~

~~H-2E. Develop regulations that allow accessory dwelling units.~~

**GOAL 3:** The provision of housing for the special needs populations in the County should be encouraged.



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### **~~Policies and Implementation Strategies~~**

~~H 3A. Encourage residential care facilities and other group homes serving special needs populations, including but not limited to the homeless, victims of domestic violence, victims of disaster, seniors, and persons with disabilities.~~

**GOAL 4:** ~~The structural integrity of the existing housing stock should be preserved to the extent practicable.~~

### **~~Policies and Implementation Strategies~~**

~~H 4A. Conserve when appropriate existing housing stock in the county through code enforcement, appropriate zoning, and the possible participation in federal, state, and regional rehabilitation programs.~~

~~H 4B. Encourage the preservation and rehabilitation of historic structures through the cooperation with local historical societies, museums, and other local authorities.~~

# COMMUNITY DESIGN



## CHAPTER 13

## CHAPTER 13

### Element (m) – Community Design

#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan contains descriptions of development in various county areas and policies that preserve natural resources and regulate growth. The planning commission believes community sub-area planning should be considered to establish general land use designations and dialog should take place between developers and area residents when large developments are proposed. The 2019 Update proposes to allow for county sub-area community planning and early public participation when developments of a certain size are proposed.

#### **Community Vision 2028**

Kootenai County residents participated in a comprehensive visioning process to articulate the long-range view they have for the County. That process explored the community's values and created a vision for the future consistent with those values.

#### ***Values***

#### ***Our Place***

"We treasure this place we call home. The beauty of its land, lakes, rivers, and forests ground us in our sense of place. We relish its spaces, its views, and the wildlife that shares it with us. We want to preserve and protect it. Water is an integral part of what we value here. We take seriously our responsibilities to sustain the lakes and rivers that surround us and the aquifer that supports us."

#### ***Our Community***

"Some of us live in cities and towns, some of us can be found in the countryside. Each of our areas has a distinct character, and we cherish our separate identities. We love our small-town

*'feel' and the friendliness that pervades our daily lives. When we are in natural areas, we are more remote from our neighbors, but know we're interdependent and that we all appreciate the peaceful nature of our rural lifestyle. Wherever we live, we share a strong and uniting sense of community that binds us. In common, we make an investment of concern for our larger community."*

#### ***Our Long-Range View***

*"We understand that our commitments to our place and our community must be balanced with an equal dedication to a sustainable local economy. We cannot sacrifice either for the other. We need to plan long range, with a consistency of approach and application. A view to our future must drive our decisions."*

#### ***Vision***

*"Because we live in an area of exceptional natural beauty, we effectively balance our needs with the environments. As responsible stewards, we consistently make choices that respect the land and the water that define us as a community."*

*"Decisions about the use of the land impact our daily lives. We respect the rights of all property owners and the rights of residents to influence land use decisions. As citizens of Kootenai County, we know what we can count on because our land use plans are consistently updated, implemented, and enforced."*

*"We recognize that others are drawn to the beauty of our area, continuing to expand our population. Because we place such high value on our natural surroundings, we responsibly plan for, manage, and mitigate the impacts of growth on those surroundings. .... We invest in creative approaches to preserve our ability to view and access open areas of public and*

*private land. We are a model to other Western communities.”*

*“We enjoy a stable economy that provides an affordable community for an economically diverse population. Through the minimal and wise use of resources, we have an economy that can be sustained over time and produces well-paying jobs for our residents. We have a comprehensive educational system that strengthens our workforce and ability to diversify our economic base.”*

*“We cherish our way of life and our small-town feel. Our sense of community is strong because we share a commitment to each other and to this beautiful place.”*

– Kezziah Watkins Report

### Overview

This chapter presents a regional community design framework intended to address a larger picture than what may normally be targeted in a community design chapter. To that end, this chapter focuses on countywide and sub-area design issues. The framework and policies will help ensure that the County’s long-range plan and strategies are sensitive to their physical implications.

### Regional Land Use and Community Assessment

While the community’s value and vision were developed to apply to the whole of Kootenai County, the county’s geographic and cultural diversity indicate that different communities within the county may prioritize the individual values or tradeoffs implied in the vision differently. The visioning exercises examined these differences in prioritizing the value and vision elements, communicating how some of the most popular components of both are viewed within the county’s four geographic areas. This chapter recognizes this by presenting first a countywide assessment and design framework, followed by a more detailed investigation of smaller sub-areas and individual communities.

The design framework is intended to tackle those elements of the community’s values and vision that should guide change in the county’s physical context. The regional design framework is not intended to function as a land use element, a transportation element, a housing element, or an economic development element. It will, however, consider all these elements – and more – as it proposes a physical construct that embodies the community’s long-range aspirations.

### Population and Land Use

A major assumption guiding this planning process is that population will increase. Forecasts call for the number of Kootenai County residents to grow to between 160,000 and 240,000 by the year 2025. For the purposes of exploring various design alternatives and strategies, this chapter has assumed a median target of 190,000 residents, establishing a regional design framework to allocate that growth to various areas of the county.

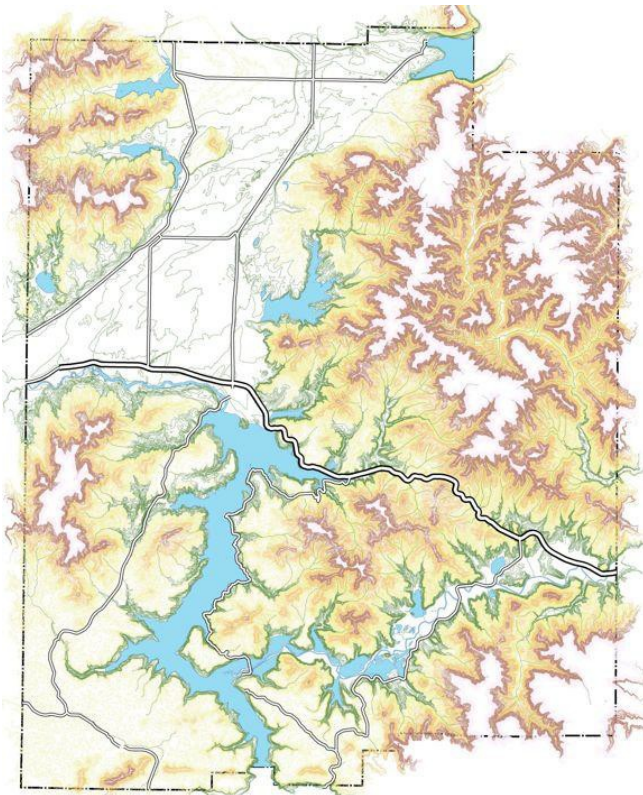
Currently, 70% of Kootenai County residents live within incorporated cities, and 30% live in unincorporated areas. If that city/county split continues for the next 20 years, more than 16,000 new dwelling units will need to be constructed in the various cities, and more than 7,000 units will need to be constructed in the county’s unincorporated areas.

### Countywide Constraints Assessment and Mapping

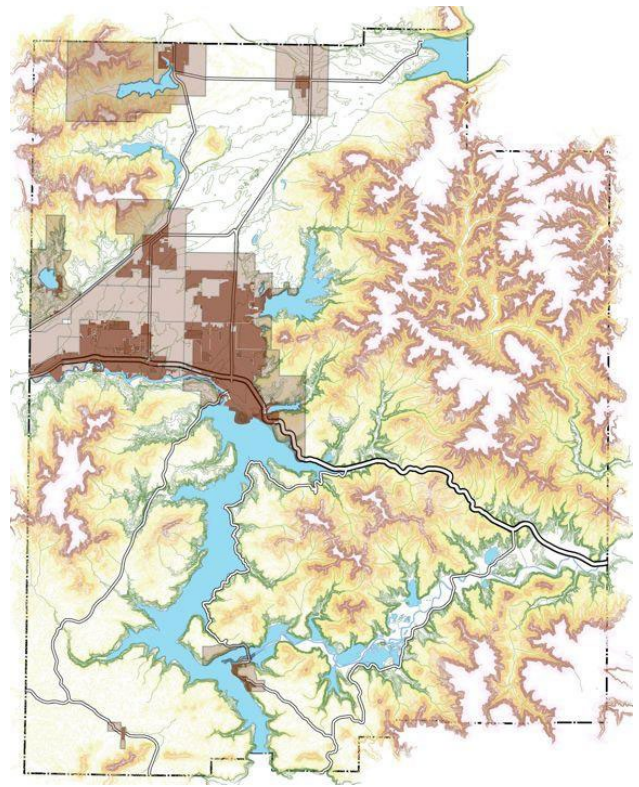
There is a wealth of geographic information system (GIS) data for mapping and analysis, including jurisdictional boundaries, soil erosion qualities, wetlands, and terrain, to name a few. The range of data layers conveys the county’s current physical conditions. That data was used to help establish the direction and shape of the regional design strategy and provided key assessment tools for making decisions.

