

EXHIBIT A

City of Grand View

Comprehensive Plan

Adopted November 10th, 2015



The City of Grand View supports a diverse agricultural economy, is proud of its rural demographics and natural resources, and, encourages self-sufficiency through the promotion and/or development of jobs, business opportunities, adequate housing, a public and private education system, adequate infrastructure and recreational opportunities.

The Birth of the City of Grand View

The history of the valley is closely tied to the development of several irrigation projects. In 1887, the Snake River Land Irrigation Company of Rhode Island began construction of the dam on the Bruneau River to provide water for the valley. The dam was washed out by flood water in 1890, but was rebuilt in 1892 by the Owyhee Land and Irrigation Company, also of Rhode Island. But promoters were not able to develop the land until the turn of the century. In 1910, the Bruneau Dam again broke and the Grand View Irrigation District was formed to reconstruct the dam. Early promoters were also aware that there was gold in the Snake River. In 1892, 26 placer mining claims were filed on the Snake River in the vicinity of Grand View. By 1904, Grand View boasted two ferries that were busy taking travelers and freighters across the Snake River. Established prior to 1894, the Hall Ferry crossed the Snake River several miles above the mouth of the Bruneau River.

The Dorsey Ferry at first worked the Bruneau River near its mouth. After several years it moved to the Snake River. It became the nucleus for the town sometimes called Dorsey and later named Grand View. In 1921, the town's first bridge was constructed a few yards upstream from the Grand View Ferry.

In 1909, a third crossing, the McKeeth Ferry, began operation six miles downriver from Grand View and continued service until 1939.

Raising hay for the many sheep companies that wintered in the valley helped to develop the area. The Elmore Times in 1915 estimated 150,000 sheep were fed that winter. The area was promoted for raising fruit, berries and melons.

The years from 1910 to 1921 saw continued growth of the town with the construction of the two-story brick bank building, a dance hall and an ice cream parlor, two general stores, a saloon and pool hall, a four-room brick schoolhouse and several other businesses.

---from Celebrate Idaho, Idaho Travel Council (1990)

**CITY OF GRAND VIEW
FIRST COMPREHENSIVE PLAN**

*Adopted November 10th, 2015 by City Council Resolution No. 002-2015
(Supersedes all prior Comprehensive Resolutions, should they exist]*

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**SECTION 1
TITLE**

This Chapter shall be referred to and known as the CITY OF GRAND VIEW COMPREHENSIVE PLAN.

**SECTION 2
PURPOSE**

The purpose of the City Comprehensive Plan shall be as follows:

- A. The Comprehensive Plan and Land Use Map for the City sets forth public statements of goals and policies that provide direction and guidance to the decision-making process for which the Commission and City Council are responsible to the citizens of the community.
- B. The planning process allows the City to formulate the vision of what it wants to be. The Plan reviews the history and present conditions of the City as well as recognizing that it is wise to look ahead and anticipate instead of react, and to make decisions that are based on shared community objectives.
- C. The purpose of the Comprehensive Plan and Land Use Maps shall be to protect and promote the health, safety and welfare of the residents of the City and to give due consideration to the needs of the people of the region of which the City is a part.
- D. Grand View recognizes that planning is an ongoing process. Therefore recommendations to implement, examine, explore, research, study, investigate and similar language of consideration shall include the ability to adopt actions, revise, change and alter programs and laws consistent with the results thereof, and shall not be construed as language limiting the alternatives or powers available to the City to promote and protect the stated goals and policies.

**SECTION 3
LEGAL HISTORY AND BASIS FOR PLANNING AND ZONING**

The legal basis for planning and zoning in the City is as follows:

- A. Community planning in America originated during colonial times when street grid and building arrangement of settlements were planned. By 1800, plans were being developed for large cities, including the new national capital of Washington. During the early 1900's, the concepts of planning and zoning were tested in the nation's court system. These court actions firmly established the right of communities to

regulate the use of private property through the planning and zoning process.

- B. Legislation authorizing communities to form planning commissions, develop comprehensive plans and adopt implementing ordinances was passed by the Idaho Legislature in the 1950's. This original enabling legislation was subsequently repealed and superseded by the Local Planning Act, which is set forth as Chapter 65, Title 67, of the Idaho Code. This Act requires all cities and counties in Idaho to undertake a planning and zoning program. It prescribes the procedures for: creating planning and zoning commissions; developing comprehensive plans and future acquisitions maps; negotiating areas of city impact; and completing other planning and zoning requirements.

SECTION 4 PROPERTY RIGHTS

- A. **PURPOSE:** The purpose of this component is to:

- 1. Ensure that the City of Grand View in its land use policies, restrictions, conditions and fee structure does not violate private property rights, adversely impact property values or create unnecessary technical limitations on the use of property; and
- 2. Establish for planning and implementation purposes an orderly, consistent review process to enable the City to evaluate whether the proposed regulatory or administrative actions may result in a taking of private property without due process of law.

- B. **ANALYSIS OF PRIVATE PROPERTY RIGHT:**

- 1. **Central Principal:** A land use regulation or action must not be unduly restrictive so as to cause a “taking” of a landowner’s property without just compensation. This right is provided in the Fifth Amendment to the United States Constitution and in Article 1 § 13 of the Constitution of the State of Idaho. Such a “taking” can occur whether accompanied by an actual taking of physical property or not. In the land use context, the issue is usually framed: *Is the land use ordinance, regulation or is the decision so restrictive so as to deprive the owner of all economically viable uses of the subject property?* If so, then it is the subject of an “inverse condemnation” [a taking without just compensation].
- 2. **What happens when there is a taking without compensation?** The courts, when they find a “taking,” require either the payment of compensation or the court invalidates the action for a violation of the due process.
- 3. **Checklist to review potential impact of regulatory or administrative actions upon specific property:**

- a. *Does the proposed regulation or action result in a permanent or temporary physical occupation of private property without just compensation? If so, it is in conflict with this Comprehensive Plan unless it qualifies under part 2 of this checklist.*

- b. *Does the regulation or action require a property owner to dedicate a portion of property or grant an easement? If the answer is yes, then the regulation or action is in conflict with this Comprehensive Plan unless the regulation or action requiring the dedication or grant:*
 - i. *Is reasonably and specifically designed to prevent or compensate for adverse impacts of the proposed development; and/or*
 - ii. *The magnitude of the burden placed on the proposed development is reasonably related to the adverse impacts created by the development; and/or*
 - iii. *The proposed action substantially advances the legitimate public interest of the City of Grand View.*

- c. *Does the regulation deprive the owner of all economically viable uses of the property as a whole [which does not necessarily mean planned use, a prior use or the highest and best use of the property but the degree to which the regulatory action interferes with a property owner's reasonable investment-backed expectations]? If the answer to C is yes, the regulation is in conflict with this Comprehensive Plan unless the proposed uses are otherwise prohibited by the laws of nuisance or other preexisting limitations on the use of the property.*

- d. *Does the regulation have a significant impact on the landowner's economic interest?*

Analysis may include, if relevant, a comparison of the value of the property before and after the impact of the regulation. A reduction in property value alone is not enough, but a severe reduction in property value may result in a significant impact of economic interest or elimination of reasonably profitable uses.

