COMPREHENSIVE PLAN – A VISION AND FRAMEWORK 2012-2030

TETON COUNTY, IDAHO

Public Open House Review 16 May 2012

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Teton County Comprehensive Plan
Public Open House Review
16 May 2012

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Chapter 1. Executive Summary

From 2000 to 2010, Teton County, Idaho was one of the fastest growing counties in the nation. To visitors, it is considered one of the most beautiful places on earth, with wildlife ranging from sandhill cranes to grizzlies. To many new residents, Teton County is an undiscovered gem located on the western slope of the Teton Range with breathtaking mountain views, clean water, fresh air, abundant wildlife, a friendly community and world class outdoor recreation opportunities. To residents whose families homesteaded in the late 1800s, Teton County is a place where generations of hard work created a solid home, tight knit families and an inconsistent living through farming and ranching the land. Whatever your perspective, everyone shares a love for this place that they call home. This Comprehensive Plan is for everyone in the community and was created to help move Teton County into the future in a prosperous and economically viable way.

Now is an opportune time to outline a new direction for the County - one based on lessons learned from the past and from other western communities. The previous comprehensive plan, Teton County Comprehensive Plan: A Guide for Development 2004 - 2010, was laden with controversy since its adoption and has been difficult to implement due to its contradictions and lack of clarity. During the years the plan was in force, Teton County experienced its largest ever development boom/bust cycle.. Thousands of acres of private and vacant land, low-priced homes, land speculation and few regulatory barriers led to sprawling and unoccupied development. The resulting oversupply of residential lots combined with misguided federal mortgage policies and the resultant boom/bust caused a depressed local real estate market and the economy, which was largely based on residential construction, is still suffering today. Because conditions have changed since 2004 and lessons have been learned, a new Comprehensive Plan is warranted.

Comment [JZ1]: Some comments to make less negative. Other comments that this section is spot on. Some information on current planning context should be kept.

In many ways, rural areas should receive as much planning as cities. This Comprehensive Plan process represents western, grassroots planning at its best and resulted in a landscape-based approach to development levels and incentives and an implementation framework aimed at creating actionable change and an economically resilient County. Very few communities get a second chance to change the fiscal outlook of their community through a community-based process, and Teton County is fortunate to be able to do so.

As a grassroots plan, community participation was the cornerstone of this Comprehensive Plan process. The Plan was created using a "bottom-up" approach and involved citizen committees made up of over 80 dedicated volunteers representing the breadth of community values. The initial planning committee, the Plan for Planning Committee or P4P, began community outreach efforts in advance of the Plan. Five Sub-Committees were formed to focus on topics identified as most important to the community by the P4P's initial outreach efforts. The chairperson of each Sub-Committee served on the Core Committee, which worked directly with the consultant team. The five Sub-Committees included:

In addition to the citizen committees, outreach efforts included public workshops, open houses, stakeholder interviews, a "plan van," online surveys, events, landowner workshops, newspaper articles and ads, and a dedicated website. This Comprehensive Plan received over 4,000 input occurrences, with a large portion of Teton County's approximately 10,000 residents participating in the process.

Although differences in philosophies were present in the community, many values were the same, including the need to protect the beautiful Valley.

The committees followed a philosophy to tackle the challenge of a new direction. These included "This is about what we want"; "Less about the past and more about the future"; "Proactive"; "Accept the givens"; "Make common sense choices of where to focus development and where not to". Another core philosophy was "Respect private property rights".

Property rights are often compared to a bundle of sticks where each stick represents a different right. Sticks within the bundle of landowner's property rights include the right to occupy, sell, lease, mortgage, donate, grant

easements, use and exclude. Property rights that could be held by the land owner or separated from the bundle include mineral rights, air rights, water rights and development rights. Communities also have a bundle of rights that include acquiring land for public benefit with just compensation, taxing land, regulating uses and protecting natural resources.

Comment [JZ2]: Add "subdivide" this was included in an earlier version but taken out because not all property can be subdivided such as a lot within an existing subdivision or if the parcel is smaller than the minimum lot size in a zone.

Under Idaho Code 67-6502, Teton County has an obligation to regulate land use in order to promote the health, safety and general welfare of the public. This Plan strives to provide a balance between private and public property rights.

The Vision for Teton County is based on community values. It is this Vision that provides the foundation for the goals, policies, framework and implementation sections of the Plan. The Vision creates the structure and initial agreements necessary to tackle tough issues even when disagreement exists over property rights and funding priorities.

Our Community Envisions a Sustainable Future for Teton County

We will strive to:

- **Establish a vibrant, diverse and stable economy.**
- **Create and maintain a well connected, multi-modal network of transportation infrastructure to provide convenient and safe mobility for all residents, visitors and businesses.**
- **Preserve natural resources and a healthy environment, which are essential for creating viable future economic and recreational opportunities for all users.**
- **Contribute to our strong sense of community by providing quality facilities, services and activities to benefit the community.**
- **Preserve and enhance the rural character and heritage of Teton Valley.**

The Framework Plan sets the stage for realizing this Vision and includes a map that outlines desired future land uses and amenities combined with supporting goals and policies. The Framework Map depicts a valley surrounded by majestic Teton, Snake River and Big Hole mountain ranges with the Teton River meandering through the center. The Valley's cultural and population centers of Driggs, Victor and Tetonia lie east of the River and the majority of future residents will live in high-quality neighborhoods on the east side of the Valley. The western slope, valley floor and northern plains have a rural character with an abundance of productive farms, lower density residential areas, rivers, creeks, forested foothills and wildlife. A variety of land use areas suggest logical growth patterns that direct development towards existing population centers and provide guidance and incentives for appropriate development.

Our future vision is for a Valley with a vibrant economy and high quality of life. This requires educational opportunities, recreational opportunities, cultural amenities, public land access, and protection of natural resources and scenic vistas. Therefore, the Framework Map also depicts a recreational trail and pathway system that rivals the best in the nation, scenic vista protection along the primary transportation routes, a valley-wide recreation program and support for multi-modal transit. Providing a variety of high quality educational opportunities, diverse cultural amenities, well maintained transportation routes and public access to the surrounding forests and the Teton River are key aspects of the Framework's goals and policies.

Perhaps the most important piece of the Plan is an outline of steps needed to move the County towards this Vision. The Implementation Plan examines where we are now, where we want to go, what tools are available, and key actions necessary to attain our desired goal. Realizing that our future is ultimately uncertain, the Implementation Plan includes actions and tools that are flexible and adaptable and that will have the greatest beneficial impact on the Valley.

Chapter 2. Thinking about Our Future

Teton County, Idaho is a rural community of approximately 10,000 people with an area of 450 square miles in Southeastern Idaho west of Grand Teton National Park and southwest of Yellowstone National Park. It has large unincorporated areas and three incorporated cities: Tetonia, Victor, and Driggs (the County seat). Teton County is often called "Teton Valley" or "Teton Basin" since the majority of the land is located on the valley floor between the Teton Range to the east and the Big Hole Mountains to the west and includes the headwaters of the Teton River located in the Snake River Mountain Range to the south. During the early 1800s, this area was referred to as Pierre's Hole in honor of "le grand Pierre" Tivanitagon and was a hub of the northern Rocky Mountains fur trade. Beginning in the late 1800s, the County became a small agricultural community settled by Mormon pioneers, many descendants of whom still live in the community today. Close knit families and the church community were especially important to the early settlers and these values are still significant to Teton County residents today.

In addition to families who have been in the Valley for generations, the population includes a mix of individuals and families who are part-time residents, transplants from other parts of the country and hispanic residents. Many common values exist among these diverse groups and these values are the basis for creating a clear path for the future.

Teton County, Idaho is closely tied in many ways to its neighbor Teton County, Wyoming. Physically, the two counties share a common border and view of the Teton Range, most notably the peaks of the Grand Teton, Mount Owen, Teewinot, Middle Teton and South Teton. Grand Targhee Resort, which lies in Wyoming, is one of the largest employers in the area and can only be accessed through Teton County, Idaho. Additionally, a large portion of the Teton County, Idaho population is supported economically by businesses in Teton County, Wyoming as many residents commute over Teton Pass to Jackson for employment.

The transition of a portion of Teton County's economy to outdoor recreation and tourism began in 1969 when over 900 local citizens worked together to establish Grand Targhee Resort in order to benefit the community and economy of the region. Grand Targhee Resort has become a key economic driver in the area and is an asset for attracting second-home owners and resort-based development.

As a result of its growing reputation as a mountain resort combined with the national real estate boom, Teton County was the second fastest growing rural county in the United States between 2000 and 2009 with the majority of the economic growth in the real estate and construction industries.

The national real estate bubble burst hit Teton County hard in 2008 and resulted in high unemployment rates, high foreclosure rates and plummeting property values.

Despite these economic challenges, the community has continued to develop its appeal as a unique mountain lifestyle community due to its breathtaking scenery, clean water, fresh air, abundant wildlife, healthy forests and world class recreational opportunities that include skiing, snowmobiling, fishing, cycling, horseback riding, motor biking, 4-wheeling, hunting and more. Teton County has a growing arts and cultural identity and has hosted

nationally acclaimed performers. National Geographic chose the County seat as the future location for a Greater Yellowstone Geotourism Center.

Teton County, Idaho has been embroiled in a boom-bust growth cycle for most of the past century. The boom of the early to mid-2000s and the subsequent bust of the late 2000s have been the most extreme example of this historic cycle. The bust hit Teton Valley especially hard because a large portion of the economy was based on land development speculation which drove the construction industry and provided an abundance of jobs. The conditions in Teton Valley that included large amounts of relatively inexpensive, private land, a Teton County, Wyoming work force that needed affordable housing and a strong second home market created a perfect storm for speculative development.

Comment [JZ3]: Add "and minimum development regulations"

As a result of these conditions and a somewhat flexible regulatory environment, thousands of lots were created in subdivisions that now lie empty. The overabundance of undeveloped, platted residential lots (over 7,000) make economic recovery even more difficult by saturating an already weak real estate market. There has been a decline of investment into the community and many storefronts lie empty. The County government is financially limited due to Idaho's tax cap and an abundance of entitled developments with no means for mitigating the fiscal impacts of the roads, schools, emergency services and weed management.

And so most residents of Teton Valley would agree that what we are doing now under the current 2004-2010 Comprehensive Plan has not worked and it is in the interest of the community to revise the Plan and set forth new guidelines for development.

Almost everybody in the community agrees that additional, less controlled subdividing of land will not help the Valley's economy or character. Poorly planned growth is contributing to falling housing prices, the continuation of high foreclosure rates and unsustainable costs to taxpayers to maintain infrastructure. Most agree planning guidance is warranted. While few want to subdivide their property at this time, many land owners want the right to be able to subdivide if and when they choose to do so in the future. The guidance given in this Comprehensive Plan is intended not to impinge on future development but to strive to protect it.

The goal of this Comprehensive Plan is to outline a Vision and Framework that considers all viewpoints, achieves a balance of effective land planning and private property rights, and finds common ground regarding the future of Teton Valley. It is impossible to fulfill the desires of everyone, however it is possible to create a viable plan that

the vast majority of the community can accept and support. The intent of this Plan is to achieve this goal.

The current comprehensive plan, "Teton County Comprehensive Plan: A Guide for Development 2004-2010," was laden with controversy since its adoption. The Plan has contradictions within itself and most would argue that while it might claim to protect the rural character of the valley, it has not been effective in doing so. The previous Plan was based on projections through 2010. This date has passed and conditions on the ground have changed so drastically since the Plan's adoption in 2004 that it is no longer a relevant document. This new Plan will be a living document that is able to be adapted and modified to fit changing circumstances while holding true to the community's vision.