The GIS layers help characterize Kootenai County’s current situation. In terms of this framework and the community’s values and vision, data help form a complete picture:

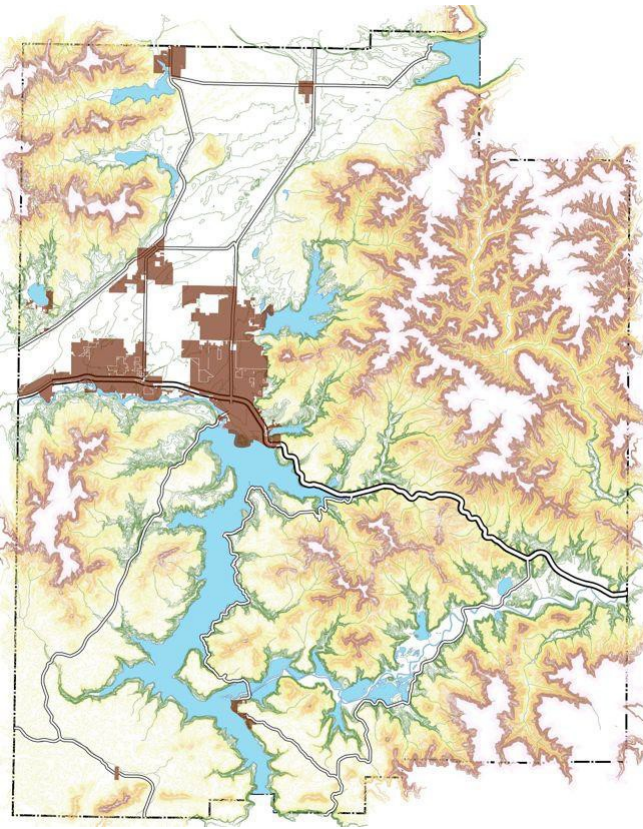




*Topography and Transportation*



*Areas of City Impact*

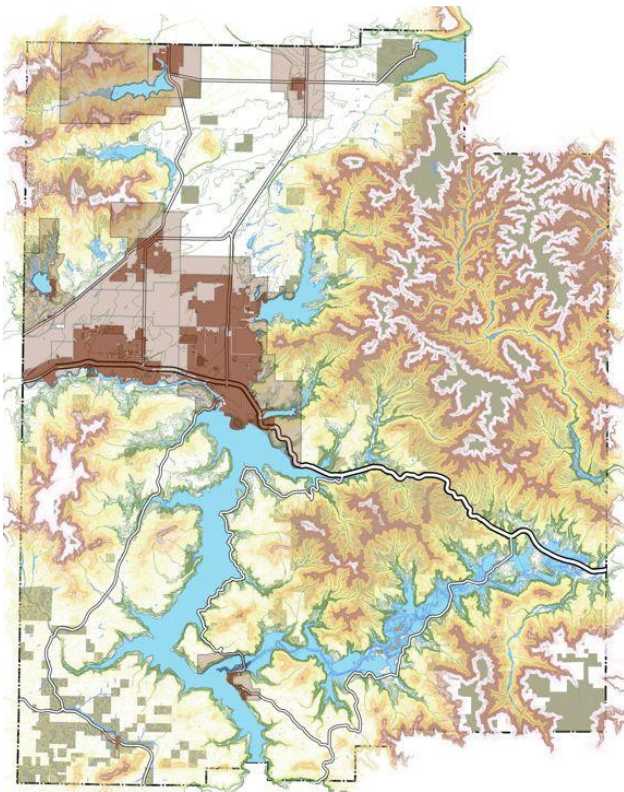


*Jurisdiction*

*Topography, City Limits and Areas of City Impact are some of the data layers available on the County's GIS database. These begin to illustrate the County's physical and jurisdictional context.*

- **Topography and transportation** layers illustrate the geographical context and the major roadways and highways that run through the county.
- **Jurisdiction** layers indicate which areas are within city limits. They tend to be easily served with water, wastewater, public safety, schools, libraries, and other public services and utilities. These urban centers provide the greatest development opportunity within Kootenai County.
- **Areas of City Impact (ACIs)** indicate those places where the cities and the county have planned for provision of city services to augment the rural level of services. As population growth increases pressure for cities to grow outward, the ACI is usually the first place to turn to relieve that pressure.

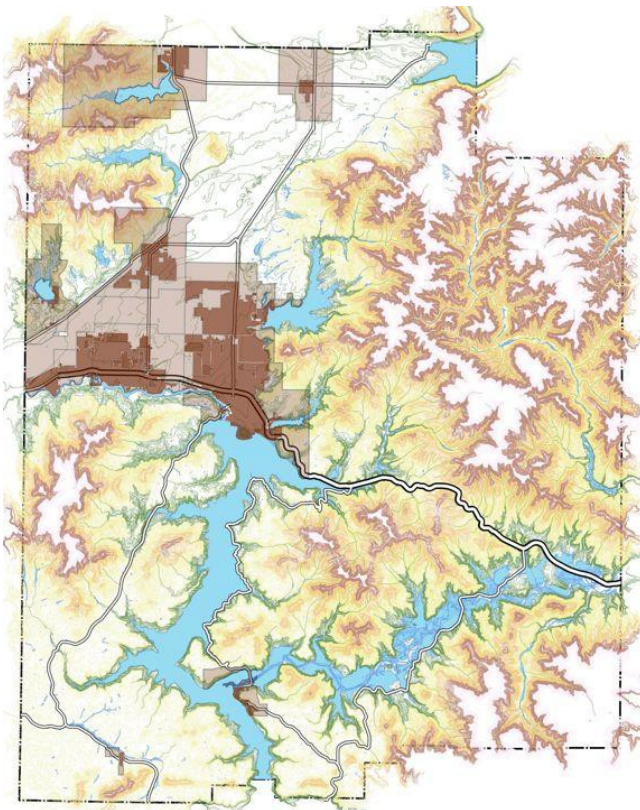




*Public Land Ownership*



*Steep Slopes*



*Wetlands*

*Public Land Ownership, Wetlands, and Steep Slopes, including soil erosion quality, combine to illustrate the collective constraints most restricting development potential.*

- **Public land ownership** layers show which land is owned by federal, state, or local agencies and jurisdictions. The U.S. Forest Service owns more property than any other single agency, with most of those holdings clustered in the County's mountainous areas.
- **Wetlands** layers show where soils and habitat indicate frequent and/or shallow subsurface presence of water. These areas perform a variety of important ecological functions, providing habitat and a natural filter for surface water as it becomes groundwater. This water retention also provides important flood control.
- **Steep slopes** layers indicate which areas of the county are characterized by slopes in excess of 30%, coinciding with more difficult construction conditions for buildings and roads.



Layering this data, as shown in the above figures, helps illustrate which areas of the county are both most suitable for human development and most likely to experience development pressures.

### Objectives

The community design framework must find ways to respect current conditions and match future development patterns with community expectations. This is not a land use element, but it will provide direction to inform land use designations and policy on a countywide basis. The overlap between the two comprehensive planning chapters is evident, particularly in the context of the design objectives identified in Table 1.

These five design objectives, taken together, embody the Plan values and vision and are related directly to the community design goals found at the end of this chapter. Each objective is categorized by design indicators, with each indicator linked to the scale at which it applies. For instance, the objective to “retain a small-town feel” is linked to a design indicator that calls for folks to know their neighbors. The indicator of knowing neighbors is linked to the sub-area scale, directing the overall design framework to address this issue in sub-area and community plans.

The countywide design will concentrate on those issues and objectives identified as being more relevant at the countywide level, while sub-area and community design will concentrate more on the sub-area levels.

**Table 1: Objectives and indicators at three scales of analysis**

<b>Objective: Maintain ecological function</b>	<b>Countywide</b>	<b>Sub-area</b>
Water quality	■	■
Water quantity	■	■
Fish and wildlife health	■	■
Soils contamination	■	■
Air quality	■	■

<b>Objective: Retain small-town feel</b>	<b>Countywide</b>	<b>Sub-area</b>
Neighbors as friends and acquaintances		■
Leisure walks		■
Random meetings in public spaces	■	■
Confidence/trust in local schools		■
Institutional fabric		■
<b>Objective: Maintain open spaces</b>	<b>Countywide</b>	<b>Sub-area</b>
Views	■	■
Recreation	■	■
Frequency of visits to open spaces	■	■
Familiarity with open space areas	■	■
Tourism and reliance on open spaces	■	■
Resource industry trends	■	■
Roadway access to open space areas	■	■
<b>Objective: Retain what is most attractive in the current way of life</b>	<b>Countywide</b>	<b>Sub-area</b>
Congestion and travel time	■	■
Crime rate	■	■
Educational attainment	■	■
Access restrictions to public lands	■	■
Real disposable income	■	■
<b>Objective: Support a sustainable economy</b>	<b>Countywide</b>	<b>Sub-area</b>
Employment rate	■	■
Underemployment rate	■	■
Input-output economic activity	■	
Throughput economic diversity and efficiency	■	
Transportation modal balance	■	■
Industry sector balance	■	■
Fiscal balance	■	■
Proximity to services		■

### Countywide Design

Based on the indicators above and the stated objectives, several immediate design decisions become evident countywide.

- **Some land is unsuitable for development.** Analysis of the County's geography and soils condition indicates that there are lands within the County that are either too steep or too unstable to support development of any scale. Much of this land is also held by the U.S. Forest Service or other institutional land owners and is dedicated to forest production.
- Some land might be suitable for development, but only after significant investment is made to mitigate potential negative impact and overcome physical constraints. Development along the shorelines of all County lakes is very popular and lucrative. However, the steepness of the slopes, erosion qualities of the soils, unavailability of services, and access limitations make these areas difficult to work with. Some of the obstacles may be overcome, but impacts need to be anticipated, managed, and adequately mitigated. The county cannot rely on these areas to accommodate a significant amount of future population growth and must act to direct growth pressure elsewhere.
- **Providing affordable housing must take into account more than just the purchase price of a home or the amount of monthly rent.** Despite increases in median household incomes, housing in Kootenai County has continued to become increasingly unaffordable. This may be attributable to the increase in the value of land, the costs of construction, and the costs of transportation. This County must target all three to help reverse the growth in the affordability gap. This framework should allow for a more sustainable economic picture, and providing housing that is truly affordable is fundamental to that objective.

- **The Rathdrum Prairie and northern Kootenai County are the two areas best suited to accommodate population increase.** These portions of the county have the least geographic and geological constraints. The Rathdrum Aquifer will continue to warrant protection, however. The community must reconcile its potentially conflicting desires to maintain open space and agricultural character and to concentrate new population growth on the Prairie.

