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INTRODUCTION AND PURPOSE:

WHAT IS A COMPREHENSIVE PLAN?

The City of Winchester Comprehensive plan is the official public statement of the City's planning goals, objectives, and strategies for implementation. These provide the position of the community and provide the basis for policy decisions that are made on land use. They are intended to maintain and improve the quality of life enjoyed by those who live in Winchester. The responsibility of maintaining and improving the quality of life in the City is a responsibility shared jointly by the City's governmental officials and citizens alike.

The Plan includes information on many facets of our community, such as population, socio-economics, physical conditions, land use, natural and built environments, transportation, legal, and fiscal aspects, which will all factor greatly into how, when, and where this community grows in the coming years. Because the contents of the Comprehensive Plan are guidelines only, implementation of specific projects, policies, and initiatives shall require approval by the Winchester City Council as the governing body. This plan was developed with a 10-year planning horizon in mind. However, the Plan will be reviewed and updated periodically to continue to reflect the current conditions as well as the vision and priorities of the community.

PLANNING PROCESS AND COMMUNITY INPUT:

The development of this plan included input from many dedicated elected officials and staff, planning committee members, professional consultants, subject-matter experts, and Winchester residents and businesses. Community input into the plan was sought from the general public through a survey process and in three focus areas identified by the planning committee: business owners, youth (K-12), and senior citizens.

Each community input meeting and survey focused on the following questions:



What do you love about Winchester?

What do you wish that you could change about Winchester?

What is your BIG idea to make Winchester a better place to live/work in the next ten years?

Business owners input was solicited using a slight variation of these questions:



What are the advantages to locating your business in Winchester?

What are your challenges to operating or expanding a business in Winchester?

What is your BIG idea to make Winchester a better place to live/work in the next ten years?

Survey responses are included as an appendix to this document.

STATE OF IDAHO PLANNING MANDATE

Each local government within the State of Idaho is required to adopt, by resolution, a comprehensive plan as required by the State of Idaho Local Land Use Planning Act or LLUPA (Title 67, Chapter 65 of Idaho State Code). Specifically, I.C. Section 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, hereafter referred to as the plan. The plan shall include all land within the jurisdiction of the governing board. The plan shall consider previous and existing conditions, trends, compatibility of land uses, desirable goals and objectives, or desirable future situations for each planning component...

LLUPA identifies 17 planning components, listed as (a) through (q), which a plan must be based upon. The maps, charts, and reports included in a plan support the components as they may apply to land use regulations. Additional components and subject matter may be considered in a plan to address any unique considerations of a particular community. This Plan includes the following planning components required by LLUPA

1. **Property Rights** discusses the provisions that may be necessary to ensure that land use policies, restrictions, conditions, and fees do not violate private property rights.
2. **Population** contains information on past, present, and projected future trends in population.
3. **School Facilities and related Transportation** discusses the public-school capacity and related transportation and the considerations associated with future development. Winchester does not have a school facility within the geographic planning area (city limits and Area of City Impact), information about Highland School District is incorporated in the Public Facilities and Services chapter rather than as a separate chapter.
4. **Economy** presents an analysis of the economic base of the area, including employment, industries, economies, and jobs.
5. **Natural Resources** gives an analysis of the rivers and other waters, forests, ranges, soils, fisheries, wildlife, minerals, and watersheds of the Winchester area, and their economic uses. These factors are useful in establishing limitations and potentials of land use.
6. **Hazardous Areas** is an analysis of known natural and manmade hazards within the area.
7. **Public Facilities and Services** is an analysis of the City's water, sewer, and power systems, police and fire protection, health and welfare facilities, libraries, solid waste disposal facilities, public safety facilities, and related services. As noted above, information on Highland School District is included in this component.
8. **Transportation** is an analysis, prepared in coordination with the local jurisdiction of the Idaho Transportation

Department, of the highways, streets, and sidewalks of the City.

9. **Parks and Recreation** is an analysis of the City's parks and recreational facilities, and expected future needs.
10. **Historic Resources and Special Sites** is an analysis of areas, sites, or structures of historical, archeological, architectural, or scenic significance.
11. **Housing** is an analysis of housing conditions and needs, including goals and objectives for providing safe, sanitary, and adequate housing.
12. **Community Design** is an analysis of needs for governing landscaping, building design, tree planting, signs, and suggested patterns and standards for community design, development, and beautification.
13. **Land Use** describes the current vision for a mix of future land uses that will realize the community's diverse goals.

LEGAL AUTHORITY AND PLANNING AREA

This Winchester Comprehensive Plan, after recommendation and adoption by the Winchester Planning & Zoning Commission/City Council following a public hearing as mandated by Idaho Code, will replace the January 1980 Comprehensive Plan.

Pursuant to Idaho Code section 67-6509(d), any person may petition and recommend amendments to the comprehensive plan at any time. The Council will review the request and follow the proper amendment procedures if they feel it is in the best interest of the city.

The geographic area covered by and considered in this plan includes the incorporated areas of the City of Winchester and the Area of City Impact for the City of Winchester, as negotiated with Lewis County and adopted by Winchester City Ordinances 149 and 150 and Lewis County Ordinance 1994-3.

USES OF THE COMPREHENSIVE PLAN

1. **Legislative:** To meet the requirements of the 1975 Land Use Planning Act of the State of Idaho (Idaho Code, Title 67, Chapter 65). This also establishes general land-use guidelines that later zoning regulations must be consistent with.
2. **Policy:** To clarify and articulate public policies and the intentions of the City of Winchester with respect to the rights and expectations of the general public, private enterprise, and local government.
3. **Educational:** To enable local residents, public agencies, and economic interests to become informed of the City's plans and priorities.
4. **Coordination:** To establish a basis for coordination and understanding among residents, economic interests, city officials, private land owners and public agencies within the City of Winchester and the Winchester Area of Impact.

HISTORY AND LOCATION

A BRIEF HISTORY OF WINCHESTER: *"The Town too Tough to Die."*

The City of Winchester lies in western Lewis County, Idaho, on the map at 46° 1427" North and 116° 3724" West. Prior to the twentieth century, the area at 4000' elevation, was densely timbered Nez Perce reservation land. After the Dawes Act of 1887, the U.S. Government opened the Nez Perce reservation for allotment and settlement. Pioneer lumbermen and farmers filed for land under the Stone and Timber Act.

Today, Winchester is a quiet, day camp and vacation destination located on the western edge of Camas Prairie, surrounded by ponderosa pines. This former lumber mill town now boasts of fishing and camping at Winchester Lake State Park; and is a refuel center (for both people and machines) for those enjoying fishing, snowmobiling, camping, four-wheeling, hunting, and exploring the scenic Craig Mountains.

"As I travel and speak all over the country, people ask where I live. I tell them in a North Central Idaho town of 300 people, at 4000 feet elevation, in the pine trees, next to a scenic lake. They all nod their heads, this is the Idaho the rest of our country imagines our whole state to be.

I tell them Winchester is a frontier town, and they laugh as if the western frontier vanished a hundred years ago. That is okay. We'll keep it our secret."

-PREVIOUS WINCHESTER MAYOR STEPHEN BLY

EARLY WINCHESTER:



The original town of Winchester was located on Sandhill Road, a mile north of today's location and surrounded by small lumber mills. When the nearby timber ran out, the town moved northeast to Roberts Road and continued logging operations.

IN 1909 the Craig Mountain Lumber Company (CMLC or The Mill) incorporated and laid out the third Winchester - its current location - in the middle of a great stand of Ponderosa Pine. CMLC sold lots, dammed up three creeks for a mill pond and constructed the largest lumber mill in this part of Idaho. CMLC built the Craig Mountain Rail Road (CMRR) with spurs connecting over twelve lumber camps located south to Cottonwood Butte and north toward Culatesac, Idaho. The CMRR carried passengers, as well as finished lumber to market as it connected with the Camas Prairie Rail Road which linked with points east and west.

IN 1911, the land around Winchester sold for \$10 to \$50 an acre. The town flourished with hotels, restaurants, hardware stores, blacksmiths, grocers, resident doctors, a bank, a church, and supporting businesses servicing the pioneer community. The population grew with merchants, mills workers, a dozen lumber camps, and surrounding farms.

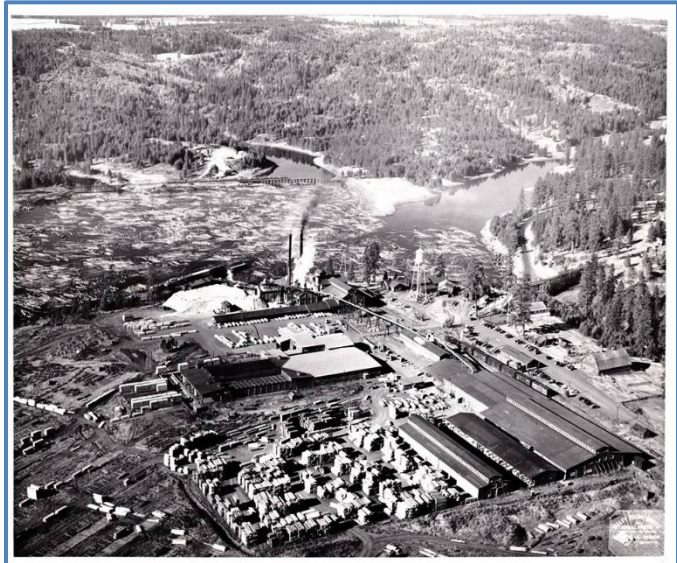
From its beginning, Winchester was primarily a company town with houses and commercial buildings constructed with locally milled lumber. Throughout the years, the town was plagued with a series of fires

which decimated the commercial buildings as well as the school and local housing; however, remnants of the original mill worker housing still stands within the town borders today.

IN THE 1920'S AND 1930'S, U.S. Highway 95 was completed and ran through Winchester, connecting north and south Idaho. While the lumber industry flourished during the 1920's, the Great Depression saw the mill close temporarily to be reopened in the late 1930's. Washington Water Power put in its first useful electricity about 1937. Prior to that the Craig Mountain Lumber Company furnished the city with electricity—during specified hours.

The Mill furnished fire protection with portable fire-fighting carts and hoses, with wooden water mains and other infrastructure. Artifacts from the early twentieth century are on display today at the pavilion in the Museum of Winchester History. In the 1940's. Winchester sent its quota of young men to fight in World War II.

IN 1950, Craig Mountain Lumber Company sold the Mill to Halleck and Holland Lumber Company who then sold it to Boise Cascade Corporation. The Mill was in operation until 1965. With the closure of the Mill, the consolidation of the school district in 1967, and structural fires, Winchester lost over 40% of its population.



THE 1960'S: To ameliorate some of the job losses faced by city residents, Governor Robert Smylie arranged a deal with Boise Cascade to convert the mill pond and surrounding land into Winchester Lake State Park. Under the agreement, Boise Cascade would clean the site and donate it to the state of Idaho. The company drained the lake, removed sunken logs, auctioned off all buildings and equipment, and razed the remaining structures. An agreement was created wherein the Idaho Department of Fish and Game would keep the lake stocked with rainbow trout and bass and the Idaho Department of Parks and Recreation would oversee the development and continued maintenance of the park. With the wise re-use of the lake (sometimes called Lapwai Lake) and rail road beds, Winchester has become a destination state park with camping, fishing, boating, rail-to-trail trekking and hosts over 30,000 yearly visitors.

UPGRADING CITY LIFE IN THE LATTER PART OF THE CENTURY:



With its 4000-foot elevation providing cool summers, Winchester has seen a revival of capital investments in new homes built in the Winchester Lake subdivision, a new sewer and water district, along with an adequate water supply, a large ball field, and a large-sized city park. In 1997 the Winchester City Council sought a group of citizen volunteers to become a not-for-profit corporation in order to reopen the Winchester Museum. Former Mayor Buck Heath and his wife Delores brought the legal status to fruition. And name became The Museum of Winchester History.

The National Park Service supported a three-year study of Lewis & Clark Expedition member Sergeant John Ordway's "Search for Salmon" in 2004-2005. The project culminated in several permanent installations in and around the Community Center. To the south of the Community Center, the Museum established the Native Plant Landscape and Tracie Censky Garden. With the support of the Idaho Governor's Trail Committee, the Museum mounted a unique exhibit, "Ordway's Search for Salmon" during 2006. To the west of the Community Center, the Museum built a Pavilion to house historical farm, ranch, and mining artifacts of early Winchester. The town hosted a month-long Smithsonian Museum Travelling Exhibit during 2008.

IN 2009, a centennial celebration hosted former Craig Mountain Lumber Company employees. With support from the University of Idaho and the Idaho State Historical Society, the Museum mounted an exhibit of 100 years of historical maps.

EVERY JULY, Winchester celebrates Winchester Days with the "World Famous Winchester Rodeo." The Museum collections commemorate the founders of Winchester: the Halls, the Kalines, the Pentzers, Tracie Censky, the Dills, the Boveys, the Geddes, the Alleys, and other pioneers. In commemoration of the Craig Mountain Lumber Company and Rail Road, the Museum exhibits an N-scale model of Winchester town and Craig Mountain Lumber Company mill circa 1911 complete with N-scale model railroad. Yearly, a large craft show and sale celebrate Christmas in the Pines.

Several city upgrades have improved the life in the city within the last decade: a new city library open daily, a baseball park, a Community Block grant upgrade of the Community Center, a huge upgrade in the water system and several new businesses and new residential construction.

An effective City Government with an outstanding City Maintenance and Volunteer Fire Department, as well as new city residents unite to celebrate Winchester's history—"Winchester, the Town too Tough to Die."

This section was provided by the Winchester Museum of History and compiled by Deloris Jungert-Davisson.



WHAT'S IN A NAME?

In the late 1950's, Winchester's story was on the "Death Valley Days" on TV. As the story goes: Chief Joseph's band of Nez Perce were being chased by the US Cavalry. They had just crossed the Salmon River, (which, as the crow flies, is about 12 miles from Winchester). Frightened, the settlers ran to the little outpost with no name. The settlers gathered at the hardware store, which had just received a case of NEW WINCHESTER REPEATING RIFLES. The owner opened the case and gave everyone a rifle. Chief Joseph heard of the guns at the outpost and so did not come toward the settlers but went on down the river; and the outpost was then named Winchester.

That was a great story. The real story is not as much fun, but true:

The town of Winchester was named when group of residents gathered at a private home. The rifles of those present were counted, and there were more Winchester Rifles being carried than any other rifle. Thus, the name Winchester.

PROPERTY RIGHTS

EXISTING CONDITIONS

The City of Winchester seeks to balance private property rights with community planning, public health, and safety needs within the accepted confines of the national, state, and local laws.

The Planning and Zoning Commission and the City Council shall endeavor to respect the rights of property owners who desire to put their property to its highest and best use, but will always consider the rights of other property owners and residents to the continued peaceful enjoyment and use of their property, and the long term public interest, in making land use decisions. In making decisions, the City will consider the real costs of development and may control uses which are a detriment or expense to other property owners in the community.

Background:

The U.S. Constitution and the Idaho State Constitution mandate protection of property rights. Chapter 80, Title 67 and Section 67-6508 of the Idaho Code require that local land use regulations and policies be scrutinized and adequate measures be taken to ensure that these regulations and policies do not adversely impact private property rights without due process of law.

The Local Land Use Planning Act states that the Comprehensive Plan shall be based on certain components, the first of these being the Property Rights Component. Idaho Code Section 67-6508(a) states:

Property Rights – An analysis of provisions which may be necessary to ensure that land use policies, restrictions, conditions and fees do not violate private property rights, adversely impact property values or create unnecessary technical limitations on the use of property and analysis as prescribed under the declarations of purpose in Chapter 80, Title 67, Idaho Code.

Any laws or regulations governing private property use should depend upon the government's authority and responsibility to protect public health, safety, and welfare. Based upon this premise, the courts have supported the limitation of property use through land use planning, zoning ordinances, setback requirements and environmental regulations.

Regulatory Takings: While governmental entities can take property for articulated public purposes with just compensation, such as for the construction of highways or other similar projects, governmental regulation is a more subtle means by which a taking may occur. This type of taking is often referred to as a regulatory taking and is a situation where governmental regulations restrict the available uses of a property to such a degree as to prohibit any economically viable use of the property. The public review process required by Idaho State Code for evaluating proposed regulations is a method to safeguard rights of private property owners. The City should use the public review process to carefully consider the potential impacts to property rights for land use decisions and legislation. If property is subject to

regulatory jurisdiction of multiple government agencies, each agency should be sensitive to the cumulative impacts of the various regulatory restrictions.

