

# PLANNING 101

## IN BONNER COUNTY, IDAHO

April 22, 2022

Presented by: The Gateway & Natural Amenity  
Region (GNAR) Initiative & Project 7B



GATEWAY AND  
NATURAL AMENITY  
REGION INITIATIVE™

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## OVERVIEW

### “FAILING TO PLAN IS PLANNING TO FAIL.”

That’s a quote from Alan Lakein that Jordan Katcher, Community Development Specialist with the Utah Community Development Office, used to kick off a recent Land Use Planning 101 webinar that was organized for Bonner County, Idaho.

Bonner County is about to go through a comprehensive plan update. Project 7B, a non-partisan local NGO with a focus on education around land use in the county wanted to put on a webinar to help explain what that means and how it all works. With the help of Jordan Katcher, Leanne Bernstein, Planning and Zoning Administrator for Driggs, Idaho and the GNAR Initiative, Project 7B put on a Planning 101 webinar earlier this spring to help give Bonner County residents some information and clarity on the process.

Jordan provided an overview of why cities plan and how the comprehensive plan can help a city guide their future, while Leanne discussed the process of a comprehensive plan update that Driggs recently completed. Here are some key takeaways from their presentations.

**Watch the full webinar by [clicking this link](#).**

### ABOUT THE GNAR INITIATIVE

[The GNAR Initiative](#) leverages research, education, and capacity building to assist communities, land managers, and others in gateway and natural amenity regions throughout the West in preparing for and responding to planning, development, natural resource management, and public policy challenges, such as the current COVID-19 pandemic. The Initiative is an affiliation of university faculty, government and state agencies, non-profit organizations, and community leaders. It is based in the Institute of Outdoor Recreation and Tourism at Utah State University.





## WHY DO WE HAVE PLANNING AND ZONING?

The origins of planning and zoning, as Jordan explained, date back to the turn of the 20th century with the New York State Tenement House Act of 1901. The act was a response to poor housing conditions in New York City, when elected officials realized they needed a stronger policy. The Tenement House Act was one of the first policies in the United States that regulated land use.

In the years that followed, planning and zoning began to take shape. In 1902, one of the earliest planning-esque commissions formed in Cleveland, although it wasn't technically a city planning commission. In 1907, the first official city planning commission formed in Hartford, Connecticut. The commission made recommendations about planning and zoning to the city council, a process that lives on in modern city governments.

By 1913, legislatures in New York, Minnesota, Wisconsin and Illinois began allowing some cities to create residential zones where no commercial activity was allowed. This early form of zoning sought to prevent industrial factories from being built near homes. The Standard State Zoning Enabling Act of 1922 and the Standard City Planning Enabling Act of 1927 helped codify zoning and planning on a national scale. In 1925, Cincinnati created the first comprehensive plan in the U.S.

By 1940, cities began losing population to suburbs, and there was a shift towards sprawl and car-focused developments. This accelerated after World War II, and the Federal-Aid Highway Act of 1956 helped fund 41,000 miles of interstate highways over the following decade. As a result, Americans started driving more, suburbs grew and cities declined. Policies that tried to curb the sprawl and preserve cities then began popping up, such as the establishment of an urban growth boundary in Lexington, Kentucky in 1958 and the National Historic Preservation Act of 1966.

Finally, the landmark Comprehensive Planning Assistance 701 program, which ran from 1954 to 1981, enabled rural areas to create comprehensive plans through funding for rural and regional governments. Bonner County enacted its first comprehensive plan in 1978.



## WHAT'S THE POINT OF COMPREHENSIVE PLANNING?

A good, accurate comprehensive plan depicts where a community is at, where it's going, and how it will get there. They consider a community's previous and existing conditions, as well as trends, goals, objectives and desirable future scenarios.

**Two of the most common elements of a comprehensive plan are:**

- Goals and policies that guide development, preserve and build upon an area's sense of community, and
- A future land use map that provides a pattern of development, preservation and land use.