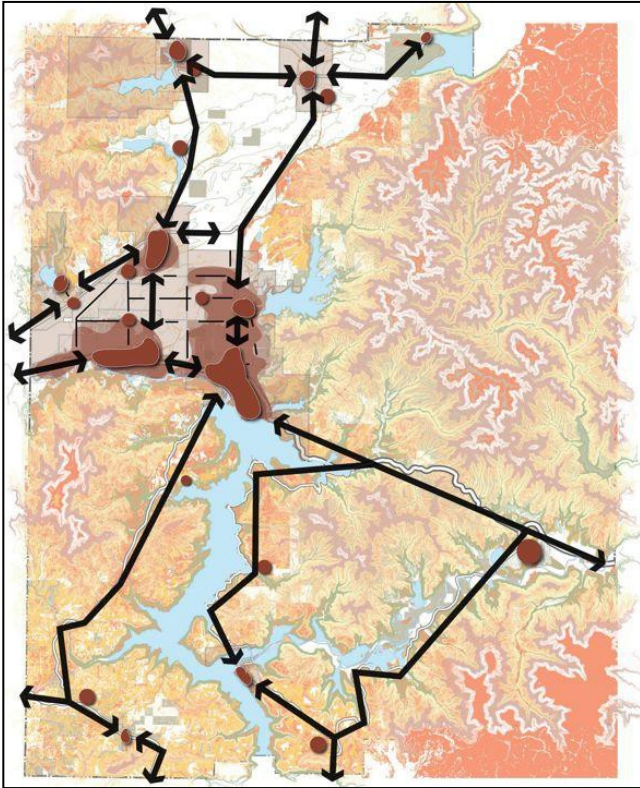
### Design Alternative Exercises

Three alternative countywide regional designs exercises were prepared to explore different potential design strategies. Each focused the majority of the ultimate population growth on the Rathdrum Prairie, but each shaped development differently.

Although there may ultimately be the potential to site villages within the Rathdrum Prairie, until a coordinated long-range plan is completed with the adjacent cities, the development of villages on the Prairie is not anticipated at this time. However, with the exception of the Rathdrum Prairie ACIs associated with the cities of Rathdrum, Post Falls, Hayden, and Hauser, the design exercise did contemplate the potential of villages being developed in both: 1) within other ACIs when agreed to by the applicable city; and, 2) in limited outlying areas. Such villages could have the potential to provide housing, retail, office, and employment uses near existing residential areas. The outlying villages could also be developed as complex, self-sustaining communities to complement existing services and land uses in a nearby community. These theoretical villages could be about one mile in diameter, accommodating a population of approximately 4,000 residents each.

This combined approach offered the potential to help alleviate pressure for development on the Prairie through potential villages near cities such as Athol, Spirit Lake, and other identified crossroads areas. The exercise contemplates that Villages would be designed predominantly to

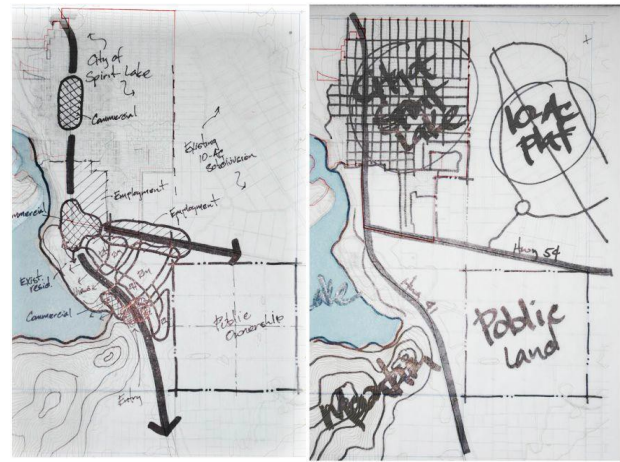
serve a population that commutes to urban centers in the region. Villages in other areas could be smaller, and they could serve a predominantly rural population located on nearby farms, ranges, forests, and resorts.



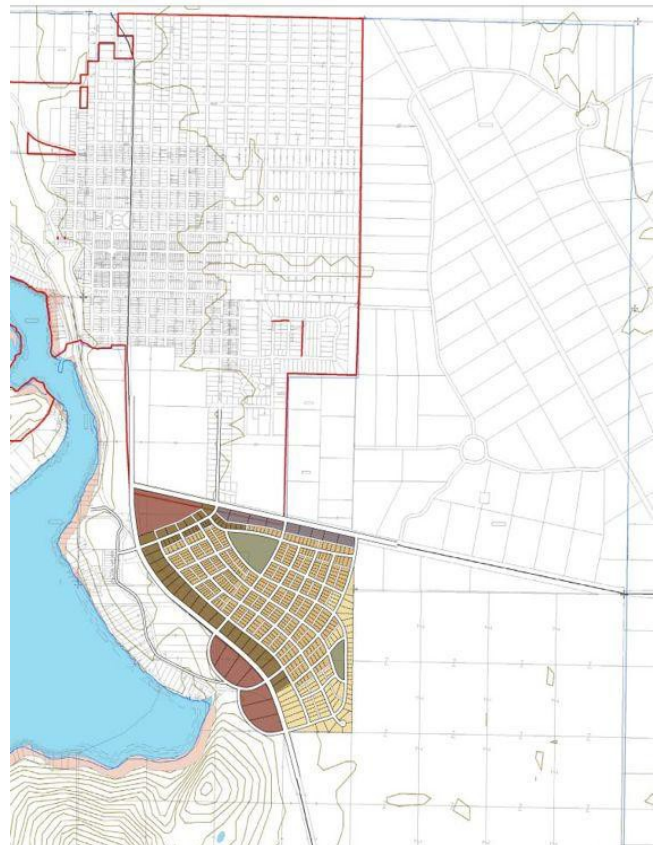
### *The Hybrid Strategy Concept*

Ultimately a hybrid strategy was the preferred conceptual alternative arising from these exercises, which combine pieces from the initial scenarios with the intent to provide mixed-use villages near population centers, and reducing daily transportation requirements. The hybrid concept contemplated the following concepts:

- Until agreement is reached for long-range planning within the Rathdrum Prairie, villages may be situated primarily adjacent to other cities to respect the permanence of the grid road and utility infrastructure already in place or programmed to be constructed, shaping potential annexation (The following figures illustrate how this concept might have the potential to be applied in Spirit Lake);



*The context and concept studies (above and below) for a potential new village at Spirit Lake led to a mixed-use proposed vignette for a population of approximately 2,000 more residents. It would also provide for 20 acres of parks, 15 acres of commercial land, and five acres of light industrial property.*



- Edges be sharply defined, creating a clear and discrete boundary between what is rural and what is to be developed to urban levels of intensity; and

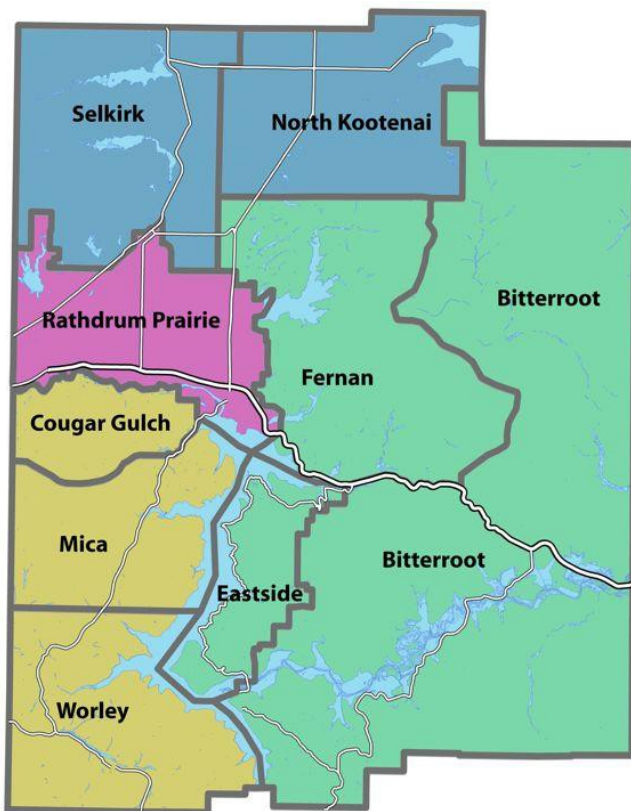


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- Population growth be directed toward established urban centers, with the scale, diversity, and character of village development defined by the community's unique characteristics and needs.

### Sub-area Design

The countywide design framework requires that design policy be based on closer study at the sub-area level. This ensures that concepts promoted at the countywide level are truly achievable.



*Three planning areas are the subject of this chapter's sub-area exploration. The Rathdrum Prairie is not considered here in detail.*

The sub-area design frameworks discussed here are based on combinations of the nine county sub-areas identified during the planning process as shown in the above Figure, as well as countywide shoreline areas. The sub-areas generally represent those geographic regions identified in the *Plan's Land Use* chapter and in the *Community Vision*. The Rathdrum Prairie is not included in this assessment, however, because a cooperative and parallel land use

planning effort is under way involving the County and the six Rathdrum Prairie cities.

