

# **TETON COUNTY COMPREHENSIVE PLAN**

## **A GUIDE FOR DEVELOPMENT 2004 TO 2010**

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2001-2004**

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PLANNING STAFF:

L. Larry Boothe – Planning Administrator

Patricia Koplrow – Deputy Planning Administrator

Rachelle Fullmer – Administrative Assistant

Kathleen Plourde – Administrative Assistant

Sharon D. Boothe – Administrative Assistant

Recognition and appreciation should be given to all those concerned citizens whose hard work brought the new Comprehensive Plan to its realization.

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## CHAPTER 1 INTRODUCTION

Community planning in America began during colonial times when it became necessary to provide public services such as streets, public buildings, and plans for cities and towns as the nation grew. Over time, legal standards were adopted for fair and equitable development and use of the land in public and private sectors of our society. By the early 1800's, planning standards had been developed for large cities including the new national capital of Washington, D.C. The capital plan set general standards for development which are still used today. During the early 1900's, concepts of planning and zoning for areas beyond the cities were established through the adoption of a body of land use laws at the national, state, and local levels of government.

This body of law is not without controversy and has been and continues to be tested in the courts of the nation. For example, it is acknowledged that private land cannot be taken for the public good without just compensation. The issue of what constitutes "just" has not been defined, consequently, this and other issues continue to be defined by our legislatures and the courts. The body of land use law has become the basis for the government to regulate the use of private property through the policing powers of the federal, state and local governments. This body of law, although it has grown, has not lost its central focus, which is limited to "the use of the land". What constitutes the proper use of land for the benefit of the public and private sectors is the question that has to be determined in each case that comes before the various legislatures and courts of the nation.

Most state governments delegate land use decision-making powers to the local levels of government. The cities and counties of Idaho have been delegated this power with certain restrictions. Legislation authorizing counties and communities to establish separate planning and zoning commissions, develop comprehensive plans and establish ordinances was passed by the Idaho Legislature in the 1950's. This legislation was subsequently repealed and replaced by the Local Planning Act of 1975 that is currently set forth in chapter 65, title 67, of the Idaho Code. This act differs from the original legislation in that it mandates all cities and counties provide a planning and zoning program and process for its citizens. The Local Planning Act of 1975 as amended, therefore, becomes the basis of the counties statutory authority to regulate land uses. It mandates that a comprehensive plan be written and amended as necessary. It further mandates that the policies and objectives of the plan be implemented into the ordinances of the county as the legal basis for decision making by the Boards and Commissions. These mandates require the establishment of processes through which growth and development of land will be done in an orderly, legal and fair manner for all citizens concerned.

The Teton County Comprehensive Plan is a guide for development of the growth in Teton County to the year 2010. It may be considered for amendment as required by

statue or by application of any resident of the county at any time. The process is covered by Idaho Code title 67, chapter 6509 of the Local Land Use Act. The plan establishes policy goals that guide development and permitting processes. The writing of the plan is the statutory responsibility of the Planning and Zoning Commission. It is not a statute or ordinance but a guideline for the residents of the county. From the guidelines and goals of the plan, come the direction for amending the county ordinances that are the legal basis for controlling growth and development in the county. These ordinances, in addition to the federal and state codes, become the basis and standards for making decisions with regard to land use in the county.

The comprehensive plan presented in this document is comprised of several chapters that provide the public with information and guidelines for future development of Teton County. Chapters 1 through 3 introduce the plan and provide an explanation of the purpose of the plan and the planning processes required by law to adopt and implement it. In chapter 4, a short narrative of historical perspective about the county is provided. The central core of the comprehensive plan is located in chapters 5 through 16. In these chapters is found the analysis of the planning components which provides the basis for the policy statements concerning each component. Implementation actions are then recommended for each policy statement as required by the state code. The completion and adoption of the comprehensive plan represents completion of step one of a continuous and circular two-step process for governing land use decisions in the county.

The implementation actions provide the basis for the beginning of the second mandated step of the comprehensive plan process. The policy statements and recommendations of the plan, once adopted, must be drafted into the existing ordinances by amending the ordinances. In some cases, new ordinances may be required. Once adopted by the governing bodies the ordinances then become the standards by which decisions are made. As applications from residents are reviewed for compliance with the ordinances, it may be necessary to amend the comprehensive plan or the ordinances due to unforeseen issues not covered by either document. What should be clearly apparent to those governed by these documents is that they are not static but actually living documents that need constant and continuing review in order to protect the health and safety of the public and promote the general welfare to secure the blessings of liberty for present and future generations.

CHAPTER 2  
PURPOSE OF THE PLAN

The purpose for having a comprehensive plan begins with the desire of the people to provide for the fair and equitable use of the lands in the county. Under the provisions of the United States Constitution and the Idaho Constitution, power has been delegated to the county to promote the health, safety and general welfare of the people with regard to land use both public and private as follows:

- To protect property rights while making accommodations for other necessary types of development such as low-cost housing and mobile home parks.
- To ensure that adequate public facilities and services are provided to the people at reasonable cost.
- To ensure that the economy of the state and localities is protected.
- To ensure that the important environmental features of the state and localities are protected.
- To encourage the protection of prime agricultural, forestry, and mining lands for production of food, fibre, and minerals.
- To encourage urban and urban-type development within incorporated cities.
- To avoid undue concentration of population and overcrowding of land.
- To ensure that the development on land is commensurate with the physical characteristics of the land
- To protect life and property in areas subject to natural hazards and disasters.
- To protect fish, wildlife, and recreation resources
- To avoid undue water and air pollution
- To allow local school districts to participate in the community planning and development process so as to address public school needs and impacts on an ongoing basis.

The above list of purposes becomes the guideline that has been followed by the county in establishing this comprehensive plan. Required future ordinances, amendments and additions shall also be written and adopted in accordance with these purposes and guidelines.

### CHAPTER 3 PLANNING PROCESS

The planning process for the comprehensive plan is mandated in Local Land Use Act chapter 65, of title 67, of the Idaho code. Section 67-6508 states: “It shall be the duty of the . . . 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 the land within the jurisdiction of the governing board. The plan shall consider previous and existing conditions, trends, desirable goals and objectives or desirable future situations for each planning component. The plan with maps, charts, and reports shall be based on the following components as they may apply to land use regulations and actions unless the plan specifies reasons why a particular component is unneeded.”

Section 67-6508 then lists the following planning components with definitions that shall be addressed:

- **Property Rights** – An analysis of provisions which may be necessary to insure that land 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.
- **Population** – A population analysis of past, present, and future trends in population including such characteristics as total population, age, sex, and income.
- **School Facilities and Transportation** – An analysis of public school capacity and transportation considerations associated with future development.
- **Economic Development** – An analysis of the economic base of the area including employment, industries, economies, jobs, and income levels.
- **Land Use** – An analysis of natural land types, existing land covers and uses, the intrinsic suitability of lands for uses such as agriculture, forestry, mineral exploration and extraction, preservation, recreation, housing, commerce, industry, and public facilities. A map shall be prepared indicating suitable projected land uses for the jurisdiction.
- **Natural Resource** – An analysis of the uses of rivers and other waters, forests, range, soils, harbors, fisheries, wildlife, minerals, thermal waters, beaches, watersheds, and shorelines.
- **Hazardous Areas** – 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 snowslides and avalanches, and flood plain hazards.
- **Public Services, Facilities, and Utilities** – An analysis showing general plans for sewage, drainage, power plant sites, utility transmission corridors, water supply, fire stations and fire fighting equipment, health and welfare facilities, libraries,

- **Transportation** – An analysis, prepared in coordination with the local jurisdiction (s) having authority over the public highways and streets, showing the general locations and widths of a system or major traffic thoroughfares and other traffic ways, and of streets and the recommended treatment thereof. This component may also make recommendations on building line setbacks, control of access, street naming and numbering, and a proposed system of public or other transit lines and related facilities including rights-of-way, terminals, future corridors, viaducts and grade separations. The component may also include port, harbor, aviation, and other related transportation facilities.
- **Recreation** – An analysis showing a system of recreation areas, including parks, parkways, trail ways, riverbank greenbelts, beaches, playgrounds, and other recreation areas and programs.
- **Special Areas or Sites** – An analysis of areas, sites, or structures of historical, archeological, architectural, ecological, wildlife or scenic significance.
- **Housing** – An analysis of housing conditions and needs; plans for improvement of housing standards; and plans for the provision of safe, sanitary, and adequate housing, including the provision for low-cost conventional housing, the siting of manufactured housing and mobile homes in subdivisions and parks and on individual lots which are sufficient to address the needs of the community.
- **Community Design** – An analysis of needs for governing landscaping, building design, tree planting, signs, and suggested patterns and standards for community design, development and beautification.
- **Implementation** – An analysis to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.
- Nothing herein shall preclude the consideration of additional planning components or subject matter.

The Board of County Commissioners after considering the above requirements and other reasons stated in a memorandum from the planning administrator met on October 9, 2001, in their regular meeting and adopted Resolution 1000901 authorizing the opening of the current comprehensive plan for review and amendment under the direction of the Teton County Planning and Zoning Commission and the Planning Administrator.

The Planning and Zoning Commission proposed that the following process be followed to complete tasks assigned in the resolution.

- **Stage 1:** Organization of Subcommittees: The commission recommended that five subcommittees, chaired by a member of the commission, consisting of citizens be appointed. These subcommittees began the process of reviewing and writing an update to the current comprehensive plan in accordance with the requirements outlined in section 67-6508 of the Local Land Use Act. Each subcommittee included representation from the cities of Victor, Driggs & Tetonia and an ex-officio member from Alta, Wyoming. A list of concerned citizens who

volunteered to serve and citizens recommended by the Commission was provided to the Board for use in selecting individuals for the subcommittees. Using the prepared list and other sources, the Board selected and appointed the members of the subcommittees.

**Briefing of Subcommittees:** The Planning Administrator held a briefing for the subcommittee members. The purpose of the briefing was to give instruction and materials necessary for the subcommittees to begin their reviews and write their reports. They were instructed to review the current comprehensive plan and ordinances before they began their analysis. Each subcommittee was assigned to analyze and write draft plans on specific components as outlined above from the state code. From this analysis, the subcommittees were to recommend policy goals with implementation actions for the plan.