**Jordan explained further that communities need comprehensive plans because they:**

- Provide long-term direction
- Help decision-makers
- Communicate values, goals and priorities, and
- Help preserve what makes a community special for the future

## HOW ARE COMPREHENSIVE PLANS USED?

Effective comprehensive plans help describe the vision for a community and identify how to achieve that vision. They typically do this by setting goals with specific strategies and actions communities can take.

Comprehensive plans take those values and visions and shape it into a future land use map that helps describe what the community will look like in the future. That future land use map is then used to create zoning regulations, which provide a more defined blueprint for what's allowed where.

Comprehensive plans are also typically updated every 5 to 15 years. They also influence other policy documents, like budgets, ordinances and zoning regulations. They can provide guidance for tough decisions about the future of communities, and they improve the community by increasing trust in the civic processes involved. It's important for communities to remember that their comp plans are living documents, and the work only starts once it's finished being written.

Through the comprehensive planning process, the community comes together to decide what areas should be preserved, what areas should be protected and what areas should be developed.



## HOW DOES A COMPREHENSIVE PLAN GET UPDATED?

When communities start the process of updating their comprehensive plan, there are typically three stages:

- Gathering data and community input
- Drafting and reviewing the plan
- Adopting the plan and implementing it

By updating their comprehensive plans every 5-15 years, communities can stay on top of their area's current challenges and prioritize them, increase transparency and openness in their elected officials, and provide many opportunities for citizens to be engaged and provide input.

Communities may choose to complete a comprehensive plan update in-house using their own planning department, or enlist the services of an outside consulting firm. Choosing between the two methods depends on the needs of the community, but either way, public outreach and engagement is the backbone of the process. Comprehensive plans typically take anywhere between six months and two years to be updated.



## HOW DID THIS PLAY OUT IN DRIGGS?

Driggs, Idaho, located in Teton Valley in the southeast part of the state, adopted an updated comprehensive plan in November 2020, Leanne explained. The process started in 2017, but the city didn't have the necessary staffing resources to get the ball rolling until after 2019, when Leanne began working in the city.

During 2019, the city allocated some money for the comprehensive plan update process, but was also awarded a grant from the Blue Cross of Idaho foundation, which has a grant program devoted to helping communities update their comprehensive plans. Driggs also enlisted the help of an outside consulting firm to facilitate the process.

As the city was working through the process, the COVID-19 pandemic began in March 2020. City officials put the process on hold briefly because they didn't know how the pandemic would affect the area's tourism-based economy. Planners thought they might need to plan for a bust in tourism, but summer 2020 ended up being a great summer for tourism in the area, Leanne explained.

## HOW DID DRIGGS INVOLVE THE PUBLIC IN THE PLANNING UPDATE PROCESS?

Driggs formed a seven-member committee of volunteers from the community to assist with the comprehensive plan update. While the city was providing overall guidance for the process, the seven-member committee was poring over the document line-by-line and giving feedback.

The city also ran a questionnaire survey that was put out to members of the community to take. They pulled out major themes from the questionnaire that began to emerge and integrated the feedback into the planning process. There was lots of tabling at public events and other public outreach to gather survey responses, Leanne said. Planners even went to a local high school and discussed the process with students and asked them to take the survey.

One-on-one interviews with various stakeholders were also part of the comprehensive plan update process.





## HOW IS A PLAN ENFORCED?

While a comprehensive plan is a guiding and visioning document without hard-and-fast rules, cities craft zoning ordinances based on the recommendations of the comprehensive plan. Zoning ordinances are enforceable by law, but can only be enforced if they match up with the guidance from the area's comprehensive plan.

It's up to the city or county government to make sure that the two documents match up, so they can enforce zoning regulations and carry out the community vision that was crafted in the comprehensive plan.

## WHAT'S THE BEST WAY TO MAKE YOUR VOICE HEARD IN THE PLANNING PROCESS?

You can reach out to your city or county planning department to learn how they plan to involve the public in their comprehensive plan update process. Planners and others who work in local government are there to help you, and they'll connect you to the right person you should speak to.