- **Rathdrum Prairie** planning area is not included but plays a vital role in the overall regional design framework's success. Kootenai County and the Rathdrum Prairie cities are now collaborating to define a joint land use strategy. When that is completed, this Plan should be amended to include it.
- **Northside (Selkirk/North Kootenai)** planning area is composed of the Selkirk and North Kootenai sub-areas, representing both mountainous and flatland terrain. The cities of Spirit Lake, and Athol, are within this area, but Rathdrum and Hauser are specifically excluded. The community of Bayview is also part of this planning area, but it is not an incorporated jurisdiction. This area's policies inform how villages can be located within the planning area and which environmental concerns are most important to this part of the county.
- **Southwest (Worley/Mica/Cougar Gulch)** planning area consists of that portion of Kootenai County south of the Spokane River and west of Lake Coeur d'Alene. Cougar Gulch, the northernmost portion of this planning area, consists of a mix of mountainous, rural, and suburban development. Both Mica and Worley are more rural in character, including extensive agricultural lands and large parcels, with single-family homes and farm operations predominating. The lake's western shore has undergone recent and rapid development, with long-existing lots being acquired and improved with expensive lakefront housing. The lakefront contrasts sharply with the uplands' agricultural character, illustrating a disparity between the wealth at the water's edge and the farming economy of the plateaus above. The Coeur d'Alene Tribe's reservation is also included in this planning area. The Tribe has been updating its long-range plan and is interested in expanding the level of activity around its casino on U.S. Highway 95. Specific planning intentions of

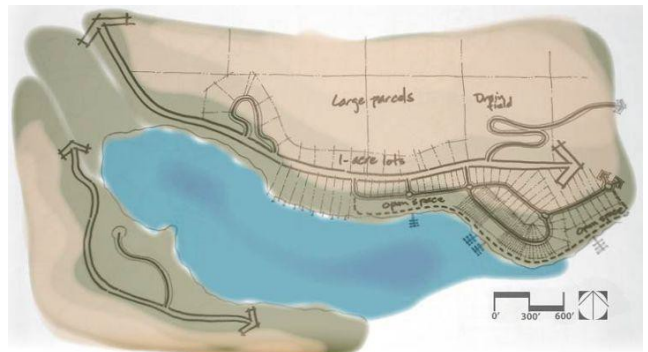
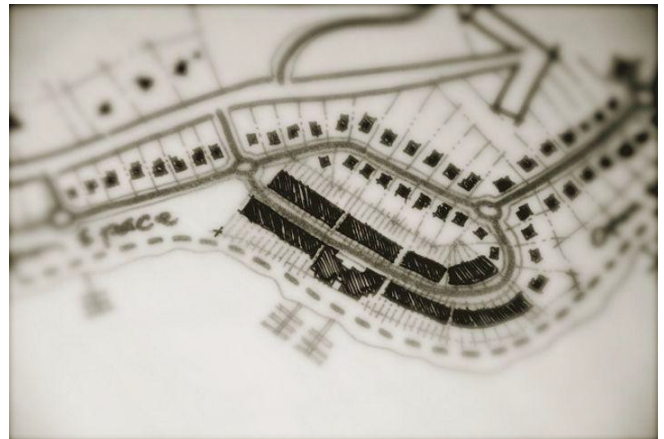
the Tribe and the city of Worley will inform how these areas actually develop.

- **Eastside (East CDA Lake/Fernan/ Bitterroot)** planning area includes Cataldo, Rose Lake, Harrison, and numerous smaller platted areas along the Coeur d'Alene River that were once populated during the Bitterroot's past as a mining and timber powerhouse. Those smaller communities, which also include Lane, Springston, and Medimont, are now sparsely populated. The Eastside planning area is dominated by forested mountains that end abruptly at Lake Coeur d'Alene or into broad floodplains in the valley floors. It is served by I-90, Highway 97, and Highway 3. Highway 97 winds along the eastern shore of Lake Coeur d'Alene, linking I-90 to the city of St. Maries in Benewah County. Highway 3 runs downstream from I-90, paralleling the Coeur d'Alene River and meeting Highway 97 near the county's southern limit. This area's policies also focus on environmental concerns, housing, and commercial development.

Each of the above sub-areas Rathdrum Prairie, Northside, Southwest, and Eastside includes extensive areas of shoreline. Shorelines are located along the County's major lakes and rivers, generally containing the space between the water line and the brow of the hill upland from the lake or river. These are unique areas because of the development conditions found along the county's water bodies, and the Shoreline designation applies in areas where the topography, land ownership, and access patterns favor continued waterside living. The County does not envision the uniform continuance of the development pattern that has emerged along the shores. As currently subdivided and developed, the shoreline land threatens to degrade water quality (through soil erosion and proximity of septic systems) and encourage individual private access to the water's edge. Conventional shoreline development patterns are generally characterized by a series of narrow lots extending to the water's edge, running down steep grade from an access road. Individual, private docks dominate the

shoreline, and property owners struggle to find room on their land for their private wells and individual septic systems. Often, individual parcels are not large enough to accommodate both well and septic systems, requiring landowners either to settle for having an unbuildable "recreational" lot or to purchase an adjoining lot to host a septic drain field. The shoreline environment is almost exclusively single-family residential in nature, with many units dedicated to seasonal use.

As an alternative to the historic shoreline development pattern, the following are design objectives for shoreline areas. In recognition of the variations in development intensity along the shorelines, the design objectives strive to provide enough intensity to afford the level of reliable septic treatment to ensure continued water quality and to provide for a more affordable housing product that may also be suitable for seasonal use.



*The sketches above illustrate possible lot design and building placement.*

The main design objectives of intense shoreline development in this particular design approach are to:

## COMMUNITY DESIGN 13-10

- Preserve the lake's water quality by minimizing erosion and treating wastewater more effectively;
- Provide increased public access to the water;
- Provide for income diversity among those who reside in or visit the area;
- Minimize disturbance of the shoreline, enhancing habitat where possible;
- Consolidate docks and reduce the number of private docks projecting into the water;
- Provide a small selection of retail and professional services to address needs of those in the area;
- Supply housing designed to meet seasonal use demands; and
- Fit in with the overall lakeside character and minimize visual impact to other areas on the lake.

Not all shoreline areas are suitable for this type of development concept, however. As the County considers this option and looks to designate shoreline areas to execute this development model, several location criteria should be addressed. There are key attributes to the success of such a proposal, including:

- A. **Visual impact:** Any location of a development concept as intense as this should minimize visual impact to the rest of the lake, river and shoreline. An example may be located within a cove or bay, hiding the project from general view. This type of project may be too prominent if located on a point or other geographic projection into the lake or river.
- B. **Southern exposure:** While not critical, southern exposure would allow the project to be more habitable in winter, facilitating snow melt and warming structures. Since many of the shoreline conditions occur on steep slopes, this is an important consideration.
- C. **Access:** A well-maintained and all-year public access road is a crucial component of this development model.

- D. **Separation:** These projects should occur relatively infrequently along the shoreline helping to maintain the wooded appearance of the shoreline and ensuring that commercial uses located within each development core do not directly compete with each other.
- E. **Proximity to population:** These more intense development clusters should be located close to existing populations, helping the retail establishments in the lakeside villages prosper.
- F. **Topography:** Slopes exceeding 30% grade may be too challenging to accommodate this level of density. In addition, the soils nearby need to be adequate and stable enough to handle demand of a community drain field.
- G. **Historic use:** It may be helpful to locate these development clusters in areas that have a history of similar uses, particularly if traces of those uses remain. They will fit more easily into the community context and help respect Kootenai County's legacies.

### Summary

Based on the results of the values and vision work and the comprehensive planning effort, a primary concern is the natural environment and how humans interact with it. The natural environment emerged as a top concern in all but one of the four planning areas. This accompanies a growing awareness that population growth, increased reliance on the environment as an economic resource, and current land use development policies may jeopardize the environment that many residents find so compellingly attractive and deeply cherish.

The values and vision report also details the importance of the area's beauty to its residents, and how people value the sense of community that the county's towns and cities imbue. At the same time, folks are aware that successful local economies are fundamental to continuing the ways of life they enjoy, providing them the means and the leisure time to enjoy the natural setting that surrounds them.



Kootenai County also recognizes that its population is composed of individuals, and that these individuals all have rights to choose how and where they live. Many live in cities or in suburban areas. Others live under other circumstances, farming, living in the forest or otherwise enjoying a more remote environment. While that freedom of choice needs to be respected, it also needs to be balanced with the understanding that change will occur that may influence the attractiveness of various ways of living. A regional design framework must anticipate that future change and support ways to adjust for it.

**GOAL:** To allow sub-area planning.

Policies:

1. Establish a policy for allowing sub-area planning within the county.
2. Establish a process for a preliminary meeting to take place between proponents of residential, commercial and industrial developments of a certain scale and local residents to gather residents' feedback on proposals and submit the results of these meetings to the county as part of the application process.

**GOALS AND POLICIES**

The goals and policies in this chapter are intended to articulate the community vision toward the region's design and not to be regulatory, but provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with the Plan.

**GOAL 1:** Preserve and sustain the natural environment and the natural ecological functions of that environment at a regional scale.

**Policies and Implementation Strategies**

~~C-1A. Permit the coexistence of resource extraction, natural ecosystems, and human habitat within the planning area.~~

~~C-1B. Promote a land use pattern that recognizes habitat and wildlife corridors.~~

~~C-1C. Allow development along shorelines that protects water quality and habitat areas.~~

~~C-1D. Manage lakeside development to minimize water quality impacts.~~

~~C-1E. Identify and preserve wetlands, ponds and creeks.~~

~~C-1F. Promote the preservation of the quantity and quality of water in the Rathdrum Aquifer.~~

~~C-1G. Establish buffer areas in order to separate development areas from streams, creeks and other identified sensitive areas to protect water quality.~~

~~C-1H. Respect the area's natural landscape and significant topography.~~

~~C-1I. Restrict development in the flood plain.~~

~~C-1J. Promote public access to lakes, rivers, streams and other recreational areas.~~

~~C-1K. Restrict development on steep slopes and hazardous soils.~~

~~C-1L. Encourage new landscaping that is water conserving of drought tolerant in all residential areas to respect and incorporate distinctive elements of the natural or existing landscaping.~~

**GOAL 2:** Accommodate population growth to respect the area's natural beauty, maintain small town feel, and provide access to open spaces, minimize negative impact on existing residents, and support a sustainable economy.

**Policies and Implementation Strategies**

~~C-2A. Promote public access to lakes and rivers.~~

~~C-2B. Maintain the small town character of our rural communities.~~

~~C-2C. Promote the use of fire prevention measures and/or practices when developing within forested areas.~~

## COMMUNITY DESIGN 13-12

~~C-2D. Promote the enhancement of recreational infrastructure, especially trails, bike paths and parklands.~~

~~C-2E. Support natural resource and agricultural activities.~~

~~C-2F. Where determined to be appropriate and practical, promote the protection of viewsheds.~~

~~C-2G. When deemed practical, discourage the development of new individual accesses (curb-cuts) along State Highways, and encourage the development of frontage, backage or other alternative means of providing consolidated well planned access to State Highways.~~

~~C-2H. Encourage and strengthen the development of existing commercial corridors.~~

~~C-2I. Encourage the establishment of a continuous network of sidewalks, bicycle paths and/or pedestrian paths to establish both internal and external linkages within the community.~~

# AGRICULTURE



## CHAPTER 14

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## CHAPTER 14

### Element (n) – Agriculture

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#### 2019 Comprehensive Plan Update Summary

The 2010 Plan does not address this topic as a separate element, but policies found in other chapters support agriculture. The planning commission recognizes the importance of resource-based industries and the need to reduce conflicts with other land uses. The 2019 Update's proposed policies support agriculture and forestry and seek to reduce conflicts between these activities and other land uses.