**Subcommittee's Meetings:** The subcommittees held meetings duly noticed to the public to begin an analysis of the components assigned to each committee and were to produce a draft document for review and revision by the Planning and Zoning Commission. This process was estimated originally to take three to four months but in fact, took over a year.

- **Stage 2:** Subcommittee Reports: The five documents produced in this stage consisted of a report from each subcommittee with an analysis, policy recommendations, and implementation strategies concerning the planning components assigned the subcommittee. There were five separate reports that constituted the first draft documents (**Draft #1**).
- **Stage 3:** The second draft (**Draft #2**) consisted of the individual chapters of what became the first consolidated and complete draft of the Comprehensive Plan prepared by the staff. This was done to provide the Commission with a complete rough draft from which to review each of the planning components required by the code. The Commission used this document to begin the process of actually drafting a comprehensive plan. This process began with a review of the submissions from the subcommittees to make sure that the essence of the subcommittee reports were intact and that only the duplications and repetitive statements had been removed. The Commission also aligned the comments and recommendations of the subcommittees under the proper chapter headings.
- **Stage 4:** This stage consisted of 15 public drafting meetings of the Commission. The Commission went through **Draft #2** of the Plan chapter-by-chapter and line-by-line. They discussed and made changes to the draft as they deemed appropriate. They conducted a very thorough review of the information submitted by the subcommittees and they took public comments from people that attended these meetings. They also applied their considerable knowledge of land use and development practices to the document. They made several changes and amendments to what had been submitted and from this process produced a draft document, which was returned to the subcommittees for review and comment.

The document that completed this stage was titled **Draft Comprehensive Plan #3**.

- **Stage 5:** **Draft # 3** was sent to the subcommittee members for review and comment. Some committees met as a committee and went through the draft. Most of the committees did not reconvene but members forwarded written comments to be considered by the Commission. The Commission held two public meetings and reviewed the subcommittee submissions. The Commission made several changes and from these meetings came **Draft #4**.
- **Stage 6:** **Draft #4** was published for public comment both in hard copy and digital form on the County website. Two meetings were held, August 25/26, 2004, where the public made comments for the Commission's consideration. The Commission directed that these meetings be noticed in the paper and that a mass mailing be prepared to all households in the county. The comments were accepted both in oral and written form. The public was requested to direct their comments to specific chapter and section of the draft plan.
- **Stage 7:** **Draft #4** of the Comprehensive Plan was reviewed by the Commission on September 10, 2004. They considered the public comments from the public meetings in August and modified the Plan as necessary. The Commission produced **Draft #5** of the Plan from these meetings in preparation for Public Hearing.
- **Stage 8:** Planning and Zoning Commission Public Hearing: **Draft #5** of the proposed comprehensive plan was noticed for public hearing in accordance with the legal procedures outlined in the state code for September 29, 2004. The public hearing was held and comments were taken.
- **Stage 9:** The Commission met in a public meeting on October 13 to review and consider the comments from the September public meeting. They modified the Plan as they deemed necessary and the final draft of the Comprehensive Plan was written for submission and consideration to the Board of County Commissioners. This document is Titled **Draft #6**.
- **Stage 10:** The Planning and Zoning Commission having completed the requirements of the resolution will deliver **Draft #6** of the Plan to the Board of County Commissioners for their consideration on October 25, 2004. At this point, the Board shall follow one of the following processes to make their final decision to approve the Plan:
  - a. In accordance with Title 67-6509b of the state code the Board may adopt, amend or repeal the plan after the recommendations have been received from the Commission. At this point, the Board may conduct at least one (1) public hearing before making a decision on the recommendations of the Commission. If the governing board makes a material change in the recommendation or alternative options contained in

the recommendation of the Commission concerning adoption, amendment or repeal of a plan, further notice and hearing shall be provided before the governing Board adopts or amends or repeals the plan. Their decision shall be in writing with reasoning supported by factual basis for their decision. The Board also has the option to remand the plan recommendation to the Commission for further study and change.

b. No plan shall be effective unless adopted by resolution by the governing Board. A resolution enacting or amending a plan or part of a plan may be adopted, amended, or repealed by definitive reference to the specific plan document. A copy of the adopted or amended plan shall accompany each adopting resolution and shall be kept on file with county clerk.

The above represents the final state of the many schedules that have been put forth to the public to keep them advised as to how the review process is proceeding. The original schedule was drawn very tightly and it was not expected to hold. Most comprehensive plans take between 2 and 4 years to complete. The length of time is usually driven by several factors such as funding, contentious issues, complexities due to rapid growth, environmental issues, major changes in demography, etc. While Teton County has some of the aforementioned issues, these issues have not held up the revision of the comprehensive plan unduly. The process as outlined above has allowed the public, Commission and Board to respectfully complete their parts of the process, and should provide an approved Plan prior to the end of 2004.

The approved plan will provide a foundation from which other amendments and changes as necessary can be proposed based on actual application of the plan to real life situations as the county continues to grow and land use decisions are made. Thus the plan becomes a living document that can be modified to meet the needs of the county.

## CHAPTER 4

### TETON COUNTY PLANNING HISTORY

The purpose of this short chapter is to review how planning has been done to date in Teton County. Prior to the passage of the Local Land Use Planning act of 1975, planning was sporadically done in Idaho. Although legislation was in the code to support planning, it was very general. Little guidance was provided to the local governments other than requirements to file a plat of survey for a development. As the state began to grow in the 1970's, it became obvious that more planning needed to be done. This need was driven by the urbanization of counties like Ada and Kootenai and their neighboring counties.

The legislature adopted the current land use act chapter 65, title 67 of the Idaho Code as amended and with its passage Teton County began the process of writing a comprehensive plan. The process was started and stopped several times before a plan was completed. The completed plan was adopted in 1992. The subdivision ordinance was adopted prior to the adoption of the comprehensive plan and there is no record of its reconciliation with the comprehensive plan after it was adopted. The zoning ordinance was written and adopted in conjunction with the plan in 1992. The plan was reviewed and amended in 1996, and there is no record of reconciliation of the zoning or subdivision ordinance with the plan.

The plan adopted in 1996 is the current plan under which the county presently operates. The zoning ordinance underwent a major revision in the 1998 and 1999. The subdivision ordinance was also amended in 1999 but it was not revised to the extent the zoning ordinance was. Since 1999, both ordinances have undergone several amendments to bring them into better conformance with the comprehensive plan. When one looks at a map of development over the past five years, it is clear that the zoning and subdivision ordinances have had a major impact on how the county is being developed. Development is being controlled in a much tighter manner than it was prior to the adoption of the comprehensive plan and is even tighter with the amendments to the ordinances from 1999 to the present. The current ordinances basically conform with the policy goals of the current plan. However, there is concern regarding the future. The future is defined as no more than five years away.

The current plan was opened for revision in the fall of 2001 because of the growth that has come to the county and because of the continued sharp decline in the agricultural industry. Agriculture was the second leading industry next to public service in the county. However, it has been a declining industry since the late 1950's and its decline has been accelerated due to national and international economic factors. This decline, coupled with the increased growth, has put severe pressure on land use issues in the county. For this reason, the Board of County Commissioners decided to revisit the comprehensive plan and update it. In addition, with the changes in technology,

transportation and demographics, it is clear that several amendments will be required during the coming years. The plan can now be amended as needed, which was not the case when the 1975 Land Use Act was passed.

## CHAPTER 5 PROPERTY RIGHTS

### ANALYSIS:

Idaho Statutes 67-6508 paragraph (a) defines this chapter as, “An analysis of provisions which may be necessary to insure that land use polices, 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 declarations of purpose in chapter 80, title 67, Idaho Code.” (Reference Idaho Regulatory Takings)

Private property rights are a fundamentally important concept to the citizens of the United States and are protected as such. Among other things, the Teton County Comprehensive Plan assists Teton County’s citizens and landowners in finding the resources to know what their rights are and how to protect them. It is also the purpose of the plan to guide the governing officials to make decisions that are fair to all citizens and landowners in the county. By way of example, it recognizes that the second homeowner, the long time farmer and the Jackson commuter all have the same rights and protections. All attempts shall be made to ensure that the rights of one group shall not be sacrificed for the benefit of another.

### POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to property rights as outlined above.

Policy 1: The Teton County Comprehensive Plan acknowledges private property rights are protected under the 5<sup>th</sup> and 14<sup>th</sup> amendments of the United States Constitution and sections 13 & 14 of article 1 of the Constitution of the State of Idaho.

Policy 2: The Teton County Comprehensive Plan acknowledges the right and responsibility of Teton County to reasonably regulate land use.

Policy 3: The land use ordinances and actions of Teton County, including the policies, restrictions, conditions and fees, shall not violate private property rights, shall minimize adverse impact on property values and minimize technical limitation on the use of property consistent with state and federal constitution and statutory law. Implementation is implicit in and mandated by state and federal law.

Policy 4: Any aggrieved real property owner may petition the County Commissioners pursuant to chapter 80 title 67 of Idaho code as presently constituted or herein after amended. (*See Idaho Regulatory Takings Guideline, Attorney General*)

IMPLEMENTATION:

An analysis and list of implementations objectives to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: Any aggrieved real property owner may petition the County Commissioners pursuant to chapter 80 title 67 of Idaho code as presently constituted or herein after amended. (*See Idaho Regulatory Takings Guideline, Attorney General*)

CHAPTER 6  
POPULATION

ANALYSIS:

Idaho Statutes 67-6508 paragraph (b) defines this chapter as, “A population analysis of past, present, and future trends in population including such characteristics as total population, age, sex, and income.”

Teton County, during this past decade, was one of the fastest growing counties in the US. In 2000, the population was 5,999 up 74% from 1990. This figure, from the US Census, likely underestimates the actual number of residents because the census occurs in April, a time of year when seasonal employees, second homeowners, and even year-round residents are least likely to be present in the county. In addition, many Hispanic residents are not counted because they are not legal residents of the US or are only in the area seasonally.

Since 1980, when the population of Teton County was 2,897, there has been a 107% change, and based on these figures, it can be assumed that more than 50% of the people living in the county now were not present twenty years ago. In fact, according to census figures, roughly 23% of the people living in the county today were not present just five years ago.