Community advocacy groups like Project 7B can help citizens stay up-to-date and informed about the civic processes going on in their local areas.

Jordan also suggested passing the torch along to other members of your community. If you become aware of something going on in your government that you think others should know about, tell your neighbors, family and friends about it. If your town or county doesn't have an outreach process planned, you can suggest a way to keep citizens informed.





# USEFUL LINKS

- Webinar Recording: <https://www.youtube.com/watch?v=KTclo-YUrWM>
- Project 7B website: <https://project7b.org/>
- Project 7B facebook: <https://www.facebook.com/BonnerCountyProject7b/>
- GNAR Initiative: <https://www.usu.edu/gnar/>
- Project 7B storymap: <https://storymap.project7b.org/>
- Jordan's Slides: [https://drive.google.com/file/d/1eV7ngg6\\_xv92lMqneR-Nk7uwYdgNOCfs/view?usp=sharing](https://drive.google.com/file/d/1eV7ngg6_xv92lMqneR-Nk7uwYdgNOCfs/view?usp=sharing)



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# APPENDIX A – JORDAN'S SLIDES

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# PLANNING 101

Gateway & Natural Amenity Region (GNAR)  
Initiative Webinar for Bonner County  
April 14, 2022



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# ABOUT YOUR PRESENTER

Jordan Katcher

Associate Instructor,  
University of Utah  
Community Development Specialist,  
Utah Community Development Office

When you hear the phrase “Comprehensive Plan” what comes to mind?



A serene landscape photograph of a sunset over a calm lake. The sky is filled with vibrant orange and red clouds, with the sun's glow reflecting on the water's surface. In the background, a range of dark mountains is visible under the twilight sky. The foreground is dominated by the silhouettes of tall reeds and grasses, some of which are slightly out of focus, adding a sense of depth to the scene.

“Failing to plan is planning to fail.”

— Alan Lakein





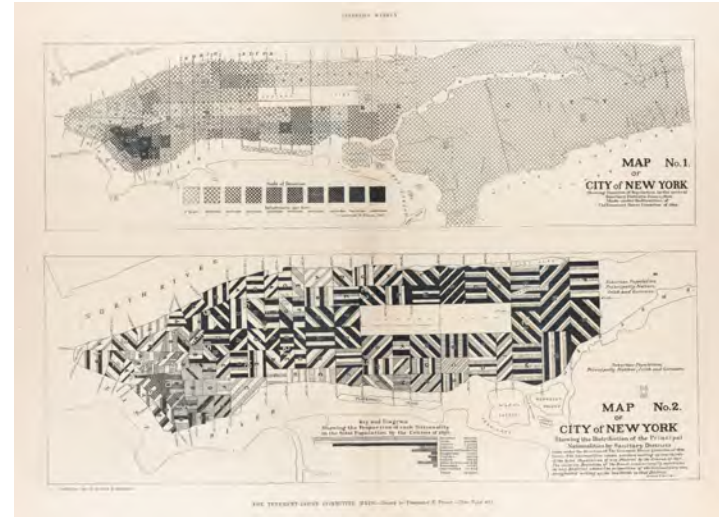
# HISTORY OF PLANNING

01

## NY Tenement House Law, 1901

The New York State Tenement House Act of 1901, or “New Tenement Law,” was a **housing reform law** aimed at improving living conditions in New York’s tenement buildings (any building that housed three or more families).

This law set requirements for new buildings to **improve light and air quality for residents**, an **open courtyard**, **improved ventilation**, **indoor toilets**, and **better fire safety**.