**GOAL:** To support and encourage agriculture and forestry land uses.

*Policies:*

1. Support agricultural and timberland land use regulations that conform to the state's right to farm and right to conduct forestry practices for small and large operations.
2. Reduce future conflicts between new residential uses and established agricultural/timber operations. This can be accomplished by ensuring that there are adequate buffers and fencing between these uses, and by adding notes to subdivision plats and any homeowner association documents to alert new owners of pre-existing conditions.
3. Allow permanent and temporary housing in agricultural zones to accommodate farm families and temporary workers, farm/timber-related businesses such as the production and sale of food and fiber and agritourism, and agricultural/timber activities on small parcels.
4. Establish siting standards and regulations for confined animal feeding operations (CAFOs).

# IMPLEMENTATION



## CHAPTER 15

## CHAPTER 15

### Element (o) – Implementation

#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan states implementing the comprehensive plan is an essential planning step and provides several policies. The planning commission believes policy implementation needs to be actively carried out and evaluated. The 2019 Update's policies propose creating a task grid to track actions taken to implement policies and conducting periodic assessments of these actions.

#### **Community Vision 2028**

*“Decisions about the use of the land impact our lives. We respect the rights of all property owners and the rights of residents to influence land use decisions. As citizens of Kootenai County, we know what we can count on because our land use plans are consistently updated, implemented, and enforced.” – Kezziah Watkins Report*

In response to the question related to community values, survey respondents and Meetings-in-a-Box participants were clear in their priorities. In addition to their interests in natural areas, resident responses focused on implementation of the Plan, with many expressing the desire for carefully managed growth and for a planned approach to growth-related issues.

#### **Overview**

The Plan Implementation Chapter identifies the policies necessary to ensure that the recommendations of the Plan are carried out effectively. These policies include a monitoring process to provide consistency among the Plan chapters and ensure the Plan remains responsive to the dynamic needs of the community. The chapter also identifies a work program, ordinance and code changes, additional planning studies, and other programs and initiatives the

County will pursue in achieving the long-term development pattern envisioned in the Plan.

The Plan is intended to encourage consistent public and private decisions that will result in coherent and sustainable development for the next two decades and beyond. To do this, the Plan relies on a continuous planning program that overlays traditional plan implementation techniques with a strategic planning perspective.

Much of the plan implementation occurs on a case-by-case basis through review of proposed site plans, conditional uses, rezoning applications, subdivision developments for consistency with adopted development regulations, the acquisition of land, and the provision of public improvements and facilities. Implementation also occurs on a daily basis through an ongoing process within local government that involves orderly procedures for gathering information, making recommendations, and taking action. This ongoing system of analysis, of studying the situation, and reaching rational conclusions about community needs and the best courses of action all occurs within the conceptual and policy framework established by the Plan.

To these traditional implementation activities, the Plan adds a deliberate strategic perspective that concentrates on a limited number of issues, explicitly considers available resources, and attempts to address significant priority problems and opportunities. This approach is results-oriented, and emphasizes the allocation of fixed organizational resources to critical strategic issues. The resulting continuous planning program provides an improved capacity for the County to define long-term directions for change.



## IMPLEMENTATION 15-2



Implementation of the Plan will be accomplished through, including but not limited to, the following general measures:

1. Enactment of new County zoning regulations, zoning map and subdivision regulations, including adoption of amendments recommended in this Plan;
2. Adoption of amended Area of City Impact agreements with the cities within the County;
3. Day-to-day administration of the newly adopted County development regulations;
4. Application of policies in this plan and such other policies, resolutions, or ordinances as may be adopted by the Board of County Commissioners;
5. Adoption of follow-up plans and follow-up development standards as may be identified herein or in the future;
6. Continued coordination with other local jurisdictions, state, federal and tribal government agencies, community groups, and citizens; and
7. Education, adoption, and practice of conservation measures both in County facilities and new development.

It should also be recognized that the regular County budgetary processes will be used to appropriate funds to carry out the goals, policies, and implementation strategies of this Plan, as well as monitor the effectiveness of the County's actions. In an effort to ensure long-term implementation and in addition to the annual budget constraints, the County will actively solicit grant funding to augment County

funds. The pace and schedule of implementation will by necessity depend ultimately on the adequacy of budgetary appropriations, including any grant or nonrecurring funds that may be secured.

### Conclusion

Implementation is considered by many to be the most important phase of the planning process. It is the process that is intended to transform the goals and policies of the Plan into actions. A comprehensive plan, no matter how well crafted, is of little value if it is not implemented and used by both County officials and the public. To this end, and in addition to simply fulfilling the regulatory requirements, the primary focus of the Implementation chapter is to ensure the ongoing implementation of this Plan is a relevant, usable, current, and consistent statement of County policy regarding land use, physical development, and public facilities.

**GOAL 1:** To implement the comprehensive plan's goals and policies in a timely and efficient manner.

**GOAL 2:** To periodically review capital improvement needs and funding sources and enable funding to be assessed and collected, when appropriate.

### Policies:

1. Enact development regulations and processes which implement comprehensive plan policies.

2. Adopt land use regulations which are clear, concise and avoid the use of planning or legal jargon to the greatest extent possible.

3. Add an addendum to the comprehensive plan in which various element goals, objectives and policies are listed and assigned to appropriate parties to implement in a specified time period.

4. Review comprehensive plan policies at a planning commission meeting in the first quarter annually, adjust implementation goals, and report these findings to the county commissioners, the public and public agencies.

5. Communicate budget needs annually through the planning commission to the county commissioners for costs associated with the enforcement of zoning and land use regulations.

6. Review and update relevant comprehensive plan data as needed.

7. Periodically review/update the future land use map to display pertinent comprehensive plan policies.

## **GOALS AND POLICIES**

The goals and policies in this chapter are intended to articulate the community vision toward the implementation of this Plan and not be regulatory, but provide specific guidance for the adoption and implementation of development regulations which will ensure conformity with the Plan.

**GOAL 1:** Carry out a coordinated work program of actions to guide the ongoing implementation of the Plan.

### ***Policies and Implementation Strategies***

I-1A. Establish a Plan Implementation Work Program in order to provide a coordinated schedule of key programs and projects that the County should seek to carry out in order to achieve the Plan goals and policies. The County should review and update the Plan Implementation Work Program on a regular basis.

I-1B. Ensure that the County's ongoing operations and work programs directly relate to the growth of the County and the provision of public facilities and services are consistent with the policies of the Plan.

I-1C. Prepare an annual report for the Board of County Commissioners and Planning Commission describing how the Plan has been used and what changes have occurred that may affect the relevance of the document and make the report available to the public and other governmental jurisdictions within the County.

~~I-1D. During each annual budgeting cycle, individual County departments and County entities should project funding requirements necessary for the completion and execution of their respective tasks identified in the Plan Implementation Work Program.~~

~~I-1E. Encourage public participation and input at appropriate junctures throughout each budgeting cycle.~~

**GOAL 2:** Adopt implementing regulations that are consistent with the Future Land Use Map and Policies and Implementation Strategies adopted within this Plan.

### ***Policies and Implementation Strategies***

I-2A. The Policies and Implementation Strategies within this Plan are intended to provide specific guidance for the adoption and implementation of development regulations, and may be used to determine the consistency of implementing ordinances.

I-2B. Enact development regulations, which implement the goals and policies established in this Plan.

**GOAL 3:** Ensure future land development applications are properly reviewed for consistency with the adopted development regulations.

### ***Policies and Implementation Strategies***

I-3A. The Policies and Implementation Strategies within this Plan are not intended to be used as a basis to determine whether any particular land use application is consistent with the goals set forth in this Plan.

I-3B. Develop and enact regulations that require the recommending body and/or decision maker approving a project to find that the project is in compliance with all applicable development regulations.

**GOAL 4:** Conduct periodic reviews of the Plan and propose amendments as conditions warrant.

## IMPLEMENTATION 15-4

### *Policies and Implementation Strategies*

~~I-4A. During the initial development of implementing ordinances, and as conditions warrant, the County may initiate Plan amendments on an “as-needed” basis in order to make necessary corrections.~~

~~I-4B. Public requests for consideration of Plan amendments may be initiated through the County Planning Commission from time to time as circumstances warrant, but no more than once every six (6) months. The Board of County Commissioners will exercise final approval of formal amendments to the Plan text and maps.~~

~~I-4C. Conduct a review of the Plan every five years. The review should be conducted under the oversight of the Planning Commission and should identify those features that are out-of-date or ineffective and should include a tentative schedule for amending or revising the Plan. The five-year review should also include an assessment of the County’s overall progress toward achieving the goals and policies of the Plan and recommendations for adjustments to Plan policies or the Plan Implementation Work Program that should be considered prior to the scheduled 10-year update of the Plan.~~

~~I-4D. Conduct a detailed assessment and update of the Plan at least once every 10 years. The assessment process should be conducted through The Planning Commission and involve public participation, and may include a citizen’s advisory committee to assist in the review of the Plan text and maps. Upon completion of the Plan assessment process, a comprehensive proposal for updating the Plan will be submitted to the Board of County Commissioners for final approval.~~

~~I-4E. Notify all special districts, municipal jurisdictions, abutting counties, the media, and the public, about proposed amendments to the Plan.~~

~~I-4F. Identify and evaluate all relevant factors when considering proposed amendments, including, but not limited to, the following:~~