Table XX. U.S. Census Bureau population counts for Teton County, Idaho (1950-2000)

	<b>1950</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Teton County	3,204	2,639 (18%)	2,351 (11%)	2,897 (23%)	3,439 (19%)	5,999 (74%)
State of Idaho	586,637	687,191	713,015	943,935	1,006,749	1,293,953
United States	151,325,796	179,323,175	203,303,031	226,545,805	249,832,692	281,421,906

The demographics of the county have also changed over time. The median age for people living in the county in 1980 was 26.4 compared to 31.3 in 2000 which indicates that there are fewer children per adult in the county. Forty-seven percent (2823 people) of the population is between 25 to 54 years old. Men make up approximately 53% of the total, while women make up 47%. Ninety-one percent of the county is Caucasian (5,478) with Asians, African Americans, Native Americans, and Native Hawaiian/Pacific Islanders making up less than one percent each. People of another race, or two or more races, account for 7.5% (453 people) of the population. The 2000 census indicated that about 12% (705 people) of the population was of Hispanic or Latino origin (any race) compared to 8% (262) in 1990 though it is believed that many Hispanics/Latinos are not documented by the US Census Bureau.

The fastest growing city in the county is Victor which increased by 188% from 1990 to 2000. In the early 1990's, the percentage of the residents living in "rural areas" outside of the cities of Victor, Driggs, and Tetonina was 59%. Although populations in the cities of Teton County are on the rise, the percentage of people living in "rural areas" had increased to 64% by 2000 and is expected to continue to increase given the amount of subdivision development occurring outside of city limits. The number of people per square mile has also increased significantly over the past 10 years. (Reference Table XX)

Table XX. U.S. Census Bureau population distribution and percent of total in Teton County, Idaho (1950-2000)

	1950	1960	1970	1980	1990	2000
Driggs City			727	727	846	1,100
Victor City			241	323	292	840
Tetonia City			176	191	132	247
Cities – total	1,604	1,252	1,144	1,240	1,270	2187
Teton County (outside of cities)	1,600	1,387	1,207	1,657	2,169	3,812

Table XX. U.S. Persons per square mile in Teton County, Idaho (1950-2000)

	1950	1960	1970	1980	1990	2000
People per square mile	7.1	5.9	5.2	6.5	7.6	13.3

Note: Figures based on a total of 450 square miles in Teton County

Home ownership in Teton County in 2000 was 73.5% (compared to 72.4% statewide and 66.2% nationally) and the median household income was \$31,680 (compared to \$33,612 statewide and \$37,005 nationally). The number of people living below the poverty level hovered around 18% in the 80's and 90's and was 16% in 1999. Families accounted for 21% of this number and individuals accounted for 79%. This indicates that the poverty rate may be influenced by the immigration of young people who come primarily for recreational reasons and work seasonal, part-time, or low-paying jobs.

Though generally not included in the census since their primary residence is elsewhere, second homeowners are becoming more and more abundant in Teton County and they augment the population (and economic inputs) seasonally. In addition, many former Teton County, Wyoming, residents are moving to Teton County, Idaho, because houses and rental units are generally less expensive. In 2000, the median value of an owner-occupied housing unit was \$133,000 compared to \$365,400 in Teton County, Wyoming. Based on manipulation of job and income statistics from the Idaho Department of Commerce, an estimated 41% (15% indicated in profile) of the labor force from Teton

County, Idaho, worked outside of the county in 2000 (primarily in Teton County, Wyoming).

Population Trends

In the 1990 Comprehensive Plan for Teton County, Idaho, four models were used to predict population growth through 2010. “Method #2”, which predicted the highest amount of growth, was the most accurate as of 2000. It established forecasts based on the rate of growth at the time (6.4% annually) and predicted a population of 5955 by year 2000. Using this same method, the population of the county is forecast to be 21,562 by 2020. Applying the growth rate from 1990 to 2000 of 7.4%, the population of Teton County, Idaho, is predicted to be 25,015 by 2020 (table XX, figure XX). These rates are compared to the current growth rate in the state of Idaho (2.8% annually) and the US (1.3% annually)

Table XX. Population trends for Teton County, Idaho, (2000-2020) based on various growth rates.

<b>Year</b>	<b>6.4% annually</b>	<b>7.4% annually</b>	<b>2.8% annually</b>	<b>1.3% annually</b>
2000	5999	5999		
2005	8121	8573		
2010	11,074	12,250		
2015	15,811	17,506		
2020	21,562	25,015		

Teton County has a significant “swelling” population. This occurs seasonally and is brought about by seasonal jobs related to construction, landscaping, and summer and winter visitation. This segment of the county’s population has been estimated to be between 20 and 40 percent above the base population. When census figures from 2000 are used to reflect the year round residents, they show a seasonal population between 7,198 and 8,398 people. Although estimates are rough, seasonal increases in the number of residents must be considered in future population projections. In addition, if Teton County plans to retain its season workforce, it must also retain its affordability and livability.

Other conditions will likely affect population estimates. For example, if the county’s economic base is enlarged, thereby providing more employment opportunities, an enlarged population base will be established. Other factors that could quite possibly accelerate growth beyond estimated values include the following:

1. Grand Targhee is planning an expansion of the ski resort. The US Forest Service’s Draft Environmental Impact Statement (DEIS) indicates that this would create an additional 200 jobs at the resort. If this occurs, it would equate to approximately 400 new residents in the county (using a minimum of two persons per household).

2. Several new golf courses in the valley are evidence that the county is becoming even more attractive to second homebuyers, vacationers, and retirees, which will contribute to the total base population as well as the seasonal population.

3. Growth in the internet has made it possible for many professionals and business people to live in remote locations. This has allowed many people to move to Teton County despite the lack of jobs to support the growth.

4. The rapid development of subdivisions has made it easy for people to buy property or a home and move to Teton Valley from neighboring communities, particularly Jackson. Similarly, the planned construction and leasing of new retail and commercial space in Victor and Driggs will likely draw more businesses (and people) to the valley.

Population growth forecasts are only guesses based on trends but it is notable that the highest growth prediction made in 1990 was actually exceeded. A conservative estimate would indicate that the county population will exceed 10,000 by 2010, or 12,000 including the “swelling” population.

A long term, high growth rate trend must be considered in planning efforts. New residents will have an expectation that basic county services will be extended to them, and an understanding that services have to be paid for. Planners should consider the impacts of new growth on county funding and the environment.

#### POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to population as outlined above.

Policy 1: Demographic information is important and needs to be gathered by the county government and continually updated.

#### IMPLEMENTATION:

An analysis and list of implementation objectives to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: The County shall monitor population increases, the physical distribution of the population, and the demographic and economic composition of the population. This information will be gathered by GIS when available in Teton County.

CHAPTER 7  
SCHOOL FACILITIES AND TRANSPORTATION

ANALYSIS:

Idaho Statutes 67-6508 paragraph (c) defines this chapter as, “An analysis of the public school capacity and transportation considerations associated with future development.”

General Funding Data

Teton County School District #401’s overall 2000-2001 budget of \$7,688,608 is broken down as follows: 59.42% was derived from state funds, 25.94% from local taxes (which amount constitutes approximately 60% of the county tax collections), 6.82% from federal funds, and 7.82% from other sources. The District spends about \$4,640 per student per year, contrasting with Wyoming’s Teton County School District #1 spending about \$7,500 per student per year.

Every school in Idaho receives a “balanced” share of State Department of Education funds. That portion is determined by the total amount of county property values. In 2000-2001, Teton County School District #401 was the 20th wealthiest district in the state (32nd wealthiest the previous year), in terms of adjusted market value of property assessed. At the same time, the district has the state’s lowest ratio of tax levy to property values. Of 113 Idaho School Districts, TCSD #401 ranked 108th in tax levies in 2000-2001.

The school district is exempt from the 3% cap on annual property tax increases.

Large and expensive new subdivisions such as Teton Springs are expected to have a small primary impact on the school’s enrollment growth since they will be mostly inhabited by second homeowners and retirees with few children attending schools. However, large developments do have a secondary or “spin-off” growth effect on the schools because they create jobs which attract new residents who often do have children. They have a large effect on market property values, which drive school funding.

The recent increases in county housing costs, currently averaging about \$25,000/year, are making it difficult for the district to recruit new teachers

In recent years, the Hispanic population has shown the greatest percentage increase in the district currently at about 19% of overall enrollment. This segment of the population presents an extra challenge to the district’s resources and staff to teach English as a second language, in addition to delivering its regular curriculum. The district presently doesn’t have the funding needed to properly educate its Hispanic students.

TCSD #401 indicates that every classroom in the district, with the exception of one classroom in Tetonia Elementary, is currently full. Victor Elementary, Driggs Elementary, Teton Middle School, and Teton High School are all at capacity.

The District currently has 401 students enrolled in the four grades at Teton High School, for an average of 100+ students per grade. Three hundred eighty-two students are currently enrolled in the three grades of Teton Middle School, for an average of 127+ students per grade. Based on these numbers, and without the introduction of any new students into the system, when the current (2001-2002) 7th grade becomes the Senior class at Teton High School in 2006-2007, the high school will have an enrollment of about 509 students, a 27% increase in five years.

The current student enrollment for TCSD #401 is 1,486 and the projected enrollment by 2010 will be 1,863. More detailed information and statistics are available at the school district office.

The superintendent of schools believes that if the growth rate in the coming decade is the same as that experienced throughout the 1990's, \$10-20 million in new capital construction for the district should be expected. Given the population's recent demographic shift towards the southern portion of the district, the next school building project would be located in Victor (a new Victor Elementary), and additions will be needed on both the middle school and the high school as well.

School bond elections during the 1990's in Teton County, each of which achieved a majority vote (54% in 1990, 56% in 1991, 55.4% in 1993, 66.26% in the first attempt of 1994, 61.4% in the second attempt of 1994, 64.96% in 1995, and 72.06% in 1996), finally achieved the required two thirds on the seventh vote in 1996 resulting in the construction of the new Teton High School in 1998. There is no reason to assume that any new bonding attempts will meet with greater success than did the previous seven attempts.