Like a business, a community needs a plan for its future. Before a new business opens, its owner will create a business plan that identifies major sectors of the business and a plan for how the business will eventually make money. The business plan usually includes a mission statement and often lists specific goals and objectives in order to accomplish that mission. Likewise, a community needs a vision for itself and a plan for how it will achieve that vision. That is the purpose of the Comprehensive Plan. It is a guiding document upon which all governmental community actions should be based. This is necessary to avoid decisions that negatively affect the entire community and individual properties.

Idaho State Statute 67-6508 mandates that every community adopt and regularly update a plan: "It shall be the duty of the planning or planning and zoning commission to conduct a comprehensive planning process designed to prepare, implement, and review and update a comprehensive plan, hereafter referred to as the plan." The Local Land Use Policy Act (LLUPA) recognizes the importance of a visioning process to planning for a community's future. Although this Plan does not follow the exact format or order shown in LLUPA, all required components are included.

Rights associated with private property have been compared to a bundle of sticks where each stick represents an individual right that can be separated from the bundle and reassembled. Some of the represented rights within the "bundle" are mineral resources, air rights, the ability to sell, lease, mortgage, donate, grant easements, use and exclude. Property rights are not absolute, however, and they do not allow uses that unreasonably interfere with the property rights of others or interfere with public health, safety, or general welfare.

Providing a balance between the bundle of private and public property rights is a challenge for most communities, and Teton Valley is no exception. A good local example of the need to balance the rights that a property owner enjoys with their responsibility to their neighbor is the "noxious weed problem." Public comments indicate that the larger community opposes the spread of noxious weeds and that the burden of weed control falls on individual property owners. This is a clear example where community control over the spread of noxious weeds overrides the right of an individual landowner to keep their property in an unmaintained state.

It seems that there are other areas of agreement in Teton Valley where regulations make sense given the context. For example, many agree that the adequate delivery of roads and utility services by a developer usually enhances surrounding property values and can reduce the burden to the County and individual taxpayers. The same may be said for land use and subdivision regulations protecting basic community health and safety such as those enacted to improve surface and groundwater quality, provide safe and well-maintained roads, control noise, and avoid health concerns.

In fact, the County has a responsibility to regulate land use in order to promote the health, safety and general welfare of the public. Many oppose regulations or zone changes that could reduce the development potential of their property due to a perceived decrease in property value. However, the value of real property is largely due to factors external to the property lines. In fact, the popular cliché that the "three most important things in real estate

are location, location and location" speaks to the fact that the context within which a piece of land exists is the most important aspect of value. Regulations that maintain view corridors, protect natural resources, preserve rural character or prohibit incompatible development protect this context.

The table below breaks down some of the rights in the bundle associated with private property and lists the party that typically holds the right, although many rights can be transferred between parties.

Chapter 3. A Community Based Plan

In order for a Comprehensive Plan to represent the goals, aspirations, and desires of the community, it is essential for the community to be involved with its creation. Therefore, it was very important to the Teton County Board of County Commissioners from the outset that the Plan be created with a "bottom-up" approach, and that citizens with diverse voices be given opportunities to participate in the process. The resulting Plan process was truly a grassroots effort that strived to obtain broad-based public input. This was accomplished by creating an open and honest process, providing a variety of participation opportunities, hearing all concerns, and addressing issues as much as possible within the Plan. Ideally, the Plan is broadly supported by the community, even if every element is not entirely to the satisfaction of every member.

Early Outreach

In the spring of 2010, a group of eight involved Teton County residents were appointed by the Board of County Commissioners (BOCC) to design the process by which a new Comprehensive Plan would be written. This group became known as the Plan for Planning committee, or P4P, and members were chosen to represent a diverse cross-section of viewpoints. The P4P committee met twice a month and had three main goals:

- Begin initial outreach to the community
- Develop the process to create the new Comprehensive Plan
- Make a recommendation to the BOCC for a consultant team

Initial P4P community outreach included several different activities and approaches. Kick-off events were held in Tetonia, Driggs and Victor with the purpose of raising awareness for the Comprehensive Plan and the process by which it would be created. A county-wide mailing and an online questionnaire asked questions about the values important to Teton County residents. Approximately 740 people responded to the online questionnaire.

The P4P categorized the public feedback into five major content areas: Economic Development, Transportation, Natural Resources and Outdoor Recreation, Community Events and Facilities, and Rural and Agricultural Heritage. They decided that the Comprehensive Plan should focus on each of these content areas, recognizing that property rights was an important part of all of these pieces and should be considered in all categories throughout the process.

The P4P decided that a separate committee should focus on each of the content areas defined in the outreach efforts, but was concerned about coordination and communication among the committees. For that reason, they decided the chair of each committee should also serve on a core coordination committee (the Core Committee) that would coordinate all pieces of the Plan to ensure cohesion and consistency among the parts of the Plan. The P4P solicited for volunteers and brainstormed ideas of who should serve on each Sub-Committee, trying to ensure that all stakeholder groups were represented. They also tried to balance each Sub-Committee with a broad spectrum of political and ideological viewpoints. Committee volunteers were chosen as representatives of the community and everyone who volunteered was placed on a Sub-Committee; no one was turned away.

It was the responsibility of the committee members to not only attend regular meetings and discuss, debate, and work through the topics that are included in the Plan, but also to continually reach out to others in the community for input. The Comprehensive Plan rewrite process was branded "Teton Valley 2020" to reflect looking forward into the future with "20/20" vision.

Comment [JZ4]: When did P4P finish their work? Information about consultant selection?

Community Outreach

In addition to involving a wide net of volunteers on committees, a variety of additional public outreach efforts were made throughout the process. Efforts included public workshops, open houses, stakeholder interviews, a "plan van", online surveys, newspaper articles and ads, and a dedicated website.

Three large Community Workshops were held at key points during the Comprehensive Plan process. The workshops included Vision Workshop #1 held August 25, 2011; the "What If?/Framework" Workshop #2 held December 6, 2011; and the Draft Plan Open House held May 30 and 31, 2012. During these large community events, the work accomplished by the Sub-Committees and Core Committee was presented to the public for feedback.

Additional Community Meetings were held in Tetonia, Driggs, and Victor during the week of March 20-22, 2012. These meetings focused on land use tools that were being considered and an online survey was developed on the same topic so that those who could not attend the meetings could also give input.

Stakeholder interviews were held early in the process with individuals from City and County departments, State and Federal agencies, local and regional non-profit organizations, citizen groups and clubs, key citizens and property owners, local business leaders, and others. Stakeholder interviews have the ability to provide information that no other outreach tool can. In particular, interviews are the best method to drill down to specific issues regarding a particular niche in the community, be it for a specific subarea, property owner or developer. Stakeholder interviews are better tailored to hear this perspective than a public workshop or broader outreach event.

Committee volunteers helped create and mobilize a "plan van" that contained information about the Comprehensive Plan rewrite and included activities and materials from the Community Workshops. The plan van traveled to different locations throughout the valley during the summer of 2011, including the Farmers Market, Music on Main, Felt Centennial Celebration, the local grocery store, and the Soil Conservation Service's Rural Living Workshop.

Regular, ongoing briefings with decision-makers were held to ensure that the Comprehensive Plan adhered to the County's regulatory requirements and was a reflection of the community's expressed values. After each community workshop and at key milestones, a joint work session with the Planning and Zoning Commission (P&Z), Board of County Commissioners (BOCC) and Core Committee was held in order to keep decision-makers informed of the Plan's progress and to get approval before moving on to the next step in the process.

In addition to personal contact with the community through meetings, interviews, and "plan van" excursions, outreach was conducted through the internet and print media. The Teton Valley 2020 website (www.tetonvalley2020.org) and the Teton County website (www.tetoncountyidaho.gov) publicized information about the Comprehensive Plan process and all committee, P&Z and BOCC meetings were noticed at least 5 days prior to the meeting date. Agendas, meeting minutes, survey data, workbook exercises and other information were also available on the Teton Valley 2020 website. Newspaper ads were placed in both the Teton Valley News and the Valley Citizen one and two weeks prior to each Community Workshop and Community Meeting. Teton Valley 2020 banners were displayed for several months above Highway 33 in Victor and in front of the Driggs City Center. Numerous newspaper articles and opinion pieces were written and radio features were aired as well.

Chapter 4. Vision for a Vibrant Future

A VISION FOR TETON COUNTY

Very few communities can say they truly control their destiny. We live in an interconnected valley, where each one of us helps determine our collective future.

The Vision ensures the values and goals of County residents are accurately reflected in the Plan's elements, policies and frameworks. It creates the structure and initial agreements necessary to tackle tough issues. The following Vision drives our community toward an economically sustainable future that preserves the quality of life we have come to know and love.

Vision statements, guiding principles, benefits and opportunities for each plan element arose through input by the Sub-Committees, Core Committee, stakeholders, County staff, elected officials and the public through the Teton Valley 2020 values questionnaire and direct Sub-Committee outreach efforts. The result is the following Vision for our community, comprised of these elements:

- Economic Development
- Transportation
- Natural Resources + Outdoor Recreation
- Community Events + Facilities
- Agricultural + Rural Heritage

Our Community Envisions a Sustainable Future for Teton County

We will strive to:

- Establish a vibrant, diverse and stable economy.
- Create and maintain a well connected, multi-modal network of transportation infrastructure to provide convenient and safe mobility for all residents, visitors and businesses.
- Preserve natural resources and a healthy environment, which are essential for creating viable future economic and recreational opportunities for all users.
- Contribute to our strong sense of community by providing quality facilities, services and activities to benefit the community.
- Preserve and enhance the rural character and heritage of Teton Valley.

This Vision informs the following vision statements and guiding principles. These will serve as the building blocks for our community's future.

economic development

Establish a vibrant, diverse and stable economy.

Guiding Principles

- Encourage, promote and support locally-owned valley businesses
- Incentivize local commerce
- Create a hospitable and attractive environment for businesses and visitors
- Preserve our rural character and heritage and help local agricultural industries flourish
- Attract businesses that are economically and environmentally friendly
- Encourage stewardship and accountability
- Pursue economic diversity, innovation and creativity

Benefits

- Provides long-term economic stability (minimizes boom/bust cycles)
- Provides gainful employment
- Provides independence
- Develops community identity
- Keeps money in the valley
- Preserves valley aesthetics

Opportunities

- Brand and market Teton Valley
- Promote smart growth strategies and our lifestyle community
- Attract businesses that support the guiding principles
- Improve infrastructure
- Improve existing educational facilities and develop educational opportunities to support economic development, including post-secondary education via the internet, telecommuting and extension offices
- Embrace our cultural diversity and heritage
- Develop a coordinated and collaborative economic development strategy
- Support creative economic solutions such as live-work opportunities and appropriate home businesses

transportation

Create and maintain a well connected, multi-modal network of transportation infrastructure to provide convenient and safe mobility for all residents, visitors and businesses.

Guiding Principles

- Create convenient, safe, timely, sustainable, efficient and year-round options for multi-modal transportation that satisfy a multitude of needs
- Provide a well connected transportation network in Teton Valley
- Provide well maintained transportation infrastructure including roads, paved pathways and sidewalks
- Develop regional connections
- Encourage pedestrian connectivity in appropriate areas
- Develop transportation appropriate for a rural community, respectful of the unique character of Teton Valley

Benefits

- Provides multiple choices for transportation
- Provides interconnection to, from and within Teton County for residents, visitors and businesses
- Increases the economic desirability of Teton County
- Improves traffic flow
- Creates a healthy community
- Reduces future transportation impacts such as pollution and harm to wildlife
- Provides cost-effective and timely transportation solutions

Opportunities

- Improve the condition and safety of existing transportation infrastructure
- Improve wayfinding and gateway signage into Teton Valley and its cities
- Improve overall mobility within Teton County through options for multi-modal transportation
- Develop paved paths to connect all communities within the county to adjacent communities and recreation areas
- Capitalize on funding opportunities for multi-modal transportation options
- Explore opportunities for public transit for commuting, visiting and recreation
- Promote development that is transit, pedestrian, and bicycle friendly
- Establish principles/processes by which future decisions can be made

natural resources + outdoor recreation

Preserve natural resources and a healthy environment, which is essential for creating viable future economic and recreation opportunities for all users.