- ~~a. Whether the proposed change is justified by an error in the Plan as originally adopted;~~
- ~~b. Whether the change is generally consistent with the goals, policies, and other elements of the Plan;~~
- ~~c. Whether the proposed change is justified by a change in community conditions or neighborhood characteristics since adoption of the Plan;~~
- ~~d. Whether the proposed change creates an adverse impact on public facilities and services, including but not limited to, roads, sewers, water supply, drainage, schools, police, emergency medical services, fire, and parks, that cannot be reasonably mitigated;~~
- ~~e. Whether the proposed change creates an adverse impact on landmarks or other historically significant structures or properties that cannot be reasonably mitigated;~~
- ~~f. Whether development resulting from the proposed change would create an undue impact on surrounding neighborhoods;~~
- ~~g. Whether the proposed change would have a significant adverse impact on the natural environment, including wooded areas, wetlands, critical wildlife areas, shorelines, slopes, groundwater, and other significant natural resources that could not be mitigated;~~
- ~~h. Whether the proposed change would have an adverse impact on the capacity of the community to meet affordable housing objectives;~~
- ~~i. Whether there was a change in County adopted policies or codes that would justify a change in the Plan; and~~
- ~~j. The impact of the proposed change on the County’s adopted development policies, and the fiscal and operational capacity of the County to provide any services, facilities, or programs that might be required if the change were adopted.~~

# **NATIONAL INTEREST ELECTRIC TRANSMISSION CORRIDORS**



## **CHAPTER 16**

**CHAPTER 16**  
**Element (p) – National Interest Electric Transmission Corridors**

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**2019 Comprehensive Plan Update Summary**

The 2010 Plan does not address this topic in a separate chapter, but mentions it in the Public Facilities and Utilities Chapter. The planning commission believes that the following policies are necessary for future use. The 2019 Update's proposed policies support county coordination with federal agencies, though currently there is no electric transmission corridor in the county.

**GOAL:** To coordinate land use decisions with the federal government's plans for establishing Electric Transmission Corridors.

*Policies:*

1. Keep informed of federal government plans for establishing Electric Transmission Corridors.
2. Adjust county planning to correspond with federal plans.

# **PUBLIC AIRPORT FACILITIES**



## **CHAPTER 17**



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## **CHAPTER 17**

### **Element (q) – Public Airport Facilities**

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#### **2019 Comprehensive Plan Update Summary**

The 2010 Plan does not address this topic in a separate chapter but supports the airport's master plan in the Land Use chapter. The planning commission believes a safely operated airport is important to the county's economic future. The 2019 Update's proposed policies support the Airport Master Plan and seek to protect the airport's operation.

**GOAL:** To support the Coeur d'Alene Airport Master Plan and protect the airport's future operation and the health, safety and welfare of the general public through appropriate zoning and land use decisions and such things as aviation easements.

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**NOTE ON FORMER CHAPTER 17**  
**Capital Improvements and Impact Fees**

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Chapter 17 of the 2010 Comprehensive Plan, entitled “Capital Improvements and Impact Fees,” is proposed to be eliminated and replaced by a new Chapter 17, entitled “Public Airport Facilities.”

# GLOSSARY



## GLOSSARY

**Accessory:** As applied to use, building, or structure, means customarily subordinate or incidental to, and located on the same lot with, a principal use, building, or structure.

**Access Management:** To limit the ability of traffic to enter, leave, or cross thoroughfares; regulating the spacing and design of driveways, medians, intersections, and traffic signals to promote the efficient flow of through traffic.

**Adequate Public Facilities:** Facilities that have the capacity to serve development without decreasing levels of service below locally established minimums.

**Affordable Housing:** Decent, quality housing that costs no more than 30% of a household's gross monthly income for rent/mortgage and utility payments. In the case of ownership housing, the purchase cost of a housing unit is equal to or less than three times a household's annual gross income.

**Aggregate Mining:** Lands primarily devoted to the extraction of aggregate minerals. Aggregate minerals are those minerals used essentially in the road building and construction industry.

**Agriculture:** The use of land for commercial production of the following: horticultural, viticultural, floricultural, dairy, apiary, vegetable, berries, grain, hay, straw, turf, seed, Christmas trees, or livestock and animal products.

**Agribusiness:** Also known as large-scale agriculture. The term has been coined to include all the technologies that mesh in the total inputs and outputs of the farming sector. In this light, agriculture encompasses the whole range of economic activities involved in manufacturing and distributing the industrial inputs used in farming; the farm production of crops, animals, and animal products; the processing of these materials into finished

products; and the provision of products at a time and place demanded by consumers.

**Agriculture Land:** Land actively devoted to agriculture and a part of a bona fide profit-making agricultural venture.

**Agricultural Support Services:** Any non-agricultural use that is directly related to agriculture and directly dependent on agriculture for existence.

**Airport Master Plan:** A comprehensive analysis of airport needs and alternatives with the purpose of providing direction for the future development of the Coeur d'Alene Air Terminal, as adopted in 2000 Coeur d'Alene Airport Master Plan Update.

**Annexation:** The act of attaching unincorporated land lying contiguous or adjacent to a municipal corporation.

**Appropriate:** To legally obligate by contract or otherwise commit to use by appropriation or other official act of a governmental entity.

**Applicant:** A person submitting an application for development.

**Area of City Impact (ACI):** An area within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature. Regulatory control of land within the ACI remains with the County until the land is annexed into a city. The land and development controls within ACIs, however, may be subject to joint County/city interlocal planning agreements and concurrency.

**Aquifer:** A water-bearing layer of permeable rock, sand, or gravel. In an aquifer, ground water can move sideways, up, or down in response to gravity, differences in elevation, differences in pressure, and differences in the physical properties of the aquifer. Depending on the aquifer, the water can move from very fast (as much as hundreds of feet per day in fractured rock aquifers) to very slowly (as little as a few feet per year in very fine grained sedimentary aquifers). (IDAPA 58.01.11.007.02)

**Beneficial Uses:** The classification of surface waters by the state of Idaho according to the use for which they are presently suitable or intended to become suitable. The term is also commonly used to describe uses of land that are in the public's interest.

**Best Management Practices (BMP):** Policies, practices, procedures, or structures implemented to mitigate adverse environmental effects.

**Buffer or Buffer Zone:** A neutral area between two areas of concern of sufficient width and quality to ensure that activities on one property do not negatively impact the other. The buffer might consist of open space, other land uses, landscaped areas, undisturbed areas of natural vegetation, fences, walls, berms, or any combination thereof.

**Capacity, Vehicle:** The maximum number of vehicles that can pass over a given section of a lane or roadway in one direction (or in both directions for a two- or three-lane facility) during a given time period under prevailing roadway and traffic conditions. It is the maximum rate of flow that has a reasonable expectation of occurring.

**Capital Improvement:** Improvements with a useful life of 10 years or more, though new construction or other action, that increase the service capacity of a public facility.

**Capital Improvement Plan:** A plan adopted pursuant to Idaho Code Title 67 Chapter 82 that identifies capital improvements for which development impact fees may be used as a funding source.

**Carrying Capacity:** The maximum population that an area can maintain indefinitely.

**Carrying Capacity, Environmental:** The level of use that can be accommodated and continued within the limits set by existing infrastructure without unacceptable damage to natural or public resources, the ecosystem, and the quality of air, land, and water.

**Checklist:** A list in which items can be compared, scheduled, verified, or identified; a list of action items, steps, or elements needed for a task.

**City:** An incorporated urban area.

**Cluster Development:** A development design technique that concentrates buildings on a part of a site to allow the remaining land to be used for such purposes as recreation, common open space, and preservation of environmentally sensitive features. A zoning ordinance may authorize such development by permitting smaller lot sizes and density bonuses if a specified portion of the land is kept as permanent open space, usually through public dedication or designation on a site plan or plat.

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

**Compatible Design:** The visual relationship between adjacent and nearby buildings and the immediate streetscape, in terms of a consistency of materials, colors, building elements, building mass, and other constructed elements of the urban environment, such that abrupt or severe differences are avoided.

**Compatible Land Use:** A use of land and/or building (s) that, in terms of development intensity, building coverage, design, bulk and occupancy, traffic congestion, parking requirements, access, and circulation, site improvements, and public facilities and service demands, is consistent with and similar to neighboring uses and does not adversely affect the quality of life of persons in surrounding or nearby buildings.

**Comprehensive Land Use Plan, Comprehensive Plan, or Plan:** The policies and proposals used for: (a) planning for the physical development of the county; (b) coordinating county programs and services; (c) aid in developing, correlating, and coordinating

official regulations and controls; and (d) promoting the general welfare. Such plan shall consist of the required elements set forth in Idaho statutes, which shall serve as a policy guide for the subsequent public and private development and official controls so as to present all proposed developments in a balanced and orderly relationship to existing physical features and general governmental functions.

**Comprehensive Plan Amendment:** An amendment or change to the text or maps of the Comprehensive Plan.

**Conditional Use:** As part of a zoning ordinance each governing board may provide by ordinance adopted, amended, or repealed in accordance with the notice and hearing procedures provided under Idaho Code 67-6509 for the processing of applications for special or conditional use permits. A special-use permit may be granted to an applicant if the proposed use is conditionally permitted by the terms of the ordinance, subject to the ability of political subdivisions, including school districts, to provide services for the proposed use, and when it is not in conflict with the plan. Denial of a special-use permit or approval of a special-use permit with conditions unacceptable to the landowner may be subject to the regulatory taking analysis provided for by Idaho Code 67-8003, consistent with requirements established thereby.

**Conditional Use Permit:** A permit issued by the approving authority stating that the conditional use meets all conditions set forth in local ordinances.

**Conservation:** The protection, restoration, or sustainability of natural resources.

**Conservation Easement:** A non-possessory interest of a holder in real property, imposing limitations or affirmative obligations for retaining or protecting natural, scenic, or open space values of real property; for assuring its availability for agriculture, forest, recreation, or open space use; for maintaining or enhancing air or water quality; or for preserving the

historical, architectural, archeological, or cultural aspects of real property.