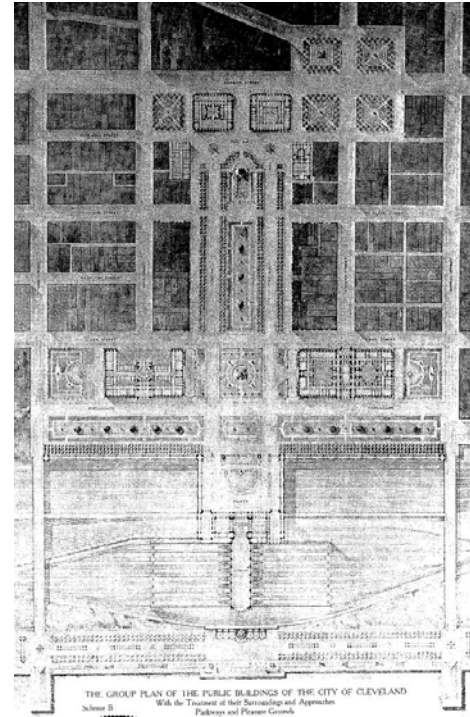


## Early City Planning Commission, 1902

Cleveland's chapter of the Architectural Institute of America and the city's Chamber of Commerce presented a bill to form a “**Board of City Planning for Ohio Cities.**”

Ohio Gov. George Nash fulfilled the bill by appointing Daniel Burnham, John Carrere, and Arnold Brunner as the **Group Plan Commission for Cleveland.**

Although not technically a city planning commission, this group essentially acted like one.



## First Official City Planning Commission, 1907

A planning commission **makes recommendations about the planning and zoning** of a city or town to the local council.

Hartford, Connecticut, became the **first city** in the U.S. with an **official and permanent City Planning Commission**.

Prior to this, planning commissions were **generally disbanded** once a plan had been developed.



## Early Version of Zoning, 1913

Legislatures in New York, Minnesota, Wisconsin, and Illinois separately allowed some cities to **create residential districts** where no manufacturing or commercial establishments could operate.



## First Municipally Employed Planner, 1914

Harland Bartholomew **became the first full-time public-sector city planner** in the United States when he was hired by Newark, New Jersey.





## Majority of Americans Live in Urban Areas, 1920

The 1920 U.S. Census was the first to report that **more than half of the nation's population** was living in urban areas, showing a shift away from rural regions.

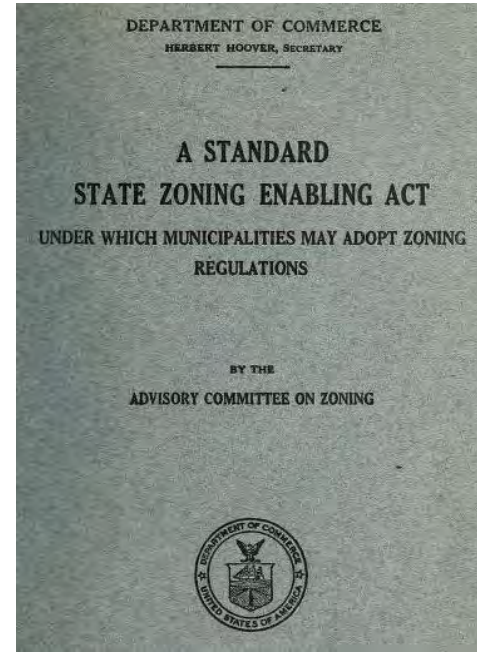


## Standard State Zoning Enabling Act, 1922

A U.S. Dept. of Commerce committee issued the third draft of the Standard State Zoning Enabling Act, a model law developed to **help states create zoning restrictions in their jurisdictions.**

This draft contained important language defining a zoning commission and calling for a plan for zoning regulations.