Guiding Principles

- Enhance and preserve our access to public lands and recognize the need to accommodate different user groups in a way that minimizes user conflict and area damage
- Conserve our public lands and natural resources (air, water, wildlife, fisheries, climate, trail systems, wetlands, dark skies, soundscape, soils, open space, native vegetation)
- Provide recreation for all user groups (biker, skiers, fishers, off highway vehicle users, hunters, trail users, equestrian users, boaters, non-motorized flight and others)
- Balance private property rights and protection of our natural resources
- Recognize, respect and/or mitigate natural hazards, including but not limited to flooding, earthquakes, landslides, radon and fires
- Promote the acquisition of open space for natural resource protection by a variety of means including financial compensation
- Reduce infestation/introduction of invasive species
- Respect sensitive habitat and migration areas for wildlife
- Respect cultural heritage sites
- Recognize that tourism is a fundamental component of our economy and is dependent on healthy natural resources

Comment [JZ5]: Delete – how can county conserve climate?

Benefits

- Conserves native wildlife habitat, wetlands, and water bodies
- Protects and provides an adequate supply of clean water
- Maintains and improves air quality
- Promotes public health, safety and welfare
- Provides physical links between neighborhoods, cities and recreation areas (trails, pathways, etc.)
- Promotes economic development through tourism and quality of life
- Provides sustainable opportunities for generations of families to remain and make a living here through all stages of life
- Brings together community and builds acceptance of diverse lifestyles
- Minimizes detrimental effects of special hazards and their inherent risks

Opportunities

- Create developmental regulations that are consistent with diverse community values, balance natural resources and growth, are predictable and preserve the economic value of the land
- Make this a place where people want to live while remaining affordable, preserving heritage and protecting resources for all users
- Maintain and improve existing public land and river access and work to create new access (e.g. winter travel plan)

- Create new and sustainable funding options and incentives to protect our open space, rural lands and natural resources (e.g. special districts and bonds)
- Preserve and improve our recreational opportunities as well as our natural resources
- Create benchmarks for monitoring and preserving natural resources
- Create and sustain economic development through promotion of recreational opportunities and natural resources

community events + facilities

Contribute to our strong sense of community by providing quality facilities, services, and activities to benefit the community.

Guiding Principles

- Encourage diverse and affordable activities for all ages
- Encourage the development of quality education facilities - primary, secondary and post-secondary
- Provide quality services and facilities in a coordinated manner for the health and safety of the community
- Encourage an environment that fosters community involvement
- Encourage location of new facilities in existing population centers to maximize efficiency and convenience

Benefits

- Bridges cultural differences to create a strong sense of community
- Increases community interaction and sense of place
- Supports economic development
- Creates an efficient infrastructure system, as a foundation for community sustainability

Opportunities

- Find common ground by identifying shared values and priorities and acknowledging differences respectfully
- Develop Master Plans for Recreation, Community Facilities and Services that coordinate and include all providers and users
- Explore new funding options (e.g. Recreation District, grants, private donations) to develop and support affordable activities for all ages (e.g. Recreation Center, 4-H, etc.)
- Expand and develop pre-K through post secondary education system
- Encourage partnerships and working relationships with non-profit groups in order to expand services and facilities

agricultural + rural heritage

Preserve and enhance the rural character and heritage of Teton Valley.

Guiding Principles

- Maintain our small town feel and rural heritage
- Ensure that planned growth maintains our rural character
- Balance property rights and rural character
- Develop a means to compensate private property owners for large parcels of open space that benefit the community
- Manage invasive weeds and open spaces

Benefits

- Preservation of open space and rural character
- Preservation of our small town, agricultural heritage
- Promotes Teton County's distinctive identity

Opportunities

- Return platted land back to agricultural production where appropriate and viable
- Support and enhance agriculture and ranching
- Facilitate the transfer of land (such as to family members)
- Explore funding options to protect our open lands (e.g. Land District, voluntary open space fees and Land Trust Conservation Easements)
- Support our local agriculture through improved infrastructure (e.g. improve and maintain roads for agricultural product transportation)

youth group A

We want a teen-friendly community and environment.

Guiding Principles:

- Encourage challenging, relevant, hands-on, diverse classes and experience
- Provide productive, engaging, affordable, and positive entertainment
- Provide opportunities for youth involvement and leadership in community
- Encourage local business

Benefits:

- Increased social and economic capital of the valley
- More satisfaction in community
- Positive contribution from youth in community

Opportunities:

- Recreation center (teen-friendly facilities and entertainment)
- Public transportation
- Increased funding for schools
- Diverse job opportunities
- We want a community that values its natural heritage, has a vibrant economy, diverse consumer options, and a teen-friendly environment.

youth group b

We want a community that values its natural heritage, has a vibrant economy, diverse consumer options and a teen-friendly environment.

Guiding Principles:

- Encourage the development of art, culture, and recreational facilities
- Facilitate a more vibrant economy
- Encourage the preservation of, and access to, our natural resources
- Provide more educational resources

Benefits:

- The creation of more jobs
- Better education
- Stimulation of the local economy
- A healthy and happy community

Opportunities:

- Art, cultural, and recreation center that includes a swimming pool
- Increased funding for education
- Well-maintained and accessible trails

Chapter 5. The Framework Plan

The Framework Plan for Teton County sets the stage for future growth that is consistent with the Vision of the community. This includes directing development towards existing population centers, preserving the rural character and scenic vistas of the valley that help drive the economy, and establishing the financial stability of the public and private sectors so that high quality services and facilities can be provided. The Framework Plan includes a map that outlines projected land uses and amenities as well as a set of goals and policies that support and accompany the map.

THE FRAMEWORK MAP

The Framework Map shows projected land uses and amenities and is the physical embodiment of our Vision. It depicts a valley bisected by the Teton River flowing freely through the valley bottom and surrounded by majestic Teton, Snake River and Big Hole mountain ranges. The community lives primarily on the eastern side of the river with access to services, jobs and cities. The eastern side of the valley includes a variety of neighborhoods providing a range of housing options for residents. This side of the valley also includes foothills, wildlife habitat and crucial water resources. The majority of future residents will live near the Valley's cultural hearts of Driggs, Victor and Tetonia. The western slope, valley floor, and northern plains are home to rural areas including lower density residential areas, agricultural areas, river valleys, wildlife habitat and foothills.

The Plan proposes efficient and logical growth patterns. A variety of land use areas protect the Valley's character and provide guidance and incentives for appropriate development types. The Plan projects a future where development is directed towards existing population centers in order to preserve the rural character and scenic valley vistas that drive our economy and quality of life.

The Valley will have a perimeter trail that rivals the best system in the nation if the proposed Plan and Vision for the County is achieved. Pathway connections along old railroad beds and existing roads continue to the Teton River, completing the network. The road system is anchored by formalized gateways and flanked by scenic viewsheds. Our scenic vista protection is centered along Highways 33, 32, 31 and Ski Hill Road - the primary transportation routes through the Valley. Although we sit in the heart of the mountains, we are served by a multimodal road and pathway system that connects towns, Grand Targhee Resort, Idaho Falls and Jackson.

LAND USES

Comment [JZ6]: Comment to only use "low", "medium" and "high" for density descriptions. Also comment to remove all descriptions for density and just identify use. Other comments that many levels of density descriptions (and more detailed descriptions) need to be included so all areas are not the same.

Desired future land uses for Teton County have either a rural or neighborhood character generally dictated by physical features and proximity to existing services. The valley is bounded by the Teton Range on the east, the Big Hole Mountains on the west, the Snake River Range on the south and is divided by the Teton River which runs from the south to the north. The Teton River starts as a shallow, slowly moving creek running through wetlands on the southern end and exits Teton County as a rapidly moving, rocky river running through a deep canyon on the northern end of the valley. These physical features divide the County into a western slope, eastern slope, valley floor, rolling hills and northern canyon rim. Land uses can be further characterized based on proximity to community services, availability of public water and sewer systems and established land uses.

Neighborhoods

In general, the areas proximate to the cities of Victor, Driggs and Tetonia are designated as "neighborhood" areas. Due to the availability of services and established land use patterns, these areas are appropriate for varying degrees of residential, commercial, and light industrial development that define the edge between "town and country."

Town Neighborhood: Town Neighborhoods are located within the area of impact and immediately adjacent to the cities of Victor, Driggs and Tetonia. These areas have readily available electric, phone and other dry utilities as well as public water and sewer services. The unincorporated town of Felt is also considered a Town Neighborhood area although public water and sewer service is not available. In general, further development and densification of Felt is

not supported by its residents; however, the desire for a small public park and decreased speed limits were voiced by many. Town Neighborhoods currently include a mix of developed and undeveloped property and have easy access via automobile, bicycle or pedestrian access to town services and amenities. Desired future character and land uses for Town Neighborhoods include:

- The highest level of residential density outside of the Cities
- Residential densities lower than the adjacent Cities and that meet the intent of City future land uses within their Areas of Impact
- A variety of housing types, including attached housing and possibility of live-work units in strategic locations
- Parks, greenways, and neighborhood amenities
- Safe and convenient street and pathway connections to towns
- Pedestrian amenities and complete streets
- Limited neighborhood commercial

Industrial/Research/Live-Work: These areas are located within the Town Neighborhoods or adjacent to the Towns and have low visibility from the scenic corridor and tourist centers. Most of these areas are currently undeveloped and utility services are available. Desired future character and land uses for Industrial/Research/Live-Work areas include:

- Light industrial
- Heavy industrial
- Cottage industries
- Business development centers
- Live-work units and workforce residential housing
- Safe and convenient street and pathway connections to towns
- Well maintained roadway connections to highways

Rural Neighborhood: Rural Neighborhoods are located north of Driggs and Victor along Highway 33. These areas currently include a mix of developed residential subdivisions, undeveloped residential lots, and some commercial and light industrial development. There is limited road connectivity within these areas and most vehicle traffic is directed to the highway. Very little pedestrian and bicycle infrastructure is in place. Desired future character and land uses for the Rural Neighborhoods include:

- A transitional character with residential densities in between that of Town Neighborhoods and Rural Areas
- Medium density single family neighborhoods with large open spaces
- Clustered, amenity-based neighborhoods
- Safe and convenient street and pathway connections within these areas and to Towns

Rural Areas

The western slope, valley floor, and the northern plains are classified as "rural". These areas are located further from the towns or in places of greater sensitivity. Much of this land is in agricultural production or includes undeveloped parcels of native vegetation that supports wildlife. Although some medium to high density residential subdivisions exist in the rural areas, they are for the most part currently undeveloped. These areas may be appropriate for sensitively designed conservation developments, continued agricultural use, or conservation areas.

Rural Agriculture: Rural Agriculture areas are located on the north and western sides of the valley and include the most productive agricultural land due to soils present. Some lands are better agriculture ground than others due to microclimates. Much of this area, especially the land located on the western side, is important wildlife habitat.