- i. Analysis may include, if relevant, a review of the regulatory impact on any existing development rights of the owner.
- ii. If significant impact on landowner's economic interest if found: What is the legitimate public interest of the City of Grand View, and does the proposed regulation substantially advance that interest?

- iii. If there is a significant impact on the landowner's economic interest and the proposed regulation does not substantially advance a legitimate public interest of the City of Grand View, it is in conflict with this Comprehensive Plan.
- e. *Does the regulation deny a fundamental attribute of ownership such as right to possess, exclude others and dispose of all or a portion of the property? If so, what is the legitimate public interest of the City of Grand View and does the proposed regulation substantially advance that interest?*
 - i. If the regulation is found to deny a fundamental attribute of ownership and the proposed regulation does not substantially advance a legitimate public interest of the City of Grand View, it is in conflict with this Comprehensive Plan.
- f. *Does the regulation serve the same purpose that would be served by directly prohibiting the use or action, and does the condition imposed substantially advance that purpose?*
 - i. What is the legitimate public interest of the City of Grand View and does the proposed regulation substantially advance that interest? A proposed regulation which does not substantially advance a legitimate public interest of the City of Grand View is in conflict with this Comprehensive Plan.

The review process should evaluate whether the proposed regulation or administrative actions may result in a taking of private property without due process of law.

SECTION 5 COMPREHENSIVE PLANNING MAPS, ADOPTION AND USE

The use of the Grand View Comprehensive Plan and the adoption of Official Land Use Planning Maps are as follows:

- A. The Comprehensive Plan language and Land Use Planning Maps are to be read and considered together as a whole. Due to the interrelationship between sections of this Plan, relevant inventories, analyses, goals, policies and implementation on any particular topic may be found throughout the document.
- B. The Land Use Planning Maps are hereby incorporated as part of this Chapter, which Maps consist of the following:
 - 1. Existing Land Use Planning Map:** The Grand View Zoning Map depicts existing transportation components (roadways) of the City and surrounding

vicinities, together with depictions of the existing conditions as they relate to specific land uses, to-wit: residential single-family dwellings, residential multi-family dwellings and/or mobile home residential use, commercial, industrial and public. This Map shall be known and designated as the Grand View Zoning Map and it is hereby incorporated as an official Land Use Planning Map. See Appendix A

2. **The Grand View Future Land Use Map** depicts for planning purposes desired land uses in the City, considering the needs of the City presently and in the foreseeable future. Said Map depicts agriculture, low density residential, low to mid density residential, mixed use, central business district, commercial, commercial/industrial, and public land use designations and further depicts anticipated transportation and recreational needs. This map shall be known and designated as the Grand View Future Land Use Map and it is hereby incorporated as an official Land Use Planning Map. **See Appendix B.**
 3. **Grand View Area of City Impact Map:** An Area of City Impact is recognized as the area of potential growth for the City of Grand View. The Area of Impact Map is to be defined in the future.
- C. The Grand View Land Use Planning Maps are intended to identify basic land uses and designate areas for future expansion of those uses. The land use designations are for planning purposes only. Amendments to the zoning map will be in conformity with the Comprehensive Plan.¹

Goal 1: The Future Land Use Map is a comprehensive planning tool that ensures the City of Grand View remains a full-service community with services, amenities and facilities that support residents and businesses and maintain the unique character of an agriculture-based community.

- A. Objective: Plan for the necessary roads, water and sewer, and other infrastructure needed to support new residential growth. Include such improvements in a capital improvement program and then fund and construct such improvements.
- B. Objective: Increase the potential for providing adequate housing of all types and available to all persons at prices and rents within their means.

Policy: Adopt land use policies that ensure a balance of compact, sustainable commercial and residential development.

Policy: Pursue and adopt an Area of City Impact Agreement with Owyhee County that manages growth in the Impact Area in a manner consistent with the city's Comprehensive Plan.

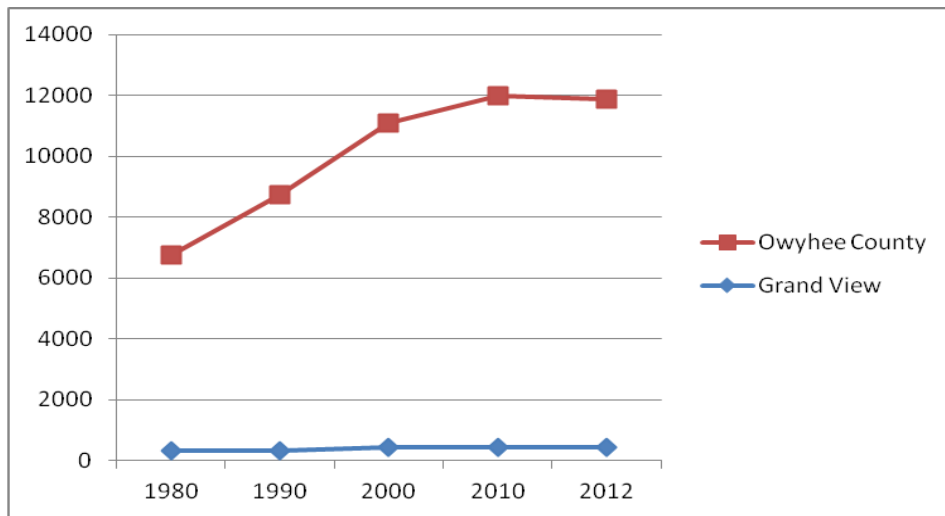
¹See Title 9 of the Municipal Code

**SECTION 6
POPULATION ANALYSIS**

A population analysis of past, present and future trends in population for the City is as follows:

A. PAST POPULATION TRENDS

	1980	1990	2000	2010	2012	2025*
Grand View	347	331	431	452	447	468
Owyhee County	6,422	8,392	10,644	11,526	11,439	NA



Sources: Idaho Department of Commerce, City & County Profiles
U.S. Census Bureau
* Projections based on historical trends.