To assist local governments in avoiding an unintended regulatory taking, the State of Idaho Attorney General provides a list of questions to be utilized in judging the potential of land use decisions and legislation to create regulatory takings. While these questions provide a framework for evaluating the impact of proposed regulations, takings questions normally arise in the context of a specific affected property. Although a question may be answered affirmatively, it does not mean that there has been a “taking.” Rather, it means there could be a constitutional issue and that the City should carefully review the proposed action.

PUBLIC OUTREACH CONCLUSIONS:

The City of Winchester should continue to follow Idaho statutes regarding property rights.

GOALS AND OBJECTIVES:

Goal: Balance private property rights with community planning, public health, and safety needs within the accepted confines of local, state, and national laws.

Objectives:

1. Utilize the Attorney General’s manual “Idaho Regulatory Takings Act Guidelines” to evaluate City codes
2. Consider fundamental property rights of all parties and the effects of decisions when adopting and applying planning policies and zoning standards.

POPULATION AND GROWTH

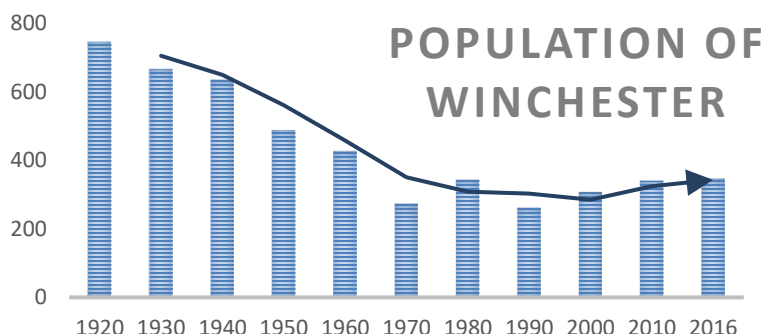
EXISTING CONDITIONS AND FUTURE GROWTH:

Winchester's economy and population have grown in the last 20 years, after declining after 1965.

Winchester started as a company town in 1907 when the Craig Mountain Lumber mill opened. After the mill closed in 1965, the town lost 200 jobs and its population plummeted. Its population grew a little in the 1970s, when the timber industry and farming thrived. Then, it fell during the severe recessions of the 1980s. Since then, its population has grown at a slow, steady pace.

The population projection chart (right) shows possible growth patterns for the City in the next 15 years.

Growth is expected to be modest with a growth trajectory anticipated between one and two percent.



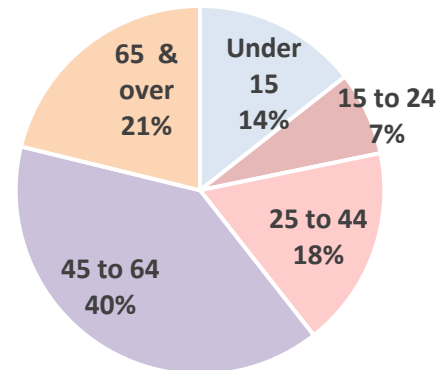
Population Projections for Winchester: 2020-2035				
Basis of Projection	2020	2025	2030	2035
Growth rate since 2010	351	357	363	369
1% Annual Growth	361	379	398	418
1.5% Annual Growth	368	396	427	460
2% Annual Growth	376	415	458	506

AGE OF POPULATION

Winchester's senior population makes up roughly the same share of the population now as it did in 1990. The population aged 45 to 54 now makes up a much larger share. The number of children under 15 dropped from 18 percent to 14 percent.

Winchester's population skews older. While 21 percent of the city's population in 2010 was 65 years and older, 13 percent of the U.S. population and 12 percent of Idaho's population were. The population aged 45 to 64 was 40 percent of the city population, compared to 26 percent of the nation and 25 percent of the state. Children under 15 made up only 14 percent of Winchester's population, while they made up 20 percent of the nation's and 23 percent of Idaho's.

2010 Population by Age



HOUSEHOLDS

At the time of the 2010 Census, Winchester had 134 households—84 were families, 46 were people living alone, and the rest were made up of people living with roommates or unmarried partners. The average household size in Winchester was 2.19. In 34 percent of Winchester households, people lived alone. In contrast, 24 percent of Idaho households, people lived alone. That difference is mostly due to the higher proportion of people 45 and over in the city. Senior citizens are more likely to live alone. About 27 percent of families in Winchester had children under 18 years old, while 51 percent of Idaho families did. That's another reflection that Winchester's population skews older than the state's population.

Children in Winchester are slightly less likely than children in the rest of the state to live in single-parent households. Of families with children in 2010, 72 percent were headed by married couples in Idaho, while 62 percent were in Winchester.

Winchester has a fairly high level of home ownership. About 77 percent of Winchester households owned their own homes, while 69 percent of Idaho households did, according to the Census Bureau's American Community Survey five-year estimate for 2012-2016.

INCOME

Income in Winchester is relatively high compared to most of Lewis County, but considerably lower than much of the rest of the state.

The table to the right depicts the median income of families and households and per capita income in Winchester compared to the Winchester zip code (which also includes Winchester), the county, and the state in the 2012-2016 five-year estimates from the Census Bureau's American Community Survey.

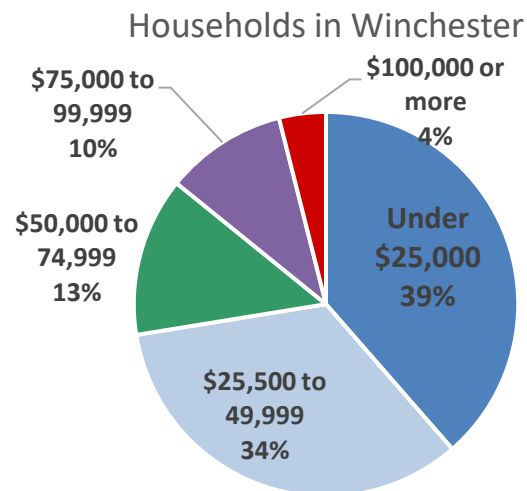
Median means that half earn more and half earn less. Per capita income is income per person.

2011-2016 Income in 2016 Dollars				
	City of Winchester	Winchester Zip Code Area	Lewis County	State of Idaho
Median household income	36,094	37,721	31,413	37,572
Median family income	40,000	39,821	37,336	43,490
Per capita income	15,450	16,381	15,942	17,841
<i>Source: Census Bureau, American Community Survey Five-Year Estimates</i>				

Income distribution of households in the City of Winchester.

Source: 2012-2016 five-year estimates, American Community Survey. U.S. Census Bureau

The American Community Survey estimates that 51 people in the City of Winchester lived in households with incomes below the poverty level. That is 17 percent of the city's residents. The city's poverty rate is lower than the county's rate, but higher than the state's rate.



Percentage of Families and Persons With Income Below Poverty Level, 2012-2016				
	City of Winchester	Rest of Winchester Zip Code Area	Lewis County	State of Idaho
All families	15.7%	3.5%	10.9%	10.7%
All people	17.0%	9.0%	15.9%	15.2%
Under 18 years	17.9%	5.4%	21.3%	19.0%
18 to 64 years	18.6%	14.9%	16.9%	15.0%
65 years & over	13.0%	3.4%	8.9%	9.1%
<i>Source: Census Bureau, American Community Survey Five-Year Estimates</i>				

Source: *The narrative and the data were provided in its entirety by Regional Economist, Kathryn Tacke, Idaho Department of Labor, Lewiston, Idaho. April 2018.*

PUBLIC OUTREACH CONCLUSIONS

Many of the responses to the community outreach efforts noted that residents of Winchester enjoy the small-town atmosphere and pace of life that Winchester offers. Residents who identified as having relocated from larger areas to Winchester valued the peacefulness and close-knit community.

However, outreach did indicate that residents would like to see growth in Winchester with new businesses and increased recreational opportunities. Development decisions should take into account the demographics, socio-economic makeup and desires of the community.

GOALS AND OBJECTIVES

Goal: Ensure population growth that maintains a quality community environment that is compatible with the available land space, public infrastructure, and public services.

Objectives

1. Make development decisions based on the limited resource of land, the impact on existing infrastructure, the ability of the community to provide public services, and how the development will affect the community.
2. Make development decisions based on the demographic and socio-economic mix of the community to ensure that the use of the land within the community meets the needs of all age groups and that attracts young people to move or stay within the community, helps the aging to stay within the community, and that provides for working people and families.

ECONOMY & ECONOMIC DEVELOPMENT

EXISTING CONDITIONS

Lewis County's traditional mainstay industries—agriculture and forest products—have lost employment over the last 50 years. At its peak in 1962, Lewis County's forest products industry employed 357 people. In 2017, it employed 232. In the last 25 years, health care, tourism, transportation and warehousing, non-wood manufacturing, construction, and services have added hundreds of jobs making up for the forest products job losses but paying lower than forest products jobs.

According to the Census Bureau's *On the Map*, there were 68 payroll jobs in the Winchester zip code in 2015. Its largest industrial sectors were construction, 19; health care, 31; tourism, 7; and state and local government, 11. The area had about 219 residents who are working on payrolls in the Lewiston, Nezperce, Craigmont, Clarkston, Winchester, and Kamiah areas.

Regionally, Lewis County enjoyed strong job growth in the last 10 years. Nonfarm payroll jobs grew 26 percent from 1,242 in 2005 to 1,574 in 2015. The federal and state government sectors provide 7 percent of Lewis County's nonfarm payroll jobs, while they also provide 6 percent of U.S. jobs. Federal employment in Lewis County fell in the last 20 years, while Winchester State Park, Idaho Department of Land, and Idaho Fish and Game added jobs. In the spring of 2014, the U.S. Forest Service opened the headquarters for the consolidated Nez Perce and Clearwater national forests in Kamiah. As the former headquarters for the two forests in Grangeville and Orofino are closed over the next few years, employment will grow in Kamiah.

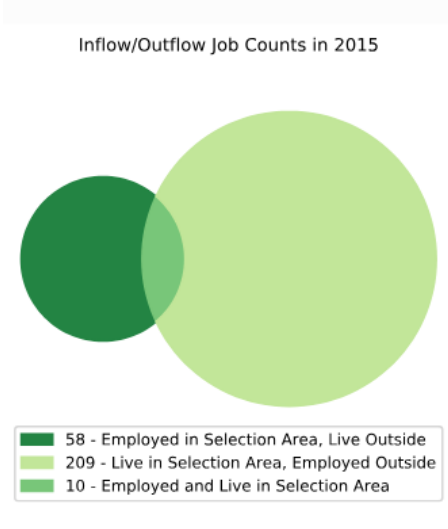
Source: *The narrative and the data were provided in its entirety by Regional Economist, Kathryn Tacke, Idaho Department of Labor, Lewiston, Idaho. April 2018.*

EMPLOYMENT

The largest employer in the City of Winchester is Lakeside Residential Care which, at the time of writing (February 2019) reported 53 full time employees.

Most other businesses employed between 1-10 full time. Seasonal employment trends show that most employers bring on additional employees during the spring and summer months to accommodate recreation and tourism. The main business district of Winchester is centered on Joseph and Nezperce Avenues.

Commuter data from the Winchester Zip Code from Census Bureau's *On the Map* shows that most Winchester residents who are currently employed commute from the area to their place of employment.



Of employee data available, 95.4% of employed residents lived within the 8355 zip code but were employed outside of that area while 4.6% lived and were employed within the zip code. Of the 68 payroll jobs reported in the Winchester Zip Code, 85.3% were employees who lived outside of the zip code and commuted in to the area.

ECONOMIC DEVELOPMENT

The City of Winchester and Lewis County are members of a regional economic development organization, Clearwater Economic Development Association, that serves the five counties of North Central Idaho through community and economic development as well as providing small business loans and financing. The City is also served by Ida-Lew Economic Development Council out of Grangeville which provides direct business support. Other resources available for business support in Winchester include the Idaho Department of Commerce and Lewis-Clark State College Small Business Development Center, which provides no-cost business coaching, financial and marketing analysis, practical information, and useful connections. The SBDC serves North-Central Idaho from their office at 406 Main Street in Lewiston, Idaho. Workforce training is offered through Lewis-Clark State College's outreach centers in Lewiston, Kamiah, and Grangeville.

The Greater Craigmont Area Chamber of Commerce works to improve the welfare of Craigmont, Winchester, and Reubens by promoting new businesses, and retaining and/or expanding existing businesses.

PUBLIC OUTREACH CONCLUSIONS:

A survey of business community needs was completed as a part of the comprehensive planning process. Respondents indicated that ample natural resources, proximity to major transportation routes like Highway 95 and an overall high quality of life influenced their decision to locate their business in Winchester. Shared challenges faced by the business community include difficulty in attracting and retaining employees and lack of available housing for workforce. Businesses also noted that distance from major airport and population centers for goods created challenges to expanding and operating their business.

Youth input into the planning process showed a high interest among participants in adding new and diverse businesses to Winchester. Suggestions for businesses that they would like to see in Winchester ranged from fast food, to grocery stores, to recreational and outdoor stores with a focus on hunting and fishing, to entertainment options such as movie theaters and bowling alleys. Several participants voiced a desire for health clinics or veterinarians. Currently, the nearest health clinic is in Craigmont (St. Mary's Clinic) and the nearest veterinarian treating both large and small animals is in Ferdinand.

General community survey responses also showed a desire for increased number of businesses in Winchester. Though less specific than youth input, industries mentioned included more tourism and recreational support businesses capitalizing on the existing assets of the lake and state park. Residents

who submitted survey responses noted that, particularly in winter months, travel to Lewiston or Grangeville for shopping or as a part of a commute is difficult.

Like much of North Central Idaho, healthcare, agriculture, and tourism will likely continue to be the main drivers of Winchester. Hospitality and lodging, including vacation rentals is likely to continue an upward growth concurrent with the tourism industry's growth. Increased e-connectivity through broadband redundancy and access will be paramount to future economic development and continued strength of the existing economy in Winchester.

GOALS AND OBJECTIVES:

Goal: Achieve a healthy and diversified local economy. Promote Winchester as a good place to live and to do business.

Objectives:

1. Promote the development of a healthy and varied commercial sector. Encourage development within existing business districts and the location of businesses within appropriate areas of the community to reduce nuisance factors (noise, smoke) and to provide a safe atmosphere.
2. Encourage existing or potential business owners to rehabilitate and preserve commercial structures.
3. Evaluate and utilize potential funding sources to assist the city in developing a stronger economic base.
4. Maintain representation on local and regional economic development organizations to promote and encourage the economic vitality of Winchester.
5. Engage with business associations, Craigmont Area Chamber of Commerce, and other groups to ensure congruent goals and cooperation.

NATURAL RESOURCES AND AGRICULTURE:

EXISTING CONDITIONS: NATURAL RESOURCES

The State mandate for Comprehensive Planning asks that cities create a natural resources section of the comprehensive plan document that provides an analysis of

[. . .] the uses of rivers and other waters, forests, range, soils, harbors, fisheries, wildlife, minerals, thermal waters, beaches, watersheds, and shorelines.”

In addition, where applicable, the mandate also requires that planning documents includes information pertaining to

[. . .] the agricultural base of the area including agricultural lands, farming activities, farming-related businesses and the role of agriculture and agricultural uses in the community.

RIVERS, WATERS AND FISHERIES:

The primary waters and fisheries affecting the City of Winchester and their planning area are Winchester Lake and Lapwai Creek. Winchester Lake and its watershed lie entirely within the Nez Perce Reservation in the Clearwater River sub-basin. The lake sits approximately 30 miles southeast of Lewiston, Idaho, and 0.5 miles south of the town of Winchester. Winchester Lake is a manmade reservoir and is the focal point of Winchester Lake State Park. Upper Lapwai Creek is the largest tributary to the lake.

UPPER LAPWAI CREEK WATERSHED:

The Upper Lapwai Creek (ULC) watershed is located within the exterior boundaries of the Nez Perce Reservation, as established by the Treaty of 1863. It is southwest of the City of Craigmont, ID and south of the City of Winchester. The Nez Perce Tribe (Tribe) has taken the lead in developing a Watershed Based Plan (WBP) for this catchment. The Watershed Basin Plan was completed in 1999 approved by the Idaho Department of Environmental Quality.

The ULC watershed is rural in nature, with a relatively sparse population base. The watershed drains approximately 7,800 acres of land; 52% of the land in the watershed is comprised of crop and pastureland, 44% is considered forest and rangeland, and 2% is used for residential purposes (U.S. Geological Survey, 2013). All streams within the watershed feed into the 100-acre Winchester Lake, which is a man-made reservoir that was formed by the damming of Lapwai Creek in 1910 to create a mill pond. The Idaho Department of Fish and Game now owns the lake and the land immediately adjacent to it. The ULC watershed extends from the outlet of Winchester Lake to the headwaters of the tributaries feeding Winchester Lake.