The district does not send buses into subdivisions and cannot do so without a larger bus fleet. As Teton County's population grows and traffic increases, this is expected to change for safety reasons. Currently, there is bus service into Willow Creek Subdivision because the city of Victor is paying for the road maintenance and the subdivision has complied with radius requirements for the pickup spot. Most subdivisions have not met these requirements.

Future subdivision service will definitely increase school transportation costs. TCSD #401 now pays 15% of regular school transportation costs while the state pays 85%. (Transportation costs associated with extracurricular activities are funded separately by the district).

## POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to school facilities and transportation as outlined above.

Policy 1: Planning decisions and efforts must emphasize providing infrastructure and services to the growing population and provide means for growth to pay its way. Growth trends over the past decade and growth projections for the coming decade indicate that providing infrastructure and services will be a bigger challenge than attracting new residents and business.

Policy 2: Assure adequate school facilities for a growing student population.

Policy 3: Encourage school facilities be available to use for civic and recreational purposes.

Policy 4: Past and projected future growth trends are providing for significant increases in the local tax base. However, the existing tax and fee structures appear to be providing inadequate funding for required infrastructure and service improvements.

## IMPLEMENTATION:

An analysis and list of implementation objectives to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: Planning efforts should recognize that TCSD #401 will most likely have to accommodate an enrollment increase of 1633-2147 by the year 2010.

Implementation 2: Planning and Zoning Commission shall monitor new developments for compliance with District 401 policies regarding road design, maintenance, turning radius, etc., to allow for school bus service.

Implementation 3: The school district and the county shall cooperate in decisions about locations of future school facilities.

Implementation 4: The school district should cooperate with and help establish multi-use programs whereby civic and recreational organizations have access to, and use of, the expensive public facilities controlled by the school district.

## CHAPTER 8 ECONOMIC DEVELOPMENT

### ANALYSIS:

Idaho Statute 67-6508 paragraph (d) states, “This is an analysis of the economic base of the area including employment, industries, economies, jobs, and income levels.”

The most recent statistics provided by the Sonoran Institute describe a unique economy which is thriving and growing in almost every sector except agriculture, and in gains in income per job and per capita income. Trends identified in the first comprehensive plan (circa 1990)--such as the decline in agriculture and the rise of tourism, services, and construction--have continued.

Approximately two-thirds of personal income comes from investment/retirement, government jobs, transfer payments, and construction. A high rate of income “inflow” reflects the fact that approximately one-third of the workforce works outside of the county, primarily in Teton County, Wyoming.

Economic trends are primarily driven by population growth. Growth creates economic vitality, but the impacts of growth may create a fiscal crisis for the county, or negatively impact the county’s community and environmental values.

Total county sales rose steadily over the past decade, tripling in value. The total work force has doubled since 1970. In the same respective time spans, farm sales declined by 10%, and gross farm income and number of jobs declined slightly. Net farm income fell from a peak of about \$15 million in 1975 to \$1.4 million in 1999.

Significant sources of personal income in Teton County are found in six major categories: non-labor (investments, retirement, etc.), services and professional (transportation & utility, wholesale & retail trade, finance, insurance & real estate, health, legal, and other services), government, construction, farm and agriculture, and manufacturing. Approximately 45% of personal income comes primarily from investment and retirement sources, 21% from services and professional occupations, 16% from government jobs, 8% each from construction and agriculture, and about 2% from manufacturing and forest products.

Statistics for “new income” show roughly the same proportions. Of the \$54 million in new income added to the county economy from 1970 through 1999, largest increases have been in the non-labor, services and professional, government, and construction sectors. Farm income has declined by \$7 million.

Over the last 28 years, non-labor income sources have had a stabilizing effect compared to the frequent fluctuations of labor income sources. Non-labor sources of income comprise the largest single component of personal income in Teton County and have

shown a marked upward trend and also contribute a stabilizing effect to the local economy. There are no public statistics available to show what percentage of the population accounts for non-labor income, but since our workforce is about average (as a percentage of the population), it can be assumed that a small percentage of the population earns the majority of non-labor income. This is not to under-emphasize the non-labor income contribution to the economy: It can be assumed that a significant amount of this income is spent locally, supporting the workforce and businesses.

Income inflow and outflow data mostly reflects the significant portion of the population that works in Teton County, Wyoming. The significant amount of inflow income underscores the importance of the Teton County, Wyoming, economy to the county economy. As discussed in the population section of this plan, estimates of the percentage of the county workforce that works in Wyoming range between 15% and 41%. Taking the middle of this range, approximately one-third of our workforce is employed in Wyoming, or about 1,000 people. Depending on the season, 10% to 25% of these workers commute to the Grand Targhee Ski Resort. The number of people commuting over Teton Pass to work in Jackson Hole is between 600 and 900.

Most of the employment in the county (and the employment of county residents in Teton County, Wyoming) is comprised of services and professional, government, construction, agriculture, and manufacturing.

Teton County compares favorably to State of Idaho and national performance in job growth and unemployment. Employment and job growth (1,536 new jobs created in the county from 1970 to 1999) show a healthy trend compared to state and national averages, but average earnings per job and per capita incomes level show a negative trend. The low average earnings per job are partly explained by the fact that many jobs in the service sector are resort jobs or seasonal jobs that are traditionally lower paying jobs.

The low per capita income is partly explained by demographics. Families are larger than the national average. The part-time, seasonal, and resort nature of many of the jobs result in lower than average per capita income. Another factor contributing to these low averages may be the existence of many small, individually owned businesses and firms (proprietorships). Many of these small enterprises may be part time, and/or have unstable income patterns.

Median family income is a different story. According to the Idaho Dept. of Commerce (IDOC), the median Teton County family income in 1999 was \$45,848, the fifth highest in the state.

Median earnings for male workers in 1999 were \$32,309; for females, the median earnings were \$22,243. Contributing factors to this "gender gap" in median earnings may be that there are more "traditional" families where the male accounts for most earnings, and the fact that construction workers--who comprise up to 25% of the private workforce--are predominately male.

The most significant categories of business in the county are services and professional (which includes transportation and public utilities, wholesale and retail trade, finance, insurance and real estate, health, legal and other services) construction, and agriculture.

IDOC figures for 1999 show a private workforce of 2,164. Ninety percent of this workforce is accounted for in four categories: construction (552 workers), retail trade (349 workers), accommodation (hotel/motel), recreation and food service (427 workers). Agriculture, forestry, fishing and hunting account for 309 (private sector) workers.

The majority of new firms are very small businesses, firms with fewer than 4 employees. Construction, retail trade, accommodations & food services and professional firms comprise the vast majority of the total firms in the county but do not include farm proprietorships.

At least seven light manufacturing firms are present. They make up only about 2%-5% of the economy in terms of numbers of jobs, income generation, and number of firms.

Manufacturing has a small role because of the distance to transportation hubs, a limited workforce with manufacturing skills, and high plant and utility costs. There is also limited availability of affordable land zoned for industrial uses. However, light, non-polluting industry is desirable because it offers a variety of job opportunities and economic diversity and would provide full time jobs with decent wages and benefits.

The Grand Targhee Ski Resort is a Wyoming firm, but it is also the largest single employer of Teton County residents in the private sector.

The role of “cottage” type industry and internet-based business in the county is difficult to determine but some portion of personal income and jobs are tied to internet commerce and activity.

According to IDOC figures, “Total Sales” rose from about \$34 million in 1993 to about \$97 million in 2001. Sales in the service sector showed an even sharper increase, from \$3.2 million in 1993 to \$15.2 million in 2001. Retail sales have fallen steadily to \$27.3 million in 2001.

In the IDOC profile of Teton County, sales subject to the 2% travel & convention room tax increased from \$476.6 thousand in 1988 to \$3.2 million in 2000.

In the past decade, total sales tripled; service sales quintupled; and retail sales were relatively constant. Hotel/motel receipts increased six-fold.

The IDOC statistics indicate hotel/motel sales are mostly tourism related, but also represent people visiting residents, people on business, and visits from non-resident property owners.

Sonoran Institute figures show farming and ranching in overall decline in the county. Agriculture in Teton County is marginal at best. The short growing season severely limits the variety of crops that can be grown and other factors beyond local control such as production costs, global economies, and low commodity prices have kept commodity prices low. Escalating property values have made farming less economically desirable.

The rural parts of the county are changing from primarily agricultural use to residential, recreational, light industry, and commercial uses.

Agriculture accounts for about 20% of the jobs, and gross income from farms has stayed relatively constant from 1970 to the present. Much of the land currently in agricultural use is not under pressure to convert to residential uses but is under pressure to convert to other uses that are more economically viable than farming.

Some farmers have used conservation easements and Transfer of Development Rights to mitigate the impacts of growth on the economic viability of farming and ranching.

Open space and rural atmosphere are considered to be of economic importance in that these values are a part of what is attracting growth.

Sources for the information provided in this chapter are as follows and are available in the Teton County Planning and Zoning Office for further review:

1. "Population, Employment, Earnings, and Personal Income Trends" for Teton Co. ID study by the Sonoran Institute dated April 2002
2. "Comprehensive Economic Development Strategy" by East Central Idaho Planning & Development Association, Inc.
3. Idaho Dept. of Commerce

#### POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to economic development as outlined above.

Policy 1: It is the intent of the Comprehensive Plan to encourage orderly growth.

Policy 2: Grand Targhee Ski Resort is recognized to be of great economic importance to the economy. The county planning should complement and maximize economic opportunities for commercial support of this facility. County planning should consider the impact on values important to tourism.

Policy 3: One of the county's prime economic values is the attraction of a rural, small town lifestyle, magnificent views, clean air and water, and abundances of outdoor

recreational opportunities. Development and land use proposals that support and balance these values with desirable growth should be encouraged.

Policy 4: Employment opportunities are vital to a sound local economy. Support proposals that provide a variety of jobs for existing and future work forces without sacrificing quality of life.

Policy 5: To predict infrastructure costs, it is imperative that the County adopt a capital improvements plan as defined in the Idaho Code.

#### IMPLEMENTATION:

An analysis and list of implementation goals to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: Since current revenue projections are inadequate, the County shall fund a CIP before 2005 to alleviate these shortfalls.