This was followed in 1927 by **A Standard City Planning Enabling Act** to help states understand the **organization and powers of city and regional planning commissions**, the **making of city and regional plans**, and **controlling the layout of new subdivisions.**



## First Comprehensive Plan, 1925

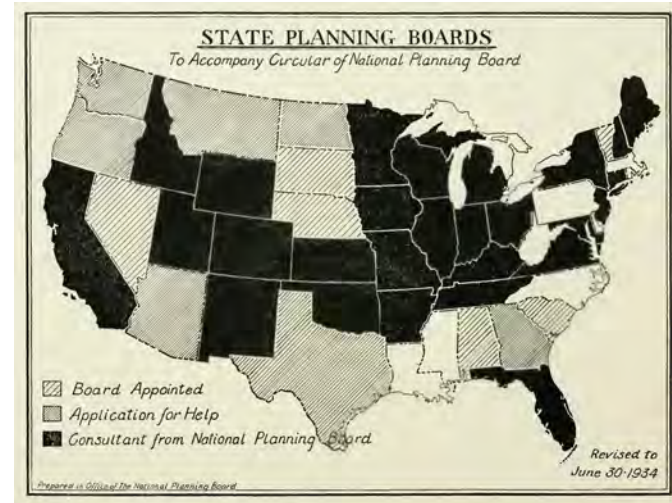
Cincinnati became the **first American city** to have a comprehensive plan approved and adopted into law by a city council.



## National Planning Board, 1933

The National Planning Board was established under the authority of the Public Works Administration.

The board worked to promote the idea of **planning public works** and push for **comprehensive regional plans**.



## Cities Start Losing Population to Suburbs, 1940

For the first time, the U.S. Census showed more population growth **in suburbs than in central cities.**





## Federal Aid Highway Act, 1956

President Dwight Eisenhower signed the Federal Aid Highway Act into law with a plan to **fund 41,000 miles** of interstate highways over a period of **10 years**.

Under the act, 90% of construction costs came from a Highway Trust Fund, while states paid the remaining 10%.

The act contributed to an increase in driving by Americans, as well as to the growth of suburbs and the decline of cities.



## First Urban Growth Boundary, 1958

An urban growth boundary is intended to **prevent urban sprawl into agricultural and rural land.**

Lexington, Kentucky, became the **first city** to enact an urban growth boundary, a growth management initiative that **limited new development** to a specific areas of the city.

In Lexington, the goal was to protect bluegrass and horse farms that were considered **part of the city's identity.**



## National Historic Preservation Act, 1966

The National Historic Preservation Act was signed to **protect historic sites from development**. It was a response to the impact of urban renewal and highway construction on important landmarks in urban areas.

The act also established the National Register of Historic Places and National Historic Landmark Programs. Many communities now consider historic preservation through standalone plans or as part of a larger comprehensive plan.



## Comprehensive Planning Assistance 701 Program, 1954-1981

The Comprehensive Planning Assistance (701) Program was authorizing through the Housing Act of 1954 and was originally targeted small local governments.

The funding from the 701 program enabled regional and smaller governments to **hire planners** and to **create their own comprehensive plans**.

### United States Department of Housing and Urban Development BACKGROUND MATERIALS FOR HISTORY OF COMPREHENSIVE PLANNING ASSISTANCE 701 PROGRAM

The Comprehensive Planning Assistance (701) Program was authorized through Section 701 of the Housing Act of 1954 (PL 83- 560) and rescinded through Section 313 (b) of the Omnibus Budget Reconciliation Act of 1981 (PL 97-35). The Program, through its 27 year history, played a major part in the establishment of planning as a governmental function in the United States, first at the local level and then the state, . . . metropolitan and non-metropolitan levels. A multitude of subject areas were covered through the comprehensive planning process, including many of the controversial issues of the time.

The accompanying materials will be of interest to students of planning and to Federal officials who establish planning programs. ~~The records are therefore to be considered PERMANENT RECORDS.~~ *Carl Felt*

#### BINDER NUMBER AND SUBJECT


Box 1	1A. Narrative History of the 701 Program	
	1. The Beginnings of Federal Planning Assistance. Brief history and resume of accomplishments. Carl Felt, AICP, FAIA	5/84
	2. A Chronical of the Comprehensive Planning Assistance Program. (Draft)	
	Howard Tutman	10/81
	3. Planning at the End of the 1970's. A Background Paper. Harold F. Wise, AIP	4/77
	4. Miscellaneous historical summaries.	
	1. Funding for all fiscal years	
	Approvals by category of assistance	
	1. Historical Summary	
	2. Net approvals by region	
	3. Gross approvals by region	
	4. Grant reservations by state	
	5. Fund use by category	
	2. Allocation and Authorization	
	6. Allocations	
	7. Authorization and Appropriations by year.	
	8. Average size of grant.	