Source: <http://nptwaterresources.org/upper-lapwai-creek-watershed-based-plan/>

FISHERIES: WINCHESTER LAKE

Winchester Lake is a mixed fishery, containing both cold-water and warm-water species. It is managed as a put-and-take trout fishery managed by Idaho Fish and Game. The lake is stocked to meet IDFG’s management goal of >0.5 fish/hour catch rate (IDFG 2013). The reservoir is also managed for a Largemouth Bass fishery, and a yield fishery on Black Crappie, Bluegill, and Yellow

Perch. Channel Catfish and tiger muskellunge are stocked periodically to provide additional fishing opportunities. The reservoir is managed as a family friendly fishing water with simplified regulations including year round seasons, no length limits (except tiger muskellunge), general six fish limit for trout and bass, no creel limits for other species (except tiger muskellunge), and no restrictions on fishing gear. Boat activity on Winchester Lake is restricted to electric motors only. The current management priority is to provide a desirable fishing experience to families and individuals alike.

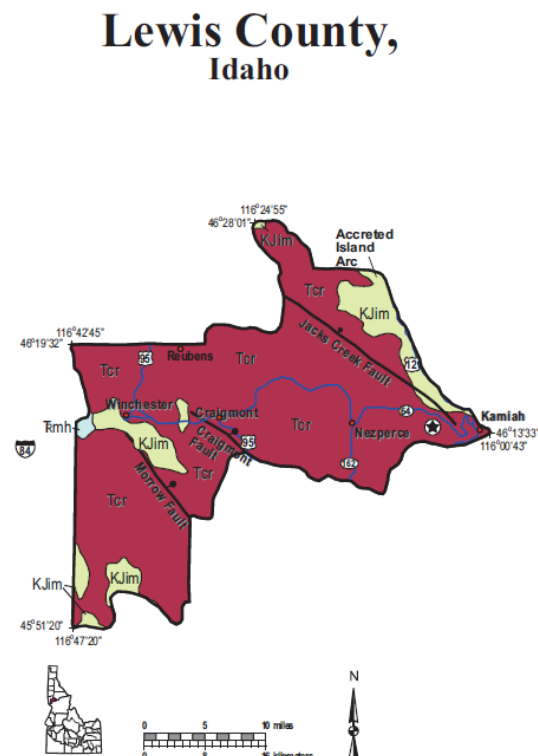
Source: *Idaho Department of Fish and Game Fishery Management Annual Report*, August 2016.

GEOLOGY

The geology of Lewis County was described by P.K. Link, 9/2002. Information was compiled by Reed Lewis, Idaho Geological Survey.
<http://www.idahogeology.org>.

Lewis County, on the south side of the Clearwater River, contains the steep sided Camas Prairie plateau underlain by Miocene lava flows of the Columbia River basalts. Poking through at several places are Cretaceous and Jurassic island arc rocks of the Accreted terranes. The Suture zone runs just east of the county line along the Clearwater River through Kamiah.

These plateaus are unusual, since the flat ground is on top, and the cities are generally in narrow valley bottoms. The Clearwater River cuts through the plateau, following the track of the Cretaceous suture zone.



Craig Mountain Granitics:

The predominant rock type in the Lapwai Creek watershed is the Columbia River basalt group, consisting of a series of extrusive volcanic flows measuring 2,000 to 4,000 feet in thickness. As many as 17 different flows have been counted with each flow ranging from 25 to 150 feet in thickness. Loess deposits blanket the basalt above the escarpment with steep valleys carved through the basalts below. A semi-circular band of granitics representative of the Idaho Batholith extends through the upper portions of the watershed. The granitics are centered around Winchester Lake and extend from the Lapwai Creek headwaters through central Mission Creek and southward along the divide between the headwaters of Sweetwater and Webb Creeks (description from WSU Assessment, 2001).

Description of Units for Lewis County, Idaho

- Tor** Miocene basalt (Columbia River Basalt Group); flood basalt, extensively exposed in western Idaho; fed by fissures, many of which are near the Idaho-Oregon border. Flowed eastward up valleys cut into the Idaho mountains.
- KJim** Dioritic and gabbroic rocks of the Blue Mountains island arc terrane. Some are about 140 Ma.
- Rmh** Martin Bridge and Hurwal Formations (Wallowa Terrane).

CLIMATE:

Climate is defined as the long-term weather patterns in a particular area. The climate of the area is generally categorized as arid to semi-arid continental climate.

Climate Data and information on average temperature and weather patterns was taken from NOAA.gov.

TEMPERATURE

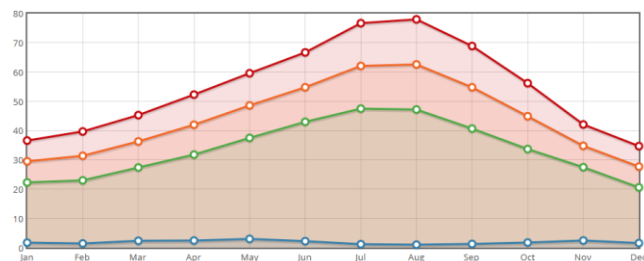
Figure 1 shows the monthly temperature “normals” for three decades of climate data from 1981-2010.

The hottest months of the year in Winchester are typically July and August with an average maximum temperature in August of 78 degrees Fahrenheit. This average temperature is lower than the average temperature for surrounding cities, Lewiston (approximately 35 miles north) averages a maximum of 89 degrees Fahrenheit in August and Nezperce (approximately 23 miles east) at 81

degrees. The coldest months of the year for the years analyzed were December and January with normal minimum temperatures dipping to 20.6 and 22.3 degrees, respectively. This is colder than average minimums for Lewiston (28 and 30 degrees) but nearly identical to Nezperce (20.3 and 22.2).

WINCHESTER, ID US

[View Station Details](#) | [View Station Report](#)



The moderate temperatures help attract visitors and residents to Winchester, offering relief from summer heat in surrounding areas.

PRECIPITATION

Data from 1981-2010 also reports annual precipitation in Winchester: 22.52 inches. Figure 2 shows precipitation by annual/seasonal normal. The wettest seasons are Spring and Autumn, respectively.

Winchester receives more precipitation than surrounding areas; the closest geographic stations with similar data to compare to report 19.85 (Nezperce) and 12.31 (Lewiston) inches annually as seasonal normal for the equivalent time period.

WINCHESTER, ID US

[View Station Details](#) | [View Station Report](#)

SEASON	PRECIP (IN)	MIN TMP (°F)	AVG TMP (°F)	MAX TMP (°F)
Annual	22.52	33.6	44.2	54.8
Winter	4.75	22.0	29.4	36.9
Summer	4.47	45.9	59.9	73.9
Spring	7.80	32.2	42.3	52.4
Autumn	5.50	34.0	44.8	55.7

SOILS

Much of the soil in Lewis County was developed under grassland vegetation, although there are large areas of cleared forestland soils. The City of Winchester and surrounding area is largely made up of timber soils, except for small areas on the slopes of Lapwai Creek and part of the south-facing slopes on the north side of the lake. Soil on the north side of the lake are underlain by basalt; on the south, with granite. Timber soils are prone to erosion when not protected and development and planning in these

areas should take proper precautions. A detailed soil survey has been conducted for Lewis County and should be used for general planning for dwelling locations, excavations, infrastructure placement, and road construction. A detailed on-site soils investigation may be required when developments are planned.

TIMBER

Like mineral resources, timber has formed one of the valuable off-site natural resources for nearby communities. The nearby Craig Mountain and numerous private timber holdings supply the local mills and forest products industries with high grade timber.

Major commercial timber species include: Ponderosa Pine, Douglas Fir, Grand Fir, Lodgepole Pine, Alpine Fir, Western Red Cedar, Engleman Spruce, Western Larch, and Western White Pine. The bulk of the volume is made up of the first three species.

Local mills handle all these species though there is a limited supply of Western White Pine and much of the Cedar is exported to specialty mills for conversion to shakes and similar products.

WILDLIFE

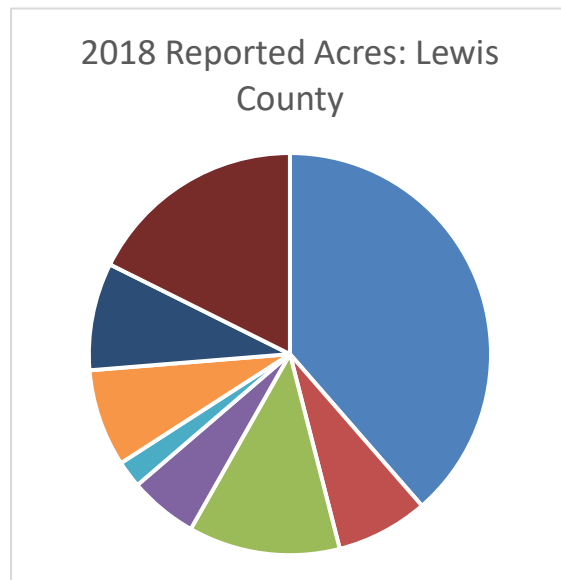
Big game is abundant in Lewis County. Elk, deer, coyote, cougar, moose, bear, mountain sheep, and mountain goats are visible to some motorists and many backpackers. Though elk harvests have been lower in recent years, hunting success for deer and bear remain high and limited numbers of other big game may be hunted. Game birds also provide a recreational opportunity based upon wildlife.

Idaho Fish and Game and the US Fish and Wildlife Service oversee the management of endangered/threatened species and designated critical habitats in Idaho. National Marine Fisheries oversees species under NOAA jurisdiction (salmon and steelhead). Projects, programs, and decisions with the potential to impact wildlife or fishery habitats should be directed to these organizations for review of direct or indirect impacts.

AGRICULTURE

Seated on the edge of the Camas Prairie, much of the land surrounding Winchester has historically been used for agriculture or timber extraction. 2018 data from Lewis County Farm Services Agency (FSA) showed 473 farms in Lewis County participated in programs and self-reported data to FSA. This number excludes farms that choose not to participate in FSA programs. The average acreage of producing cropland in Lewis County was estimated at 400 acres, the overall estimate for average farm size by producer in Lewis County is 1,024 acres.

AGRICULTURAL ZONING



- Small Grains (wheat, barley, oats, teff and buckwheat):
- Oilseeds (canola and mustard)
- Legumes (lentils, dry peas, beans)
- Hay
- Cropland Grazing
- Seed Crops (grass, clover, flowers, and nursery)
- Other (CRP, wetland reserve, left standing, previous planting, trees, fallow, other)
- Non-Cropland Grazing

endorsement of the request as submitted.

The City of Winchester includes a zoning for agricultural land in the incorporated city limits and the Area City of Impact. "Agriculture" zoning is defined as land to be used for the tilling of the soil, the raising of crops, horticulture, livestock, farming, dairying, or animal husbandry, including all uses, customarily accessory and incidental thereto, but not including slaughterhouses, fertilizer works, bone yards or plants for the reduction of animal matter.

The intent of the agricultural zoning district is designed to create a semi-rural environment to maximize open space while providing a transitional area between the City and the County.

All land in the Area of City Impact (geographic location described in Land Use section of this plan) is zoned as agricultural. Within this designated area land use ordinances, land use special permits, City of Winchester subdivision ordinances, and Lewis County and City of Winchester Comprehensive Plan apply. Requests for development, zone change, conditional use permit, or variance are required to be made pursuant to County Zoning and Development Ordinance. Prior to any action being taken on such request the City of Winchester, if it so elects, shall review, comment upon and issue an

PUBLIC OUTREACH CONCLUSIONS

As noted in other sections, the community of Winchester treasures the high-quality natural environment in Winchester and the natural resources that make the community unique, such as the lake. There is support for continued enhancement of public access to the lakefront and the maintenance and enhancement of trail systems. In particular, the youth outreach identified a walking path between town and the lake as their top desire.

Related to agriculture, there is a recognition in the community that agriculture supports the economy of Winchester and that agricultural land and land uses benefit the community. One agricultural business responded to the business outreach survey and identified challenges shared by other industry sectors: lack of available workforce and lack of available housing in the area for employees.

GOALS AND OBJECTIVES:

Goal: Use natural resources in a manner which will balance ecological, economical, and aesthetic, and safety potentials.

Objectives:

1. The direct, indirect, and cumulative effect of development and planning decisions on natural resources within the community should be considered as a part of all land use and development decisions.
2. Protect the quantity and quality of the city's water source through effective management of the city's watershed.

HAZARDOUS AREAS:

EXISTING CONDITIONS: NATURAL RESOURCES

The State mandate for Comprehensive Planning asks that cities address hazardous areas in their comprehensive plan document through an

[. . .] analysis of known hazards as 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 snow slides and avalanches, and floodplain hazards”

LEWIS COUNTY MULTI-HAZARD MITIGATION PLAN

The *Lewis County Multi - Hazard Mitigation Plan* is compiled and updated by the Lewis County Emergency Management office and a planning team of stakeholders utilizing FEMA-funded Pre-Disaster Mitigation grant through the Idaho Office of Emergency Management and the University of Idaho. The plan, which was in draft stage at the time of this plan writing (August 2019) will be approved by the Federal Emergency Management Agency (FEMA) . This Plan satisfies the requirements for a local multi-hazard mitigation plan and a flood mitigation plan under 44 CFR Part 201.6 and 79.6.

This document addresses hazards in the form of flood, landslide, earthquake, severe weather, and wildland fire. Winchester’s incorporated limits as well as the Area of Impact are included in this document. Upon approval of the document entities within the planning area, including Lewis County and the City of Winchester, are eligible to apply for disaster relief and emergency assistance funding as well as hazard mitigation projects through FEMA and the State of Idaho counterpart, Idaho Bureau of Homeland Security.

Lewis County also maintains and updates the *Lewis County Wildland Fire Mitigation Plan*, which documents the history of wildland fire and flood events in Lewis County as well as the impacts of these events. The document is intended to assist with the development of grant application by providing a repository of current and accurate hazard-related documentation. This document was approved by the Lewis County Commission in 2012 and includes information and assessments for the planning area covered by this comprehensive plan.

Copies of both documents may be requested from Lewis County.

Information on natural hazards in this chapter of the Comprehensive Plan is taken directly from the most recently adopted *Lewis County Multi - Hazard Mitigation Plan* (2011).

NATURAL HAZARDS

Flood

The community of Winchester is located in the northwest corner of Lewis County at the top of the Winchester Grade on Highway 95. There is no FEMA-identified floodplain directly affecting Winchester; however, Winchester Lake just south of town is considered the headwaters of Lapwai Creek.

Probability of Future Occurrence

Due to the topography, Winchester would not likely be directly affected by flooding; however, roads in the surrounding area may be impacted.

Value of Resources at Risk

Winchester has no resources at risk from flood events.

Landslide

The city of Winchester has a very low probability of experiencing damaging landslides. Slopes in and around the community are generally less than 25%. While small, low angle slumps may occur on eyebrows of the surrounding hills, these will be infrequent and likely the result of water saturation or a major disturbance such as an earthquake or road construction. It is also probable that small slides will continue to occur on the cut and fill slopes of some roads. This type of slide is generally small with little permanent damage to the road or other infrastructure; however, there is some risk of traffic being delayed temporarily while road crews clear the debris and stabilize the bank.

Probability of Future Occurrence

There are no structures directly at risk from landslides within the city of Winchester. Small slumps may occur along U.S. Highway 95 or other secondary roads.

Value of Resources at Risk

In some cases, roadside slumps may cause temporary sediment delivery into nearby streams and plugged culverts. These types of events are cleaned up by Evergreen Highway District with few complications. Road slumps are generally reported as regular maintenance; thus, there are few records associated with these events.

Severe Weather

The city of Winchester does not have any differing levels of risk associated with this hazard than Lewis County as a whole.

Probability of Future Occurrence

The probability of a severe weather event occurring in Winchester on an annual basis is very high. However, the impacts to the community are usually minimal and are the same as those described for Lewis County as a whole. For Lewis County and its communities, the probability of severe weather events is defined as follows based on historical events and local knowledge:

High Probability of Occurrence = Greater than 75% chance of occurrence annually

Moderate Probability of Occurrence = 40% - 74% chance of occurrence annually

Low Probability of Occurrence = Less than a 39% chance of occurrence annually

Winchester has a high probability of experiencing extreme cold or severe winter weather, a high probability of experiencing a severe wind event, a high probability of experiencing major thunderstorms (usually 3-5 per year), a moderate probability of experiencing a damaging hail storm, and a low probability of experiencing a tornado.

Value of Resources at Risk

It is difficult to estimate the cost of potential winter storm damages to structures and the economy in Winchester. Damage to roofs by heavy snow accumulations depends on the moisture content of the snow and the structural characteristics of the buildings. Frozen water pipes are the most common

damage to residential and business structures. Older homes tend to be at a higher risk to frozen water pipes than newer ones. Snow plowing within the city limits is accomplished by the city's maintenance crew. Private landowners are responsible for maintaining their own driveways or other private roads. Utility supplies are impacted during severe winter storms as power is lost on a regional basis. This has a two-fold impact on residents as not only is power cut to homes and businesses, but primary heating is lost for many residents.