1. During the thirty (30) year period between 1980-2010, the City had a twenty two percent (22%) increase in population due mainly to farming and cattle operations and businesses that support the agricultural industry. Most recently, between 2010-12, the City has had a one-tenth of a percent (0.01%) drop in population due mainly to the down turn in the economy, and people moving to find work. Many jobs are seasonal "hand labor", with some "hand labor" jobs being lost out to more efficient, mechanized methods of large scale farm operators.

2. The economy of Idaho and the nation has done well since 1980. As a result, Grand View's population growth is reflected in the construction of two (2) housing complexes and a twenty two percent (22%) population increase during those years. The two (2) housing complexes are as follows:
 - a. Southwestern Idaho Cooperative Housing Authority, senior citizen

apartments, a senior citizen housing complex on Iowa Avenue, is comprised of six (6) units; and

- b. Riverbend Court Apartment, formerly known as Emerald Village, affordable housing, consists of eight (8) units.
3. During the past two decades, one (1) additional subdivision has been approved and annexed into the City. It is follows:
 - a. Grand Owyhee Estate, zoned multi-use, contains 21 lots. This was annexed in 1999. At present (2015), this subdivision has not been completely built out.

1. PRESENT AND FUTURE POPULATION TRENDS: There has been significant growth in Ada County, with some growth in Elmore and Owyhee County during the last decade, which has been concentrated in the cities and impact areas of Boise, Mountain Home and, to a lesser degree, cities further to the west in Owyhee County. Grand View's population grew 3% between 2000 and 2012. The population has been stable since 1990. Projections, based on historical data, forecast that the population of Grand View will increase 4.5% by 2025.

Goal 1: Adequately provide for a population of 468 residents, expected to be reached by 2025.

SECTION 7 ECONOMIC DEVELOPMENT

- A. ANALYSIS OF ECONOMIC BASE OF THE AREA: An analysis of the economic base of the area including employment, industry, economy, jobs and income levels is as follows:
 1. Grand View has local businesses and industries which employ small numbers of people.
 2. The economy of the Grand View area is based upon agriculture and related activities. Land surrounding the developed area of the City is used almost totally for the production of sugar beets, grains, hay, other crops and/or beef production.
 3. The majority of the residents of the City are employed on farms in the area or in an agriculturally based industry. A considerable percentage of the working population commutes to work in neighboring communities. These include communities in Elmore, Ada, as well as Owyhee Counties.

4. The City is still dependent upon the agricultural base of the community and the State of Idaho's agricultural economy.
5. It is anticipated that with a positive development-oriented land use plan, economic growth could again occur in the Grand View area. That economic growth could include sectors of the economy such as agriculture, agriculture-related businesses, solar and geothermal based businesses, food processing (specifically meat packing), technology centers, retail and manufacturing.

Goal 1: Promote a diverse, healthy economy in the City of Grand View and the Grand View sub-region.

- A. Objective: Encourage farming and agriculture-related businesses.
- B. Objective: Encourage the attraction, retention and expansion of a sufficient number and variety of businesses and industries to provide jobs and a healthy tax base.
- C. Objective: Encourage the location of new industries, warehousing, and/or other facilities which would create livable-wage job opportunities for existing and new residents.
- D. Objective: Encourage development of geothermal businesses, e.g., greenhouses, fish farms, home heating, etc.
- E. Objective: Support the development of a "Strategic Plan".
- F. Objective: Promote the development of a downtown district by planning for improvements, including, curbs, streetlights and sidewalks.
- G. Objective: Encourage the use of the Grand View Chamber of Commerce as a forum and means for facilitation, outreach and assistance.

Policy: Partner with neighboring communities to strengthen the sub-regional and regional economy. Specifically, develop a recreational corridor and commercial-industrial corridor between the City of Grand View and Glens Ferry along Highway 78, to and then on I-84.

Goal 2: Ensure that any industrial and/or commercial development does not so affect neighboring properties, neighborhoods and/or the community as to result in the reduction of property values of existing land uses.

- A. Objective: Encourage locally-owned retail, specialty shops and service businesses in the downtown Grand View area.
- B. Objective: Encourage geothermal businesses and industry.

- C. Objective: Large commercial and industrial development should be concentrated along the Hwy 78 and/or along the Hwy 167 corridor.

Policy: Retain appropriate areas for agriculture, especially on prime soils.

Policy: Provide zoning regulations and ordinances that promote the development of retail and service-related business in the area of the City along HWY 78 from the west point of the city limit to the southeast point of the city limits , and will also encourage such development along Highway 167.

SECTION 8 LAND USE

The purpose of the land use section is to describe existing land use patterns and to provide guidance for growth and development that is consistent with the community's vision and with the policies of the comprehensive plan.

- A. The developed area of the City occupies approximately six percent (70%) of the of the land mass in Grand View.
- B. The land use within the developed community is primarily residential, and to a lesser extent, commercial, agricultural, and public and semi-public uses.
- C. Most of the land adjoining and outside of Grand View's corporate city limits is used for agricultural purposes.
- D. There is a beet dump, and the Grand View garbage dump facility located approximately four (4) miles west of the city limits on HWY 78. There is, located approximately three (3) miles north on HWY 167 in Elmore County, a Simplot Livestock operation.
- E. For further analysis of existing land uses see Section 7, "Economic Development" and Section 15, "Housing." Also refer to the Grand View Zoning Map, the Grand View Existing Land Use Map (Appendix A) and the Proposed Future Land Use Map (Appendix B).
- F. Existing land covers are typical for the southwest Idaho Treasure Valley area, with agricultural lands being used for the growing of sugar beets, potatoes, beans, corn, alfalfa and some grains, which is harvested annually. In the City, the City park, school properties and residential area are covered with traditional lawns, with larger trees in the older residential neighborhoods. Geothermal exploration is being pursued at this time. There is no other gas, oil or mineral exploration or extraction

potential known at this time.

Future Land Use Classification

Agriculture: This category provides for the production of crops and for the location of necessary agricultural processing facilities, accessory units and compatible uses. Agricultural land is defined as one dwelling unit per 40 acres (could be higher or lower). Development projects proposed in these areas should incorporate strategies for preserving agricultural use.

Multi Use: The multi use land use category designates a medium density area developed with offices, commercial, residential, retail and public uses.