## Bonner County Comprehensive Plan, 1978

Bonner County adopted their first comprehensive plan in 1978.





# WHAT IS THE COMPREHENSIVE PLAN?

02

# IDAHO LAW REQUIREMENTS

Idaho's Local Land Use Planning Act (ILLUPA) was enacted in **1975**

Idaho Code, Section 67-6508, requires cities and counties to prepare, implement, review and update comprehensive plans for their jurisdictions.

Comprehensive plans consider **previous** and **existing conditions, trends, desirable goals** and **objectives**, and **desirable future situations** for an established list of land use components.

# IDAHO LAW REQUIREMENTS

The Plan identifies:

1. Goals and policies to **guide development, preserve and build upon the unique sense of community**, and;
2. a “**Future Land Use Map**” that outlines a general pattern of **development, preservation and land use**.



# IDAHO LAW REQUIREMENTS

Every plan must either address or provide justification for omitting the following **17 topics** set forth in ILLUPA (Idaho Code §67-6508)

## ILLUPA REQUIREMENTS:

- Property rights;
- Population;
- School facilities and transportation;
- Economic development;
- Land use;
- Natural resources;
- Hazardous areas;
- Public services, facilities, and utilities;
- Transportation;
- Recreation;
- Special areas or sites;
- Housing;
- Community design;
- Agriculture;
- Implementation;
- National interest electric transmission corridors;
- Public airport facilities

# COMPREHENSIVE PLAN

Why do we need a comprehensive plan?

- Provides **long-term** direction
- Helps **decision-makers**
- Communicates **values, goals, and priorities**
- Seeks to **preserve** what makes the community special

# COMPREHENSIVE PLAN

An effective comprehensive plan

- Describes the **community vision**
- Identifies how to **achieve** that vision
- Sets goals with **strategies and actions**
- Updates every **5-15 years**

# COMPREHENSIVE PLAN

An effective comprehensive plan

- Influences other **policy documents**
  - Budgets, Ordinances, Zoning
- Provides direction for **tough decisions**
- **Improves** the community

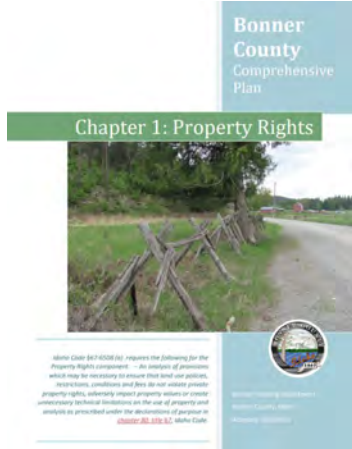


# COMPREHENSIVE PLAN

The Plan is a **living document**

Writing the plan is just the beginning!