Gas furnaces and wood stoves supplement electrical heating, but with wood heating the senior population is at a disadvantage. Emergency response to severe winter storms includes site visits by police or fire department personnel, opening of shelters, or assistance with shopping, medical attention, and communications. The economic losses caused by severe winter storms may frequently be greater than structural damages. Employees may not be able to travel to work for several days and businesses may not open. Damages are seen in the form of structural repair and loss of economic activity. Area schools are occasionally closed during and right after a severe winter storm because of cold temperatures and snow-covered roads.

Thunderstorms are not likely to be severe enough in Winchester to cause significant damages.

Furthermore, this community does not have any existing flood concerns although damage due to failures in the stormwater drainage system could cause minor damages.

Although the financial impacts of hail can be substantial and extended, accurately quantifying these impacts is problematic. Hail typically causes direct losses to structures and other personal property within Winchester. The most significant losses are most clearly seen in the agriculture sectors of the economy.

Potential losses to agriculture can be disastrous. Crop damage from hail will also be different depending on the time of year and the type of crop. Most farmers carry insurance on their crops to help mitigate the potential financial loss resulting from a localized hail storm. Homeowners in Winchester rarely incur severe damage to structures (roofs); however, hail damage to vehicles is not uncommon. The damage to vehicles is difficult to estimate because the number of vehicles impacted by a specific ice storm is unknown. Additionally, most hail damage records are kept by various insurance agencies.

It is difficult to estimate potential losses in Winchester due to windstorms and tornadoes. Construction throughout the County has been implemented in the presence of high wind events, and therefore, the community is at a higher level of preparedness to high wind events than many other areas experiencing lower average wind speeds.

We have estimated losses based on wind and tornado damage as follows:

- 3% of the buildings damaged causing 50% of value loss (loss could be from downed or damaged trees, damaged outbuildings, damaged fences/poles, damage to siding, damaged landscaping etc.)
- 5% of the buildings received damage to roof (requiring replacement of roof equaling \$3,000)

Damages associated with sensitive receptor irritation have not been estimated. We have also not estimated the potential for a large-scale wildfire event associated with high winds. Based on the data provided by the County and an average structure value of \$65,000, it is estimated that there are 273 structures in Winchester with a total average value of approximately \$17.7 million. Using the criteria outlined above an estimate of the impact of high winds in Winchester has been made. The potential wind and tornado damage to all improvements is estimated at approximately \$260,000. The estimated damage to roofs is approximately \$42,000.

Power failure often accompanies severe storms. All communities should be prepared to deal with power failures. Community shelters equipped with alternative power sources will help local residents stay warm

and prepare food. A community-based system for monitoring and assisting elderly or disabled residents

should also be developed.

The city of Winchester does not have any assets or resources directly at risk to drought. However, the economy of the region may be affected by extended periods of drought due to the impacts on the agricultural sector.

Earthquake

The city of Winchester does not have any differing levels of risk associated with this hazard than Lewis County as a whole.

Probability of Future Occurrence

The City has 10% chance of exceeding a 12% pga in the next 50 years.

Source: USGS. 2008 United States National Seismic Hazard Maps. U.S. Geological Survey. U.S. Department of Interior.

Value of Resources at Risk

Unreinforced masonry (URM) structures and unreinforced chimneys of homes will likely be damaged in the event of an earthquake. There are several publicly accessible unreinforced masonry structures in Winchester in addition to the numerous homes and other buildings throughout the city with unreinforced chimneys. Damaged or collapsed chimneys could result in the secondary hazard of fire. Nonstructural damage caused by falling and swinging objects may be considerable after any magnitude earthquake.

Damage to some older, more fragile bridges and land failure causing minor slides along roadways may isolate some residents. In Winchester, the Community Center, the Corner Grocery, and the Lake City Inn & Bar are assumed to be unreinforced masonry. The value of these structures is unknown. These structures were built prior to the inclusion of articles for seismic stability in the Uniform Building Codes in 1972. The number and value of unreinforced masonry homes or homes with masonry chimneys in Winchester is unknown, but estimated to include at least 30 buildings.

Wildland Fire

Winchester is located along U.S. Highway 95 at the top of the Winchester Grade. Farming is a large part of the economy, but tourism also contributes. The Winchester Lake State Park just south of town draws numerous recreationalists all throughout the year. This reservoir is a popular fishing, hiking, picnicking, and camping destination. Although much of the area has been developed for agricultural purposes, there is still forestland around the State Park and to the east and south of the community center.

Winchester and the surrounding area are surrounded by the Nez Perce Indian Reservation; however, the actual city property was ceded in 1863. Mud Springs Reservoir and another small lake nearby are owned and managed by the Tribe. Tribal members frequent these areas for spiritual and recreational purposes. Many homes near Winchester have some defensible space around structures in the form of pasture for livestock or small farm fields. A fire start in a field or pasture can generally be quickly controlled by modifying vegetation and creating fuel breaks. Nevertheless, fires in this type of light, flashy fuels will tend to spread very rapidly leaving little time to effectively protect structures. CRP fields that are overgrown with tall grasses and other vegetation may support higher fire intensities than cultivated or grazed areas.

The Mission Creek canyon west of Winchester forms the border between Lewis and Nez Perce County. The west aspect slope on the Lewis County side is characterized by a relatively open Douglas-fir and ponderosa pine habitat type. Low growing grasses and various brush species dominate the understory. These fuels typically cure early in the summer becoming exceedingly prone to ignition. Fires in this type

of vegetation tend to be very rapidly spreading, but burn at moderate intensities. This fuel type is very flashy and easily influenced by weather patterns making suppression efforts difficult and potentially dangerous for firefighters. More heavily timbered areas located in some of the cooler draws can burn very intensely, throwing fire brands and creating rolling embers that ignite spot fires.

There are numerous homes within the timbered area southwest of Winchester, many of which are adjacent to or overtopped by hazardous fuels. These typically drier habitat types are dominated by ponderosa pine, lodgepole pine, Douglas-fir, and western larch. Historically, the understories of these stands were relatively open; maintained by periodic, low intensity surface fires. Years of fire suppression has led to more overcrowded conditions with dense accumulations of dead and down wood and other surface fuels. Additionally, regeneration has begun to encroach on many naturally open meadows. Enhanced vertical and horizontal fuel continuity can lead to larger fires with increased occurrences of crowning and torching.

These hazardous fuel complexes coupled with dry summers and numerous ignition sources significantly increase the probability of an intense and destructive wildfire.

Both natural and man-caused fires occur in this area. The high intensity of recreational use at Winchester Lake State Park and in the timber land to the south and west of the community increase potential ignition sources significantly. The use of mechanized equipment near dry fuels is widespread; yet this also increases the fire risk. Debris burning, discarded cigarettes, children playing with matches, fireworks, roadway fires, and campfires are just a few of the countless potential human ignition sources in the area. Contact between power lines and trees can also spark fires, especially during windy conditions.

Lightning events are common across Lewis County; however, ignitions due to strikes occur more frequently in the canyon-lands. The Maloney Creek Fire of 2000 was started by a lightning strike in the Maloney Creek drainage near the Salmon River south of Winchester. This fire burned a large portion of the southern arm of Lewis County and neighboring Nez Perce County. The cured grasses and dry forest habitat types that cover the landscape near Winchester are very receptive to ignition.

The abundance of human and natural ignition sources and the dry nature of fuels in the area increase the probability of wildland fire. Fire characteristics will depend on fuel types and moisture levels, as well as on weather conditions at the time of ignition. Fires during periods of drought with high temperatures, low humidity and strong winds can quickly lead to fast-moving, destructive wildfires regardless of whether the event occurs in forest or rangeland fuels.

The primary access into the Winchester community center is via U.S. Highway 95-Business Route, the main highway connecting north and south Idaho. This roadway is well-traveled not only by area commuters, but also by intra- and interstate travelers. Most of U.S. 95 through Lewis County is adjacent to relatively flat agriculture fields; however, the Winchester Grade portion, which scales the Lapwai Creek canyon, is bordered by steep, timbered slopes. The fire potential on these dry slopes was recently demonstrated by a wildfire that caused severe tree mortality and closed this major transportation route for a significant period of time.

Other potential escape routes include the Old Winchester Grade, Forest Road, and several graveled secondary roads. These routes are typically located in areas at low risk of wildfire; however, there are a few sections that pass through stands of timber or encompass steep grades.

The Winchester Volunteer Fire Department is crossed trained to provide both structural protection for the City of Winchester and wildland fire protection for the area surrounding the City of Winchester. The Winchester Rural Fire Department, established at the beginning of 2010, will provide both structural and wildland fire protection for the southern section of Lewis County. The Winchester Rural Fire Department

works with the Idaho Department of Lands, Craig Mountain District, and the Nez Perce Tribe regarding wildland fires and wildland fire protection.

Probability of Future Occurrence

The community of Winchester has high probability of experiencing a wildland fire according to the Fire Prone Landscapes model (Figure 5.5.), which has been recently demonstrated by the 2000 Maloney Creek Fire and a smaller fire in Lapwai Creek canyon. Those homes with timber directly abutting or overhanging structures are at the highest risk. Fires in these timber fuel types are generally much more intense and difficult to control than rangeland fires. Additionally, the abundance of recreational and other human activities in the area drastically increase potential ignition sources. Preparing a home prior to a wildfire event will significantly increase its chance of survival.

Value of Resources at Risk

It is difficult to estimate potential losses in Winchester from wildland fire due to the unpredictability of wildfire behavior and the nature of ignition sources. It is impossible to forecast the path a wildfire will take and what type of assets and resources, manmade and ecological, will be at risk. Thus, no value estimates were made for this hazard.

Typically, structures located in forested areas without an adequate defensible space or fire resistant landscaping have the highest risk of loss. Nevertheless, homes and other structures located in the grasslands or agricultural regions are not without wildfire risk. Grass fires are often the most dangerous due to high rates of spread. Fires in this fuel type are considered somewhat easier to suppress given the right resources, but they can also be the most destructive. Homes along the perimeter of the community would have the highest risk due to their adjacency to wildland fuels.

PUBLIC OUTREACH CONCLUSIONS

As noted in other sections, the community of Winchester treasures the high-quality natural environment in Winchester and the natural resources that make the community unique. Support is indicated for vigilance in regards to hazards in and around Winchester, especially with new development applications and requirements to require appropriate studies and engineering to avoid and minimize hazards, and to reasonably work to mitigate and reduce the danger and potential impacts of existing hazards.

GOALS AND OBJECTIVES:

Goal: Protect human life, health, and property from the impact of natural and manmade hazards.

Objectives:

1. Minimize the potential threat of manmade hazards by restricting development or by finding alternate solutions in areas where a known hazard could have a negative impact on city residents.
2. Support the implementation of strategies outlined in the *Lewis County Multi - Hazard Mitigation Plan* and *Lewis County Wildland Fire Mitigation Plan*.

PUBLIC FACILITIES, UTILITIES AND SERVICES

EXISTING CONDITIONS:

WINCHESTER CITY HALL AND CITY FIRE DEPARTMENT:

Winchester City Hall was built in 1994 and houses city administrative offices. The Fire and QRU offices are located in the same building. A shared meeting room is utilized for city council meetings, fire and QRU meetings, and community organization meetings. A maintenance and vehicle storage building was built in 1957.

Future Needs and Opportunities: City Hall is ADA accessible and meets current needs for the City.



WINCHESTER VISITOR CENTER

The Winchester Visitor Center was originally built by the WPA. It was utilized as City Hall until 1994 and staffed by volunteers as a Visitor Information Center.

Future Needs and Opportunities: There is a desire to utilize the building again as an active Visitor Center. The building needs significant repairs. A survey of the building condition and identification of funding sources applicable to repairs is needed.



More information on the Visitor's Center is located in the Special Areas and Sites component of this plan.

WINCHESTER CITY LIBRARY:

Library services are provided in Winchester through a partnership between the City of Winchester and the Prairie River Library District. The City owns the building and is responsible for maintenance and utilities. The Library District supplies staffing, library materials, office supplies and equipment (e.g. computers and internet).

Building information: *Built circa. 1999, owned by the City of Winchester.*

Street address: *314 Nezperce Street*

Hours of operation: *Monday through Thursday, 12:00PM – 5:30PM*

Staffing: *Branch Manager (24 hours per week), Library Page (3 hours per week)*

Number of items in catalogue: *5,639*

Number of people served annually: *4,646 (FY 17-18)*

Programming: *127 programs, 940 attendees (FY 17-18)*

Collaborations: *City of Winchester, Friends of the Winchester Library, Highland School District, Lakeside Assisted Living.*



Future Needs and Opportunities: Identify and design programming to better meet community needs and interests, increase outreach to citizens who cannot visit the library, continue building collaborative partnerships with other local service providers.

WINCHESTER COMMUNITY CENTER:



The Winchester Community Center was built in 1954 as the old high school gymnasium. The 14,556

square foot building houses the Winchester Museum of History in the lower level of the building. The gymnasium and upper levels are utilized for community events, sporting events, and other activities.

The building was renovated in 2012 through an Idaho Community Development Block Grant matched by locally raised funds and USDA Rural Development funds to meet ADA Accessibility standards.

Future Needs and Opportunities: The stairwells to the basement have been identified as a future improvement need at the community center. Public input has also indicated the need for a repaired roof and new heater.

More information on the Community Center is located in the Special Areas and Sites component of this plan.

CRAIG MOUNTAIN SENIOR CENTER

Craig Mountain Senior Center is located at 413 Nezperce Street. The building is utilized primarily as a meal site and recreational activity center for citizens of Winchester and the surrounding areas. Meals are served weekly on Wednesdays at noon and organized by the Craig Mountain Senior Citizens. The facility also serves as a meeting center when needed.



Future Needs and Opportunities: The center sees high use from area seniors and is an important community asset to the City of Winchester and Western Lewis County. Needed repairs and upgrades should continue to be identified and applicable funding budgeted or sought.

EMERGENCY SERVICES



The Winchester Volunteer Fire Department is an all-hazard mitigation response agency protecting the City of Winchester and surrounding communities from all emergency events. Based at the Winchester Fire Station, 501 Nez Perce Ave., WVFD operates two Structural Fire/Rescue Pumper Engines, one Wildland Fire Attack Water Tender, and one Incident Command/Supply vehicle. Staffed completely with unpaid volunteers, the roster of firefighters varies from 6-12, depending on the year. Volunteer firefighters are trained both in-house as well as accredited academies, with the goal of everyone reaching FF1 status. WVFD responds to an average of 15 incidents per year, and is capable of mitigating structure fires, wildland fires, vehicle fires, vehicle extrication, Haz Mat incidents, rescue operations, ice rescue, and low-angle rope rescue. The department also responds to assist our partner agency, Winchester Quick Response Unit with any medical emergencies when needed. In addition, WVFD maintains mutual aid agreements with all surrounding emergency response agencies to further increase the safety of our residents and neighboring communities. The Fire Chief enforces all fire building codes and wildland fire threats within the city. WVFD cooperates with the Idaho State Fire Marshall's Office and the Lewis County Sheriff's Office for all fire investigations and code enforcement.

Apparatus:

Engine 1	1981 Van Pelt Pumper Engine
Engine 4	1987 International Paystar 5000 Wildland Attack Tender
Engine 10	1988 FMC Pumper Engine
IC-2125	1978 J-10 Jeep

Personnel:

Fire Chief	Training Officer	Engineers
Assistant Chief	Secretary	Firefighters
Captain	Treasurer	

Future Needs and Opportunities: The main challenges facing WVFD are recruitment and retention of volunteers, and adequate fund raising. Existing in a small, rural community with an aging demographic poses a huge difficulty in finding volunteers who are physically able and available to donate time for firefighting. Many younger residents are employed outside the city, therefore unable to respond during daytime hours, and are often hindered from nighttime response due to the necessary early commute the next day. Additionally, the demands of training for modern day firefighting increase the stress upon volunteers, often convincing many to discontinuing their volunteerism. Finally, the low call volume WVFD experiences per year is a known challenge in retention of volunteer firefighters in small communities. Volunteers often feel they train continuously, but rarely can use their skills in a real emergency.

Secondly, maintaining adequate apparatus, equipment, tools, and training for safe emergency response is very costly. Due to the city's low tax income, WVFD is not fully-funded by the City of Winchester. WVFD must raise funding to provide for firefighter PPEs, equipment, training, and maintenance of vehicles. This financial burden further increases stress among the volunteer officers of the department, as annual fundraising is necessary to continue current WVFD operations.