Commercial: The Commercial area accommodates community-oriented retail, services and offices. Includes a wide variety of existing and proposed uses that are either operated by a public agency or that serve a large segment of the public. Uses include a school, government offices, library, churches, parks and other facilities that have a unique public character.

Goal 1: Provide a balanced land use mix ensuring the economic vitality and rural community character of Grand View.

- A. Objective: Encourage growth from the city center, outward, to protect agricultural land and to ensure cost-effective and efficient delivery of city services.
- B. Objective: Adopt and maintain regulatory provisions which promote orderly growth and balanced land use.
- C. Objective: Maintain agriculture as an important environmental, economic and aesthetic component of the community.
- D. Objective: Consider the impacts on agriculture in all actions taken by the City.
- E. Objective: Retain appropriate areas for agriculture, especially on prime soils.
- F. Objective: Adopt development standards which would protect the community character without unduly restricting the potential to attract and retain industry.

Policy: Foster agriculture through the adoption of land use regulations which do not curtail farming operations within the City's agricultural areas. Permit residential, commercial and industrial land uses in agricultural areas only where such uses will not be detrimental to agriculture and farming operations and supplement and enhance agricultural operation and vitality.

Policy: Support state and county programs aimed at fostering agricultural growth as

part of the region's economic development.

Policy: Discourage the subdivision of land into small parcels in the agricultural areas.

Policy: Limit the placement of highways, power lines and other uses that would encourage growth and development in those areas the City designated as agriculture in the land use plan.

SECTION 9 NATURAL RESOURCES

The following is an analysis of the natural resources of the City:

- A. The City is bordered by prime agricultural ground with soil depths from twenty to forty feet (20' - 40'), except to the north city boundary, the Snake River.
- B. The area of the City's Centennial Park and the greenbelt running along Roosevelt Avenue are irrigated with waste water runoff. Riverside Park is irrigated with city water. CJ Strike Reservoir supplies the water to the Grand View Irrigation District, which serves private property owners irrigation needs.
- C. There are two domestic water wells known as Well #1, and Well #2, both are located at 400 Burghardt Lane at the west edge of the Grand View city limits. Well #1 is one hundred twenty four feet (124') deep with a water temperature of sixty three degrees (63°), Well #2 is one hundred thirty one feet (131') deep with a water temperature of sixty five degrees (65°). There was a test well drilled in 2010, the depth is one hundred fifty feet (150') deep with a water temperature of sixty three degrees (63°).
- D. Due to the sandy soil, the areas lying one mile south, east, or west of the City primarily percolate excess water into the ground.
- A. The north boundary of the City is the Snake River. Riverside Avenue, on the river, is the location of the Rio Lindo Boat ramp which provides boaters and anglers' access to the river. Riverside Avenue is also the location of a one half (1/2) acre city day use park for recreation and anglers.

SECTION 10 HAZARDOUS AREAS

The following is an analysis concerning hazards which may exist in the City planning area:

- A. US Ecology transports various levels of hazardous waste through the City, from the

North point of entry on State HWY 167 traveling West on State Hwy 78 to the US Ecology disposal site, located at Lemley Road, approximately 10 miles West of the City.

- B. Simplot Growers Solution located on Hwy 78 stores fertilizers for agricultural use. The fertilizers are classified as hazardous, due to its explosive nature.
- C. CJ Strike Reservoir is approximately 7 miles south of the City. Should there be a breach in the reservoir, it is believed the city would be completely covered with flood waters.
- D. Commercial above ground petroleum storage tanks are located at the State Hwy 78 / Hwy 167 Junction in the City and about 1/2 mile South of the City on Hwy 78.

SECTION 11 PUBLIC SERVICES, FACILITIES AND UTILITIES

The following is an analysis of public services, facilities and utilities available in the City planning area:

- A. **Fire, Ambulance and Law Enforcement Protection:** Grand View is served by a Volunteer Fire District which operates from the fire station located on Roosevelt Avenue. The Grand View Rural Fire Protection District is a rural Fire District and serves an area greater than Grand View. Owyhee County Sheriff's Office currently responds to the law enforcement needs of the City.
 - 1. The protection of persons and property against fire, hazardous substance emergencies, disaster response and the preservation of life is a public service that is essential and of primary importance to property owners, residents and other persons found within the City of Grand View. These services are provided by the Grand View Rural Fire Protection District and Grand View Ambulance). The Ambulance unit provides emergency life preservation and provides paramedic services for the community 24 hours / 7 days per week. The Fire District and Ambulance is staffed totally by volunteers. To provide these public services in a timely manner, it is vitally important that the Fire District and the Ambulance each have adequately trained and certified personnel, adequate equipment, and facilities that meet the demand for these public services.
 - 2. The issues that growth poses for the fire district and ambulance include, for example:
 - a. Increased demand for services calls for life preservation, safety inspections, fire protection.

- b. Development and growth pose budget concerns for the fire and ambulance district. Development and growth increase district revenues derived from property tax, but tax collections lag behind the need for service.
- c. Increased population and development may pose issues of station size and location for response time and call volume, vehicular equipment and other equipment needed to meet the increased demand for service.
- d. The ability to provide the trained and 24-hour on-call work force, whether volunteer or paid, is an important factor in being able to respond to service demand. For a fire district which is all volunteer, growth and development within its boundaries puts added pressure to transition from a volunteer staffed district to a paid firefighter and volunteer staffed district, which adds significantly to annual budget costs. Development and growth also at times present issues and concerns relative to the equipment needed to provide these types of public services to the development.
- e. New development, whether multi-use, commercial or public, need to always provide adequate fire suppression water, and as needed, fire hydrants.
- f. Having adequate access to developed property facilitates the provision of ambulance, quick response and/or fire services at a minimal risk to personnel and equipment while in transit and facilitates timely service, which can save lives and prevent loss of property.

3. POLICIES FOR DEVELOPMENT APPROVALS

- i. Policy: Include requirements of adequate water supply for fire flow to serve the development.
- ii. Policy: If the proposed development will require additional and/or special equipment to provide adequate fire suppression, should include requirements which will facilitate the acquisition of the additional and/or special equipment.
- iii. Policy: If the proposed development is not served with publicly maintained roads, should include requirements that access to the development either exists or is to be constructed to and maintained in accordance with the City of Grand View standards.
- iv. Policy: If the proposed development is alone or in conjunction with other proposed development, presents public service demands for firefighting, ambulance, or other related public services which cannot be adequately provided by the fire and/or ambulance districts, with its existing facilities and/or personnel, may include requirements which will facilitate the acquisition of

needed equipment, and/or facilities and/or personnel as the case may be.