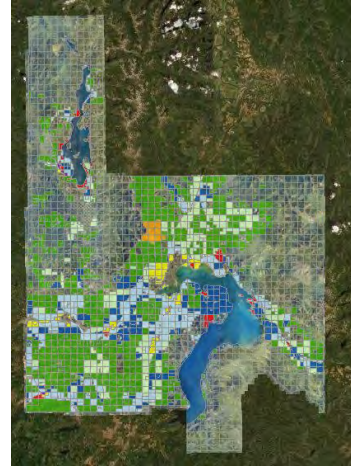
# COMPREHENSIVE PLAN



Comprehensive Plan

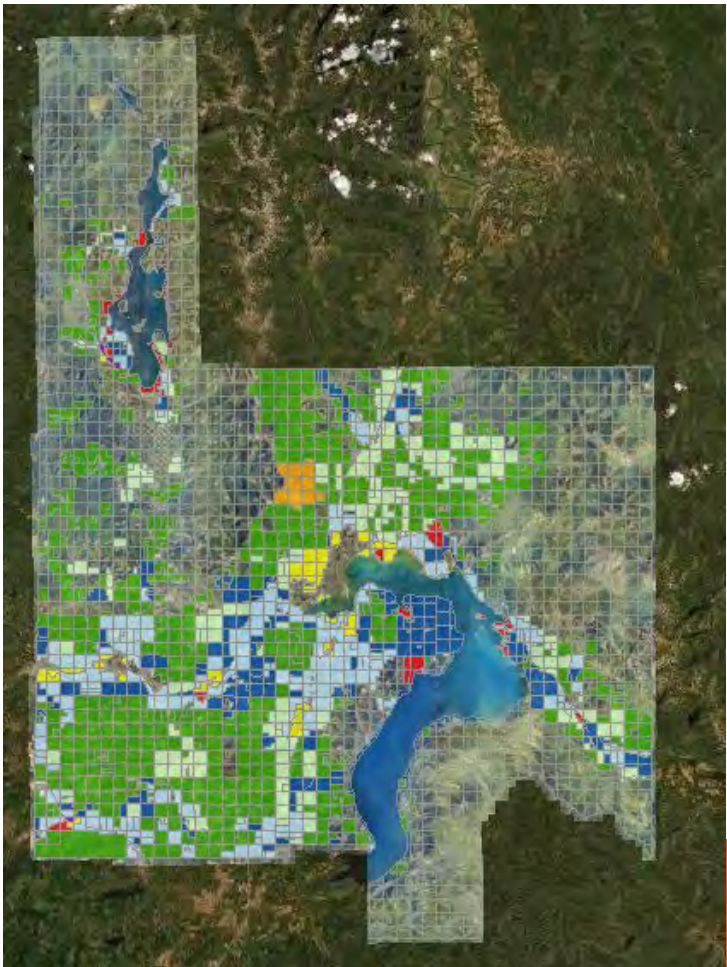
DESCRIPTION	DENSITY	SERVICES	TRANSITION	SLOPE	USE
<b>Transition</b>	0-2.5 acres	Urban	1	0-10%	Commercial/Industrial/Mix
<b>Neighborhood Commercial</b>	0-2.5 acres	Urban	1	0-10%	Rural/Commercial Mix
<b>Urban Growth Area</b>	0-2.5 acres	Urban/Partial	1	0-10%	Higher density residential
<b>Recreational Community</b>	0-2.5	Urban	1	0-10%	Waterfront residential/recreation
<b>Alpine Community</b>	0-2.5 acres	Urban	1-3	N/A	Recreation/Residential Mix
<b>Suburban Growth Area</b>	1-5 acres	Individual	2	0-15%	Residential & associated uses
<b>Rural Residential</b>	5-10 acres	Individual	3	0-30%	Rural/small acreage farm/residential
<b>Ag Forest Land</b>	10-20 acres	Individual	3-4	0-30%	Ag/residential forest land
<b>Prime Forest/Ag Land</b>	>20 acres	Individual	2-4	0-30%	Prime Ag/forest land
<b>Remote Forest/Ag Land</b>	>40 acres	Individual	5	0-30%	Remote forest/Ag land