**Consistency:** A term that means that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation.

**Context Areas:** A term used to describe the characteristics of the land and its relative intensity of development.

**Contiguous development:** Development of areas immediately adjacent to one another.

**Coordination:** Consultation and cooperation among jurisdictions.

**Cottage Industry:** A home occupation that does not require retail sales or courier delivery services (as used in this plan).

**Covenants:** Private restrictions placed on land regulating land use activities.

**Critical Aquifer Recharge Area (CARA):** An area that surrounds the immediate borders of an aquifer. For the purposes of this Plan, CARAs are the 19 watersheds and minor aquifers that recharge the Rathdrum Prairie Aquifer.

**Critical Areas:** Areas of environmental sensitivity, which include the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas.

**Critical Facilities:** Facilities critical to the operation of a community such as schools, hospitals, police, fire, emergency response installations, and installations that produce, use, or store hazardous materials or hazardous waste.

**Cultural Heritage:** A community identity based on a unique historic background.

**Cultural Identity:** The totality of socially transmitted behavior patterns, arts, beliefs, institutions, and all other products of human work and thought typical of a population or community at a given time.

**Dedication:** The transfer of property or property rights by the owner to another party.



**Density:** A measure of the intensity of development, generally expressed in terms of dwelling units per acre.

**Design Guidelines:** A set of guidelines defining parameters to be followed in site and/or building design and development.

**Design Standards:** A set of standards defining the parameters to be followed in site and/or building design and development.

**Designation:** A distinguishing name or mark; title.

**Developer:** Any person or applicant undertaking development, including but not limited to a party that undertakes the subdivision of property pursuant to Idaho Code, sections 50-1301 through 50-1304.

**Development:** Any manmade change to improved or unimproved real estate, including, but not limited to, buildings or other structures, mining, dredging, filling, grading, paving excavation, or drilling operations. Any action requiring a land use permit or approval regulated by state statute, County regulations, Idaho Soil Conservation Commission (ISCC) including, but not limited to subdivisions, binding site plans, site specific rezones, unclassified special use permits, variances, building permits, shoreline permits, or flood area development permits.

**Development Ordinance:** Any land use regulation that affects the use and intensity of land development.

**Development Regulation:** Any controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, subdivision ordinances, and binding site plan ordinances.

**Development Standards:** A set of expected norms and acceptable outcomes related to development.

**Easement:** A grant by a property owner to specific persons or to the public to use land for specific purposes. Also, a right of use acquired by prescription, if such right

has been adjudicated. No transfer of land title is implied.

**Enhancement:** Alteration of an existing resource to improve or increase its characteristics and processes without degrading other existing functions. Enhancements are to be distinguished from resource creation or restoration projects.

**Environmentally Sensitive:** An area with one or more of the following environmental characteristics: steep slopes; floodplain; soils classified as having high water tables; soils classified as highly erodible, subject to erosion, or highly acidic; land incapable of meeting percolation requirements; land formerly used for landfill operations or hazardous industrial use; fault areas; stream corridors; estuaries; mature stands of native vegetation; aquifer recharge and discharge areas; wetlands and wetland transition areas; and habitats of endangered species.

**Erosion:** The detachment and movement of soil or rock fragments by water, wind, ice, or gravity or human activity.

**Essential Public Facilities:** Facilities that are typically difficult to site, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.

**Existing:** To occur under certain circumstances.

**Eutrophication:** The slow aging process during which a lake, estuary, or bay evolves into a bog or marsh and eventually disappears.

**Facilities:** The physical structure or structures in which a service is provided.

**Federal Functional Classification, Urban and Rural:** Functional classification is the process when streets and highways are grouped into classes or systems according to the character of service they provide. The designation of federal functional classification is made at least once every 10 years following the decennial census taken by the U.S. Bureau of the Census, or

whenever required by federal regulation. There are three functional classification categories that are common to rural and urban roads: Principal Arterial, Minor Arterial, and Local. In rural areas, there are two additional categories, Major Collector and Minor Collector, while urban areas have one additional category, Urban Collector. The rural or urban designation is part of the complete functional classification designation.

**Fire Flow:** The amount of water volume needed to provide fire suppression.

**Floodplain:** That area of land adjoining a body of water that has been or may be covered by floodwater.

**Floodway:** The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood. Floodways are identified in the Flood Insurance Study, on maps provided by FEMA or by other authoritative sources.

**Goal:** An aim or desired result.

**Grading:** Any excavation, filling, or movement of earth for the purposes of changing the shape or topography of the land.

**Greenbelt:** An open area that may be cultivated or maintained in a natural state surrounding development or used as a buffer.

**Groundwater:** Water beneath the earth's surface. It is the water that fills the natural open spaces in soil and rocks underground in much the same way as water fills a sponge.

**Group Home:** A single-family dwelling that provides residential shelter to eight or fewer unrelated, mentally and/or physically handicapped or elderly persons, who are supervised and reside as a single-family unit. No more than two, related or non-related, staff members shall reside in the dwelling at any one time.

**Habitat:** The place or type of site where a plant or animal naturally or normally lives and grows.

**Hazardous Areas:** Areas where hazards may result from susceptibility to surface ruptures from faulting, ground shaking, ground failure, landslides or mudslides; avalanche hazards resulting from development in the known or probable path of snowslides and avalanches, and floodplain or floodway hazards.

**Home-Based Business:** Any activity carried out for the gain by a resident, conducted as an accessory use with conditions as an accessory use to the primary residential use. An occupation, profession, or craft which is clearly incidental to the residential use of a site.

**Household:** All persons who occupy a housing unit which is intended as separate living quarters and having direct access from the outside of the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements.

**Idaho Transportation Department (ITD):** The state transportation department.

**Impact Fees:** A payment of money imposed as a condition of development approval to pay for a proportionate share of the cost of system improvements needed to serve development. (See Capital Improvements chapter.)

**Implementation Strategy:** Regulatory and non-regulatory measures used to carry out the Plan.

**Industrial Use:** Activities predominantly associated with manufacturing, assembly, processing, or storage of products.

**Industrial Wastewater:** Water carrying wastes from businesses and industries that is a mixture of water and dissolved or suspended solids; excess irrigation water that is runoff to adjacent land.

**Infill:** The development of lots, housing, or other structures in vacant sites in already developed areas.

**Infrastructure:** Facilities and services needed to sustain industry, residential, commercial,

and all other land use activities. Infrastructure includes, but is not limited to, roads, water systems, sewer systems, schools, and police and fire protection.

**Intensity:** A measure of land use activity based on density, use, mass, size, and impact.

**Interim:** An intervening period; temporary.

**Landmark:** A building or site that has historical and often aesthetic importance, especially one marked for preservation by a municipal, state, or national government.

**Level of Service (LOS):** defines the quality and quantity of service provided by a community's infrastructure and services. It can be defined for a wide range of facilities and services, including transportation, potable water, sewer, fire, parks, and schools.

**Long-Distance Commuting:** Traveling regularly from one place to another, as from suburb to city and back.

**Lot:** A designated parcel, tract, or area of land established by plat, subdivision, or as otherwise permitted by law, to be used, developed or built on as a unit.

**Low-Income Housing:** Housing that is economically feasible for the families whose income level is categorized as low within the standards promulgated by the U.S. Department of Housing and Urban Development (HUD) or the appropriate state housing agency.

**Manufactured Housing:** A manufactured building or major portion of a building designed for long-term residential use. It is designed and constructed for transportation to a site for installation and occupancy when connected to required utilities.

**Median Income:** The income level that divides the income distribution of a given area into two equal parts, one having incomes above the median income and the other having incomes below the median income. For households and families, the median income is based on the distribution of the total number of units,

including those with no income. (U.S. Bureau of Census)

**Metropolitan Planning Organization (RTPO, Spokane County):** An organization of cities and one or more counties (with representation from ports, tribes, and the state) whose goal is to coordinate transportation decisions among those jurisdictions.

**Mineral:** A naturally occurring, homogeneous inorganic substance with a specific chemical composition and characteristic crystalline structure, color, and hardness. Minerals include gravel, sand, and valuable metallic substances.

**Mineral Resource Lands:** Lands primarily devoted to the extraction of minerals or that have known or potential long-term commercial significance for the extraction of minerals.

**Mitigation:** The process of avoiding, reducing, or compensating for the impact(s) of a proposal.

**Mixed-Use Development:** The development of a neighborhood, tract of land, building, or structure with a variety of complementary and integrated uses such as, but not limited to, residential, office, manufacturing, retail, public, and recreation, in a compact urban form.

**Mobile Home:** A dwelling unit that was built prior to June 15, 1976, and not certified, that is made up of one or more components, each of which is substantially assembled in a manufacturing plant and designed to be transported to the home site on its own chassis.

**Modular Home:** A dwelling unit made up of components assembled in a manufacturing plant and transported to the building site for final assembly on a permanent foundation as real property. A modular home may consist of two sections transported to the site in a manner similar to a mobile home, or a series of panels or room sections transported on a truck and erected or joined together on the site.

**Office:** A structure that generally houses a business, government, professional, medical or financial institution for the needs of individuals, groups, or organizations.

**Open Space:** Open space describes land that is valued for natural processes and wildlife, agricultural and forest production, aesthetic beauty, active and passive recreation, and other public benefits. Such lands include working and natural forests, rangelands, and grasslands, arms, ranches, parks, streams and river corridors, and other natural lands within rural, suburban, and urban areas. Open space may be protected or unprotected public or private.

**Performance Standards:** Criteria for testing the degree of hazard, environmental damage, or nuisance from land use activities creating smoke, dust, noise, glare, odor, erosion and sediment, runoff, liquid, solid, or airborne wastes, fumes, or traffic.

**Person:** A corporation, company, association, society, firm, partnership, or joint stock company, as well as an individual, a state, and all political subdivisions of a state or any agency or instrumentality thereof.