Because the Rural Agriculture areas are located far from existing towns, public water and sewer services are not available. Desired future character and land uses for the Rural Agriculture areas include:

- Agriculture
- Ranching
- Low-density residential, with provisions for clustering/conservation developments to protect natural resources or rural character
- Conservation and wildlife habitat enhancement

Mixed Agriculture / Wetland: Mixed Agriculture Wetland areas are located immediately east of the Teton River on the valley floor and include lands that are classified as wetlands and floodplains as shown on the U.S. Fish and Wildlife Service Wetland Inventory and the Federal Emergency Management Agency Flood Insurance Rate Map. These areas have some wildlife resources, are predominately rangeland and agriculture land, and have high scenic qualities. Desired future character and land uses include:

- Agriculture
- Ranching
- Low density residential development, with provisions for clustering/conservation development to protect natural resources
- Conservation and wildlife habitat enhancement
- Development limited by all applicable County, State and Federal regulations including U.S. Army Corps of Engineers (USACE) wetland regulations and County floodplain development regulations
- Development limited by overlays and development guidelines to protect natural resources

Mixed Agriculture / Rural Neighborhood: Mixed Agriculture / Rural Neighborhood areas are located south of Driggs and east of Highway 33. These areas are predominately rangeland and agriculture land and have high scenic qualities. The area along the highway south of Driggs provides a visual separation and distinct edge between the city and the more rural area to the south. Desired future character and land uses include:

- Agriculture
- Ranching
- Medium-low density residential, with provisions for clustering/conservation development to preserve views
- Conservation and wildlife habitat enhancement

Foothills: The Foothills are located on the eastern slope of the Big Hole Mountains, the western slope of theTeton Range and the northern slope of the Snake River Range. These areas have rolling or steep topography and harsh wind and weather or are in the wildland/urban interface area. The boundaries of the Foothills areas were generally defined by the toe of the mountain slopes and the edge of heavy forest or vegetation. Due to their proximity to the forested public lands, these areas have high wildfire hazard and wildlife value. Some access to adjacent public land exists and the area is highly visible from the valley floor. Due to their remote location, public water and sewer service is not available in the Foothills. Desired future character and land uses include:

- Low residential densities with provision for clustering/conservation development
- Residential development clustered to respect topography
- Access points to public lands
- Conservation and wildlife habitat enhancement
- Wildland-Urban interface
- Development limited by overlays and development guidelines to protect natural resources

Waterway Corridors: Waterway Corridors include the land adjacent to the Teton River and its major tributaries. These areas include the riparian areas, wildlife habitat, wetlands and floodplains associated with the streams and are important fish and wildlife habitats. Public access to the Teton River is currently available in limited locations. The majority of the existing parcels in this area are large, although there are a few older, developed subdivisions along the Teton River. Public water and sewer service is not available. Desired future character and land uses include:

- Agriculture
- The lowest residential density in the County
- Conservation and wildlife habitat enhancement
- Development limited by all applicable County, State and Federal regulations including USACE wetland regulations and County floodplain development regulations
- Scenic quality preservation
- Public access points for river recreation
- Overlays and development guidelines to protect natural resources
- Little to no (or very limited) commercial activity

Scenic Corridor

The unsurpassed scenic quality of Teton Valley is a great asset and should be maintained to benefit the local business economy, the tourism industry and the quality of life for residents. The scenic corridor is shown along Highways 33, 32, 31 and Ski Hill Road, which are the primary transportation routes through the Valley. The area within the scenic corridor can be developed in accordance with the underlying zoning, but building and site design will need to meet high standards of visual quality in order to maintain the scenic character of the area and protect the viewshed from the scenic corridor. Buildings that are part of our agricultural industry and designs that pay tribute to our agricultural heritage are desired in the scenic corridor. The intensity of use within the scenic corridor could be defined in overlay areas within the corridor. An attractive scenic corridor can improve visitor experience and increase economic development by attracting businesses and tourists.

Comment [JZ7]: More description of uses allowed?

Comment [JZ8]: Require large setbacks?

Gateways

Well planned gateways provide visitors with a positive first impression of Teton Valley and help define the area as distinct and unique. Gateways are located along Highways 33, 32, 31 and Ski Hill Road in locations where natural physical features emphasize the sense of arrival. Constructed features at the gateways could include signage, scenic overlooks, rest areas, visitor information and wayfinding information such as maps of tourist destinations and points of interest.

Amenities

The Framework Map shows approximate locations for amenities that will maintain and enhance recreational opportunities and enhance the quality of life in Teton Valley. Amenities are very important for economic development because they entice entrepreneurs, business owners, skilled workers, retirees, and young families to relocate and remain here, bringing with them their businesses, skills and wealth. People do not choose to live and open a business here because it is easy. Instead they are attracted to the community because of its friendly people, natural resources, and recreational opportunities which make it a "lifestyle" community. They come to enjoy all that the valley has to offer from motorized and non-motorized trail systems; outstanding hunting and fishing; excellent snowmobiling and skiing; quiet and scenic rivers; and beautiful vistas of one of the most majestic mountain ranges in the world. Future economic growth relies heavily on these amenities.

Amenities shown on the Framework Map include:

- Recreational Trails and Pathways (Rail Trail, Scenic Bike Route, Perimeter Trail)

- Valley-wide Recreation Program (located in Driggs, Victor and Tetonia)
  Team sports
  Youth programs
  Swimming
- Park-n-ride locations for public transit

Additional amenities not located on the Framework Map but included in the Plan include:

- Teton River Recreation
  Fishing
  Boating
- Wildlife
  Hunting
  Wildlife viewing
- Resort and National Forest Areas (Grand Targhee, Teton National Forest)
  Alpine skiing
  Backcountry skiing and snowshoeing
  4-wheeling
  Nordic skiing
  Snowmobiling
  Hiking
  Mountain Biking
  Horseback Riding
- Education Centers
  Post-secondary education
  Vocational schools

GOALS AND POLICIES

The following goals and policies are derived from the Vision that was developed by the sub-committees, core committee, stakeholders, and public input received through extensive outreach efforts. They are organized into the five categories represented by the five sub-committees.

economic development

Goal ED 1: Develop a coordinated and collaborative economic development strategy that encourages, promotes and supports locally-owned businesses and creates a hospitable and attractive environment for businesses and tourists.

Policies

1.1 Actively work with other economic development focused organizations such as the Chamber of Commerce, Teton Valley Business Development Center, and other municipalities to create a coordinated and collaborative economic development strategy for Teton County.

1.2 Brand and market Teton Valley.

1.3 Encourage and support local commerce.

1.4 Encourage infrastructure development such as transportation and telecommunication facilities that are important for agriculture operations, businesses and visitors.

1.5 Improve existing educational facilities and develop diverse educational opportunities including post-secondary education via the internet, telecommuting and extension sites.

1.6 Encourage and pursue economic diversity, innovation and creativity to keep our economy stable.

1.7 Support the expansion of recreational, cultural, and entertainment options that would improve the visitor experience and boost economic development.

1.8 Support the establishment of an economic development coordinator.

Goal ED 2: Preserve our rural character and heritage and promote local agricultural industries.

Policies

2.1 Encourage development and land use proposals that support prime economic values of rural character and heritage.

2.2 Promote local agricultural industries and businesses.

2.3 Promote smart growth strategies that help preserve rural character by strengthening and directing development towards existing communities.

2.4 Encourage and attract businesses that are economically and environmentally friendly, and promote stewardship and accountability in business.

2.5 Encourage development that adheres to environmental standards.

2.6 Encourage policies and resources which enable farms to adapt to changing paradigms.

Goal ED 3: Recognize that tourism is a fundamental component of our economy and is dependent on healthy natural resources.

Comment [JZ9]: Comment made to recognize and encourage the role of the construction industry. However I believe the intent of the SC was to diversify and not rely on this industry as we have in the past.

Policies

3.1. Encourage economic development through the promotion of recreational opportunities and natural resources.

3.2. Conserve Teton County's natural resources in order to enhance economic development.

Goal ED 4: Accommodate additional population by supporting development that is economically responsible to the County and the community.

Policies

4.1 Assess the public service requirements of new developments and weigh their off-site impacts against projected changes in revenue before approving new developments.

4.2 Support local retail by placing adequate residential density in close proximity to businesses.

4.3 Consider the economic impact of supply and demand in residential development.

4.4 Utilize a variety of regulatory and incentive-based tools to reduce density in sensitive areas and encourage density in areas where services exist.

4.5 Reduce the proliferation of strip commercial development. Encourage targeted retail areas, surrounded by high-quality neighborhoods. Promote concentration of commercial retail business in Driggs, Victor and Tetonia.

Comment [JZ10]: eliminate

Comment [JZ11]: focus

Comment [JZ12]: Limit

Comment [JZ13]: to

4.6 Provide a variety of housing types that are accessible to our socially and economically diverse population.

4.7 Encourage creative economic solutions such as live-work opportunities and appropriate home businesses.

4.8 Encourage the development of high-quality neighborhoods adjacent to our existing communities.

4.9 Maintain rural areas that encourage farming and ranching and support low density residential development.

Goal ED 5: Support the development of a communications Master Plan.

Policies

5.1 Identify corridors and policy for future communication lines and cellular towers appropriate to the surroundings.

5.2 Support a plan that co-locates infrastructure that will serve multiple telecommunication providers.

5.3 Communication infrastructure should be coordinated through the County Engineer, the Idaho Transportation Department, and conform to a Communications Master Plan.

transportation

Goal T 1: Provide well-maintained transportation infrastructure including roads, paved pathways and sidewalks.

Policies

1.1 Improve the conditions and safety of existing transportation infrastructure, especially roads important for agriculture transport, for motorized vehicles, bicycles and pedestrians.

1.2 Identify and implement financing mechanisms to pay for needed transportation maintenance and improvements.

1.3 New development will provide adequate transportation facilities to accommodate needed services.

1.4 Create design standards for all transportation infrastructure.

1.5 Provide/promote off-road transportation corridors to and from Public Lands suitable for both motorized and non-motorized vehicles.

1.6 Educate and inform the public regarding transportation goals, costs and benefits; road construction and maintenance; and plowing schedules and policies.

1.7 When key infrastructure (roads, bridges, pathways, etc) is damaged or destroyed by naturally occurring events, including deterioration due to age, it should be replaced within as short a timeframe as feasible to avoid disruption of service to the public.

Goal T 2: Create convenient, safe, timely, financially sustainable and efficient options for multi-modal transportation that satisfies a multitude of needs.*

Policies

2.1 Improve overall year round mobility within Teton County through options for multi-modal* transportation.

2.2 Identify and implement funding opportunities for multi-modal transportation options.

2.3 Explore opportunities and impacts for public transit for commuting, visiting and recreation.

2.4 Support START, TRPTA, ALLTRANS, Linx, Grand Targhee Local Shuttle and other public and privately funded transportation providers.

2.5 Support the improvement and development of park & ride facilities.

2.6 Support plans that account for higher fuel costs and limited availability of energy sources.

2.7 Conduct an Origin/Destination Study to research fiscal impact of traffic patterns.

**Multi-modal transportation includes pedestrian programs and vehicle types and programs for air, bike, bus, call-and-ride, materials transport and public transit*

Goal T 3: Provide a well-connected transportation network within Teton Valley and within the region.

Policies

3.1 Improve gateway and wayfinding signage information into Teton Valley and its cities.

3.2 Develop trails and pathways where appropriate to connect all communities within the County to adjacent communities and recreation areas.

3.3 Support development that is transit, pedestrian and bicycle friendly.

3.4 Promote connectivity through design of well-connected local street systems and pathways.

3.5 Identify major transportation corridors (existing or new) and preserve, maintain and develop them for future needs.

3.6 Identify alternate routes for inter-county commuting.

3.7 Seek out and seize opportunities to fund and build pathways.

3.8 Coordinate efforts with federal, state, and municipal governments as well as other local and regional organizations to develop a contiguous and interconnected transportation and pathways system.

3.9 Support local and regional public transportation options that would connect Teton County to tourist destinations such as Yellowstone National Park, Grand Teton National Park and Jackson, Wyoming.

3.10 Improve/increase intercity connections to and from Teton Valley.

3.11 In locations where a large number of structures are served by a single transportation route, the transportation infrastructure should be evaluated with consideration to the feasibility of providing residential and commercial properties with a secondary route for access and egress to facilitate timely and safe evacuations in the event of a natural disaster.