- B. **Sewage Treatment:** The City is served by a sewer system and sewage lagoon ponds, The sewer lines serve all households within the City, except on State Hwy 78 sewer services only extend to residences and business along State Hwy 78. From 625 State Hwy 78 and continuing south there are no sewer services available to City residences or businesses. The sewage ponds occupy approximately 3 acres on a 15 acre parcel of land owned by the City, and are located in Elmore County north of the City limits, across the Snake River. Duck Unlimited (a conservation organization) owns the property adjacent to the north boundary of the sewage ponds, the south boundary is the Snake River, State Hwy 167 and agricultural land is the east boundary with agricultural land being the west boundary. There is a need to plan a redesign of the second sewage pond, to accommodate the overflow from the primary pond, Pond #1, and to plan for future City expansion. Pond #1 met the Idaho Department of Environmental Quality seepage test standards in 2012.
- C. **Water:** The City is served by a domestic water treatment system which was constructed in 2011. The domestic water for this system is provided by two (2) domestic wells located at on Burghardt Lane. A water treatment plant was built in 2011 to satisfy public drinking water health and safety standards.
- D. **Irrigation:** A number of City residents have irrigation water available to them from the Grand View Irrigation District. The City does not currently hold irrigation rights. Grand View Irrigation District water is supplied by the CJ Strike Reservoir.
- F. **Eastern Owyhee County Library:** In 1978, the Eastern Owyhee County Library was dedicated. It is located on Boise Avenue. The Library is still located here. The Grand View Public Library District is supported by property taxes and has no indebtedness. The District boundaries are the same as the Grand View School District's boundaries. The Library is open part time. The Library is a member of the Online Computer Library Center (OCLC), which is worldwide, and makes additional books available through inter-library loans. They are members of Libraries Linking Idaho (LILLI) Express which allows patrons to use other libraries that also belong to LILLI at no cost.
- G. **Parks:** The City has three parks. Centennial Park, located at Main Street and Boise Avenue in the center piece of City. Grand View's second park, Riverside Park, is on one half (1/2) acre and located on the beautiful Snake River on Riverside Avenue. Grand View Lion's Park, managed by the Grand View Lion's Club, is also located on Riverside Avenue
- H. **Government Facilities:** There are numerous governmental facilities in the City which include City Hall, a city shop, city water treatment plant, U.S. Post Office, Grand View Rural Fire Protection District, Ambulance Search & Rescue, Eastern Owyhee County District public library, Grand View Elementary School, and the

Rimrock Community Senior Center.

- I. **Housing Authority:** Riverbend Court Apartments is a modern, low-income apartment complex, consisting of eight (8) units. It is located in the northeast quadrant of the City on Riverside Avenue. Southwestern Idaho Cooperative Housing Authority operates a senior citizen apartment complex, consisting of six (6) units. It is located in the center of town on Iowa Street.
- J. **School Facilities and Transportation:** The City is served by the Bruneau-Grand View Joint School District #365. Grand View Elementary School is located at on First Street on approximately ten acres. Junior and senior high school students attend Rimrock Jr./Sr. High School, located on Hwy 78, approximately seven (7) miles south of town. Because of the rural location of the City and surrounding community the majority of the students are transported to and from school via school buses.
- K. **Health Facilities:** a health center located on Main Street in Grand View has been a part of the Grand View Community for over 25 years. The family practice clinic specializes in women's and men's health, pediatrics including immunizations, diabetic care, chronic medication management, acute illness and minor emergencies.

SECTION 12 TRANSPORTATION

- A. **ANALYSIS OF STREETS:** The following is an analysis of the general location and the systems of major traffic, thoroughfares and other traffic ways, and streets in the City planning area:
 - 1. The City is bisected by State Hwy 78, a main Northwest-Southeast highway through the Owyhee County, and State Highway 167 (also referred to as Roosevelt Avenue), which provides an approach from the north and Elmore County.
 - 2. West of the City is agricultural land, of which most is in production.
- B. **OTHER TRANSPORTATION**
 - 1. The City has a proactive maintenance schedule and has a goal of bringing roadways up to standards, as outlined in the Owyhee County Transportation Master Plan.
 - 2. The City currently has no public transportation. The Senior Center, which operates a van, and makes a weekly trip to Mountain Home for seniors to shop, pick-up prescriptions and other ordinary activities.
 - 3. The closest airports are located in Mountain Home and Boise. A small airstrip is

about 2 miles southwest of the City on Mud Flat Road. It is used for agricultural purposes, including crop dusting.

4. The City is in the process (2015) of continuing the installation and improvement of sidewalks along Roosevelt Avenue and elsewhere in the community.

C. TRANSPORTATION SUMMARY

1. A strong point for this community is the fact that Grand View is served by two highways, and lies at the junction of State Hwy 78 and State Hwy 167, which gives assurance that the City will not be bypassed by these arterial roadways, which serve southwestern Idaho and parts of northern Nevada.

Goal 1: To provide for a safe, convenient and efficient motorized and non-motorized system of local roadways.

- A. Objective: Pursue Idaho Department of Transportation authorization for a turning lane from State Hwy 167 on to State Hwy 78 at the 78/167 Junction.
- B. Objective: Maintain the junction at State Highway 78 and State Hwy 167 as an open road without stoplights to retain an efficient commute route.
- C. Objective: Proceed with the development of a sidewalk Master Plan within the City in order to facilitate safe pedestrian traffic, within the planning jurisdiction, in a consistent manner.
- D. Objective: Improve Riverside Avenue within the city limits. Riverside Avenue is a minor collector that connects the city to agricultural traffic and serves as a secondary route to CJ Strike Reservoir. At several locations on Riverside Avenue, the river is eroding the bank along the Snake River side of the road which is narrowing the shoulder Riverside Avenue. Continued erosion may weaken the integrity of the road and present a safety hazard.

SECTION 13 AIRPORT

The following is an analysis of the airport systems in the City planning area.

- A. **Airport:** The closest public airport to Grand View is a 5,000 foot runway located in Mountain Home. The closest commercial airport is in Boise. A small, privately owned, airstrip is about 2 miles, used for agricultural purposes or crop dusting and is located approximately 2 miles southwest of the City on Mud Flat Road.

Goal: Encourage the development of a public airstrip.

SECTION 14 RECREATION

The following is an analysis of the recreational areas and systems in the City planning area.