**Planned Unit Development (PUD):** A residential development that includes a mix of housing types such as single-family, townhouses, and other multifamily, and groups of uses to provide common open space or to include recreation, such as golfing, as part of the development.

**Policy:** A specific statement that guides decision making. It indicates a clear commitment of the local legislative body. A policy is based on a comprehensive plan's goals and objectives as well as the analysis of data. A policy may be effectuated by implementation measures (such as zoning, land division, and environmental ordinances).

**Preservation:** Saving from change or loss and reserving for a special purpose.

**Private Community Municipal Wastewater Treatment Plant:** A wastewater facility that treats municipal wastewater from a

private community or subdivision. These systems are typically initially owned, operated, and maintained by a developer with the ownership, operation, and maintenance transferring to a homeowners' association, sewer district, or similar entity as lots are sold within the development.

**Project:** A plan or proposal; an undertaking requiring joint effort.

**Public Facilities:** Facilities that are owned by the public or a municipality and are operated for the public's benefit. These include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, government buildings (including but not limited to fire, law enforcement and EMS facilities), hospitals, and schools.

**Public Services:** These include, but are not limited to, fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

**Public Sewer:** Any system other than an individual septic tank or drain field that is operated by a municipality, governmental agency, or a public utility for the collection, treatment, and disposal of wastes.

**Public Transportation:** A variety of passenger transportation services available to the public including buses, ferries, rideshare, or rail transit.

**Public Utility:** A closely regulated enterprise which provides to the public a utility service deemed necessary for the public health, safety, and welfare. Public utilities include systems for the delivery of natural gas, electricity, and telecommunications services.

**Public Water:** Any system providing water intended for, or used for, human consumption or other domestic uses. It includes, but is not limited to, facilities where water is furnished to any

community, or number of individuals, or is made available to the public for human consumption or domestic use, but excluding water systems serving one single family residence.

**Quality of Life:** A subjective set of values inherent among individuals or expressed through unified actions of groups or communities.

**Rathdrum Aquifer:** The sole source aquifer is that has been designated by the EPA as the sole or principal source of drinking water for the Rathdrum Prairie/Spokane Valley area, which receives special protection.

**Recreation:** Activities associated with any form of play, amusement, or relaxation, such as games, sports, or hobbies.

**Region:** A geographic area defined by some common feature, such as a river basin, housing market, commuter shed, economic activity, or political jurisdiction.

**Residential Use:** As used in this plan, all types of dwelling units such as single- and multifamily housing including mobile/modular homes.

**Resource Lands:** Those lands suitable for agriculture, timber, and mineral extraction and protected by resource lands regulations.

**Right-of-Way:** A privilege to pass over the land of another in some particular path, usually an easement over the land of another; a strip of land used in this way for railroad and highway purposes, pipelines, pole lines, and for private or public passage.

**Riparian Areas:** Lands adjacent to creeks, streams, lakes, and rivers that support vegetation dependent on free water in the soil. They are sometimes called "Ribbon-of-Green" because the vegetation on waterway banks forms a ribbon-like pattern when seen from the air. These areas, of water and vegetation, are important to fish and wildlife species, as well as to livestock. Since they dissipate water energy and filter the water flowing

through them, riparian-wetland areas can affect the health of entire watersheds.

**Roadway:** An open, generally public way for the passage of vehicles, persons, and animals. Limits include the outside edge of sidewalks, curbs and gutters, or side ditches.

**Runoff:** Water from rain, snowmelt, or irrigation that flows over the ground surface and returns to streams.

**Rural:** A sparsely developed area where the land is largely undeveloped or primarily used for resource purposes.

**Rural Lifestyle:** Subjective term based on individual values. A distinctive character identified by individuals or neighborhoods that involve lower population density, natural or agricultural land use, and a degree of privacy and quiet in contrast to an urban lifestyle.

**Sediment:** Deposited silt that is being or has been removed by water or ice, wind, gravity, or other means of erosion.

**Sense of Community:** A subjective feeling of togetherness, acceptance, and unified values within a given geographic area, which is determined by such factors as its built environment, natural features and open space elements, type of housing, architectural style, infrastructure, and the type and quality of public facilities and services.

**Sensitive Areas:** Areas that include the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas.

**Sewer:** The closed pipe that carries raw sewage from a home or business to a treatment facility.

**Sewer District:** A sewer district is one responsible for providing for sewage disposal and for that purpose any such district shall have power to extend its sewer lines to an appropriate outlet.

**Shorelines:** An area near the interface of land and water, which may include but is not limited to lakes, reservoirs, rivers, streams, and creeks etc.

**Shall:** Describes a directive or requirement.

**Should:** Describes an expectation or action which is strongly encouraged.

**Single-Family (Detached):** A detached building containing one dwelling unit.

**Sole Source Aquifer:** A Sole Source Aquifer (SSA) is an aquifer designated by EPA as the “sole or principal source” of drinking water for a given service area; that is, an aquifer that is needed to supply 50% or more of the drinking water for that area and for which there are no reasonably available alternative sources should the aquifer become contaminated. A sole source aquifer receives special protection.

**Solid Waste:** All putrescible and non-putrescible solid and semisolid wastes, including, but not limited to, garbage, rubbish, ashes, industrial wastes, swill, demolition and construction wastes, abandoned vehicles or parts thereof, and recyclable materials. Putrescible solid waste is waste that contains organic matter capable of being decomposed by microorganisms and of such a character and proportion as to cause obnoxious odors and to be capable of attracting or providing food for birds or animals.

**Special Needs Housing:** All housing that is designed for an individual or family who require(s) supportive social services in order to live independently or semi-independently. These households require all types of housing, including emergency, transitional and permanent housing. Special needs groups include, but are not limited to, the homeless; elderly; persons with AIDS; single parents; runaway and homeless youth; severely physically handicapped; mentally and emotionally disabled; farm workers (migrant worker households); and persons with substance abuse problems.

**Subdivision:** The division of a lot, tract, or parcel of land into two or more lots, building sites, or other divisions for the purpose of sale or building development (whether immediate or future) and including all divisions of land involving the dedication of a new street or a change in existing streets.

**Suburban:** Blending or characterized by the blending of the urban and the rural; a land use development pattern that is dispersed as opposed to decentralized.

**Taxing District:** In general, a political subdivision of one or more assessment districts where a governmental unit has the authority to levy taxes.

**Transfer of Development Rights (TDR):** The transfer of the right to develop or build, expressed in dwelling units per acre, either on land within one zoning district under contiguous ownership, or from land in one zoning district to land in another district where such density/development is permitted.

**Transportation Facilities:** Capital facilities related to air, water, or land transportation.

**Trip:** A one-direction movement, which begins at the origin at the start time, ends at the destination at the arrival time, and is conducted for a specific purpose.

**Urban Area:** A highly developed area that includes, or is appurtenant to, a central city or place and contains a variety of industrial, commercial, residential, and cultural uses.

**Urban Core:** An area consisting of a central place and adjacent urban fringe that together have a minimum overall population density of at least 1,000 people per square mile.

**Urban Density:** Density equal to or higher than 4 dwelling units per 1 acre.

**Urban Growth:** Growth (commercial, industrial, and residential) that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with



the primary use of such land for the production of food, other agricultural products, or timber or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban.

**Urban Sprawl:** Urban sprawl manifests itself in one or more of the following patterns: (a) leapfrog development that bypasses vacant parcels located closer to the urban area that are suitable for development and instead locates away from existing urban areas; (b) strip development that allows commercial, retail, and multifamily residential developments to locate in a linear pattern along both sides of a major artery; or (c) large expanses of low-density, single-family-dwelling development.

**Urbanization:** To make urban in character.

**Use:** The specific purpose for which land or a building is designated, arranged, or intended, or for which it is or may be occupied or maintained.

**Utilities:** The generation, transmission, and/or distribution of electricity, gas, steam, communications, and water; the collection and treatment of sewerage and solid waste; and the provision of mass transportation.

**Variance:** A modification of the requirements of the a development regulation\_as to lot size, lot coverage, width, depth, front yard, side yard, rear yard, setbacks, parking space, height of buildings, or other ordinance provision affecting the size or shape of a structure or the placement of the structure upon lots, or the size of lots, upon a showing of undue hardship because of the characteristics of the site and that the variance is not in conflict with the public interest. (Idaho Code 67-6516)

**Visioning:** A process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals.

**Water District:** A district designated to supply water for domestic, commercial, and/or industrial purposes by any available means, and for that purpose any such district shall have power to extend its water lines to the source of water supply.

**Water Right/Meter Amount:** A right to a definite or conditional flow or quantity of water, usually for use at stated times and in stated quantities (e.g., for irrigation or for hydroelectric power development). A water right may be a right a right acquired by prescription (e.g., arising from the open, notorious, and undisputed use of water for the statutory term of years); a right acquired by appropriation (e.g., a grant from an agency of government with the right to distribute the unappropriated surplus waters of the state)

**Watershed:** The region drained by or contributing water to a stream, lake, or other body of water.

**Wetlands:** Areas that are covered by water or have waterlogged soils for long periods during the growing season. Plants growing in wetlands are capable of living in saturated soil conditions for at least part of the growing season. Wetlands such as swamps and marshes are often obvious, but some wetlands are not easily recognized, often because they are dry during part of the year. Wetlands are generally defined as areas inundated or saturated by surface or ground water at a frequency and duration sufficient to support vegetation that is typically adapted for life in saturated soil. Wetlands include bogs, marshes, shallows, muskegs, wet meadows, estuaries, and riparian areas.

**Wind Power Technology:** Wind power is the conversion of wind energy into useful form, such as electricity, using wind turbines. In windmills, wind energy is

directly used to crush grain or to pump water.

**Zoning:** Within a zoning district, the governing board shall where appropriate, establish standards to regulate and restrict the height, number of stories, size, construction, reconstruction, alteration, repair or use of buildings and structures; percentage of lot occupancy, size of courts, yards, and open spaces; density of population; and the location and use of buildings and structures. All standards shall be uniform for each class or kind of buildings throughout each district, but the standards in one district may differ from those in another district.

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