3.12 When key transportation routes and pathways cross into or link with routes in other political jurisdictions, a substantial "extra" effort shall be made to coordinate with the other jurisdictions in planning and maintaining the affected roadways and pathways so that residents do not suffer as a result of an uncoordinated failure to take timely action.

Goal T 4: Develop transportation appropriate for a rural community, respectful of the unique character of Teton Valley.

Policies

4.1 Establish review criteria and process for evaluating transportation improvements.

4.2 Encourage pedestrian connectivity in appropriate areas.

4.3 Coordinate and integrate land use and transportation planning and development to ensure that they mutually support overall community goals.

4.3.1.1 The County will plan its future transportation system to complement and encourage development patterns designated on the Framework Map.

4.4 Develop access management policies for future development (for both state highways and rural county roads).

Goal T 5: Support continued improvements to the Driggs Memorial Airport to support Teton County's aviation needs.

Policies

5.1. Support implementation of the 2011 Driggs Memorial Airport Master Plan and updates, as adopted, to ensure that the airport can meet projected needs.

natural resources + outdoor recreation

Goal NROR 1: Conserve our public lands and natural resources (air, water, wildlife, fisheries, climate, trail systems, wetlands, dark skies, soundscape, soils, open space, native vegetation).

Comment [JZ14]: Delete?

Policies

1.1 Create benchmarks for monitoring and conserving natural resources.

1.2 Conserve and enhance biodiversity and native ecosystems.

1.3 Regularly update all natural and scenic resource inventories, to assess the incremental impacts of development on the resource and as a basis for regulatory amendments, as necessary.

1.4 Work with municipalities and public water systems to ensure safe and adequate drinking water.

1.5 Ensure adequate wastewater treatment.

1.6 Encourage the conservation of high water quality in rivers and streams.

Goal NROR 2: Enhance and preserve our access to public lands and recognize the need to accommodate different user groups in a way that minimizes user conflict and damage to natural resources.

Policies

2.1 Maintain and improve existing public land and river access.

2.2 Support the creation of new public land access when it's consistent with natural resource conservation goals.

2.3 Support the creation of a County winter travel plan which includes access points.

2.4 Consider and accommodate access for different user groups to minimize user conflict and resource damage.

2.5 Seek cooperation of private landowners to improve accessibility to adjacent public lands.

2.6 Work with state and federal agencies and private land owners to protect environmentally-sensitive areas from resource degradation.

Goal NROR 3: Provide and promote exceptional recreational opportunities for all types of users (including but not limited to biking, skiing, fishing, off-highway vehicle use, hunting, trail users, equestrians, boating, non-motorized flight) as a means for economic development and enhanced quality of life.

Comment [JZ15]: Add "shooting"

Policies

3.1 Enhance and improve all season access to public lands and waterways, except where necessary to protect areas from environmental degradation, negative impact to wildlife habitat, or to protect public safety.

3.2 Recognize the need to accommodate different user groups in a way that minimizes user conflicts and resource damage.

3.3 Support a diversity of recreation as a mechanism to bring together community and build acceptance of diverse lifestyles.

3.4 Collaborate with Federal, State, and non-governmental agencies to improve recreational opportunities.

3.5 Establish mechanisms for funding recreation improvements. Opportunities may include:

3.5.1 Creation of a Recreation District which is self-supporting, revenue generating, job creating, and which is funded through such sources as user fees, program fees, lodging taxes, grants, donations, etc.;

Comment [JZ16]: Property taxes, household fees,

3.5.2 Grants; or

3.5.3 Trusts or endowments.

Goal NROR 4: Balance private property rights and protection of our natural resources.

Policies

4.1 Ensure that development regulations balance natural resources protection and growth, are clear and predictable, and preserve the economic value of the land.

Goal NROR 5: Recognize, respect and/or mitigate natural hazards, including but not limited to flooding, earthquakes, landslides, radon and fires.

Policies

5.1. Ensure that regulations minimize the detrimental effects of natural hazards and their inherent risks.

5.2. Hazardous areas that present danger to life and property from flood, forest fire, steep slopes, erosion, unstable soil, subsidence or other hazards will be delineated, and development in such areas will be carefully controlled or prohibited by a rigorous building code and permitting process.

5.3 Develop strategies to protect life and property from natural hazards.

Goal NROR 6: Promote natural resource protection by a variety of means including financial compensation for willing buyer/willing seller agreements that promote open space acquisition and land and water easements.

Policies

6.1 Continue to support the efforts of accredited land trusts and other entities to acquire land and easements for resource protection and community character considerations such as agricultural open space.

6.2 Create new and sustainable funding options and incentives for the purpose of purchasing open space, rural lands and sensitive areas from willing sellers.

6.3 Support and work actively to facilitate the transfer of ecologically sensitive and rural lands development rights to:

- 6.3.1. Conserve sensitive wildlife habitats (wildlife breeding, transitional and wintering habitats and movement corridors; riparian areas etc.);
- 6.3.2. Provide permanent protection of significant natural resources;
- 6.3.3. Increase the regional open space system and link other permanently protected public and private lands;
- 6.3.4. Maintain low density development in the Rural Areas.

6.4. Support and facilitate voluntary water transactions, water conservation strategies, and groundwater recharge strategies to:

- 6.4.1. Improve stream connectivity in key stream reaches during critical periods for native trout (e.g. spawning, rearing, and out-migration);
- 6.4.2. Maintain or increase agricultural water availability;
- 6.4.3. Maintain or increase aquifer recharge;
- 6.4.4. Minimize impacts of residential development on groundwater resources; and
- 6.4.5. Ensure sufficient water supply for current and future development needs.

Goal NROR 7: On public lands and accesses, balance recreation with protection of natural resources.

Policies

7.1. Allow only low-impact activities in sensitive resource areas and higher impact activities in resource areas of less sensitivity.

7.2. Consider seasonal use restrictions to protect natural resources while allowing access at appropriate times.

7.3. Encourage siting structural improvements in areas that will result in the least amount of natural resource impact.

Goal NROR 8: Respect sensitive habitat and migration areas for wildlife.

Policies

8.1 Teton County recognizes that wildlife and wildlife habitats provide economic, recreational, and environmental benefits for the residents and visitors of Teton County. Land development decisions will strongly weigh the needs of wildlife to protect the inherent values that they provide.

8.2 Work with landowners, the Idaho Department of Fish and Game, other state and federal agencies, non-governmental organizations, and other natural resources professionals to utilize wildlife habitat and species information and other tools (such as Western Governors Association Crucial Habitat Assessment Tool and the Wildlife Overlay Map), including new information as it becomes available, to make land use and site planning decisions.

8.3 Minimize the cumulative impacts of development on wildlife and wildlife habitat.

8.4 Protect and/or improve the diversity of native vegetation.

8.5 Protect and improve riparian and aquatic habitats.

8.6 A Wildlife Impact Mitigation Plan shall be developed for any development project which impacts an important habitat or which presents concerns of detrimental human-wildlife interaction. Requirements and performance standards for the mitigation plan shall be clearly established in the Subdivision Ordinance and shall be the basis for approval of the plan.

8.7 Provide incentives for voluntary habitat buffers, seasonal use restrictions, and aquatic connectivity along key drainages.

8.8 Work collaboratively with other jurisdictions to preserve, enhance, restore and maintain undeveloped lands critical for providing ecosystem connections and buffers for joining significant ecosystems.

8.9 Designate and map lands within or buffering Teton River Canyon as an irreplaceable natural area, and work with private landowners and government agencies to protect and conserve the area's ecological resources, including wintering big game and cutthroat trout.

community events + facilities

Goal CEF 1: Provide high-quality public and private services and facilities in a coordinated manner for the health, safety, and enjoyment of the community.

Comment [JZ17]: Comment that need to address outdoor lighting as public safety issue. Also dark sky compliant.

Policies

1.1 Encourage locating new facilities in existing population centers to maximize efficiency and convenience and minimize costs.

1.2 Develop Master Plans for Recreation, Community Facilities, and other Public Services that coordinate and include all providers and users.

1.3 Encourage partnerships and working relationships with non-profit groups in order to expand services and facilities.

1.4 Reserve locations on the Framework Map for new facilities in accordance with the planned areas of growth and build these new facilities when the demand exists.

Comment [JZ18]: and funding

1.5 Maintain a 20-year capital facilities program with 5 year reviews that sets priorities for constructing necessary facilities which are consistent with the Comprehensive Plan.

1.6 Identify acceptable Levels of Service (LOS), create LOS plans, and develop standards for measuring service delivery success for fire/EMS, law enforcement, utilities/infrastructure, transportation, weed management, medical care, schools, libraries, parks, solid waste, and other recreational facilities.

1.7 Require the undergrounding of electrical and other facilities where feasible in order to preserve the County's scenic views.

Goal CEF 2: Encourage the development and support of high-quality education facilities (primary, secondary and post-secondary) and diverse and affordable activities for all ages.

Policies

2.1. Encourage expansion and development of the pre-K through post secondary education system.

2.2. Encourage the siting of new schools near existing neighborhood centers to promote walkability.

2.3. Encourage the Idaho State Legislature to change the State educational allocation formula so as to provide adequate funding for public education.

2.4. Provide incentives for new developments to create and/or enhance community amenities.

2.5. Support the construction of a multi-use recreation facility or network of facilities (pool, gym, climbing wall, bowling alley, indoor riding arena, indoor shooting range, etc.) when financially feasible and in accordance with the Recreation Master Plan.

2.6. Encourage expansion and development of community libraries.

Goal CEF 3: Encourage an environment that fosters community involvement.

Policies

3.1. Find common ground by identifying shared values and priorities and acknowledging differences respectfully.

3.2. Support events and activities that bring diverse segments of the community together.

3.3. Encourage open communication among community organizations to minimize scheduling conflicts.

Goal CEF 4: Adequately fund existing and future public services and facilities.

Policies

4.1. Seek funding options (e.g. Recreation District, grants, private donations) to develop and support affordable facilities and activities for all ages (e.g. Recreation Center, 4-H, etc.).

4.2. Seek funding options to acquire land for future public services and facilities.

4.3. Maintain up-to-date County impact fees which ensure that growth pays its fair share of the costs of necessary facilities and services.

4.4. Support programs and partnerships that reduce costs for the County (e.g. recycling, co-locating facilities, and sharing resources).

4.5. New development shall be approved only when adequate public facilities and services are available, or when necessary improvements will be made as part of the development project.

agriculture + rural heritage

Goal ARH 1: Preserve and enhance Teton Valley's small town feel, rural heritage and distinctive identity.

Policies

1.1. Ensure that planned growth maintains Teton Valley's rural character.

1.2. Allow vacation of subdivision plats where appropriate and viable.

1.3. Ensure that open spaces are managed responsibly.

1.4. Maintain the County's rural heritage through the scenic corridors.

1.5. Support the preservation of open space, farmland, natural beauty, and critical environmental areas.

1.6. Encourage higher density development in and around existing Cities (Driggs, Victor, and Tetonia).

Goal ARH 2: Balance property rights and rural character.

Policies

2.1. Develop a means to compensate private property owners for large parcels of open space that benefit the community. Funding options include:

- 2.1.1. Transfer of development rights program in cooperation with the cities of Victor, Driggs, and Tetonia;
- 2.1.2. Acquire conservation easements through purchase, lease or voluntary donation;
- 2.1.3. Establish a program to fund the acquisition of open space through voluntary open space fees.

Comment [JZ19]: Or other methods.

2.2. Provide a means for transfer of agricultural land to family members.

2.3. Incentivize maintaining or creating large parcels.

Goal ARH 3: Support and enhance agriculture and ranching.

Policies

3.1. Recognize the Right to Farm Act.

3.2. Improve and maintain roads important for agricultural production and transportation.

3.3. Support local food production outlets such as Farmer's Markets and encourage local agriculture production.

Goal ARH 4: Respect cultural heritage sites.