Recruitment and retention incentives must be continuous for WVFD to maintain operations, however when operating in a small, rural community with limited residents and funding, these incentives will likely remain the paramount challenges to WVFD well into the future.



The Winchester Quick Response Unit is a Basic Life Support, Non-Transport Emergency Medical Service dedicated to serving the City of Winchester and surrounding communities. Based at the Winchester Fire Station, 501 Nez Perce Ave, Winchester QRU operates two emergency response vehicles, and is staffed completely with unpaid volunteers. The roster of responders varies from 5-10, and consists of Advanced EMTs, EMTs, and

driver/helpers. Volunteers spend countless hours completing continuing education to maintain their license and upgrade the care of patients. Despite being licensed as a Basic Life Support agency, Winchester QRU also offers some Intermediate Life Support in conjunction with our main transport agency, Nezperce Ambulance. Since Winchester QRU is not an ambulance service, patients are treated and stabilized on scene by Winchester EMTs, then transferred to a local hospital by either Nezperce Ambulance, St. Mary's Hospital Ambulance, or a Lewiston Fire Department Paramedic Unit. Winchester QRU also cooperates with Life Flight Network and facilitates the transport of patients aboard Life Flight's Advanced Life Support helicopters. The Winchester City Park serves as a regional Landing Zone for such helicopter medical evacuations.

The Winchester Quick Response Unit responds to an average of 80-100 calls per year, ranging from minor ailments or wounds that do not require hospital treatment to major, multi-system trauma incidents or intensive cardiac resuscitations. In addition to usual emergency medical care, most Winchester EMTs are also credentialed in Advanced Medical Life Support, Pre-Hospital Trauma Life Support, Advanced Cardiac Life Support, and Emergency Pediatric Care. Winchester QRU also provides

vehicle extrication in conjunction with Winchester Volunteer Fire Department. To better serve all nearby communities, Winchester QRU maintains mutual aid agreements and works closely with Craigmont QRU, Culdesac QRU, as well as Nezperce Ambulance. In addition to medical responses, Winchester QRU provides firefighter support and safety on all Winchester Volunteer Fire Department incidents and provides stand-by assistance for many local events such as Winchester Days fireworks and rodeos.

Vehicles:

2124 Unit 1	2001 Dodge Ram 2500 with utility body
2124 Unit 2	1978 Chevy Suburban

Personnel:

President/Chief
Secretary
Treasurer
Training Officer
Infection Control Officer
Advanced Emergency
Medical Technicians
Emergency Medical
Technicians
Emergency Medical
Responders
Drivers/helpers

Future Needs and Opportunities: Like Winchester Volunteer Fire Department, the challenges facing Winchester QRU are two-fold: recruitment and retention of volunteers, and adequate funding. Existing in a small, rural community limits the number of available people who can donate significant time in responding with the unit. Plus, the process of achieving an EMT license has become very difficult, including 155 hours of training and then passing two National Certification examinations. An Advanced EMT level is 115 hours of training above the EMT level and includes two additional examinations. Then each EMT/AEMT is expected to achieve at least 48 hours of continuing education every two years to maintain their state license. All these training hours are donated on top of responding to 80-100 calls a year. In addition, due to the lack of adequate funding, volunteers are expected to pay for most of their own training. The time commitment and stress involved in volunteering as an EMT/AEMT often prohibits both recruitment and retention. The responsibility of covering medical emergencies 24/7/365 for the community then falls upon a few dedicated people, which can lead to burnout over time. Recruitment of new volunteers and retention of existing responders is a continuous challenge.

Winchester QRU is a non-profit organization that receives limited tax funding, therefore relies upon donations and grants to maintain operations. With costs of emergency medical care and the necessary associated training constantly increasing, rural volunteer agencies struggle to keep operating. State law prohibits non-transport EMS providers from billing patients, so although all services provided by Winchester QRU are free for patients, the continued existence of the unit depends on the generosity of the community. If adequate donations subside in the future, Winchester QRU may not be able to continue operations.

Search and Rescue: Search and Rescue services are provided by the Lewis County Search and Rescue Team. All services are dispatched through a County Wide 911 system.

HIGHLAND SCHOOL DISTRICT:



Residents of Winchester are a part of the Highland Joint School District #305 located approximately 8 miles south of Winchester in the town of Craigmont. The district operates on a four-day school week. The Mission Statement of Highland School District is: *Highland Schools exist to help all children learn so that they can succeed in life.* The Vision Statement of the District is: *Improving Lives through Learning.*

In 2019 the district employed 29 full time employees and 15 part-time employees. The total school district levy for FY2019 was 0.003513658. For the 2018-19 school year the district reported 171 enrolled students.

Idaho Department of Education Historical Fall Enrollment by District or Charter for Idaho Public Schools

	* Please note all charters that are not separate LEA's are part of District totals.	2018-19	2017-18	2016-17	2015-16	2014-15	2013-14	2012-13	2011-12	2010-11	2009-10
	SCHOOL DISTRICT										
305	HIGHLAND	171	179	160	163	184	173	187	185	173	178

(Fall Enrollment)

School Facilities:

Name of building: Highland School

Size: 48,000 square feet

Built: 1953, Gym added in 1964. Shop built in 1978.

Future Needs and Opportunities: The school facilities are currently in good condition. Future plans for the district are to continue with regular maintenance and upkeep to preserve building condition.

School Transportation:

School transportation is provided through a contract for bussing services with Harlow's Bus Service. In 2019 there were eight buses and five bus routes.

Future Needs and Opportunities: The biggest challenge for transportation is a shortage of drivers. The challenge is partially overcome by using 15-passenger vans owned by the District for smaller activities. Another challenge is having a wide geographic area with routes going one-way 16-18 miles on gravel roads, requiring students to spend up to an hour on the bus to and from school.

Information provided by Highland School District, 2019. Enrollment data sourced from:

<http://www.sde.idaho.gov>

LEWIS COUNTY GOVERNMENT FACILITIES

Lewis County Courthouse is located at 510 Oak Street in the City of Nezperce. All county government offices, including: County Commissioners, Auditor, Assessor, Cooperative Extension System, District & Magistrate Court, Planning Department, Prosecuting Attorney, Sheriff, Treasurer, Weed Control Department and Emergency Management are found in this building.

MEDICAL FACILITIES

There are no medical facilities located in Winchester. Winchester and Lewis County residents receive medical treatment and services from St. Mary's Hospital Clinics located in Craigmont, Kamiah, and

Nezperce. North Central District Public Health is in Lewiston and serves the area out of the Lewiston office and Kamiah clinic. Nez Perce tribal members may receive medical care at the Nimiipuu Health Clinics in Lapwai and Kamiah.

Nearby Hospitals include:

Name of Facility	Distance From Winchester
St. Mary's Hospital in Cottonwood	24 mi.
Syringa General Hospital in Grangeville	40 mi.
Clearwater Valley Hospital in Orofino	40 mi.
St. Joseph Regional Medical Center in Lewiston	35 mi.
Tri-State Memorial Hospital in Clarkston, WA	40 mi.
VA Hospital Boise, ID and Walla Walla, WA	Boise: 230 mi. Walla Walla: 140 mi.

UTILITIES & COMMUNICATIONS

Electrical Service: Winchester residents are primarily served by Avista Utilities. Avista began providing services in the 1970s under the name of Washington Water Power (WWP). Avista is an investor-owned electric and natural gas utility governed by a Board of Directors. It is regulated by the Public Utilities Commissions in Washington, Idaho, and Oregon.

Avista Corporation is involved in the production, transmission, and distribution of energy as well as other energy-related businesses. [Avista Utilities](#) is the operating division that provides electric service to 382,000 customers and natural gas to 347,000 customers. Its service territory covers 30,000 square miles in eastern Washington, northern Idaho and parts of southern and eastern Oregon, with a population of 1.6 million.

Winchester is served by the Grangeville Avista office, located at East 201 Main Street which serves Clearwater, Nez Perce, Idaho, and Lewis County (Orofino, Weippe, Pierce, Greer, Kamiah, Kooskia, Elk City, Dixie, Grangeville, Cottonwood, Craigmont, Nezperce, Reubens, Winchester).

It is important for the city to plan land use and development around transmission lines. No structures should be allowed under these lines. Major transmission facilities should be kept out of the residential areas of the community. Communication between the county, private land owners, and the utility companies are essential for safe and compatible development.

Television: Television providers in Winchester include Dish TV, Suddenlink, and DirectTV. Broadcasting is available directly to most areas. Lewis County receives broadcasts from KLEW (Lewiston), KUID (Moscow), KXLY, KREM, KHQ, KAYU (Spokane, WA) and KWSU (Pullman, WA).

Cable lines are placed on telephone poles or underground as the circumstances dictate. The city should plan development around these lines in a matter that is safe and compatible.

Landline Telephone Service Provider: QUEST communications and GTE Northwest as well as CenturyLink provide telephone service through both aerial and underground telephone lines. 911 emergency calls from all parts of the county are routed to the Lewis County Sheriff's Office in Nezperce.

Cellular Phone Services: Major cellular phone service providers include Verizon, CenturyLink, T-Mobile, AT&T, and Inland Cellular. Satellite services are also available.

An increase in the use of technology for telecommunications makes questions about access to the Internet, access to institutions of higher learning and other resources a prime consideration. Issues concerning the location of telecommunication towers is addressed at the county level in Lewis County's Tower Ordinance (2002-08).

Internet Providers:

Major Internet Providers include CenturyLink, First Step Internet, Suddenlink, Airbridge, and MTIDA. The City of Winchester recognizes that broadband service has become a necessary infrastructure for economic and community development in the 21st Century global economy.

Newspapers:

The City of Winchester is covered by the *Lewis County Herald*, *Lewiston Morning Tribune*, and *Idaho Statesman*. The *Lewis County Herald* is a weekly local publication; the *Lewiston Morning Tribune* and *Idaho Statesman* provide regionalized daily print news.

POSTAL SERVICE

The City of Winchester's United States Postal Service Office is located at 318 Nezperce Ave. City and area of impact residents receive their mail via rural route delivery or post office boxes.

USPS data lists 190 delivery addresses in Winchester.

CEMETERIES

The City of Winchester does not own or maintain a cemetery within the city limits of Winchester. There are four recognized cemeteries near Winchester:

1. Forest Cemetery: Near Forest townsite. Privately owned. Inactive.
2. Evergreen at Golden Ridge Cemetery: Old Highway 95 near Winchester. Inactive.
3. Woodlawn Cemetery or Old Winchester Cemetery: Woodlawn Road. Active
4. Craigmont Cemetery (Formerly IOOF Cemetery): Westlake Road, Craigmont. Active.

The Ilo-Vollmer historical society maintains historical records for cemeteries in Lewis County. The society may be contacted at: Ilo-Vollmer Historical Society, Box 61, Craigmont, Idaho 83523 or https://lewis.idgenweb.org/Cemeteries/Cemetery_main.htm.

LAW ENFORCEMENT

The Lewis County Sheriff's Department, and Nez Perce Tribal Police currently provide Law Enforcement to the City of Winchester. Occasional assistance is provided by Idaho State Patrol and Idaho Department of Fish & Game. Response time is dependent upon the location of the officer on duty in relation to the call and the availability of the officer.

Increased levels of police protection will be funded as they become necessary. Population growth, increased tourism, economic development, and other growth factors will determine the rate of increased law enforcement services in the future.

At a county level, retention of trained officers is extremely important for continuity and cost saving law enforcement services. This can be difficult for a rural county like Lewis, due to high number of hours on the job, lower pay, and high stress. Smaller counties and communities also serve as training grounds, after which a qualified officer may be enticed away by a larger, better paying department.

Information provided by Lewis County.

NEIGHBORHOOD WATCH

A volunteer-run Neighborhood Watch program was started in 2017. The Neighborhood Watch program was started with assistance from the Lewis County Sheriff's Office as well as Nez Perce Tribal Police. The group meets once a month to discuss ongoing initiatives and areas of concern.

The Neighborhood Watch Program of Winchester is registered with the national Neighborhood Watch database. Neighborhood Watch is a crime prevention program that stresses education and common sense. In addition, it provides citizens with the opportunity to make their neighborhoods safer and improve the quality of life. Neighborhood Watch groups typically focus on observation and awareness as a means of preventing crime and employ strategies that range from simply promoting social interaction and "watching out for each other" to active patrols by groups of citizens.

National Neighborhood Watch does **not** advocate watch members taking any action when observing suspicious activity in their neighborhood. Community members only serve as the extra "eyes and ears" and should report their observations of suspicious activities to their local law enforcement. Trained law enforcement should be the only ones ever to take action; citizens should **never** try to take action on those observations.

Information taken from National Neighborhood Watch- a Division of the National Sheriffs' Association.

QUASI-PUBLIC FACILITIES

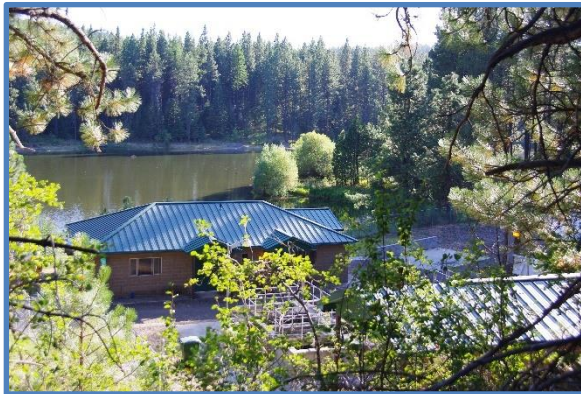
Churches:

1. Winchester Community Church

Meeting Halls:

1. Craig Mountain Senior Center
2. Winchester City Hall
3. Winchester Fire Station (also City Hall)
4. Winchester Community Center

CITY UTILITIES



Wastewater: The City of Winchester owns and operates a municipal wastewater treatment system that services residents. The City has operated a municipal system since 1971 when regulation was passed requiring all septic users to connect to the city-owned system.

The system consists of a mechanical treatment plant and a collection line system. The last upgrades to the system were made in 2001.

Future needs and opportunities: At the time of this writing, the City and procured engineer, J-U-B Engineering, Inc. are completing a planning study to identify needed improvements to the wastewater system. The wastewater system has reached its half-life and study is needed to evaluate the adequacy and compliance of the system.

Water: The City of Winchester owns and operates a municipal water system. The original water system dates back to 1909 and was designed by Hallock & Howard.

The current systems consists of two wells with a capacity of 200 gpm, a distribution system, and a 100,000 gallon storage reservoir. An infrastructure upgrade was completed in 2016 that added two new water sources and a reservoir to their municipal system. Three possible well locations and an existing spring development were proposed as water sources. An additional well

location was investigated as an alternative water source. Wells will occupy a 20-x-20-foot area. A 300,000-gallon tank was constructed west of the city park to replace the existing tank. Approximately 12,200 feet (2.3 miles) of waterline was installed to connect the sources to the system. The project was partly funded through federal grants, City revenue bond and cash reserves.



Future needs and opportunities: Provide or support a system of public services, utilities, and facilities that meet the needs of the population and business community. Maintain and improve the city's built infrastructure based on sound design and financially plan for replacement and development. Maintain and improve the city's built infrastructure based on sound design and financially plan for replacement and development. The adequacy and sustainability of water supply in the next ten years is of concern to the City. At this time, the City Council has decided to deny any requests for public utility service extensions beyond the city limits of Winchester. Development in the city Area of Impact and potential effects of development on the city's supply and source of water will continue to be considered with the support and assistance of Lewis County.

Water Resources:

Sustainability and reliability of ground water resources is a vital consideration to the City of Winchester and all communities in Lewis County. Idaho DEQ last conducted a source water assessment on the Winchester Water Department in 2002. The following is taken from the executive summary of that document:

For the Winchester Water Department system drinking water protection activities should first focus on correcting any deficiencies outlined in the sanitary survey (an inspection conducted every five years with the purpose of determining the physical condition of a water system's components and its capacity). As much of the designated protection areas are outside the direct jurisdiction of the Winchester Water Department, collaboration and partnerships with state and local agencies, and industry groups should be established and are critical to the success of drinking water protection. In addition, the well should maintain sanitary standards regarding wellhead protection.

A system must incorporate a variety of strategies in order to develop a comprehensive drinking water protection plan, be they regulatory in nature (i.e. zoning, permitting) or non-regulatory in nature (i.e. good housekeeping, public education, specific best management practices).

For assistance in developing protection strategies the Lewiston Regional Office of the Idaho Department of Environmental Quality or the Idaho Rural Water Association are regional resources available to the City.

Information provided by Idaho Department of Environmental Quality

PUBLIC OUTREACH

Utilities: Like many rural municipalities, Winchester is faced with an increasing compliance burden from regulatory agencies and an associated cost burden to maintain and operate municipal utilities. Residents bear the burden of these costs through utility payments and some have expressed frustration with increasing costs. The City has worked with and will continue to seek funding opportunities and improvements to maintain adequate public infrastructure at costs comparable to similarly sized systems and affordable for local residents.