Implementation 2: Encourage the development of small, light industrial activities in appropriate locations that do not have negative impacts on the environment and the health and welfare of residents. City impact areas and municipalities and industrial zoned areas are the desirable locations for industries and retail commercial activities.

Implementation 3: In the interest of character preservation, chain businesses and other development shall be required to design buildings and other facilities that blend with the local architecture.

Implementation 4: Work with Teton County, Wyoming, to encourage development at Grand Targhee that is in harmony with the infrastructure and economy of Teton County, Idaho.

Implementation 5: Employ a professional grant writer for the county governmental and quasi-governmental agencies paid for by independent taxing entities.

CHAPTER 9  
LAND USE

ANALYSIS:

Idaho Statute 67-6508 paragraph (e) defines this chapter as, “An analysis of natural land types, existing land covers, and uses, and the intrinsic suitability of land for uses such as agriculture, housing, commerce, industry, and public facilities. A map shall be prepared indicating suitable projected land uses for the jurisdiction.”

Land use in Teton County, Idaho, is one of the most difficult issues the community must address. Agriculture has historically been the land use that supported the local economy. However, agriculture has lost its economic viability for many residents. Conversely, the number of residents relying on tourism has significantly increased. An effect of the local tourism industry has been that a great number of individuals have chosen Teton County as the place to build their second homes. Additionally, Teton County, Idaho, has a middle-income base that provides homes and services for this and surrounding communities. Many of our residents provide essential services for our Wyoming neighbors. It is important that the land uses allowed in Teton County, Idaho, do not significantly jeopardize any of the aforementioned economic footholds of our community.

Some of the primary features of our community that appeal to tourists and those purchasing second homes are the beautiful mountain views and the abundant wildlife. In order to preserve these features and given the valley's heritage of agriculture, open lands, and scenic resources, it is vital to Teton County's economic well being to preserve open space.

Open space is defined as significant tracts of land open to the sky that may be on a lot with a building. It may be in productive uses including agriculture or low-impact recreational amenities such as greenbelt pathways, ball fields, and golf courses, or it may include sensitive environmental areas such as wetlands, riparian areas, or steep hillsides.

In order to protect the valley's water resources, it is necessary to preserve opportunities for groundwater recharge and safeguard the community's water resources specifically the Teton River & Teton County's wetlands and riparian areas. Since wetlands have been shown to cleanse polluted waters, protecting wetlands provides for natural surface water purification areas. Most of the valley's residents rely on ground water for their culinary water supply and if ground water quality is not protected, it may require expensive solutions.

Teton County, Idaho, recognizes the importance of closely monitoring any hillside development in order to reasonably control erosion and visual impairment. It is important

that inhabitants are not in an area of unreasonable risk to landslides, mudslides and avalanches. Additionally, hillside areas are often heavily forested and are therefore in more risk of suffering wildfire damage, destruction and scarring.

Higher density residential development needs to occur in the cities, while the unincorporated county should accommodate lower densities. It is generally desirable to cluster homes in new developments on small lots and maintain substantial tracts of open space. Growth should be orderly and well-planned in order to increase the strength of the local economy by providing new jobs while limiting impacts that would harm vital components of the existing economy, such as the recreation, home building, and tourism industries.

Zoning should be based on the principal of coordinating different land uses. A prudent review of new commercial and industrial uses is necessary as some may be inappropriate in Teton Valley because of their potential to cause air, water, or noise pollution. A commercial use is an enterprise that is carried on to facilitate an exchange of goods, services or ideas. An industrial use is generally related to manufacturing or has more substantial impacts. In order to have a healthy and diverse economy, the county must accommodate a myriad of business ventures.

Typically, establishment of an industrial use impacts neighboring uses and values. Designation of appropriate areas for industrial and commercial development will help preserve the quality of life and private property values of the valley's citizens. Locating these uses in areas with appropriate traffic control and roadways that can accommodate the weight and volume of industrial transportation will help protect public safety and promote efficient traffic movement and will help facilitate efficient provision of services.

Often, the most significant impact of a commercial or industrial enterprise relates to traffic. It is recognized that there are types of commercial businesses that can be appropriately situated in the county. Zoning and or permitting processes should be utilized to establish such businesses.

#### POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to land use as outlined above.

Policy 1: Protect open space throughout the county. Enhance the mechanisms available to incorporate the same in developments.

Policy 2: The scenic corridor is valued and view corridors should be maintained and protected. Guide development along the county's highways so that a sense of open space is protected. It is recognized that views across the valley from the main transportation routes are integral to the rural experience and a sense of open space in Teton Valley. It is desirable to maintain view corridors.

Policy 3: Accommodate new residential growth in the county using methods that preserve Teton Valley's pristine qualities and foster efficient provision of services. Concentrate higher-density development in the cities or in their areas of impact. (See Implementation 10)

Policy 4: Higher density developments should be located within or near the cities or within or near their areas of impact. Developments in the unincorporated county may be based on the density based zoning concept which will provide significant open space.

Policy 5: Protect cultural and economic diversity by encouraging a range of housing options.

Policy 6: Encourage industrial use in existing industrial zones and accommodate desirable industrial development and uses in appropriate areas within the county.

Policy 7: Foster the economic viability of the cities by encouraging development of most types of commercial enterprises in or near the cities or their impact areas. However, a limited amount of commercial development is appropriate and necessary within the county because it is not suited for cities or their impact areas.

Policy 8: Recognize the agricultural heritage of the valley and the desire of some landowners to provide residential land for their children and foster transfer of lots.

#### IMPLEMENTATION:

An analysis and list of implementation objectives to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for timely execution of the various components of the plan.

Implementation 1: Provide creative open space ownership mechanisms and require responsible open space management. Amend the subdivision ordinance to allow designated open space parcels to be platted as one or more, large, privately held lot or lots.

Implementation 2: Amend the subdivision ordinance and other applicable ordinances to include in the definition of open space the following features: Significant tracts of land not under residential, commercial or industrial use. It may be productive uses including agriculture or low-impact recreational amenities such as greenbelt pathways, ball fields and golf courses, or it may include sensitive environmental areas such as wetlands, riparian areas, steep hillsides and wildlife corridors. Streets, parking areas, structures for habitation and the like shall not be included. Lawns, yards, gardens or similar outdoor features associated with homes, condominiums, apartments or business can only be included if such features are held or managed in common by all project residents. These shall be reviewed by the Planning and Zoning Commission based on design benefits and access to the general public.

Implementation 3: Guide the placement of planned unit development open space so that natural, scenic, and other significant features are protected; meaningful open space tracts are created; and land use conflicts are minimized.

Implementation 4: Amend the subdivision ordinance to encourage newly designated P.U.D. open space adjoin existing protected open space, and provide, to the extent feasible, visual access to open space.

Implementation 5: The Planning and Zoning Commission should begin the process of writing an ordinance, in accordance with state law, for the transfer of development rights. The development rights ordinance should include a provision for trading of development rights between areas and zones.

Implementation 6: Encourage property owners to enhance the scenic corridor to demonstrate pride of ownership and clean up and fix up their properties. Administratively activate the nuisance ordinance and enforce it.

Implementation 7: Encourage open space development along the scenic corridor be adjacent to the highway or that open space shall be in the place most aesthetically pleasing and development most shielded from the view from the highway.

Implementation 8: The County should aggressively negotiate with the city of Driggs to move the northern boundary of the impact area from 250 North to 150 North, east of Highway 33 and 200 North, west of Highway 33.

Implementation 9: The Planning and Zoning Commission should undertake a study to identify and protect view corridors and investigate methods of financing the same.

Implementation 10: The **urban service area**, that area which is defined within one-half mile of the impact areas or the city limits, shall have a target density for development of 80\* to 100 units per 100 acres and shall include 20% open space. (As defined on Comp Plan Map #4)

The **urban reserve areas** are those areas within one-half mile of the urban service areas and the area between Driggs City south to Victor from one-half mile west of Highway 33 east to the Wyoming state line and includes the area south of Highway 31 west of Victor. The target density of development shall be 60\* to 100 units per 100 acres and shall have 40% open space. (As defined on Comp Plan Map #4)

The **rural reserve area** is the remainder of the unincorporated area of the county. The target density for development is 50\* to 60 units per 100 acres and shall have 50% open space. (As defined on Comp. Plan Map #4)

The Planning and Zoning Commission is authorized to grant greater density if sufficient justification through amenities, geographical lay out, development rights transfers, etc. can be demonstrated. (See Policy 5, Natural Resources)

\*The smaller density numbers outlined above are based on the limitation of one unit per one acre which allows for individual culinary wells and septic systems. The higher density numbers cannot be obtained without a central water and/or sewer system. The open space formula cannot be violated regardless of density.

Implementation 11: The A/RR -2.5, A-20 zoning districts and the Ag PUD development process shall become grand fathered upon the adoption of the amended process development to establish a density-based method of subdividing land. The grand fathered zones and the Ag PUD retain all existing rights, characteristics, and obligations and shall never be expanded. The applicant may choose the method for development by using his grand fathered rights or he may elect to move to the new density based process for development. (Grand fathered means the applicant can choose to develop under his existing zone or process, or he can choose the new density based process for development.)

Implementation 12: Urban service developments shall have a central water system in the event they do not hook up to the city water system.

Implementation 13: Amend zoning ordinance so that all industrial uses shall require a Conditional Use Permit.

Implementation 14: Encourage the Board of County Commissioners to implement a business license and require that all businesses obtain a business license for the purpose of demographic information.

Implementation 15: Amend the zoning ordinance to include a commercial zone for appropriate commercial development within the county and amend the land use chart to comply with the comprehensive plan.

Implementation 16: The Planning and Zoning Commission will develop an ordinance to protect the skyline where appropriate.

Implementation 17: As the county continues to grow, additional industrial uses shall be buffered with uses that protect surrounding landowners.

## CHAPTER 10 NATURAL RESOURCES

### ANALYSIS:

Idaho Statute 67-6508 paragraph (f) defines this chapter as, “An analysis of the uses of rivers and other waters, forests, range, soils, harbors, fisheries, wildlife, minerals, thermal waters, beaches, watersheds, and shorelines.”