Policies

4.1 Sites and structures listed on State and National Registers of Historic Places or on the Idaho Historic Sites Inventory (IHSI) shall be included on the environmental checklist at the initial stages of a development project.

4.2 Work with private land owners to protect historic structures which are included in a historic registry kept by the County.

Goal ARH 5: Reduce infestation/introduction of invasive species.

Policies

5.1. Support on-going efforts to map current noxious weed infestations.

5.2. Continue support of public education and outreach that target noxious weed identification, landowner control responsibilities under Idaho State Law, noxious weed management options and noxious weed management funding alternatives.

5.3. Continue to offer cost share assistance to willing landowners through the Idaho State Department of Agriculture's (ISDA's) noxious weed cost share grant program.

5.4. Support current county weed control enforcement policies to better report, police and enforce noxious weed violations under State Law in a fair, timely and consistent manner.

- 5.5. High priority will be given to managing invasive species that have, or potentially could have, a substantial impact on county resources, or that can reasonably be expected to be successfully controlled.

Chapter 6. Implementation

Teton Valley's Vision, Framework and Policies inspire us to take action. The test of this Plan is not whether it turns out to portray the future accurately, but whether it allows the County to learn, adapt and implement new actions and tools in response to alternative future conditions. This Implementation Plan examines where we are now, where we want to go, what tools are available, and key actions to attain our desired goals, even with an uncertain future. This chapter stresses flexibility and adaptability, while encouraging bold moves that will have the greatest beneficial impact on our Valley.

KEY ECONOMIC IMPLICATIONS TO PLANNING POLICIES

The Comprehensive Plan has several major concepts aimed at improving the overall quality of life, attractiveness, and economic competitiveness of the community. From an economic perspective, all of the proposed policies and investments would help Teton Valley compete for economic and residential growth. A summary of the economic implications of key policies and investments is provided in the following five sections and is based on each of the Plan Components: Economic Development, Transportation, Natural Resources + Outdoor Recreation, Community Events + Facilities, and Agricultural + Rural Heritage. The economic recommendations have informed the development of specific implementation actions.

One key economic response to Teton Valley's present challenges is to build on the area's attributes - high scenic quality, natural habitat and resources, recreational opportunities and rural character - by investing in quality-of-life amenities that will attract new industries. This is because Teton Valley's success in economic development, especially in future research and development and other related industries, is tied to its ability to attract and retain highly educated professional employees and entrepreneurs. As other sectors of the economy become more dependent on technology and knowledge, attracting and retaining these skilled employees will become increasingly important.

Quality of life has a broad meaning in community planning and economic development. It refers to the livability of an area as defined by numerous community characteristics and indicators such as public safety, quality of educational opportunities, entertainment and cultural amenities, as well as environmental quality and access to open space, parks, and recreation opportunities. While the value of quality-of-life is not typically quantified, high quality-of-life correlates with positive economic growth.

A growing body of academic and economic development research links quality-of-life and community amenities to economic success and sustainability. Many rural areas in the U.S. are transitioning from natural resource-based economies, as is the case in Teton County, towards more knowledge-based industries and 'footloose industries' whose profits are not tied to their locations. These industries rely less on access to raw materials, heavy infrastructure, and energy supplies and more on skilled labor. As a result, attracting a skilled and talented labor pool is the key to economic development for knowledge-based industries.

Quality-of-life investments have also been shown to have a positive impact on residential and commercial real estate values. Research shows that proximity to open space, parks, and vibrant commercial areas increases property values. Having these amenities close to workplaces can also increase worker productivity and satisfaction. While these investments have a fiscal cost to the community and its residents, the cost of not maintaining quality-of-life may result in an even greater cost in reduced economic competitiveness.

ECONOMIC DEVELOPMENT

Footloose, Knowledge-Based Industries

Certain service and financial industry sectors do not need to be located close to markets or need distribution modes. These sectors or large firms rely primarily on telecommunications and internet facilities to conduct business. There are many examples of major service sectors that locate where they prefer to live for lifestyle purposes.

In Idaho, Power Engineers is a major consulting engineering firm that is located in Hailey purely for the lifestyle of the Big Wood Valley / Sun Valley. Their business takes their consultants and engineers around the world. Another example is CityPASS, which illustrates the ability to attract footloose, knowledge-based industries to Teton Valley. With headquarters in Victor, CityPASS has 27 employees that produce and sell travel booklets containing tickets to attractions in North America. CityPASS has successfully attracted employees to Teton Valley by virtue of its lifestyle and quality-of-life attributes.

Sectors that could be considered footloose and knowledge-based could include insurance, financial services and web-based businesses that do not require physical shipping.

Locally-Owned and Operated Businesses

Locally-owned and operated businesses are important for a number of reasons. They maximize economic impact on the local economy because profits are kept in the local area rather than siphoned off to a parent company. This helps support other sectors of the local economy. Local businesses also have a stronger affinity for the local community and tend to be more supportive of civic causes, local charities, local events and other aspects of local participation. Local business owners tend to support each other and they engender the support of the local population.

Industry Clusters

Creation of Industry Clusters is one of a number of strategies that could lead to sustainable industrial development and is a very helpful tool towards implementation of Teton Valley's economic goals. The concept would entail attraction of environmentally friendly technologies, value added agriculture, recreational technologies, or visitor oriented businesses to congregate together in a mutually supportive manner to create an industry cluster. Depending on the industry, this concept depends on transportation infrastructure including the Idaho Falls and Jackson Hole airports, access to Interstate highways for product distribution, and linkages to educational institutions such as Boise State, Eastern Idaho Technical College or Idaho State University. Examples of green environmentally friendly technologies might include research, development and production of photovoltaic technologies, wind turbines, battery technology, environmental mitigation technologies and other environmentally friendly businesses. Value added agriculture industries might include organic produce or locally branded produce or products. A recreational technology example currently operating in the Valley is 22 Designs which manufactures telemark ski bindings. A recreational technology cluster could also include outdoor sportswear, sunglasses, ski goggles, or other outdoor equipment manufacturers that commonly seek out lifestyle communities. A visitor oriented business cluster could include hotels, restaurants and retail stores.

Quality-of-life would be a critical factor in attracting or developing these types of businesses and their employees. Being successful in this type of venture will require overcoming location disadvantages Teton County has, such as proximity to markets, distribution and shipping. Establishing and promoting this concept would require a concerted effort on the part of government and economic development entities.

TRANSPORTATION

Transportation is important to every economy regardless of size. Teton County is linked to other cities via highways and nearby airports. Enhancements to the infrastructure and public transportation services will enhance quality-of-life, facilitate tourism and support the economy. Well maintained roads are especially important for the distribution of agricultural products out of the Valley.

Transportation as an Amenity

While transportation is a critical underpinning of the economy, it can also enhance quality-of-life and facilitate tourism. Transportation systems can act as an amenity when they are perceived as an experience or a 'ride'. Western examples of this might include the Napa Wine Train, the Durango to Silverton railway, open roof buses, and the San Francisco cable cars. While large systems are capital intensive and almost always require government subsidy to operate, there are smaller scale options that might be appropriate for Teton County such as local sightseeing buses. These types of services could be owned and operated by local businesses and would be expected to be economically viable without government support.

Transit

The issue of public transit is important to Teton Valley, as a sizeable portion of the population commutes to Jackson. Limited bus service to Jackson is currently being provided by START, but wider public transit service will require public subsidy, especially given the dispersed and low density character of residential development in the county. A looping bus route connecting the transit hub that services Jackson would reduce motor vehicle trips and enhance citizens' quality-of-life by reducing vehicle fuel and operating costs, reduce emissions and provide a safer alternative during inclement weather. The amount of transit expenditure that stays within the area is estimated to be between 60 to 75%.

Comment [JZ20]: , Rexburg and Idaho Falls.

Additional private bus and shuttle services could be encouraged to connect hotels with the ski resort or to connect Driggs and Victor to the Idaho Falls, Jackson and Salt Lake City airports. Efficient public transit can enhance tourism to the area by providing reliable shuttles between popular areas and eliminating the need for car rentals by tourists.

Interconnected Pathway System

Trail and pathway systems are consistently cited as the most desired amenity in master planned residential communities. Interconnected trail and pathway systems on a larger scale can greatly enhance quality-of-life and can reduce motor vehicle trips by encouraging bicycle trips. This can have a positive environmental impact and can improve public health. Communities that have invested in bicycle and pedestrian infrastructure have experienced positive economic impacts by attracting bicycle industry dollars. For example, Jackson, Wyoming has spent an estimated $1.7 million over the past decade on area trail systems and, in return, has benefited from an estimated $18 million annual boost to their economy as a direct result of trail related goods and services purchased in addition to supporting $3.6 million in jobs and generating $1.8 million in taxes every year (Kaliszewski, 2011). Trail systems facilitate running, biking and walking throughout the community and can attract tourists, especially those interested in longer stays.

Certain tourism destinations and residential communities are well known for their strong trail and pathway systems. The Ketchum / Sun Valley system stretches from north of Sun Valley all the way down the Big Wood Valley to Bellevue and beyond. It is often cited as one of the best things about living in the valley. Areas that offer this type of amenity become known for their trails, and these amenities can be a strong draw for lifestyle migrants, second home owners and long stay tourists seeking the outdoor lifestyle.

NATURAL RESOURCES + OUTDOOR RECREATION

Natural resources and outdoor recreation is the primary tourism product of Teton County and one of the most important aspects attracting quality-of-life migrants and entrepreneurs interested in opening knowledge based or footloose industries. Branding and marketing Teton County as a destination is apparently underdeveloped. Aside from Grand Targhee (Wyoming), there are few large commercial resorts or lodging facilities that brand and market Teton Valley. It is also overshadowed by Jackson, Grand Teton National Park, and Yellowstone National Park,

which are nearby. Therefore, a concerted effort needs to be made to define the differentiating characteristics of Teton County and promote the brand as an outdoor recreation destination with good air access (Jackson and Idaho Falls), recognizing that there is a delicate balance between preserving and promoting the natural resources.

Recreational Tourism

Recreational tourism is a niche segment of the outdoor recreation product that Teton County is offering tourists. It is essentially comprised of packaging special itineraries, activities and experiences that focus on the natural environment of the region. The region is very well suited to pursue this segment, as the destination features outdoor recreation, world class scenery and high quality experiences in nature. Therefore, these types of recreational tourism experiences should be promoted and marketed.

To develop the recreational tourism aspects of the destination, the various resources that are available such as the mountains, rivers, dark skies and unspoiled natural zones should be evaluated and packaged by tourism industry participants such as lodging properties and outfitters. Developed recreational amenities such as golfing, biking, fishing, horseback riding, skiing or snowmobiling could also be part of specialty packages. These activities and itineraries can then be promoted on-line and in tourism information centers. The goal will be to expand the offering of the destination, attract tourists that are seeking these types of experiences and extend the length of stay of visitors already aware of the destination.

Recreational tourism can also go hand-in-hand with cultural heritage tourism. According to the 2006 Travel Activities and Motivations Survey (TAMS) by Lang Research, those who visited historical sites, museums and art galleries were more likely than the average U.S. pleasure traveler to have participated in a wide range of outdoor activities, especially wildlife viewing, while on trips in the past two years. Relative to the average U.S. pleasure traveler, they are also more likely to go hiking, climbing, paddling, jogging, cycling, cross-country skiing and to participate in extreme sports (e.g. extreme air sports, extreme skiing).

Open Space

Open space is important to preserve within communities as a quality-of-life amenity and to enhance the aesthetic appeal of a place. This is especially true for Teton County, which possesses priceless scenic beauty and relies on tourism as a key component to the economic development strategy. Tourist-oriented towns and communities work hard to be pleasing to the eye. They need to attract visitors and create an appealing feel to both locals and tourists. Open space is very important in this regard.