Facilities: youth outreach identified city owned recreational facilities like the Community Center as an important factor in their enjoyment of Winchester. The youth surveyed indicated that they would like to see improvements made to the Community Center to keep it available for use and to expand activities and events held in the gym. Outreach completed at the Craig Mountain Senior Center also highlighted the importance of the center as a social and recreational opportunity for senior citizens of the area. Like the youth, input from the senior citizens indicated an interest in more recreational offerings for all ages.

Healthcare and Emergency Services: In line with regional trends, Winchester's population trends older than the national average. This increased average age of residents corresponds with an increase in the need for adequate healthcare and emergency services. Winchester residents of all age surveyed noted that the distance to nearby healthcare and the decline in funding and volunteers available for fire and gru services was concerning to them.

GOALS AND OBJECTIVES:

Goal: Provide or support a system of public services, utilities, and facilities that meet the needs of the population and business community.

Objectives:

1. Maintain and improve the city's built infrastructure based on sound design and financially plan for replacement and development.
1A: Continue to pursue planning study for wastewater facility upgrade (*estimated completion 2021*) and seek funding and improvements to system as applicable based on results of study.
2. Ensure appropriate levels of staffing and/or expertise and equipment for all city managed services based on community need and availability of city resources.

3. Budget and plan for mentoring and training of new staff to replace retiring staff.
4. Support the development, maintenance, and expansion of communication systems and broadband networks to serve the needs of the city, businesses, and residents.
5. Continue to monitor the status of the City's well levels and source of supply, evaluate development and growth decisions based on the need to ensure sustainable and dependable supply to meet current and future needs.

TRANSPORTATION

EXISTING CONDITIONS

Providing for safe and convenient movement of people and goods is a high priority in the City of Winchester. Winchester lies two miles to the west of US 95, the major north-south highway in the state of Idaho. Access to Winchester from the highway is via a business loop. The primary form of transportation in and to Winchester is vehicular; in addition to the state highway, Winchester may be accessed via several prominent county roads.

ROADWAYS AND SURFACE TRANSPORTATION:

The City of Winchester and Riedesel Engineering, Inc. completed a road inventory in conjunction with the Lewis County Transportation Master Plan in 2007. Roadways within city limits consist of approximately 3.5 miles of roadway, 2.9 of which are gravel surfacing and 0.5 miles of which are improved asphalt.

The main travel corridor through the city is Joseph Avenue, which is the north-south US 95 Business Loop and is maintained by the Idaho Transportation Department. Camas Street is the major east-west street in Winchester. Nez Perce Avenue (*pictured*) is the primary commercial access street.

The gravel roadways within the city are treated annually when possible with magnesium chloride (MgCl) as a dust suppressant material.



Pavement sections within the city vary in width from approximately forty (40) feet to twenty (20) feet and most do not include a curb. The paved streets are aged and have significant drainage problems.

In 2017 the City and J.U.B. Engineering, Inc. began a centerline survey of all streets within the city. At the time of this plan, the survey was ongoing. After completion of the survey, the City will utilize the information to identify the right-of-way on all city streets and to improve drainage ditches along identified rights-of-way. Right-of-way within the city is 40 ft on gravel surfaces and 60 ft on paved streets. Survey completion is expected to assist the city and private property owners in resolving encroachment issues.

Maintenance: Maintenance of city streets and roadways is performed by the City of Winchester Public Works Department. The gravel and asphalt maintenance is ongoing, as are replacement of culverts. Funding for capital improvements is sought as needed in cooperation with local highway districts and surrounding cities. The City belongs to the Lewis County Transportation Committee.

Future Needs: The 2007 Transportation Plan identifies four priority areas for the City of Winchester. As of August 2019 these needs still exist as priorities for the City. Projects are listed here by title, the full project description as included in the Lewis County Transportation Master Plan is included at the end of this chapter.

Priority 1: Drainage Improvements at Algoma Street @ Joseph Avenue

Priority 2: City Wide Drainage Improvements

Priority 3: City Wide MgCl Dust Control

Priority 4: Nez Perce Avenue: Paving, Curb, Gutter, and Sidewalk

Priority 5: Algoma @ Lawyer Street: Sidewalk between Joseph and Nez Perce.

The City continues to seek applicable funding sources such as ITD and LHTAC to support sidewalk, curbm gutter, and drainage on Nez Perce Avenue (Priority 4). At the time of this plan's writing, a speed study was being organized by the City of Winchester and ITD to gather information related to motor vehicle traffic and safety in Winchester.

PEDESTRIAN AND BIKE TRAFFIC

After motorized vehicles, pedestrian and bike traffic are the most common forms of transportation in Winchester. Pedestrian traffic is most common on Joseph Street, Nez Perce Avenue. Currently, sidewalks exist only on Nez Perce Avenue from Clark Street to Camas Street.

Bike traffic in Winchester is most common among visitors to the state park who cycle into downtown Winchester businesses via Forest Road. Bike and pedestrian trail users also utilize Business Loop 95 and Forest Road as a connector between non-motorized portions of Lake Shore Trail. The City has one ordinance related to bike traffic, prohibiting bikes as well as motorized vehicles such as ATVs from using city sidewalks.

PUBLIC AND SCHOOL TRANSPORTATION:

The City of Winchester is not currently served by a public transportation service on a regular basis.

COAST Transportation provides coordinated transportation services to all citizens living in north central Idaho. COAST operates Monday through Friday from 6:00 am to 6:00 pm. Greyhound provides daily passenger and freight transportation services. The nearest Greyhound bus station is located at Craigmont Hardware, 200 W Main St.

Private taxi services that will serve Winchester include Prairie Transportation (Cottonwood), Tolo Transport (Grangeville), and another seven taxi services operating out of Lewiston and Orofino.

Highland School District students in Winchester are served by school district bus transportation. Stops are located at the intersection of Nezperce St. and Lawyer St. A new stop is being built at Winchester City Park by Connor Morris in 2019 as part of a Highland High School Senior Project.

OTHER TRANSPORTATION:

Air Traffic: The nearest commercial air service to Winchester is the Lewiston-Nez Perce County Regional Airport, approximately 40 miles north of Winchester. The City of Craigmont owns a small airport with a 2500-foot runway within city limits.

Rail: There is no rail service to Winchester. A historical rail line was once used for mill purposes to the main line in Craigmont. Though parts of the rail line and grade are visible, there are no active parts.

PUBLIC OUTREACH:

Transportation related comments received during public outreach for this plan focused heavily on the desire for city streets to be paved or chip sealed. Dust abatement is another concern expressed in the comments received on surveys and outreach,

The lack of sidewalks on Winchester city streets creates a safety concern for pedestrians. Outreach to youth, senior citizens, and general public surveys expressed a desire for more sidewalks. High-pedestrian traffic areas such as Joseph Ave. from Clark Street to Algoma Street were identified as the highest priority need for sidewalks.

Youth input into the planning process also expressed a desire for a “safe way to walk to the Lake and the Park from town” as the top priority of the participating group (see youth outreach report in appendix for additional information on youth outreach).

GOALS AND OBJECTIVES

Goal: Provide an adequate, safe, and efficient transportation system that meets the needs of Winchester citizens and businesses.

Objectives:

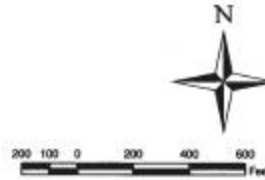
1. **Signage:** Seek opportunities for funding to replace regulatory signage with signage that meets ITD and MUTCD guidance for minimum retroreflectivity.
2. **Right-of-Way:** Continue to ensure that city rights-of-way are kept free from encroachment. Educate and enforce when necessary the need for right-of-way to be kept free from parked vehicles.
3. **Planning:** Continue to participate in Lewis County Transportation Committee and other local planning committees related to transportation.

4. Street Improvement: Continue to seek funding opportunities possible for paving or chip sealing of city streets.
5. Develop and maintain an inventory of capital improvement needs and possible funding resources for transportation related projects.
6. Identify and pursue funding opportunities for sidewalk and associated curb, gutter, and drainage improvements on Joseph Avenue to increase pedestrian safety.
7. Partner with ITD and LHTAC to conduct speed study to gather necessary data to analyze speed limits, speed zones on Mason Avenue, McBeth Avenue, Spaulding Street, and Camas Street.

Lewis County Transportation Plan

Winchester

Project #	Jurisdiction	Notes	Project Description
CW-1	City of Winchester	2016	City, State, and Local Funding, 7 Year Project
CW-2	City of Winchester	2017	City, State, and Local Funding, 7 Year Project
CW-3	City of Winchester	2018	City, State, and Local Funding, 7 Year Project
CW-4	City of Winchester	2019	City, State, and Local Funding, 7 Year Project
CW-5	City of Winchester	2020	City, State, and Local Funding, 7 Year Project
CW-6	City of Winchester	2021	City, State, and Local Funding, 7 Year Project
CW-7	City of Winchester	2022	City, State, and Local Funding, 7 Year Project
CW-8	City of Winchester	2023	City, State, and Local Funding, 7 Year Project
CW-9	City of Winchester	2024	City, State, and Local Funding, 7 Year Project
CW-10	City of Winchester	2025	City, State, and Local Funding, 7 Year Project
CW-11	City of Winchester	2026	City, State, and Local Funding, 7 Year Project
CW-12	City of Winchester	2027	City, State, and Local Funding, 7 Year Project
CW-13	City of Winchester	2028	City, State, and Local Funding, 7 Year Project
CW-14	City of Winchester	2029	City, State, and Local Funding, 7 Year Project
CW-15	City of Winchester	2030	City, State, and Local Funding, 7 Year Project



City of Winchester Transportation Project Priorities

(Excerpt from Lewis County Transportation Master Plan, Riedesel Engineering, 2007)

Priority #1

Algoma Street @ Joseph Avenue: Drainage Improvements: Algoma Street is a gravel commercial street located in downtown Winchester. A primary concern for this road is drainage along the segment between Joseph Avenue and Nez Perce Avenue. The poor drainage affects 3 businesses in the area. The City wants to build the road up, improve drainage, and prepare the road to eventually be paved. **This project will be financed through the City's annual budget and no grant funding will be needed.**

Priority #2

City Wide Drainage Improvements: Drainage is a consistent problem for the City of Winchester, The City's existing drainage system consists of culverts and roadside ditches. The roadside ditches are difficult to maintain along residential yards, and the existing culverts are generally old and undersized. This project will address the drainage issues by replacing culverts, reconstructing shoulders, widening travel surface, reconstruction ditches, replacing gravel, and preparing roads for paving. **Investment Program funding will be needed to finance this project.**

Priority #3

City Wide MgCl Dust Control: The City of Winchester has about 2.9 miles of gravel surfaced roadways within the city limits. **They apply MgCl to all their gravel roads on an annual basis and recently were awarded a CMAQ grant for a distributor truck,** so now they will be able to apply it themselves. They have historically been spending \$6000 per year for MgCl application. **The City desires to continue their dust abatement program and will apply for funding to support their budget with CMAQ funds.**

Priority #4

Nez Perce Avenue: Paving, Curb, Gutter, and Sidewalk: Nez Perce Avenue is a major commercial street within the City of Winchester. In 1981 Ne Perce Avenue was constructed from Clark Street to Camas Street. This project included asphalt paving, curb, gutter, and sidewalk. This continues what was started in 1981, constructing asphalt, curb, gutter, and sidewalk from Camas Street to Lapwai Street, The sidewalks will improve pedestrian access to downtown Winchester and increase safety for school age children. **The City of Winchester will need financial assistance in the form of investment program funding for this project.**

Priority #5

Algoma @ Lawyer St: Sidewalk between Joseph and Nez Perce: Safety concerns for the citizens of the community have made this project one of the priorities in this plan. Algoma Street is a commercial access gravel street in downtown Winchester. Currently, citizens are using the shoulder of Algoma to walk between Nez Perce Avenue and Joseph Avenue. Nez Perce and Joseph Avenues are the two primary commercial streets within the city. In addition to constructing sidewalk, the city wishes to prepare this street for eventual paving. **The City of Winchester's plan is to construct this block of sidewalk using funding from their annual budget and will not seek outside funding for this project.**

SPECIAL AREAS AND SITES

EXISTING CONDITIONS

The City of Winchester is fortunate to have several sites of significance to the community for their historical, social, and architectural value. Sites identified during the development of this plan as being of particular value are the Visitor's Center and the Community Center.

WINCHESTER VISITOR'S CENTER

The Visitor's Center is a log building located on Nez Perce Avenue. The building was constructed during the 1930s by the Works Progress Administration. The building was utilized as Winchester City Hall until the construction of the current City Hall in 1994, after which the building was utilized as a visitor information center as volunteer staffing allows.

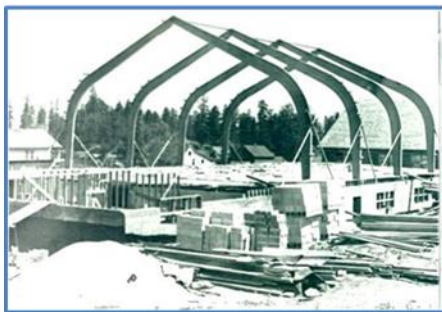


The community of Winchester has worked to restore the building and to preserve its history. Most recently, interest has been generated in staffing it again as a resource center for tourists visiting Winchester.

Future Needs and Opportunities: The Visitor's Center is in need of repairs and maintenance in order to be utilized and staffed. Volunteer efforts and the possibility of Highland School District students taking on research or funding identification for repairs to the building.

WINCHESTER COMMUNITY CENTER AND MUSEUM

The current Community Center, located on McBeth Avenue, was built in 1954 and served as the local school gym until about 1968 when Winchester, Reubens, and Craigmont schools were consolidated. Many community activities, including the annual Christmas in the Pines Craft Fair, Winchester Days Events, recreational classes, and events, are held at the center. The building is believed to have been built by famed Idaho architect, Arthur Troutner. Troutner was the designer of specially designed laminated beams; this process later became the innovative wood laminating business Truss



Joist Corporation of Boise.

The building was renovated in 2012 through an Idaho Community Development Block Grant matched by locally raised funds and USDA Rural Development funds to meet ADA Accessibility standards.

Future Needs and Opportunities: The stairwells to the basement have been identified as a future improvement need at the community center. Public input has also indicated the need for a repaired roof and new heater.



PUBLIC OUTREACH CONCLUSIONS:

Public outreach completed for this planning process indicated that both the Visitor's Center and the Community Center are seen as valuable assets to the community. Youth input identified a desire for the community center to be kept in good repair, including making needed renovations to the roof and heating system, so that the building could continue to be utilized for recreational activities.

GOALS AND OBJECTIVES:

Goal: Maintain and preserve areas of interest in our community, whether for lessons in education and historical preservation or to maintain a sense of community.

Objectives:

1. Support efforts to identify funding sources and volunteer opportunities for the restoration of Visitor's Center and completion of Community Center.
2. Continue to support efforts of Winchester City Library and Winchester Museum of History in educating and providing opportunities for Winchester visitors and residents.

PARKS AND RECREATION

EXISTING CONDITIONS:

CITY-OWNED RECREATIONAL FACILITIES:

Winchester's City Park: Winchester's sole city park was built in 1978 through a combination of RC & D funding and donated labor and materials from citizens and organizations. Park features include a baseball field and a basketball hoop installed on a concrete pad. A walking path traverses a small Native Plants Garden. The park is a popular place for all ages to enjoy and to recreate. The park had contained a playground for young children, however the equipment was removed due to safety concerns. Efforts are underway by the community to raise funds to replace the playground. A swing set and small jungle gym feature remains at the park.



The park is owned by the City and maintained primarily by volunteers. A bus stop was installed in 2019.

The adjacent Winchester Community Center is also owned by the City of Winchester. The Community Center gymnasium is frequently used for basketball and other recreational activities. The Community Center is addressed in greater detail in the Public Facilities, Services, and Utilities chapter of this document.

For information on the City Park, contact: Winchester City Hall, 501 Nezperce St, Winchester, ID 83555.

CITY CELEBRATIONS AND COMMUNITY EVENTS:

Winchester Days: The annual Winchester Days celebration is held the first full weekend in July. The celebration and surrounding events are sponsored and organized by the Winchester Days Association, a 501(c)3 association staffed by volunteers. The agenda typically consists of a Cowboy Breakfast, parade, games, class reunions, and other activities throughout the weekend. The celebration is capped by fireworks at dusk over the lake. The firework display is put on by the Winchester Volunteer Fire Department.



The Craig Mountain Arena Association’s annual rodeo was usually scheduled for the same dates as the Winchester Days Celebration. In 2015 the rodeo sponsorship and organization shifted from the Craig Mountain Arena Association to the Winchester Rodeo Association, LLC.