- A. Grand View is blessed by the Snake River. RioLindo boat ramp provides boating and angling opportunities. Riverside Park offers a day use picnic area and fishing. Centennial Park, a municipal multi-use park, has playground equipment for children, a covered picnic area. Lion's Club Park has horse shoe pits, a covered picnic facility and a small event hall. There is also a playground, baseball field and outdoor basketball court at the Grand View Elementary School. The baseball field is available for general public use as well as for school activities. The school gym may be used by the community functions on a case by case arrangement. Knight Community Church has a tennis court available to the community.

Goal 1: Maintain and expand existing recreational areas for the enjoyment of the community.

Goal 2: Provide additional recreational opportunities for the enjoyment of the community, especially in relation to new development.

- A. Objective: Expand the existing greenbelt system around the city.
- B. Objective: Support community recreation activities, including the improvements to the American Legion Post 134 Community Hall, which serves as the community center.

SECTION 15 EDUCATION

The following is an analysis of the historical background of the education options within the City planning area.

- A. The City is served by the Bruneau-Grand View Joint School District #365, an Idaho public school. Grand View Elementary School is located on First Street on approximately ten acres in the heart of the city. Junior and senior high school students attend Rimrock Jr./Sr. High School, located at 39678 Hwy 78, approximately seven (7) miles south of town and the city limits. Because of the rural location of the City and surrounding community the majority of the students are transported to and from school via school buses. In addition to the public school system, Grand View Christian School, located on Idaho Avenue in Grand View, offers a cooperative home school approach to educating preschool and elementary aged children. The Mennonite community offers a private K-8 Christian school option to children, about 5 miles south of the city on Hwy 78.

Goal 1: Encourage effective outcome based education options for Grand View's school aged youth.

SECTION 16 HOUSING

The following includes an analysis of housing conditions and needs, plans for improvement of housing standards, and plans for provision of safe, sanitary and adequate housing:

Grand View is a rural community with a population of about 452. It is located 30 miles from Murphy, the county seat. The median household income is \$21,731. It is a self-sustaining community with 71% of its housing stock in the form of single-family detached homes.

- A. The 2010 census counted a total of two hundred twenty eight (228) housing units within the city, which represents a thirteen percent (13%) increase over the 1990 count of one hundred ninety eight (198) units. Based on population projections made by COMPASS, and historical data, ten (10) housing units will be needed by the year 2025, with an additional fifteen (15) new housing units needed by the year 2045.
- B. The current number of housing units within the City is estimated to be 228 units.
- C. The entirety of the City is currently zoned multi-use. In planning for residential growth, the characteristics of the City need to be kept in mind. They presently are as follows:
 - 1. The City is dominated by single-family residents, primarily broken into irregularly shaped pieces of real property consisting mainly of single-family dwellings with a mixture of new and older housing.
 - 2. Businesses are primarily located along Main Street with several located along Hwy 78 starting at the Hwy 78/167 Junction running to the east on Hwy 78.
- D. In planning for the future housing needs, there is a need for good quality, affordable housing due to the dominant employment nature of the area being agricultural-related employment.
- E. In anticipation of the future housing needs of the City and the projected growth rate, there are several prime areas for the development of housing. Northeast and Northwest outside the city limits, there is prime property currently in agricultural use. Southwest of the elementary school there is also property suitable for housing development. It is not anticipated that any highly specialized regulations will be required with regards to the regulation of multi-unit or single-unit housing, but that regulation will be needed in the area of manufactured housing and mobile home parks.

- G. Manufactured housing is defined as a residential structure which has been built off-site in a factory and meets the following criteria:
1. Meets or exceeds the standards of the current edition of the International Building Code of the U. S. Department of Housing and Urban Development.
 2. Shall have a pitched roof, eaves, exterior siding and roofing which in color, material and appearance are similar to the exterior siding and roofing material commonly used on residential dwellings within the City but not in conflict with standards prescribed by the Idaho Code for manufactured homes.
 3. Has a perimeter skirting between the unit and the ground which is similar in appearance and durability to concrete or masonry, or, has a concrete or masonry foundation.
- H. Mobile homes² are defined as residential dwellings which have been constructed off-site in a factory and do not meet the criteria defining manufactured housing. Because of their unique appearance, construction and site requirements, mobile homes are encouraged to be located in mobile home parks³ and subdivisions⁴ which have been planned and designed for mobile homes or in accordance with the adopted zoning ordinances.⁵ Small site requirements of mobile homes produce higher densities in mobile home developments than in conventional single-family areas. As a result, mobile home parks and subdivisions should be located in areas designated for medium density residential development or be considered in a special use permit process.
- H. **Mobile Home Guidelines:** Mobile home parks and subdivisions accommodate a unique housing form, the following standards and locational guidelines are recommended:
1. Mobile home parks and subdivisions should have immediate access to collector or arterial streets. The size of a park or subdivision should not be out of proportion to the size of other subdivisions or residential development, but should be of sufficient size to create its own environment and be economically functional.
 2. Mobile home parks and subdivisions should be permitted only where they can

²See Title 3, Chapter 3 of Municipal Code

³See Title 3, Chapter 3, Article A of Municipal Code.

⁴See Section 10-6-2 of Municipal Code.

⁵See Title 9 of Municipal Code.

be provided with urban facilities such as Municipal sewer and water.

3. Mobile home parks and subdivisions should be provided with landscaping, walkways, storage areas and adequate parking. Larger parks should be provided with a community building for parties, meetings and recreational activities.

I. Housing is one of the most basic and important human needs. It is extremely important to the general welfare that all citizens be provided with an opportunity for adequate housing. The following goals, objectives and policies are established for housing:

Goal 1: To provide safe, adequate housing for all citizens of the community.

A. Objectives: Adopt a mobile home park and subdivision ordinance to regulate the location and development of mobile home parks and mobile home development within the City or in City Impact Areas.

B. Objective: Establish and maintain a consistent housing policy that provides housing of all types and open to all persons at prices and rents within their means.

Policy: Pursue an Area of Impact Agreement with Owyhee County, to ensure new subdivisions within the Grand View area are developed in accordance with City improvement standards.

Policy: Require all developments to conform with the Grand View sewer and water plans.

**SECTION 17
AGRICULTURE**

The following is an analysis of agriculture in the City planning area.

A. The preservation of historical and customary agricultural and range use is important to the citizens of Grand View, who base a large portion of their economy on this use. Maintaining viable tracts of prime agricultural and rangeland is important for the local economy and way of life.