Teton Valley has an opportunity to repurpose rural, platted, undeveloped subdivisions that could be part of a larger system of open space created through land purchase or acquisition of conservation easements. Open space could include infill parks, trail connections, wildlife corridors, open fields, green belts and riparian restoration zones. Some of these types of open space can become popular amenities to residents and tourists alike.

Parks and Recreation

Greenways, parks, open space and multiuse paths (bicycle and pedestrian) have been shown to have positive impacts on property values and public health.

Land that is protected from development, either for recreational use, habitat conservation, or natural resource protection, has a tangible value that is hard to measure. One of the primary benefits of open space and conservation land is increased quality-of-life. While the value of quality-of-life is not often quantified, it has a direct link to economic development and community vitality that can be measured in other ways.

It has been well established that proximity to open lands and conservation areas enhances property values (McConnell, 2005). The "proximate principal" describes the correlation between higher property values and proximity to open lands, natural areas and parks. For example, an analysis of MLS sales of homes located along greenway systems found that the average premium paid for a home within one-half mile of a greenway trail system was between $4,384 and $13,059 (Lindsey, 2003).

Recreation Access

The Teton River and Targhee National Forest are important natural attractions to both residents and tourists. Existing access for fishing, boating, hiking and other activities is important to maintain and develop where appropriate. As two of the top recreational tourism and outdoor recreation resources of the valley, the river and forest should be readily accessible in multiple locations.

At the same time, it will be important to maintain, manage and preserve the natural feel and the wild and scenic character of the Teton River and other waterways or they will lose their value as authentic recreational tourism attractions. Thus, biking trails along the banks of waterways should be limited to town areas and more populated areas, while the majority of the riparian area should be as pristine as possible while still accessible.

River-based tourism is a major sector of tourism that can be promoted in the Valley. The Teton River will support fly fishing, boating and hiking visitors. It is also a major branding and place identifier of the valley much like Aspen, Steamboat, Vail, Ketchum, Park City and Missoula. The community needs to embrace the river, keep it accessible and facilitate access and visitation through outfitters to maximize economic benefits.

COMMUNITY EVENTS + FACILITIES

Community events and facilities can be important means of enhancing the quality-of-life for residents and attracting visitors during off-peak periods. This can include slow midweek periods or low visitation months. Many of the events and facilities require public subsidy and/or support from non-profit organizations. This is especially true for conference and convention centers that do not normally cover capital costs or even operating costs. However, once destinations reach a certain level, they can subsidize conference / convention center development financing and operating costs through hotel taxes. The benefits to the destination are significant, as group business during slow periods can make the difference between feasible and non-feasible lodging, retail, dining and entertainment. Other destinations in Idaho have pursued this successfully, including Pocatello, Nampa, and Coeur d'Alene. Sometimes, destinations, such as Sun Valley and McCall, rely on private lodging / resorts to provide the facilities. Once provided, they are heavily used and often outgrown.

Events are also a very effective means of promoting visitation during off-peak periods. Events can include festivals, races, competitions, fairs, concerts, symposiums, off-site corporate retreats and other activities. The economic impact of these events can be very significant. However, they also require significant organizing and promoting capability and often require significant dedication of resources such as life-safety protection, sanitary, clean-up, and marketing / promotion.

Certain facilities such as recreation centers, multipurpose rooms, community pools and like facilities are geared more towards the local population. These facilities are used for community meetings, teen activities, family gatherings, wedding receptions, funerals and other community activities. Sometimes they are private or are operated by non-profits. These facilities can be important to creating a sense of community, thereby enhancing quality-of-life.

Education Facilities

The presence of high quality educational opportunities from pre-kindergarten through post secondary levels is important in attracting entrepreneurs interested in opening footloose, knowledge-based industries. Many employees of technology companies will be reluctant to move to Teton County unless there are excellent facilities for the education of their children. Public schools in Teton County should aspire to a standard of excellence that goes beyond what is required by the state of Idaho and strive to meet international standards. The establishment of a community college or an extension of an established university would greatly enhance economic development by creating jobs and attracting students.

AGRICULTURAL + RURAL HERITAGE

Sustainable Agriculture Production

Teton County has traditionally relied on agriculture for its economic base, although this was never an easy way to make a living. At an elevation of over 6,000 feet, the area has a very short growing season and crops are currently limited to barley, seed potatoes, and several forms of grains. The county also has a limited number of dairy and beef farms. Teton County has approximately 100,000 acres in cropland and another 46,000 acres in pasture and grazing land.

As in the nation as a whole, agriculture in this area has gone through some significant transformations over the past few decades. The area has seen a dramatic decline in agricultural production and its impact on the local economy. In 1970, agricultural production and services accounted for 45 percent of county jobs (USDA NRCS). In 1999, farm production accounted for only approximately one-fifth of local jobs (Sonoran Institute, 2002). These changes have deeply impacted the economic and social structure of the county. Many local officials and residents note that many Teton County farmers have had to consolidate operations and farm larger parcels to remain economically viable.

Teton Valley farmers could examine ways to support expanded local food production using existing or new grain crops and livestock operations. Craft beer brewing is one such industry that can take advantage of locally produced grains and new grains such as quinoa could help expand markets. Similarly, grass-fed beef and other high-quality meat products are commanding higher prices from more health-conscious consumers. Existing Community Supported Agriculture (CSA) operations combined with the local Farmers Market also have the potential to expand local food production.

Cultural Heritage Tourism

Nationally, there has been an increase in "cultural heritage tourism." The National Trust defines cultural heritage tourism as traveling to experience the places and activities that authentically represent the people, history and culture of a particular region (http://www.nationaltrust.org/heritage_tourism/index.html). There is no singular definition for a cultural heritage tourism development strategy as each program builds upon the resources that are available in a particular area. However, at its core is that, in many instances, preserving and sharing local culture and heritage with visitors can bring economic benefits to a community. Examples of cultural heritage tourism can range from small museum tours highlighting the area's historical development, to performance arts and historic trails.

The Travel Activities and Motivations Survey (TAMS) polled U.S. travelers for participation in 98 activities and events that could be considered culture or entertainment oriented. Of the top twenty activities most common for U.S. travelers, over half could realistically be part of a tourism development program with a cultural or heritage focus. Visiting historic sites, museums and galleries (41.2 percent) and visiting fairs and festivals (31.7 percent) were the most common activities with a cultural or heritage focus for U.S. travelers (Lang Research, 2006).

In general, research has demonstrated that travelers who participate in cultural and heritage-related activities are well-educated and have above-average levels of income. Research also indicates that over half of participants have postsecondary degrees. This is in comparison to roughly 39 percent of all traveling households.

Teton Valley has the ability to invigorate the local economy and become more economically sustainable over time by preserving and developing our substantial cultural heritage assets. These community assets are significant and include historic farm sites, the Teton Valley Museum, and designated architectural landmarks and sites. Going hand-in-hand with development of these assets are support services like lodging, hunting, fishing and equestrian guide services, and restaurants. Establishing the proposed National Geographic Tourism Center in Driggs could focus the cultural heritage tourism opportunities in the Valley and provide a central location for tourist information.

Tourism visitation to areas offering interpretive themes relating to Teton County's history and, more specifically, attractions emphasizing the area's natural history, can be significant, even in relatively remote locations, should they be designed, programmed and marketed appropriately. Cultural and historic facilities in similar contexts suggests that visitation to cultural facilities and sites could generate revenues through public use (entry fees plus vending/gift shop expenditures), research and educational uses (local schools), longer stay times, as well as sponsored special events.

economic development

Where Are We Now?	Where Do We Want to Go?	Tools	Key Actions	Participants	Timing
Undiscovered "lifestyle" community with recreation based services (shops, guides, outfitters)	An appealing "lifestyle" community	Marketing , Branding and Wayfinding Program	Develop new marketing, branding and signage materials. Design and install gateway signage and landscape treatments; wayfinding master plan; wayfinding sign installation.	Chamber of Commerce; Teton Valley Business Development Center, Teton Valley Marketing Alliance; Cities	3
			Preserve and enhance recreational opportunities	County Planning; Non-profit organizations	O
Reduced land values due to over-supply of medium density (1.0 – 2.5 acre) residential lots	A healthy real estate market	Subdivision and Zoning Ordinance	Mitigate the economic impact of non-viable subdivisions.	County; property owners	3
			Zone changes to reflect the Framework Plan and encourage development of quality growth neighborhoods adjacent to existing communities and reduce density in sensitive rural areas.	County Planning	I
			Reduce future potential supply of residential lots by 75%.	County Planning	I
			Prioritize existing commercial and manufacturing land to reach a goal of 60/40% commercial/residential tax base.	County Planning ; City of Driggs; City of Victor; City of Tetonia	3
			Require development proposals to be accompanied by relevant market research and due diligence that justify viability of the project and consider off-site impacts.	County Planning	I
			Incentivize utilization of existing business park locations.	County Planning	3
Struggling local businesses	Thriving locally-owned businesses	Buy Local Program	Promote official "Buy Local" campaign for the Teton Valley.	Chamber of Commerce; Teton Valley Business Development Center, Teton Valley Marketing Alliance	2
		Technical assistance	Provide technical assistance to local businesses.	Teton Valley Business Development Center	I
Limited amount of economic	Vibrant, stable and diverse local	Economic Development Program	Unify Marketing, Job Retention, and Recruitment Programs.	Chamber of Commerce; Teton Valley Business Development	2

Comment [JZ21]: Comment that should not be restricting future growth and development since not all developments are unmarketable.

Could add to "encourage creative and new approaches to land development" to action or goals and policies section.

Comment [JZ22]: Questions on whether or not this is realistic?

Where Are We Now?	Where Do We Want to Go?	Tools	Key Actions	Participants	Timing
diversity – primarily construction, agriculture and tourism based economy	economy			Center; Cities of Driggs, Victor and Tetonia	
			Strengthen zoning ordinances to allow live-work and home-based business	County Planning	2
			Create effective economic development entities.	Chamber of Commerce; Teton Valley Business Development Center	3
			Hire an economic development coordinator.	Teton Valley Business Development Center; County; Chamber of Commerce; Fremont County; Madison County	I
			Work with the City of Driggs airport for business-related opportunities.	Teton Aviation Center; Chamber of Commerce; Teton Valley Business Development Center	3
	Industry clusters	Economic Development Program	Promote the formation of industry clusters in appropriate areas.	Chamber of Commerce; Teton Valley Business Development Center; Teton Valley Marketing Alliance	3
			Create and adopt a Communications Corridor Master Plan and work with local internet providers and Cities to implement.	Local Internet Providers; Communication Providers; Cities of Driggs, Victor and Tetonia	3
			Promote technology centers for small businesses.	Chamber of Commerce; Teton Valley Business Development Center; Cities of Driggs, Victor and Tetonia	3
			Create a high-intensity use overlay in appropriate area(s)	County Planning	3
			Identify appropriate commercial uses for the County (ie: low	County Planning	3
			Intensity, low volume with need for large amount of land)		

Where Are We Now?	Where Do We Want to Go?	Tools	Key Actions	Participants	Timing
High speed internet and communication service available to towns and most developed outlying areas within the county	A fast and efficient valley-wide communications network	Information Technology (IT) Program	Create and adopt a Communications Corridor Master Plan and work with local internet providers and Cities to implement.	Local Internet Providers; Communication Providers; Cities of Driggs, Victor and Tetonia	3
			Promote technology centers for small businesses.	Chamber of Commerce; Teton Valley Business Development Center; Cities of Driggs, Victor and Tetonia	3
Scenic quality beginning to be visually impacted by development	Protect key views in Teton Valley	Scenic Corridor	Strengthen scenic corridor ordinance.	County Planning	3
Challenges to provide housing opportunities that match wages	Housing that can be attained by Teton Valley workers	Affordable Housing Program	Adopt a uniform definition of "affordable housing".	County Planning	2