Teton County has a heritage of farming and ranching and most of the privately held open space is working land, farms and ranches, although it is marginally viable. The global market, climate, soil types, lack of water and lack of transportation all contribute to diminishing profits. Agricultural lands do contribute to rural lifestyle, the conservation of open space, and fish and wildlife habitats and are protected by Idaho's Right-to-Farm Regulations as enacted in the Idaho Code at 22-4501 et seq. (1995).

Teton County's surface and ground water are natural resources that affect the use and sustainability of all other resources. The towns, communities, residential users, commercial and agricultural operations depend directly upon sufficient availability of clean water. Protection of ground water and surface waters found in streams, rivers, lakes, and irrigation delivery channels is critical to the future welfare of the natural environment and of all agricultural, industrial, and residential endeavors. Teton County features broad areas of diverse and ecologically important wetlands, floodplains and riparian corridors. These wetlands are integral to protection of water quality, ground water recharge, pollutant buffering, erosion control, and nutrient cycling that support agricultural operations such as ranching and haying, and support fish and wildlife populations.

Natural fish, wildlife and plant communities are abundant and diverse in Teton County and it is desirable to conserve these resources to the extent practical. Lands adjacent to rivers or streams characterized by high water tables and or periodic flooding and that differ in species composition and or population densities from those of the surrounding uplands need to be protected. Proposed development within the Wetlands Overlay will be required to provide a wetlands delineation approved by the Corp of Engineers and a nutrient pathogen study or test well data following guidelines set by DEQ. Development setbacks from the Teton River, stream corridors and riparian areas are required as currently listed in county ordinances or as amended. Development within delineated wetlands will be prohibited unless allowable density on the parcel cannot be accommodated on the upland portions. In those cases, some density may be allowed if mitigation to offset wetlands damage is carried out.

The primary extractable resources in Teton County are gravel and timber products and are important to the local economy. It is particularly important to maintain economically viable gravel sources in the county. Regulation, maintenance, and reclamation of gravel mining activities are governed under title 47 of the Idaho Statutes. These regulations are

important to prevent damage to the safety and welfare of surrounding lands, water, wildlife, and communities.

Noxious weeds are defined as any designated plant that has the potential to cause injury to public health, crops, livestock, land or other property (Idaho Code at 22-2401 et seq. 1995 & Supp. 1996). Noxious weeds need to be controlled.

Teton County has many natural resources that do not fit into the other categories mentioned above and are less tangible. These include scenic open spaces, quiet neighborhoods, dark night skies, clean air, safe communities, and accessible public lands. These less tangible resources are valuable assets worthy of consideration and protection. The people of Teton County are one of the most valuable assets and their independent and passionate community involvement, and their courteous, friendly and helpful nature are valued.

#### POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to natural resources as outlined above.

Policy 1: Seek and encourage incentives including, but not limited to, Federal Farmland Protection Program, Transfer of Development Rights as enacted in Idaho Code 22-4501 to help willing landowners keep their land in agriculture and work to conserve and protect open space and a rural sense of place recognizing that agriculture contributes to a rural way of life that is valued by the citizens.

Policy 2: Protect the County's surface and ground waters, wetlands and riparian areas through responsible development and incentives to help landowners conserve important water resources. This policy will apply to all surface waterways, underground waters, and areas shown as wetlands within the National Wetlands Inventory as prepared by the U.S. Fish and Wildlife Service in June 1993, and any updates of the National Wetlands Inventory that might be provided. The National Wetlands Inventory Map shall be used to update Map No.5 Critical Overlay Areas for waterway and wetland resources and shall be modified periodically to help reflect the current understanding of water resources as necessary.

Policy 3: Encourage responsible planning in the extraction of gravel and timely reclamation of gravel pits on private lands in Teton County as required by state law.

Policy 4: Conserve and protect esthetic values including scenic open spaces, quiet neighborhoods, dark night skies, clean air, safe communities, and accessible public lands.

Policy 5: Encourage the conservation and protection of important plant, fish and wildlife habitats. (See Implementation 10, Land Use)

Policy 6: Ensure that noxious weeds are consistently and effectively controlled in compliance with state regulations and guidelines.

Policy 7: As development occurs, consideration should be given to the wise and beneficial use of water to assist in recharging the aquifer.

IMPLEMENTATION:

An analysis and list of implementation goals to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for timely execution of the various components of the plan.

Implementation 1: Provide and protect rights to reasonable passage to all public land.

Implementation 2: Provide for the continuing services of a specialist in water resources to provide information and advice through the planning staff for the planning commission and the Board of County Commissioners.

Implementation 3: Revise the wetland inventory map.

Implementation 4: Encourage the Board of County Commissioners to fund a weed supervisor and have funds available to control weeds. Enforce existing ordinances on weed control to ensure compliance with state regulations and guidelines. The landowner should be notified of the condition on the land and be given the opportunity to eradicate the weeds. If the landowner does not comply, the County will do the work and charge the landowner.

Implementation 5: Ensure that development respects the integrity of the streams, stream channels and riparian areas.

Implementation 6: Monitor gravel extraction activities to ensure timely and sufficient reclamation of gravel pits. Prepare an inventory of the gravel pits in the county. Encourage the use of abandoned gravel pits for construction and demolition materials as part of a process of reclamation or for ground water recharge where applicable.

Implementation 7: If sensitive areas are identified by government agencies, encourage open space be placed in those areas.

## CHAPTER 11 HAZARDOUS AREAS

### ANALYSIS:

Idaho Statute 67-6508 paragraph (g) defines this chapter as, “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.”

Potentially hazardous conditions that may lead to human injury and property damage occur in parts of Teton County, and include: wildfire, earthquakes, landslides or mudslides, avalanches, and floods.

Increasingly, private land is being developed adjacent to or within forested or brush covered wild lands. Natural and human caused wildfire is a growing concern because of the threat it poses to personal safety and private property. The potential hazard from wildfire is directly and dynamically influenced by a combination of fuels, topography, and weather.

Teton County lies within a general area of known risk to earthquakes, landslides, mudslides, and other mass wasting events. Avalanche hazard is influenced by topography, snow conditions, and weather. Almost all of the hazardous avalanche areas within Teton County are within public lands distant from developed private lands. However, locally hazardous avalanche conditions may arise when hillside areas are modified by actions such as steep sloping along new roadways or removal of vegetation.

Teton County has many areas where there is some probability of a flood during a high water event. These areas are flood plains. Designation of flood plains with an estimated flood probability is determined by qualified experts and through the Federal Emergency Management Administration (FEMA). Development within such areas may create a risk to personal injury, or death and property loss.

### POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to hazardous areas as outlined above.

Policy 1: Encourage incentives to reduce the threat of wildfire to private property and human life within Teton County.

Policy 2: Encourage incentives that work to reduce the threat of personal injury, loss of life, and or damage to private property from flooding.

Policy 3: Encourage incentives that work to reduce the risks that avalanches, mudslides, landslides, and steep slopes pose to private property within Teton County.

IMPLEMENTATION:

An analysis and list of implementation goals to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: Support the Teton County Fire District in the process of adopting a wildfire mitigation plan. These regulations will be the implementation of wildfire prevention and management.

Implementation 2: Amend the subdivision and zoning ordinances to address regulations and standards for areas with unstable slopes and landslide or avalanche hazards.

Implementation 3: Amend appropriate ordinances so that development within areas identified as hazardous areas are carefully designed and regulated so as to minimize the potential for human injury, damage to personal property and natural resources.

## CHAPTER 12 PUBLIC SERVICES & UTILITIES

### ANALYSIS:

Idaho Statute 67-6508 paragraph (h) defines this chapter as, “An analysis showing general plans for sewage, drainage, power plant sites, utility transmission corridors, water supply, fire stations, and fire fighting equipment, health and welfare facilities, libraries, solid waste disposal sites, schools, public safety facilities and related services. The plan may also show locations of civic centers and public buildings.”

The public services and utilities in Teton County must grow in correlation with the increase in population to ensure that the public’s welfare is not compromised by outdated or over-worked facilities. Currently, the county government operates from a building built in the early part of the 20<sup>th</sup> century. The Courthouse has definite historical value but the building has numerous structural, health and safety deficiencies that must be addressed. The building is crowded, requiring additional space to be rented to accommodate all of the county’s needs. Additionally, the sheriff’s office and jail facilities are already inadequate to meet the current needs. This problem will become exponentially worse as the population continues to increase. Added facilities and space will allow for more efficient operations and broader functions of county government.

At current and projected rates, the current landfill may be mandated for closure within a few years. The costs of establishing, maintaining and operating a new landfill or transfer station may or may not be prohibitive to county resources. Solid waste is and will continue to be one of the county’s significant expense items.

Ensuring clean, safe drinking water is a primary objective of any government. Teton County must ensure that development and population growth do not have a significant negative impact on the quality and quantity of domestic water. Changes in land use should be monitored to observe effects on surface water and the Teton River drainage.

The county’s wastewater system is monitored by state agencies to protect domestic water. The capacity limits of the existing central sewer systems need to be evaluated for expansion. There is an increasing interest for wastewater treatment alternatives in the county.

Public utilities such as electric utilities, telephone and cell phone services must be expanded to accommodate the citizens. Whenever possible, all efforts should be made to ensure minimal impact on the environment, wildlife and scenery.

Nothing is more important than the health and safety of the citizenry. The county should support the mission of health care providers of the community. The county should support quality fire protection in outlying areas of the county.

## POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to public services, facilities, and utilities as outlined above.

Policy 1: Support quality fire protection in the county to improve safety in outlying areas of the county.

Policy 2: Ensure that public utility expansion does not have a significant negative impact on the county's scenic views or individual property rights.

Policy 3: The County should support the mission of the health care providers to become the focal point of quality intermediate health care in the community.

Policy 4: A campus for county administrative and judicial functions may be developed with a comprehensive design and capital improvement plan.

Policy 5: Encourage continued study of the county domestic water systems in conjunction with the state departments and agencies that monitor them.

Policy 6: Investigate methods for disposing of solid waste including recycling, transfer, expanded landfill, and alternative uses.

## IMPLEMENTATION:

An analysis and list of implementation goals to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: Endorse the fire districts 10-year plan to provide quality fire protection throughout the county.