→ Future Land Use Map



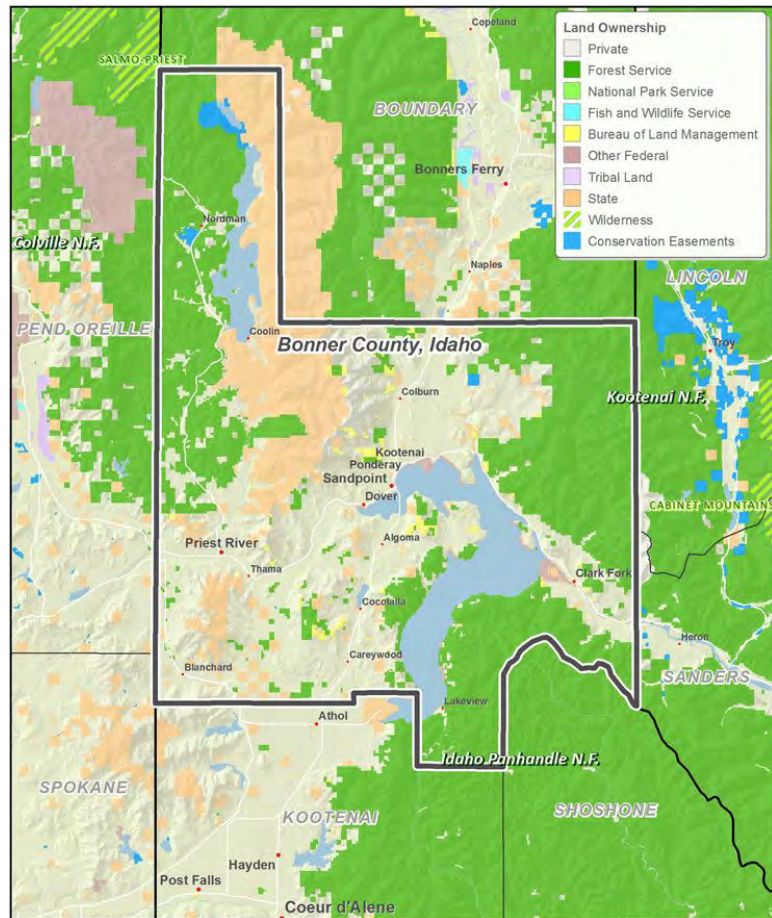
→ Zoning

# COMPREHENSIVE PLAN



How the comprehensive plan  
influences the zoning map

The relationship between city and county comprehensive plans



# COMPREHENSIVE PLAN



# HOW TO UPDATE THE PLAN

03



# COMPREHENSIVE PLAN PROCESS



## STAGE 1

Gather data and  
community input



## STAGE 2

Draft & review  
the plan



## STAGE 3

Adopt & carry out the  
plan!

In updating the comprehensive plan, the process can help address:

- Priorities for **community challenges**
  - Affordable housing, growth pressure, tourism
- Increase **transparency and openness** between government and residents
- Provide **ample opportunities for residents to share** their thoughts and recommendations
  - Open houses, surveys, workshops

# UPDATING THE PLAN

Typically, it is recommended that comprehensive plans be updated between **5-15 years** depending on the nature of the community.

Cities and counties can update their plans either **in-house** or through a **consulting firm**.

Cities and counties that update their plans in-house typically have **dedicated planner staff** and **active planning commissions** that will oversee this process.

Cities and counties with **low staff capacity** may decide to update with plan by contracting with a consulting firm that will oversee the update.

**Which approach is better?** In-house or with a consultant?

Depends on the needs of the community!

What's most important is that this process involves the community as much as possible, so that the comprehensive plan can accurately reflect the needs and desires of the residents that live there.

**Public engagement is the foundation** to the comprehensive planning process.

Want to be involved? Reach out to county staff and elected officials to understand how they plan on hearing from the community.

## How long does it take to update a comprehensive plan?

Depends!

Typically, in-house updates take longer whereas working with consultants can sometimes go faster.

Typically, comprehensive plan updates can take anywhere from **6 month to up to 2 years to update.**





# HOW TO ENACT THE PLAN

04

# ENACTING THE PLAN

After a comprehensive plan has been updated, it will then go through an **approval and adoption process.**

For cities that update their plans, their city council will adopt the plan.

For counties that update their plans, their county commission will adopt the plan.

**Effective comprehensive plans** are ones that identify:

- Goals and objectives
- Responsible parties
- Timelines for completion

Once the plan is adopted, **it's time to get to work!** This living document outlines the roadmap for the community moving forward and serves as the foundation for future land use decisions.



# THANK YOU!

Thank you for participating in this  
webinar and for being active in your  
local community!

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