Agriculture's impact on a community is vast and can be felt in many important areas including: economic development; job creation; food system infrastructure; and land use regulation. All are important components of a healthy community. While our agriculture sector within city limits is relatively small, its impact cannot be ignored locally. The size of the agriculture sector makes protecting the valuable resources that allow it to function all the more important. In order to maximize potential contributions from the agricultural sector, it must be planned for in a comprehensive manner that makes both long and short term considerations.

- B. It is the intent of the Legislature of the State of Idaho pursuant to the Right to Farm Act to reduce the loss to the state of its agricultural resources by limiting the circumstances under which agricultural operations may be deemed to be a nuisance. The City of Grand View fully supports and permits "agricultural operations" as defined in Idaho Code 22-4502, Agriculture operation will be operated in accordance with generally recognized agricultural practices which includes conformity with Federal, State, and local laws and regulations and when not adversely affecting public health and safety. It is our intent to uphold, support, and enforce the Right to Farm Act.

GOAL 1: To conserve and promote the City's historic ranching and farming tradition and way of life.

OBJECTIVES:

A. Buffer farmlands from adjacent residential development

New dwellings proposed on land adjacent to designated farmland shall be set back a minimum of 100 feet from the boundaries of the designated farmland, or as close to 100 feet as physical constraints allow. Or, the builder and farmer will sign a formal agreement regarding a mutually acceptable setback. Within the 100' setback, the City will develop regulations that allow the landowner some flexibility for development so long as sufficient buffering is maintained to protect agricultural activities on the adjacent farmland.

B. Facilitate economic development opportunities for agriculture

The City will promote business opportunities and expansion for farmers; including supporting work programs to preserve and promote local agriculture, agri-tourism, specialty and niche geothermal agriculture.

C. Improve safety and mobility of farm vehicles and livestock on public roads.

The City may consider grade separations, frontage roads, or other methods to safely move vehicles and livestock when new or improved roads are proposed in designated farmlands or on roads that receive substantial farm vehicle traffic.

**SECTION 18
COMMUNITY DESIGN**

The following is an analysis of the needs of landscaping, building design, signs and other related matters of standards for community design, development and beautification for the Grand View planning area.

- A. Aesthetic appeal of a community is an important consideration for residents and visitors.
- B. It is reasonable to require that landscaping, parking, signs, street and sidewalk presentation, berming and fencing, and building design and maintenance are

compatible with neighboring properties and/or provide a pleasant transition of land uses. Conformance with these guidelines is a condition of granting various requests governed under the Zoning and Subdivision ordinances of the City.

Goal 1: Encourage architecture, design, land planning and land use that preserves the rural character of the City of Grand View.

Objective: Require all future development, both public and private, to meet high standards of quality and appearance.

**SECTION 19
HISTORICAL BACKGROUND, SPECIAL AREAS AND SITES**

The following is an analysis of the historical background of the City and of special areas, sites and structures within the City planning area.

Grand View lies on the south side of the Snake River about 25 miles southwest of Mountain Home and about eight miles downriver from the C.J. Strike Hydroelectric Dam and Reservoir. The Owyhee Mountain Range is about 27 miles south of the city, and the restored mining town of Silver City is about 45 road miles west of the City.

The city sits among irrigated fertile farms and fields of alfalfa hay, corn, sugar beets, and other crops that extend along both sides of the river.

Beyond the farmland are vast tracts of public land. To the north is the Snake River Birds of Prey National Conservation Area, which includes the Ada county National Guard Maneuver Area. East and northeast is the Mountain Home Air Force Base and Gunnery Range. To the west and south is a broad expanse of high-desert land, managed by the Bureau of Land Management, and interspersed with private farms and ranches and six national wilderness areas.

Until the first explorers and trappers began passing through the area in 1810, the grass and sagebrush-covered high desert that is now Grand View was once the exclusive domain of nomadic American Indians -- principally of the Shoshone, Paiute and Bannock Tribes.

In the early 1840's emigrants from the East began to migrate over a route that would be known as the Oregon Trail in the disputed land called Oregon country. Oregon Trail pioneers, who were fearful of crossing the Snake River at Three Island Crossing in Glens Ferry, took the South Alternate route of the trail. The South Alternate passed through what is now Grand View and proceeded in the northwesterly direction along the south and west side of the Snake River before rejoining the main trail northwest of Parma.

In 1862 prospectors found gold in the Boise Basin, and the U.S. Army established a new Fort Boise near Parma. That same year Michael Jordon, namesake of Jordon Valley, Oregon led 29 men from the Boise Basin gold fields to the Owyhee Mountain. They found large quantities of gold and started the boomtown named Silver City.

Mining encouraged development, and settlers began diverting irrigation water onto their homesteads to raise fresh food to sell to miners. Some of these settlers established farms and ranches near what is now Grand View.

In 1887 the Snake River Land Irrigation Company of Rhode Island (SRLIC) began construction of an earthen dam on the Bruneau River about 10 miles southeast of Grand View.

In the late 1880's a man named Dorsey moved his ferry operation from the Bruneau River to the Snake River. A small community began to grow around the Dorsey Ferry landing on the south side of the Snake River. Promoter's of the irrigation project established a town site at the Dorsey's Ferry and applied for a post office that they named Grand View. "Grand View is to be the name of the town situated at the Dorsey Ferry on the Snake River in this (Owyhee) county," reported the Owyhee Avalanche newspaper in 1887.

Prospectors struck gold in the Snake River gravels in 1892, and filed placer mining claims near Grand View.

In 1910 the Bruneau River dam broke, so water users created the Grand View Irrigation District, rebuilt the dam and finished the irrigation canal and ditch system.

Farmers produced livestock feed, planted orchards and began raising fruit, berries and melons for commercial distribution. Sheep ranchers found the weather attractive for wintering their lambing ewes. In 1915, the Elmore Times newspaper reported an estimated 150,000 sheep wintered in the area. As the demand for wool and sheep declined, sheep ceased to be an important contributor to the Grand View economy. However, in 1945, J.R. Simplot Company built a cattle feedlot three miles north of Grand View that is still in operation today, and still a major contributor to the local economy.

Facilitated by ferries that transported agricultural commodities and supplies across the Snake River in the early years, the agriculture industry has underpinned the Grand View economy from the beginning. Pumping water from the Snake River and from deep wells accompanied by the advent of pressurized sprinkler system technology has transformed Grand View into the agricultural oasis that exists today.