The Winchester Days Association also sponsors other celebrations throughout the year including the Christmas in the Pines Craft Fair, Breakfast with Santa, and other holiday gatherings and celebrations.

Winchester Rodeo: Winchester Rodeo Association, LLC. organizes the annual Winchester Rodeo, typically held in July at the Floyd Welborn Arena in the Pines. The rodeo is a separate event from Winchester Days, although the two are often held on the same weekend.

Contact information for the Winchester Rodeo Association, LLC may be found at:
www.winchesterrodeo.com

Winchester Saturday Market: In 2019 a Saturday Market was organized by the Winchester Creative Council. The seasonal market runs from Memorial to Labor Day and features artisan crafts and homemade products as well as garden produce. The market is held on City of Winchester property on Nezperce Ave. The Council has expressed a desire to expand the market offerings and to attract local musicians and local artisans in the future.

WINCHESTER LAKE STATE PARK



In 1907, the Craig Mountain Lumber Company constructed a dam on Lapwai Creek near the new town of Winchester. The resulting millpond, now named Winchester Lake, has been utilized by the locals for camping, swimming and fishing since 1924.

In 1969, the Idaho Department of Parks and Recreation entered into an agreement with Idaho Fish and Game to manage the land and develop Winchester Lake State Park, making it the ninth park in the department.

VISITATION

<u>Year</u>	<u>Day Use</u>	<u>Camping</u>	<u>Total</u>
2017	118,068	16,288	134,356
2018	124,849	17,354	142,203

Amenities: Winchester Lake State Park is 420 acres with 68 developed campsites and four yurts. The park also has an amphitheater used for programs and events and a picnic shelter in the Ponderosa Point unit that is available for events such as weddings and family reunions. A playground is also located at Ponderosa Point.

Activities: The most popular activity at Winchester Lake is fishing for Rainbow Trout, which are planted regularly by the Idaho Department of Fish and Game. Fishing for Perch, Tiger Muskie, Bass, and Blue Gill is also popular. Small boats are allowed; gasoline engines are not. Ice fishing is a popular winter activity.

The park also offers interpretive programming in coordination with local partners during the summer season.

Trails: IDPR and IDFG cooperatively manage the trail system surrounding Winchester Lake. Currently, four trails offer a combined six miles of non-motorized access. The Lakeshore Trail is groomed for winter activities such as snow shoeing and cross-country skiing.

Future Plans: The park continues to look for opportunities to expand access to recreation within the existing footprint of the park. Coordination with the City of Winchester, Winchester business community, and partners will guide future development and projects.

Source: *The narrative and the data were provided in its entirety by Steven Kuskie, Assistant Manager, Winchester Lake State Park.*

Contact: *Winchester Lake State Park, 1786 Forest Road Winchester, ID. (208)924-7563*

WINCHESTER AREA RECREATION

Winchester is the gateway to a variety of recreational opportunities in all seasons. Local attractions include:

Forest Townsite and Soldiers Meadow Reservoir: Approximately eight miles outside of Winchester is the townsite of Forest. Originally a company town, Forest is now a collection of private residences and the Forest Saloon. The site is a popular meeting point for motorized and non-motorized recreationists. Eleven miles from Winchester is Soldiers Meadow, a 124-acre reservoir. Water is impounded by a dam on Webb Creek and utilized for irrigation. The dam is owned by the Bureau of Reclamation and the reservoir is administered by the Lewiston Orchards Irrigation District. Primitive camping is available. The fishery is managed and stocked seasonally by the Idaho Department of Fish and Game.

Craig Mountain Wildlife Management Area: Located approximately 20 miles from Winchester, the Craig Mountain WMA consists of 78,000 acre set-aside to specifically address the wildlife losses associated with the inundation of Dworshak Reservoir. Idaho Department of Fish and Game is responsible for managing all wildlife on Craig Mountain, including game and nongame species. In addition to being a popular destination for hunters and anglers, this area is frequently used for many outdoor activities including camping, picnicking, sight-seeing, photography, berry and mushroom picking, hiking, mountain biking, horseback riding, ATV riding, snowmobile riding. It has roaded areas, boat access from both the Salmon and Snake rivers and vast areas of non-motorized terrain that range in elevation from 800 feet at the rivers up to 5,200 feet. The mountain is home to everything from rattlesnakes to elk and bighorn sheep. In addition to the wildlife area managed by the Idaho Fish and Game Department, adjacent lands owned or managed by the Idaho Department of Lands, Bureau of Land Management, Forest Service, Nez Perce Tribe and The Nature Conservancy bring the total acreage available for public recreation to more than 140,000 acres.

For more information on Craig Mountain WMA, contact the Clearwater Region Office of the Idaho Department of Fish and Game at 3316 16th Street in Lewiston, ID 83501 or by phone at (208) 799-5010.

Additional Information on Recreational Opportunities: Residents and visitors to Winchester may gain information about local recreational opportunities by contacting the following organizations:

Craigmont Area Chamber of Commerce: The Craigmont Area Chamber of Commerce serves the cities of Craigmont, Winchester, and Reubens and the surrounding areas.

Contact: www.craigmontareachamber.com

(208) 924-0050

P.O. Box 365, Craigmont, Idaho 83523-0365

North Central Idaho Travel Association (NCITA): NCITA serves as the regional tourism and marketing collaborative for the five counties of North Central Idaho.

Contact: <https://visitnorthcentralidaho.org>

(208) 507-1904

PO Box 2018, Lewiston, ID 83501

Idaho Travel Council and Visit Idaho: The Idaho Department of Commerce- Tourism Development manages Visit Idaho and the Idaho Travel Council.

Contact: www.visitidaho.org

Idaho Department of Commerce – Tourism Development

700 West State Street

P.O. Box 83720 Boise, ID 83720-0093

(208) 334-2470

PUBLIC OUTREACH CONCLUSIONS

The community of Winchester treasures the high-quality natural environment and the livability and high quality of life that ready access to the rich array of outdoor recreational pursuits offers for residents and visitors alike. Maintaining and enhancing access to the recreational opportunities and the health and quality of the environment that supports them is a high priority. This is evident in the responses to the public outreach.

City-Owned Recreational Facilities: Support for increased recreational opportunities and access to recreation is very high. Suggestions for city-owned recreation included the desire for more trails in and surrounding the city and increased recreational facilities at the city park. Replacing the playground equipment at City Park was an identified need. Youth input also expressed a desire for activities at the community center and improvements to the ball field and basketball court.



Celebrations and Community Events: Community input underlines the importance of the celebrations and community events. The Winchester Days celebration and the rodeo are economic boons to town and area businesses and provide opportunities for community camaraderie and celebration. Interest is

strong in creating more events to draw and keep visitors in town over the celebration and in expanding activities to include a wider range of interests. Suggestions for additional or expanded activities have included: hosting a Car Show or Rally, revitalizing the “Bite the Bullet” family bike ride, hosting more family activities, and expanding celebrations through evening activities such as street dances and live music. The success of the Saturday Market indicates a desire for additional activities and offerings in the future sponsored by local organizations and groups.

Winchester Lake and Winchester Lake State Park: Community input strongly emphasized that the lake is seen as the centerpiece of the town. The lake and the unique recreational access that it provides close to town is central to what citizens love about Winchester. The presence of the lake is also critical to the economic well-being of Winchester and provides some of the area’s best economic development opportunities.

The presence of the State Park is also seen as a benefit to both the economy and the livability of Winchester. Residents and visitors enjoy the recreational opportunities currently offered at the park and show an interest in seeing those opportunities expanded further. The safety and expansion of the trail system both in the park and connecting to town was identified as a priority for many citizens.

An identified area of need concerning the lake is the quality of water in the lake. A high concentration of nitrates from agricultural land upstream and relatively warm water temperatures foster algae growth in the summer months. Residents and visitors have expressed a desire for stakeholders and management of the lake to explore options for improving the water quality.

Area Recreation: Community input also showed that residents of Winchester value their proximity to recreation and many residents engage in recreational activities and pursuits near Winchester. There is support for opportunities that continue to solidify Winchester’s status as a gateway to world-renowned recreational areas. There is also support for opportunities to provide linking recreation, such as ATV or snowmobile trails, between Winchester and nearby recreational areas.

GOALS AND OBJECTIVES:

Goal: Provide recreational facilities and programs to meet the desires of Winchester residents.

Objectives:

1. Identify and pursue funding opportunities for playground equipment at City Park.
2. Continue to build cooperative relationships with stakeholders such as Idaho Fish & Game, Idaho Department of Parks and Recreation, Winchester Days Association, and other recreational groups.
3. Encourage and support the development and promotion of recreation and tourism industries in Winchester and Lewis County.

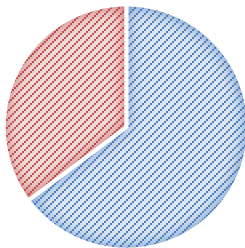
HOUSING

EXISTING CONDITIONS

The majority of existing housing stock in Winchester is made up of single-family homes. In addition to single family residences, there are several duplexes and one apartment building with multiple units within city limits. There are three permitted recreational vehicle parks within the city. Figure 4.1, Housing Types in Winchester, illustrates the current distribution of housing unit type. The American Community Survey 2013-17 data estimates that 159 total housing units exist in Winchester. Of this, three-quarters of occupied housing (75.6 %) of the City's was classified owner-occupied, and 24.4% percent was renter-occupied. These figures correlate with public outreach conclusions regarding the lack of rental housing available in Winchester for workforce housing.

AGE OF HOUSING STOCK (BY YEAR BUILT)

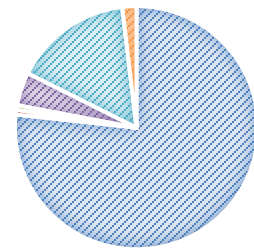
■ 1979 or Earlier ■ 1980 or Later



Year Structure Built, American Community Survey 2013-17 Estimates.

TYPES OF HOUSING IN WINCHESTER

■ Single Family ■ 2 Units
■ 3-4 Units ■ 5-9 Units
■ Mobile Homes ■ Other



Housing Type Distribution, American Community Survey 2013-17 Estimates.

Like many cities in Lewis County and North Central Idaho, Winchester's housing stock is aging. Of the 159 reported units, 103 were built in 1979 or earlier. For cities with an aging housing stock, remodeling or refurbishing homes is of equal importance to new construction.

Housing Types in Winchester:

- a. The **detached single family residence** is the iconic living arrangement and the most common type of housing in the City of Winchester. It is generally a dwelling designed for use by one family that sits on its own lot of land. Although home sizes, arrangements, and densities vary immensely, it is nonetheless the primary occupant of land within the community. This housing arrangement generally utilizes the most land area per dwelling unit.

The City of Winchester adopts the most recent version of Idaho State Building code for single family residences within city limits.

- b. Winchester has several **multi-family residences** in addition to single family. Multi-family residences are those in which dwelling units may be above or below other units. Generally, this type of housing is called duplexes or apartments. Most multi-family units do not typically include

a divided interest in land, but instead have open areas under common ownership or are leased by a single owner.

City of Winchester zoning ordinances related to multiple-family dwelling is defined in Ch. 8—4C-1 defines multi-family dwellings as a building or portion thereof designed for occupancy by three or more families living independently of each other.

- c. **Mobile homes:** Idaho Code defines mobile homes as factory-assembled, containing service connections, is readily moveable, and is designed for living in. (Idaho Code 39-4105(9)). Of housing stock in Winchester, mobile homes make up 15.7% of total units.

The City of Winchester’s policies on mobile/manufactured homes are outlined in City Code Ch.5 “Mobile/Manufactured Home Parks”.

- d. A **manufactured home** is defined by Idaho Code as a structure, constructed after June 15, 1976, in accordance with the HUD manufactured home construction and safety standards, that is transportable in one (1) or more sections, which, in the traveling mode, is eight (8) body feet or more in width or is forty (40) body feet or more in length, or when erected on site, is three hundred twenty (320) or more square feet, and which is built on a permanent chassis and designed to be used as a dwelling with or without a permanent foundation when connected to the required utilities, and includes the plumbing, heating, air conditioning, and electrical systems contained therein. (Idaho Code 39-4105(10)).

The City of Winchester’s policies on mobile/manufactured homes are outlined in City Code Ch.5 “Mobile/Manufactured Home Parks”.

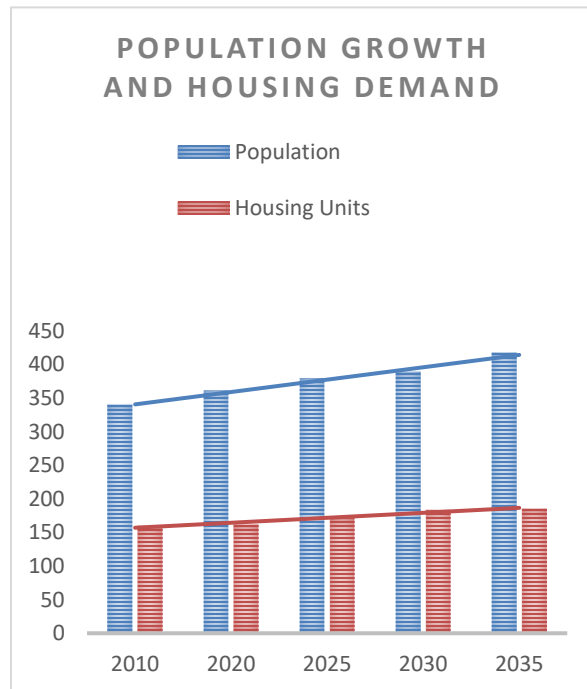
- e. **Recreational Vehicle Parks:** **Recreational vehicles** are defined in Winchester City Code as in the State of Idaho Building code as a wheeled vehicle less than ten feet in width at its widest point, self-propelled or unpowered, and/or qualifying for a State of Idaho recreational vehicle permit. RV Parks are tracts of land with one or more spaces rented for the parking of RVs.

The City of Winchester limits the siting of recreational vehicles to approved recreational vehicle parks, or as otherwise allowed in the City Code (Ch. 6 Recreational Vehicle Parks). At present there are three lots in the City that have approved RV siting.

- f. **Accessory units** are another means of providing housing. These are often referred to as mother-in-law apartments or granny flats and are secondary to a detached single-family residence, whether they are an apartment within the primary structure or an accessory building on the property.

Permitted accessory uses such as garages, home offices, or storage buildings in the City of Winchester are addressed in each zoning classification under “permitted buildings and uses”.

FUTURE HOUSING DEMAND



Population forecast for the City of Winchester is for a moderate rate of growth in the next 15 years, at one-two percent annually. This rate of growth estimates that Winchester will grow to approximately 361 by 2020 and to 398 the year 2030 (at one percent annual growth). According to the American Community Survey, the average household size within Winchester was 2.19 people. Assuming that average household size remains consistent, it is projected that by 2030 the community would require a total of 182 housing units, which would represent 23 additional housing units, or 2 housing units per year to meet the housing needs of the current and future residents.

Local realtors consulted indicated that the market is currently a seller's market with the average length of

days of homes on the market regardless of price is 99 days. The type of home most in demand in Lewis County is indicative of an aging population with the need being an 1800 square foot, single level home with three bedrooms and two baths. This type of home is least likely to be on the market. Demand is hard to predict in the next 10 years; however, the available housing must fit "the real needs of citizens of the future."

The City provides water and wastewater services to residents at the cost of the developer property owner. Capacity and sustainability of the city's utility infrastructure and capacity, particularly water supply, is an important to the consideration of additional housing development in Winchester. The possibility of housing or subdivision development in the city's Area of Impact may also be affected by resource considerations and decisions regarding the extension of public services must be made with an eye towards sustaining the supply and adequacy of utilities to residents. Moving forward, the City Council has decided not to extend city utilities to new developments beyond city limits.

VACANCIES

At any given point in time, a portion of the housing stock is vacant. Vacancies are essential to the healthy functioning of the housing market and the City's economic development. When vacancy rates are too low, demand for housing will push up rents and prices as tenants vie for scarce units. The rule of thumb used by many economists is that five to eight percent is a healthy vacancy rate that promotes a healthy housing market. According to the American Community Survey, in 2017 the City had a rental vacancy rate of 6.1% and a homeowner vacancy rate of 7.1%. This indicates that if population growth occurs, the demand will likely outweigh the vacancy rate.

AFFORDABLE HOUSING:

Generally, housing is considered to be affordable if it costs no more than 30 percent of the household's annual income. Typically, this consideration includes taxes, insurance, and utilities as part of the cost of housing

ACS 5 Year 2013-17 estimates place the median household income in Winchester at \$31,375. The mean income of a household from earnings (57.3%) is \$51,269. The mean annual income from Social Security, recipients of which make up 49.6% of households, is \$17,657. Another 38.2% report a mean retirement income of \$12,968.