Implementation 2: New communication and distribution lines should be encouraged with broadband and other services of the latest technology on an ongoing basis.

Implementation 3: Implement the GIS system to include all county agencies and public utilities.

Implementation 4: Upgrade road signs to require and include grid numbers.

Implementation 5: The use of underground lines to distribute power is encouraged and is required within developments.

Implementation 6: New electric utility services are encouraged to be provided within the current rights of way for major trunk lines. Substation expansion is encouraged to be confined to existing substation locations.

Implementation 7: A study should be done to determine the relationship between the county and the hospital to determine if the hospital requires increased or decreased participation from the county.

Implementation 8: Encourage the development of an assisted living center preferably located within city limits.

Implementation 9: Require the Board of County Commission develop a suitable plan for a county campus and or jail facility and funding.

Implementation 10: Require Board of County Commission establish a capital development and improvement plan including costs for infrastructure and services not covered by dedicated resources.

Implementation 11: Within the parameters of IDWR and as technology will allow, encourage all measures available to enhance the underground aquifer.

Implementation 12: Provide economic incentives for new developments of specified size and density to provide central water systems for household and fire protection use. Plan these systems, in conjunction with other developments within the immediate region, and where possible consolidate into regional integrated water supply and distribution systems.

Implementation 13: Centralize and expand existing wastewater collection and treatment systems from household and commercial users in the cities of Driggs, Teton, and Victor and progressively extend them to planned surrounding areas of impact and expansion.

Implementation 14: The County should plan for handling the disposing of household, commercial and industrial waste by examining all alternatives for disposal including transfer stations and recycling, and alternative local facilities. Accepting waste from sources out of the county shall be contingent upon them paying proportionate compensation on investment and operating costs.

Implementation 15: Communication towers should be placed to minimize visual impacts.

## CHAPTER 13 TRANSPORTATION

### ANALYSIS:

Idaho Statute 67-6508 paragraph (i) defines this chapter as, “An analysis, prepared in coordination with the local jurisdiction(s) having authority over public highways and streets, showing the general locations and widths of a system of major traffic thoroughfares and other traffic ways, and of streets and the recommended treatment thereof. This component may also make recommendations on building line setbacks, control of access, street naming and numbering, and a proposed system of public or other transit lines and related facilities including rights-of-way, terminals, future corridors, viaducts and grade separations. The component may also include port, harbor, aviation, and other related transportation facilities.”

Maintenance and expansion of the county’s roadways is of great concern. An issue of primary importance is the maintenance of an alternative North-South byway in the event of disruption of traffic traveling along State Highway 33. This byway should receive prioritized snowplowing during inclement winter weather. The roads in the county must be updated to meet the needs of the growing population, and the scenic corridor system should be expanded and enhanced, providing view vistas and pullouts.

Many of the county roads are not appropriately engineered for significant increases in private or commercial traffic. Allowing only lower-density developments in the unincorporated county will help minimize the strain on the county's road and bridge budget as the county grows. Directing denser growth near the existing cities will help maximize efficient provision of road maintenance and water and sewer services.

To minimize traffic congestion, public transportation, trails and pathways and carpooling should be encouraged. Whenever economically feasible, the Teton Valley Trails and Pathways’ long-range plan should be supported. Developers may be encouraged to establish pathways when building new subdivisions that are separate from major roads when deemed feasible.

Expansion of general aviation at the Driggs-Reed Memorial Airport is encouraged, but commercial aviation from this airport appears not feasible due to airspace restrictions with current GPS instrument landing systems and is not considered to be in the public’s best interest. Noise from the airport should be kept within FAA regulations.

### POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to transportation as outlined above.

Policy 1: Teton County roads should be updated to meet the needs of the growing population.

Policy 2: Teton County should investigate a public transportation system within the county and region and encourage carpooling between Teton County, Idaho and Teton County, Wyoming.

Policy 3: When economically feasible, the Teton Valley Trails and Pathways' long-range plan should be supported.

Policy 4: Teton County supports responsible general aviation expansion of the Driggs-Reed Memorial Airport.

IMPLEMENTATION:

An analysis and list of implementation objectives to determine actions, programs, budgets, ordinances, and other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: The County should support the highway department's "Teton County Transportation Plan 2020" as outlined in Chapter 6 including the roadway Design Standards per Table 6-1, and the proposed functional classifications per Map 6-1.

Implementation 2: The project descriptions listed as Table 6-4 in the "Teton Transportation Plan 2020" have been revised to break down the list into priorities of short (1), medium (2), or long (3) term action. These were arrived at based on current and expected road use serving areas of present development and foreseen growth. Road improvements should occur in compliance with the following table:

Appendix A: Recommended Roadway Improvements

Priority	Location	Description
1	SH-33 Intersection Upgrade w/L&R turn lanes @ 800S, 600S, 500S, 200S 250N, 400N, 575N, & 50 W	Per "Teton County Transportation Plan 2020" exhibit 6-1
1	250 N: SH-33 to State Line	Chip Seal or Pave
1	State Line: Ski Hill to 250 N	Chip Seal or Pave
1	100E: 200S to 500S	Chip Seal
1	100E: 25N to 100S	Chip Seal
1	State Line: Ski Hill to 25 N	Chip Seal
1	25N: 100E to State Line	Chip Seal
2	400W: Buxton to 400 N	Chip Seal
2	600S: SH-33 to 450W	Blade & Dust Control
2	200 W: 800S to 950S	Chip Seal
2	950 S: 100W to 200W	Chip Seal
2	800S: Bridges upgrade @ Teton River	

2	SH33: Various	Vista Zones w/ Turnouts
2	State Line: 25W too 200S	Chip Seal
3	400N: Bridge & Road realign@Teton River	
3	100E:New Road: Ski Hill to 00N	

Implementation 3: Maintain the current speed limits on Highway 33 until turning lanes are installed. At such time that turning lanes are installed, the speed limit may be reviewed and increased or decreased if deemed reasonable and appropriate.

Implementation 4: The existing scenic corridor should be provided with view corridors and pullouts.

Implementation 5: Require a written road improvement and maintenance priority plan be published every five years. This could include a broader use of blading and dust control to better serve developing areas. Where traffic demands, paving and/or chip seal should be used.

Implementation 6: A major study should be conducted of the Road and Bridge operation to include road districts and a cost comparison with similar counties and private vs. public costs of services.

Implementation 7: Support a public transportation method to Jackson.

Implementation 8: Encourage the development of multi-use pathways and separate them from major roadways when possible. Encourage developments that are adjacent to or in the area of a planned pathway to participate in building a section or contributing to the costs of development and maintenance. Pathways should be funded primarily through grants or private sources.

Implementation 9: Expansion of General Aviation at the Driggs-Reed Memorial Airport should be encouraged in accordance with its LAP. Commercial aviation is not considered feasible due to airspace restrictions with current GPS instrument landing systems and is not considered in the public interest under any circumstance. Noise abatement requirements within FAA regulations should be required where possible. Because the airport has a profound impact on the county, a representative from the County should remain as a member on the airport board.

## CHAPTER 14 RECREATION

### ANALYSIS:

Idaho Statute 67-6508 paragraph (j) defines this chapter as, “An analysis showing a system of recreation areas, including parks, parkways, railways, river bank greenbelts, beaches, playgrounds, and other recreation areas and programs.”

Planning for recreation in Teton County is an important, sensitive and potentially emotional issue. Community character is changing because of the rapid population growth and diversification. Economic advantages and quiet lifestyle need to be reconciled.

Organized sports in Teton County have traditionally been under the auspices of School District #401. Currently, there are open gym opportunities for public use of some of the school facilities for community-sponsored sports. New facilities at Teton High School are still being worked on as part of the district’s long-range plan.

In addition to school sports, a myriad of community-sponsored sports such as youth and adult softball, basketball and soccer leagues, youth football and wrestling leagues, horseback riding clubs, motorcycle and snowmobile clubs exist. There are also some church-organized community sports.

The cities of Teton, Driggs & Victor each have city parks with playgrounds and various other activities. The cities and schools currently provide 100 percent of playing fields and sports facilities for all county residents. National standards recommend 10 acres of parks per 1,000 residents. (Driggs Parks = 16 acres; Victor Park = 30 acres, Teton Park = 5 acres.)

The population of the county represents a diverse set of recreational needs for all ages, many of which are not provided by the school and other organizations. These needs require facilities, organizers, and equipment that have historically been provided by volunteers.

The natural beauty of the valley, the snow conditions and the ski industry that now exist enhance future skiing potentials both at nearby Grand Targhee and in many locations where cross-country skiing and Nordic skiing can take place. Broadened Nordic skiing activities are encouraged including winter trail making and grooming by private organizations. Grand Targhee is a continuing recreation-based industry of the valley although it is physically located in Wyoming.

Teton County currently supports snowmobile-groomed trails with Madison and Fremont counties through the use of snowmobile registration fees. It is essential that continued backcountry snowmobile use be allowed on public lands.

Citizens of the county have traditionally had access to the public land that surrounds the private lands in the county. Access needs to be ensured and preserved so that future generations may participate in recreational uses of public land.

A network of summer and winter trails and pathways for non-motorized and motorized sports, transportation alternatives, and access to areas for fishing, hiking, biking and other such sports should be encouraged when economically feasible. Fishing opportunities and the use of waterways should be preserved.

Preservation of river and creek areas should be encouraged by methods such as enhancing vegetation, stream bank sloping, conservation easements, and general reclamation efforts, etc.

Golf course design should protect water quality, minimize impact to wildlife, conserve water, and maintain the integrity of the surrounding area.

#### POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to recreation as outlined above.

Policy 1: Protect and allow use of the natural recreational assets of Teton Valley.

Policy 2: Cooperate with the Targhee-Caribou National Forest and Bureau of Land Management for public access and recreational use of public lands.

Policy 3: Encourage the development of a countywide system of both motorized and non-motorized trails and pathways when economically feasible.

Policy 4: Encourage the preservation of the serene environment of the Teton River and other streams and access to them.

#### IMPLEMENTATION:

An analysis and list of implementation goals to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: Adopt the trails and pathways organization map, to be funded by private sources, on an advisory basis for proposed trails and pathways for multiple shared uses.