- A. The Grand View Post Office was established in 1888, and is now located on State Street.
- B. In 1922 the Grand View Cemetery was relocated when the Grand View Irrigation District deeded the property at the corner of Roosevelt and Riverside Avenue to the

- City. In 1989 the City helped spearhead the establishment of the Riverside Cemetery District and the Grand View Cemetery was deeded to the District.
- C. The first Grand View School was built in 1936 and was located on Main Street. The present day Grand View Elementary School was built in 1958.
 - D. Knight Community Church was built and dedicated in 1928. Saint Henry's Catholic Church was built in 1955.
 - E. The City of Grand View was incorporated in Idaho on October 12th, 1971.
 - F. Eastern Owyhee County Library was established in 1976 and is located on Boise Avenue.
 - G. In June of 1961 the volunteer Grand View Fire Department was formed, and the Grand View Fire and Ambulance Station on Roosevelt Avenue was dedicated in 2004.

Goal 1: To identify, map and date historic buildings and sites in Grand View. Knowledge and appreciation of historic buildings and sites are important to the sense of community in Grand View.

Policy: Since historical facts about the City and the early pioneers seems to be available primarily from individuals, a plan for gathering and publishing these materials is needed to create a link with the past.

SECTION 20 IMPLEMENTATION

The following is an analysis of the actions, programs, budgets, ordinances and other methods of various components of the Comprehensive Plan. The Comprehensive Plan provides necessary development guidelines, but it cannot by itself support land use decisions by local governments. The Plan must be used in conjunction with legally adopted implementing ordinances and well-defined Plan administration procedures. The following implementation tools are required by Idaho Code:

- A. **Zoning Ordinance:**¹⁰ A required ordinance that includes both a text and map. The map shows the location of zones in which multi-use, commercial, iand other uses may be located, and the compatible arrangement of land uses.
- B. **Development Agreements:** Development Agreements should be considered when applications for zone changes and/or re-designations upon annexation are made to assure that use and development are in accordance with the represented development which is being considered for approval.

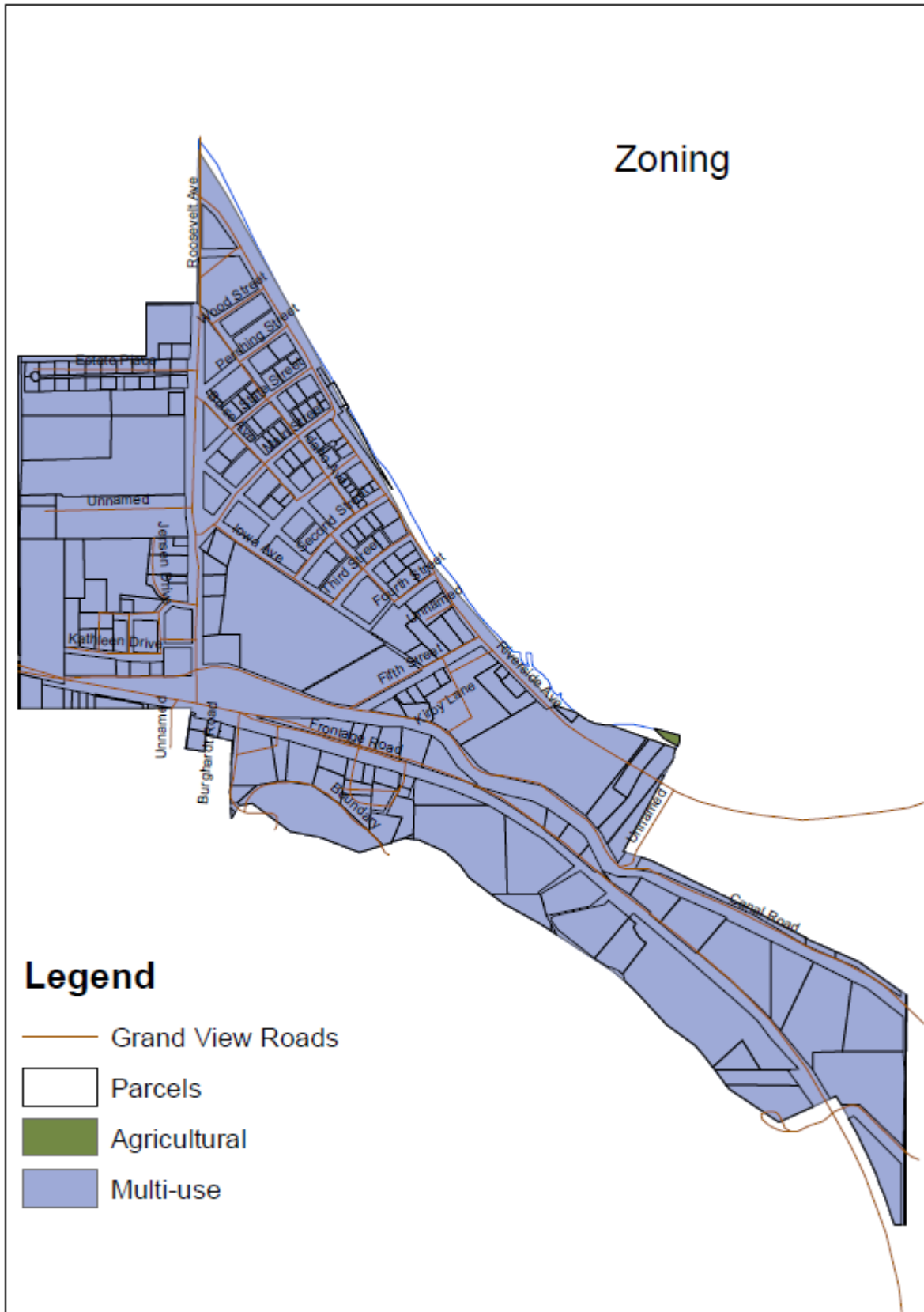
¹⁰See Title 9 of Municipal Code

- C. **Subdivision Ordinance:**¹¹ A required ordinance that specifies procedures for the processing of subdivision applications and required standards to protect prospective homeowners.
- D. **Area of City Impact:**¹² Cities and counties are required to identify a geographical area of city impact and determine which city or county plan and ordinances shall govern.
- E. **Agricultural Definition:** Counties are required to define agricultural land by ordinance or resolution. No ordinance or resolution may be enacted which deprives any owner of full and complete use of any agricultural land.

¹¹See Title 10 of Municipal Code

¹²See Section 4-1-17 of the Municipal Code

Appendix A - Existing Land Use Map



Appendix B - Proposed Future Land Use Map