The median listing price in Winchester per *Realtor.com* is \$175K. It has been noted that due to the recreational access and status of Winchester as a vacation destination, selling prices are generally higher than in surrounding communities in Lewis County. However, Winchester remains an affordable option for housing in comparison to the Lewis-Clark Valley.

There are several strategies available to local government and community organizations to promote affordable housing. Often the most easily implemented strategies are those that can be controlled through land use and development codes. Allowance of infill development and accessory dwelling units provides more housing options by increasing densities, lowering the cost of land associated with a dwelling unit, and supplementing a homeowner's mortgage payment.

Codes and ordinances may also inadvertently pose impediments to the development or maintenance of affordable housing. Careful consideration needs to be given to code regulations and amendments so that regulations are not overly restrictive or costly. Some such regulations may limit the ability for a potential home buyer to obtain a loan on the property due to a nonconforming lot, structure or use. Incentives can be built into codes to encourage developers to construct affordable housing by allowing density bonuses, alternate housing types, additional height, reduced fees, or create deed restricted housing.

Successful strategies typically require third party involvement that may require partnerships between local government and other public or private organizations. Ultimately, it is important that the City carefully monitor the distribution and condition of housing that is available to all residents of all income levels within the community and implement the strategies such as those identified above to address community needs.

HOUSING DIVERSITY:

As people and families age, their housing needs change as well. If a mix of housing is provided within neighborhoods, people have the option to move to another home that suits their needs without leaving the community. Units such as village houses, patio homes, townhomes, and downtown residential-over-retail housing units should be encouraged in appropriate locations to expand the housing types available in the community. Senior housing options should be a consideration

to the city in the next ten years as 21 percent of the city's population in 2010 was 65 years and older and 40% were aged 45 to 64. As the population ages, there will be an increased need for additional assisted living and continuing care facilities, as well as for centrally-located, accessible dwelling units.

PUBLIC INPUT CONCLUSIONS

Workforce Housing: Business owners and residents have expressed a desire to have more housing options available for employees, citing lack of workforce housing as a key obstacle to the development of the economy in Winchester. In addition to housing stock availability, local wage rates have a direct correlation to the ability of the workforce to rent or own housing in Winchester. The average weekly wage reported by the US Department of Labor in 2018 for Lewis County was \$591, 39th out of 44 counties in Idaho and well below the national average of \$1,152.

Vacation Rentals and Second Homes: As Winchester continues to develop an economy around tourism and recreation and supporting industries, the appeal for housing in Winchester continues to grow. Personal vacation homes as well as vacation rentals are growing in popularity, particularly on land adjacent to or with a view of Winchester Lake.

The City of Winchester should continue to collect information on available housing stock and affordability. This will assist the city in making informed decisions related to development and land use, as well as local housing policy and ordinances.

GOALS AND OBJECTIVES:

Goal: To support efforts to provide an adequate housing supply to meet the needs of and protect the health and welfare of all of Winchester's residents.

Objectives:

1. Encourage private companies, landlords, renters, and homeowners to maintain their homes and property.
2. Promote or support the development of housing that meets the demographics of the city and allows people an opportunity to live and work in the same community or to live and work in a neighboring community.
3. Continue to comply with the Fair Housing Act, Title VIII of the Civil Rights Acts, and State of Idaho fair housing laws through passage of applicable resolutions, proclamations, and ordinances.
4. Ensure that agricultural uses, including the keeping of animals in town, be subject to standards that will protect the health and maintain the residential character of the community.
5. Protect public safety in housing through support of rigorous enforcement of building codes and setbacks.

COMMUNITY DESIGN

EXISTING CONDITIONS

The physical character and design of a community is important, as it creates the first impression for visitors and potential businesses and contributes to the quality of life for residents.

Winchester is characterized by its welcoming, small-town atmosphere. Aside from the actual size of the town and rural location on the edge of the Camas Prairie, community design plays an important role in creating this atmosphere. Access to the lake and to downtown businesses, maintenance and availability of sidewalks, and signage such as the Winchester Rifle hanging above Algoma Street not only contribute to the aesthetic feel of the town but also to the tourism economy.

State mandates on planning ask that communities include in their comprehensive plan an analysis of Community Design in regard to the:

"[. . .] needs for governing landscaping, building design, tree planting, signs, and suggested patterns and standards for community design, development, and beautification."

The City of Winchester does not have existing ordinances governing signage, landscaping or the architectural design of buildings.



The City does have and enforce ordinances related to aesthetics and public health and safety, including: the destruction of dilapidated or unsafe buildings, the responsibility to keep property clear of noxious weeds, and the maintenance and upkeep of properties within city limits.



PUBLIC OUTREACH CONCLUSIONS

Many of the responses to the survey question of what residents loved about Winchester focused on the "feel" of Winchester as peaceful, scenic, and quiet. In response to what they felt could be improved, many desired to see the community improved through paved streets and through the cleanup and maintenance of properties in town. Residents and business owners alike recognized the correlation between appearance of the town and properties and Winchester's viability as a vacation destination community.

Specific suggestions from public input related to community design included:

- Organizing a town cleanup
- Inclusion of banners or flower pots in the business district
- Safe walking paths from the lake into Winchester
- False western fronts on businesses in Winchester
- A community garden
- “Welcome to Winchester” signage at entrances to town

GOALS AND OBJECTIVES:

Goal: Promote efforts to improve community aesthetic appearance, safety, and functioning.

Objectives:

1. Encourage clean-up and maintenance of lots in accordance with existing City ordinances.
2. Consider as a part of development decisions whether projects or outcomes will be consistent with the community’s design and character.

LAND USE

A comprehensive plan is an important statement of a city's future vision for land use and public services within its jurisdiction. The plan is a communication tool for a city; it allows cities to share with its citizens, property owners, service providers and surrounding jurisdictions the city's vision for the future of the community. The land-use element is integral to all elements in a comprehensive plan. This Chapter provides a 10-year policy framework for the future physical development of the City and its area of impact. The purpose, as stated in Winchester City Code, is to provide for public officials and private citizens a guide for making decisions that affect the future of the City of Winchester. In order to avoid adverse effects of unplanned growth, the comprehensive plan provides guidelines, policies and goals for logical growth. The comprehensive plan provides the basis on which future zoning ordinances and amendments can be based. (1990 Code § 4-601).

The Land Use Maps describe present use of land in Winchester and the area of impact and provide the basis for implementing zoning ordinances. They reflect the conditions, goals, and objectives already stated in the Comprehensive Plan. The plan is intended to be flexible but should not be perceived as encouraging substantial changes from the conditions described here.

It is the intent of the City of Winchester to provide uniform, equitable, and reasonable standards to govern the usage of land and structures. In order to promote the health, safety, and general welfare, the City recognizes that effective land-use planning is essential:

1. To ensure that adequate public facilities and services are provided to persons at a reasonable cost.
2. To protect against fire, nuisances, and other hazards;
3. To conserve and stabilize property values
4. To ensure efficient use of natural and economic resources, avoiding air and water pollution.
5. To reserve areas well-suited for types of business or industry that may require special access, large areas of land, or special site conditions.
6. To provide efficient movement of goods and people among interdependent land uses (e.g., employees to work, resources to industry, children to school).
7. To ensure that the development of land is commensurate with the physical characteristics of the land.
8. To encourage a well-planned and coordinated mixture of land uses that will result in a more dynamic, livable community; and
9. To stabilize expectations regarding future development.

AREA OF CITY IMPACT

For growing and expanding cities, it is logical that cities and citizens also be concerned about the land adjacent to a city boundary that the city ultimately expects to annex and serve with urban services. In order to allow cities to anticipate areas of land that may become urban and served by urban services, the Land Use Planning Act provides for Area of City Impact (§67-6526). Planning for an Area of City Impact provides the framework and is a necessary requirement for most types of city annexations (§50-222).

The City of Winchester, in conjunction with Lewis County, has established an Area of City Impact. The officially adopted geographic Area of City Impact includes all unincorporated land within Section 31 and 32, T. 34N. R. 2W; and Section 5 and 6 T. 33N, R. 2W. All land within the geographical Area of City Impact is presently zoned as agricultural. The Subdivision Ordinance and subsequent amendments as officially adopted by the City Council shall apply to all plats situated within one mile outside of the Winchester City Limits.

PRESENT LAND USE

(see ownership and present land use maps)

The growth and development of the city reflects the residential nature of Winchester. The present land use is primarily residential in character; businesses are centered in a six-block area primarily along Nezperce Avenue and Joseph Avenue. The Community Center and Community Church are located to the west of the business area.

The present land and zoning of the City of Winchester is outlined in City Code Title 8: Zoning Regulations. At present, lands within the incorporated area of the City and the Area of City Impact are classified into the following zoning districts:

- LAR Lake Area Residential
- R-1 Single and two-family Residential
- R-2 Multiple-Family Residential
- C- Commercial
- MP- Multipurpose
- I- Industrial
- A- Agricultural

The descriptions and purposes of each district is included here; permitted buildings and uses, special uses permitted, and density standards for each district are outlined in the corresponding section of Winchester City Code.

LAR- Lake Area Residential District: The purpose of the Lake Area Residential District is to create and preserve single-family residences which reflect environmental qualities of intimacy, cleanliness, and individuality as desirable attributes for family living. It is also a purpose of the LAR District to encourage the development of summer and vacation residences with ease of access to Winchester Lake.

R-1 Single and Two-Family Residential District: The single and two-family residential district is intended for low density residential use. A stable, healthful environment combined with the full range of urban services is the goal of this district. Central water and sewer are required.

R-2 Multiple-Family Residential District: The multiple-family residential district is designed to provide sites for multiple-family dwelling structures, and related uses, which will generally serve as zones of transition between the nonresidential districts and the lower density district. The R2 District is provided to serve the limited need for higher density residential buildings in an otherwise low density, single-family community. Central water and sewer is required.

C- Commercial District: The purpose of the Commercial District is to permit the establishment of business uses which meet the daily needs of residents as well as to encourage the renewal of the historical business area of the community.

MP- Multipurpose District: The purpose of the multipurpose district is to provide for orderly growth within the City, to provide a multipurpose zone wherein both residential and commercial uses will be permitted.

I-Industrial District: The purpose of the Industrial District is to provide areas suitable for manufacturing and industrial uses.

A-Agricultural District: The Agricultural District is designed to create a semi-rural environment with which certain limited agricultural pursuits are carried on in conjunction with or in proximity to residential and commercial areas. The City's intent is to maximize open space while providing a transitional area between the City and the County.

FUTURE LAND USE

(see Future Land Use Map)

Development in Winchester and the City Area of Impact over the next ten years depends largely on adequate public services and adequacy of resources, especially water supply. The potential for development in the City Area of Impact to affect the ability of the City to maintain a sustainable and adequate supply of public services is of concern to the City.

If Winchester is to continue to promote itself as a recreational community, another concern is the aesthetics of the city itself. Consistency in construction, maintenance, and operation of buildings and grounds in the city will maintain the aesthetic appeal and safety of Winchester.

The general categories of land use in Winchester reflect the need to plan for a variety of options available to the city. The allocation of land for these uses is and will continue to be based on resource and facility capabilities, perceived public attitudes, transportation patterns, population trends, and building trends.

GOALS AND OBJECTIVES:

GOAL: To arrange land uses so that they are orderly, convenient, and suitably related to each other and their natural settings

GOAL: To achieve and maintain the highest and best use of land for the betterment of the total community through the use of all regulatory powers granted by the state and the community.

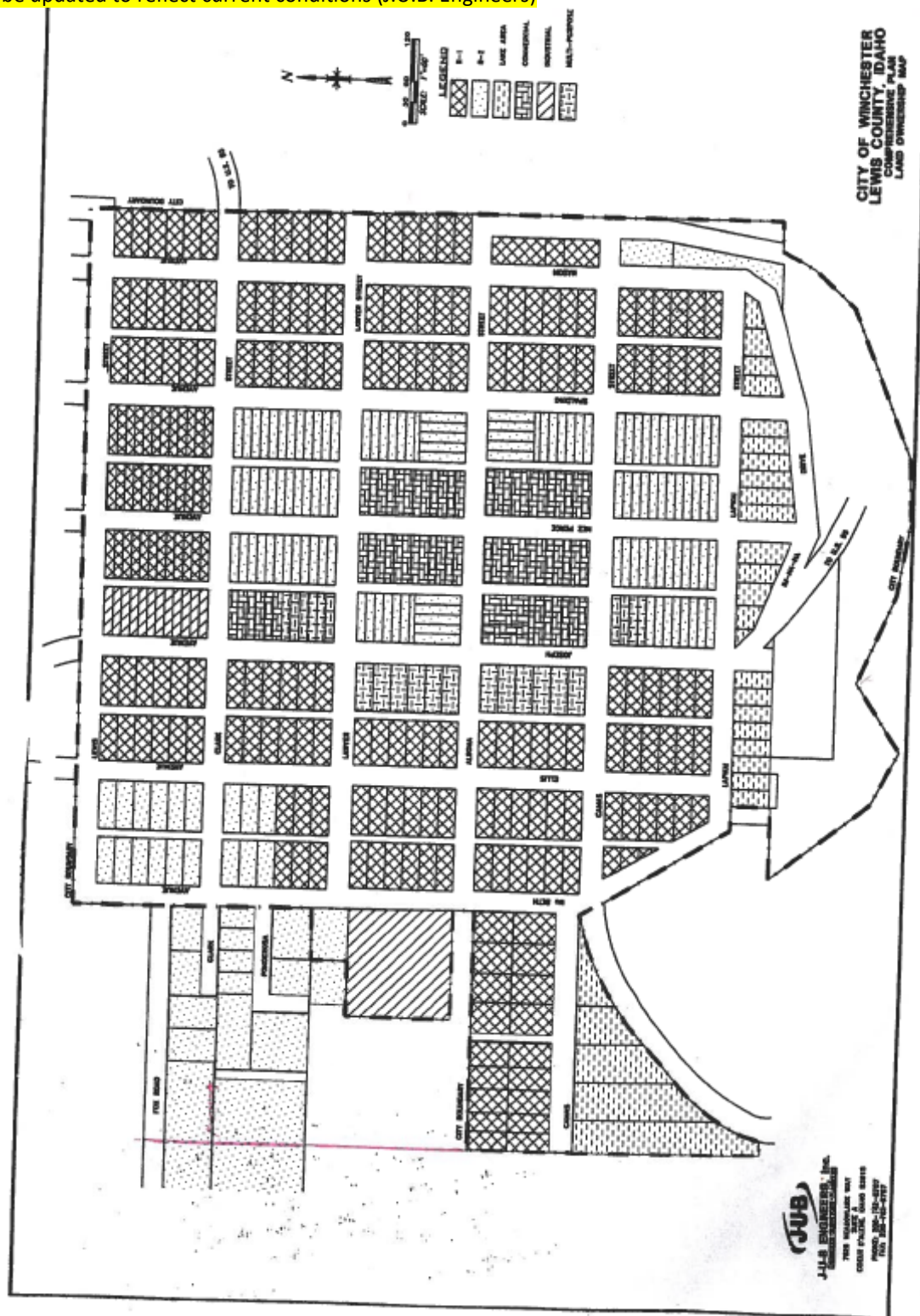
Objectives:

1. Zone land for use compatible with and appropriate to its surroundings.
2. Develop buffer areas between types of land use.
3. Promote joint planning efforts with Lewis County, especially in regard to development in Area of Impact and potential impacts of future development on city utilities, especially water supply.
4. Promote continuity of neighborhoods where possible.
5. Consider natural, social, and economic repercussions in all land use and development decisions.
6. New growth and development should maximize the opportunity to harmonize with existing land uses and take into consideration the sustainability of and impact to city utilities and services.

FUTURE LAND USE MAP TO BE ADDED (J.U.B. Engineers)

PRESENT LAND USE MAP:

To be updated to reflect current conditions (J.U.B. Engineers)



IMPLEMENTATION

With the adoption of the comprehensive plan the first phase of the planning process has begun. The comprehensive plan, however, is of little use unless the goals and objectives it develops are implemented.

The City of Winchester Comprehensive Plan anticipates ten years of use into the future, which allows time for the implementation of the objectives and goals developed in individual sections.

The City Council, in cooperation with citizens, consultants, and city staff, should make necessary determinations and take necessary actions to ensure implementation of the goals, objectives and policies contained in this Plan. The Comprehensive Plan outlines goals, objectives and policies that the City should use to draft municipal codes and other development standards to promote economic development, manage and regulate development, conserve natural resources, protect the environment and promote public health, safety and the general welfare of the entire community

On the following pages is summarized the goals and objectives of each chapter of this plan along with a priority level and responsible party.