Implementation 2: Support responsible plans to develop a network of additional trails and pathway systems, for diverse uses, to the extent feasible.

Implementation 3: Require setbacks large enough and population density low enough along the Teton River and its tributaries to maintain their pristine character.

Implementation 4: Preserve and maintain public access to public lands, rivers, streams, and other recreational amenities.

## CHAPTER 15 SPECIAL AREAS OR SITES

### ANALYSIS:

Idaho Statute 67-6508 paragraph (k) defines this chapter as, “An analysis of areas, sites, or structures of historical, archeological, architectural, ecological, wildlife, or scenic significance.”

Teton County is a rather young county in relationship to the rest of the nation. The vestiges of the first farmers and homesteaders remain. Some of the early cabins, churches, and limestone buildings are still in use. These symbols of the hard life and the struggles of the early inhabitants of the county could soon be overwhelmed, if not obliterated, by a flood of new homes. Much can be learned from the settlers' stories of human endurance and nobility in the face of adversity. Preservation of the sites of these early county inhabitants provides a way to retain the stories that photographs and artifacts cannot. These quaint houses, barns and outbuildings of the forefathers remind us of their endurance and are a link to the past and could be restored or left as landmarks for future generations.

The county should encourage the preservation of sites that may provide value to future generations but may fall below the interest of Federal or State programs. The county should assist in the preservation of historic sites and structures by encouraging the use of the Federal and State of Idaho historic preservation programs and could adopt its own program for preserving historic sites and structures where feasible or funding is available.

In addition, the county should contact the Idaho Historical Preservation Council and establish a County Historic Preservation Commission to advise the county and administer the program.

A 1996 policy called for the identification of historic sites and facilities available for public enjoyment. Private efforts have produced an active interest in the valley's history and the construction of a museum. This plan carries forward the sites and areas issue by a policy of providing for both support for the private effort and county financial assistance for preservation of historic buildings.

### POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to special areas or sites as outlined above.

Policy 1: Encourage preservation of the area's historic sites and buildings.

IMPLEMENTATION:

An analysis and list of implementation objectives to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: Assist in the preservation of historic sites and structures by encouraging the use of the Federal and State historic preservation programs.

CHAPTER 16  
HOUSING

ANALYSIS:

Idaho Statute 67-6508 paragraph (1) defines this chapter as an, “Analysis of housing conditions and needs; plans for improvement of housing standards; plans for the provision of safe, sanitary, and adequate housing, including provisions for low-cost conventional housing, the siting of manufactured housing and mobile homes in subdivisions and parks on individual lots which are sufficient to maintain a competitive market for each of those housing types and to address the needs of the community.”

In 1994, the county employed a full-time building official and adopted building codes. The purpose of building codes is to provide minimum requirements to safeguard life or limb, health and public welfare. The building codes are revised and published every three years. The current codes used are the most recent version.

In 1998, the cities of Driggs, Tetonía and Victor created their own building departments.

Whether there is a housing affordability crisis is hard to obtain and open to subjective interpretation but housing statistics from the Community and County Profiles shows an obvious trend. The median house value in 1980 was \$36.9K, and had risen to \$133K by 2000. Rents show the same rate of increase from a median of \$141.00 (per month) in 1980 to \$603.00 in 2000. Planning policies and implementation strategies should consider affordability.

Affordable housing is best left to the private sector. Small, dense lots would ideally be within the cities or city areas of impact. However, where other conditions can be met, such as along the Driggs-Victor corridor, areas of the county would also meet the criteria for dense lots.

	<u>Acres</u>	<u>Lots</u>	<u>Sold Lots</u>	<u>Not Sold</u>	<u>Built</u>	<u>Not Built</u>
County	15,027.83	5,863	3,435	2,428	3,391	2,472
Victor	338.70	600	271	329	206	394
Driggs	177.59	568	420	148	122	446
Tetonía	(Data not available)					

Effective July 1998, Idaho enacted the Mobile Home Rehabilitation Act, title 44, chapter 25 of the Idaho Code. This law requires that mobile homes built prior to 1976 comply with certain testing requirements in the areas of electric, plumbing and egress and make repairs when not in compliance.

There is one mobile home park in the unincorporated area of the county in the former Felt town site with nine units. Each of the cities has mobile home parks within their city limits.

BUILDING PERMITS ACTIVITY:

	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>	<u>2003</u>
Dwellings:	115	127	137	174	170	115
Out Buildings:	73	74	72	59	65	70
Commercial:	<u>10</u>	<u>6</u>	<u>18</u>	<u>3</u>	<u>10</u>	<u>5</u>
TOTAL	198	207	227	236	245	190

RESIDENTIAL BREAKDOWN:

	<u>2000</u>	<u>2001</u>	<u>2002</u>	<u>2003</u>
New Construction:	100	124	133	87
Manufactured:	21	34	27	18
Single-wide:	16	16	6	10
Multi-family units:	32	0	16	0

POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to housing outlined above.

Policy 1: Encourage owners to upgrade substandard housing conditions where such conditions exist.

Policy 2: Encourage opportunities for diversity in housing choices and affordable housing availability.

Policy 3: High-density developments should be within the cities and city impact areas whenever possible.

## IMPLEMENTATION:

An analysis and list of implementation objectives to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: Enforce zoning, building construction and other development codes and ordinances.

Implementation 2: Zone areas that encourage housing diversity and encourage higher density units within the cities and their areas of impact.

Implementation 3: Monitor housing affordability indices and consider affordability when adopting zoning and subdivision regulations.

## CHAPTER 17 COMMUNITY DESIGN

### ANALYSIS:

Idaho Statute 67-6508 paragraph (m) states, “An analysis of needs for governing landscaping, building design, tree planting, signs, and suggested patterns and standards for community design, development and beautification.”

Teton County, for over the century since settlers arrived, was a rural agricultural community. In community design, the areas most valuable assets should be considered--scenic vistas, mountains, streams, open space, wetlands and small town characteristics. Community image is vital to an area's economic vitality and quality of life.

Development should encourage interaction among the diverse population and retain qualities of a natural environment, including quiet and solitude, mountains and forests, and the visible and beautiful night sky. These esthetics also have economic value because they contribute to land values, attract tourists, and part-time and full-time residents to the area.

A large part of the commercial activity is service businesses whose success depends upon their being known to travelers. It is appropriate to permit sufficient signs to inform the traveler of local services and businesses while limiting their obtrusiveness.

### POLICY GOALS:

A list of policy goals that provide a vision for the next comprehensive plan period with regard to community design as outlined above.

Policy 1: Encourage the preservation of the scenic vistas, open space, mountains, forests, night skies and wetlands.

Policy 2: Encourage the preservation of the county's rural character.

### IMPLEMENTATION:

An analysis and list of implementation objectives to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

Implementation 1: Encourage the preservation of the mountain, forest, rural, and small town atmosphere and appearance of the county by control of land use and structures.

Implementation 2: Revisit the approval of design for all commercial establishments adjacent to the highway in the scenic corridor.

Implementation 3: Review the existing sign ordinance.

Implementation 4: Encourage the efforts of citizens to preserve the rural environment of the county.

CHAPTER 18  
ADMINISTRATIVE GUIDELINES AND PLAN MAPS

GUIDELINES:

The Comprehensive Plan (Plan) is a policy document intended to be used as a guide for public officials and the public in the preparation and adoption of ordinances that will implement strategies outlined in each chapter. The Plan shall be used as a guideline for development as stated in title 67, chapter 65 of the Local Land Use Planning Act of the Idaho Code.

The Plan is not a precise plan and does not show or intend to show the exact outline of land use districts or the exact location of streets or public facilities. Rather, it shows general location, character, land use patterns, streets and public facilities. Precise determinations shall be made by ordinance, resolution or other actions through the public processes that are designed to establish the land use law for the county.

The Plan is not intended to take any land for public purposes or place a cloud on the title of any property, or require it to be sold or given to the public. It is a guide for land use and development and should be used to influence orderly and necessary acquisition procedures including condemnation, negotiated purchases or gifts, to accomplish the goals and implementation strategies outlined in the Plan.

The Plan should be reviewed regularly with the public to encourage understanding and support for the principles of orderly growth and to ensure future amendments that will provide harmony with the goals and objectives of the community as the county continues to grow and develop. The overall growth and development needs of the county should become the drivers for the necessity of amendments to the Plan. The Plan should provide a stable guideline for growth and development.

COMPREHENSIVE PLAN MAPS:

As required by section 67-6508 of the state code the Planning and Zoning Commission has developed and adopted the below listed eight maps as part of the Plan. These maps have been developed from a common base map with overlays to pictorially show where zoning districts, density based development areas, roads, hazardous areas, and natural resource areas, etc. are located. They can be used to assist and support each chapter in the plan as needed. Once the plan is adopted they will become the official maps of the county and may be amended and updated to accommodate changes as required. These maps shall be reviewed at least annually by the Planning and Zoning Commission for compliance with the goals of this Plan.

- |           |  |
|-----------|--|
| Map No. 1 | The Official Roads and Travel Ways of Teton County             |
| Map No. 2 | The Official Functional Road Classifications for Teton County  |
| Map No. 3 | The Official Zoning Districts and Impact Areas of Teton County |
| Map No. 4 | The Density Development Areas of Teton County                  |

- Map No. 5 The Critical Overlay Areas of Teton County
- Map No. 6 The Approved Subdivisions in Teton County
- Map No. 7 The Public Recreation and Forest Entry Points in Teton County
- Map No. 8 The Official 100 Year Flood Plan required by FEMA

## ADOPTION OF THE COMPREHENSIVE PLAN

The Comprehensive Plan has been written in accordance with the standards set forth in title 67, chapter 65 of the Local Land Use Planning Act of the Idaho Code and has passed through the various public processes and hearings required. Therefore, the document titled “The Comprehensive Plan, A Guide for Development, 2004 – 2010”, is hereby adopted by the Teton County Board of County Commissioners as:

RESOLUTION NUMBER 121304 B; THIS 13<sup>th</sup> DAY OF December, 2004.

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Ronald A. Ramirez, Chairman

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Mark Trupp, Member

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Jay Calderwood, Member