Timing: O=Ongoing; I=Immediate; 2 = Within 2 Years; 3 = Within 3 Years; 5 = Within 5 Years; 5+ = 5 or More Years

transportation

Where Are We Now?	Where Do We Want to Go?	Tools	Key Actions	Participants	Timing
Disconnected neighborhoods; limited options for routes from neighborhoods to town centers	A well-connected transportation network both within Teton Valley and regionally that is appropriate for a rural community	Subdivision and Zoning Ordinance - Street Connectivity	Strengthen street connectivity standards in the Subdivision Ordinance and develop access management policies for future development.	County Planning, Engineering	2
		Plan Development - Transportation Plan	Update Transportation Master Plan to identify and prioritize comprehensive planning transportation goals and strategies.	County Planning, Engineering	5
			Develop and enforce design standards for all transportation infrastructure.	County Engineering and Road and Bridge	2
Poorly maintained rural roads for agricultural industry, poor pathway maintenance	A well-maintained roadway system.	Capital Improvements Plan (CIP)	Update the County Capital Improvement Plan to incorporate Comprehensive Plan and Transportation Master Plan recommendations.	County Planning, Engineering and Road and Bridge	O
			Identify and prioritize road maintenance needs and allocate funding for roads that are important for agriculture transport and business development.	County Road and Bridge	O
		Road Levies	Prioritize funding for road maintenance and improvement.	County Road and Bridge	O
			Balance public funding and match with grant programs.	County Road and Bridge	O
Incomplete multi-modal facilities throughout the region, limited options for public transit, lack of pedestrian facilities	A well-connected multimodal transportation network.	Grant Programs	Pursue grant opportunities, e.g.-Rails to Trails or SAFETEA-LU, to construct pathways and other alternate transportation improvements. Work with local organizations that have common goals to help seek out these grant and funding programs. Leverage public funding with matching grant programs.	County Planning; Teton Valley Trails and Pathways	O
Poor road safety in some areas	Convenient, safe, timely, financially sustainable and efficient options for multi-modal transportation that satisfy a multitude of needs.	Local, State and Federal Coordination	Initiate program with Idaho Transportation Department to reduce posted speed limits on Highways 33 and 32 through towns.	County Engineering; Idaho Transportation Department; Cities	I
		Trails and Pathways Master Plan	Create and adopt a Trails and Pathways Master Plan to include desired pathway improvements, maintenance schedule and	County Planning & Zoning, Engineering and Road and	5

Where Are We Now?	Where Do We Want to Go?	Tools	Key Actions	Participants	Timing
			construction standards.	Bridge; Cities	
		Transportation Citizen Advisory Panel	Form a Transportation Citizen Advisory Panel that will participate and continually advise the development of a Transportation Master Plan and the follow through of the goals set forth in the Transportation Master Plan.	County Planning & Zoning, Engineering and Road and Bridge; Cities	5+

Timing: O=Ongoing; I=Immediate; 2 = Within 2 Years; 3 = Within 3 Years; 5 = Within 5 Years; 5+ = 5 or More Years

natural resources + outdoor recreation

Where Are We Now?	Where Do We Want to Go?	Tools	Key Actions	Participants	Timing
Relatively pristine and intact wildlife habitats anchored by large tracts of public land and key private lands protected with conservation easements	Conserved and enhanced functional habitats	Subdivision and Zoning Ordinance	Revise ordinances to protect water quality and quantity, require screening where appropriate, protect key habitat areas, and reflect the land use framework along all natural waterways.	County Planning	2
			Revise ordinances to specify low development density in sensitive wildlife habitat, riparian areas and wetlands.	County Planning	2
			Amend subdivision and zoning ordinances to allow enhanced clustering incentives and conservation easement purchase or lease.	County Planning	2
		Tax Incentives and Fees	Utilize tax incentives and fee structures to support land use framework.	County	2
			Investigate funding options for purchase or lease of conservation easements through property tax, resort tax, hotel tax, real estate transfer tax, voluntary fees, or others.	County	5+
		Overlay Standards	Strengthen the wildlife and natural hazard overlays, including further reducing density in riparian, wetland, floodplain and other sensitive or hazardous areas.	County Planning	2
		Conservations Easements	Purchase or lease conservation easements in high priority areas for wildlife protection.	Property Owners; Teton Regional Land Trust; Other accredited land trusts or entities	2
Poorly planned and scattered development that disconnects and threatens wildlife migration	Protected wildlife movement corridors and sensitive habitats	Subdivision and Zoning Ordinance - Subdivision Vacation	Incentivize vacation of non-viable subdivisions in or near migration corridors or sensitive habitats.	County Planning	2

Comment [JZ23]: Comments received to remove strengthening the wildlife overlay and remove all references and that IDFG should be relied on to regulate wildlife. Comments on where wildlife overlay came from? Other comments that wildlife and overlays are important.

Note: We have contacted IDFG regarding regulating wildlife in Teton County. We could provide additional supporting information in the Appendix on the existing wildlife in Teton County.
IDFG could also be added as a "participant" to this action.

Where Are We Now?	Where Do We Want to Go?	Tools	Key Actions	Participants	Timing
corridors and sensitive habitat					
Water quality and quantity concerns	Good water quality and quantity for recreation, fisheries habitat and human consumption	Plan Development – Subdivision and Zoning Ordinance	Develop a source water protection plan	County Planning	5+
			Ensure developments have adequate supply of drinking water and ability for adequate wastewater treatment prior to approval.	County Planning	2
		Overlay Standards	Develop a source water protection plan	County Planning; Non-profit organizations, State, Local and Federal agencies	5+
			Ensure developments have adequate supply of drinking water and ability for adequate wastewater treatment prior to approval.	County Planning; Non-profit organizations, State, Local and Federal agencies	2
Numerous and diverse opportunities for recreation on public land, although some access is limited	Numerous, high-quality recreational opportunities and facilities for all ages and user groups	Recreation Master Plan	Explore the feasibility of a Recreation District	County; Cities	2
			Develop a Trails and Pathways Master Plan, work with federal and state land agencies to maintain and improve access to public lands.	County Planning, Non-profit organizations, State, Local and Federal agencies	5
Community that values a wide range of outdoor recreational opportunities	Protected and expanded range of access to outdoor recreation areas				
	Tourism enhanced by natural resource protection	Planning Documents	Create a Winter Travel Plan that includes maintenance and improvement of public land and river access and identifies potential new access locations.	County Planning , Engineering, and Road and Bridge	5
			Create and adopt a County-Wide Flood Preparedness and Prevention Plan.	County Emergency Management	2
		Local, State and Federal Coordination	Work with state and federal agencies and private land owners to inventory and map sensitive areas.	County GIS; Property Owners; USGS; NRCS; BLM; NGOs; USFS; IDFG	2

Where Are We Now?	Where Do We Want to Go?	Tools	Key Actions	Participants	Timing
			Regularly update these inventories.	County GIS; Property Owners; USGS; NRCS; BLM; NGOs; USFS; IDFG	O
			Create benchmarks for monitoring natural resources.	County Planning	5
			Update building code to include radon mitigation requirements and consider hazards from flood, forest fire, steep slopes, erosion, unstable soil, and subsidence or other hazards.	County Planning and Building	5
Inherent natural hazards present	Minimize detrimental effects of natural hazards minimized	Building Code			

Timing: O=Ongoing; I=Immediate; 2 = Within 2 Years; 3 = Within 3 Years; 5 = Within 5 Years; 5+ = 5 or More Years

community events + facilities

Where Are We Now?	*Where Do We Want to Go?*	*Tools*	*Key Actions*	*Participants*	*Timing*
Some established signature events (Music on Main, Tin Cup Challenge, John Colter run, music festivals, pioneer day parade, 4th of July celebrations, Winter–Fest, Art Walk, etc)	A variety of multi-cultural events that bring the community together	Marketing , Branding and Wayfinding Program	Expand promotion of Teton Valley events. Evaluate the feasibility of a central lodging reservations system.	Chamber of Commerce; Teton Valley Business Development Center; Sponsoring organizations	O
Limited facilities for indoor recreation during long winters	High quality recreational facilities for all ages and user groups to meet the needs of the community	Needs Assessment	Perform a needs assessment for valley-wide recreational facilities.	County Planning	3
		County-wide Parks and Recreation Master Plan	Develop a Parks and Recreation Master Plan for recreation facilities.	County Planning	5
		Special District	Develop a feasibility study for new recreational facilities and funding mechanisms.	County Planning; BOCC	5
			Create a Parks and Recreation Department, Recreation District, impact fees, implement users fees.	County Planning	5+
Little opportunity for post–secondary education and an underfunded public school system with limited opportunities	High quality educational facilities for pre-K-12 and post-secondary education	Remote Education Program	Work with colleges and universities to expand affiliated local campuses and online programs for secondary and post-secondary education.	School District #401; Brigham Young University Idaho; Eastern Idaho Technical College; Central Wyoming College; Idaho State University; College of Southern Idaho	5+
			Work with legislators to provide better, more stable funding for education.	School District #401, County	O
		County-Wide Plans	Perform a needs assessment for future library expansion.	County Planning; Valley of the Tetons Library	5+

Where Are We Now?	*Where Do We Want to Go?*	*Tools*	*Key Actions*	*Participants*	*Timing*
Water and sewer service within existing towns only. High cost to provide roads, road maintenance and other services to rural areas	Sufficient infrastructure to efficiently serve the needs of the community	Utility Standards	Amend Subdivision and Zoning Ordinances, to focus development requirements to utility provision.	County Planning	2
		Area of Impact Agreements	Work with Cities to determine appropriate Area of Impact (AOI) boundaries based on future annexation plans.	County Planning; Cities	3
		Transportation Plan			
	Coordinated Emergency Services	County-wide Emergency Service Plan	Create a county-wide emergency services plan.	County	3
		Fiscal Impact Tool	Develop a comprehensive county fiscal impact tool.	County	5
		Transfer of Development Rights (TDR) Program	Work with Cities to investigate the feasibility of TDR program.	County Planning; Cities of Driggs, Victor and Tetonia	5+
Incomplete but growing recycling facilities	Efficient and convenient recycling opportunities, reduced waste stream	Recycling Program	Work with Teton Valley Community Recycling (TVCR) and other partners to promote waste reduction education campaigns and pursue grant opportunities to expand the County Recycling and other Green Programs.	County Solid Waste and Recycling; Private entities; non-profit organizations	O
	Coordinated public and private recycling services				

Timing: O=Ongoing; I=Immediate; 2 = Within 2 Years; 3 = Within 3 Years; 5 = Within 5 Years; 5+ = 5 or More Years

agricultural + rural heritage

Where Are We Now?	*Where Do We Want to Go?*	*Tools*	*Key Actions*	*Participants*	*Timing*
Established agricultural industry – (seed potatoes, barley, alfalfa, hay, etc) but transportation costs, short growing seasons and harsh climate create financial hardship.	Agriculture as a key industry	Land Protection Trusts, USDA assistance	Explore funding options and incentives for maintaining the financial viability of farm operations. Diversify crops and specialties	USDA, ISDA, Private Land Trusts, Property Owners	O
Agricultural and rural lands are a key element in rural character and wildlife habitat. Overdevelopment of rural areas threatens this	Preserved agricultural and rural lands and a distinct rural character	Cluster Development Program	Amend subdivision and zoning ordinances to allow enhanced clustering incentives and conservation easements that are purchased or leased.	County Planning	2
		Conservation Easement Purchase or Lease			
		Transfer of Development Rights (TDR) Program	Work with Cities to investigate the feasibility of TDR program.	County Planning ; Cities of Driggs, Victor and Tetonia	5+
		Subdivision and Zoning Ordinance - Large Lot Streamlining	Create/amend ordinances and programs to promote Large Lot Subdivisions.	County Planning	O
		Open Space Levy or Dedication Incentives	Explore open space funding options and voluntary incentives that would be oriented to the protection of open space and large farms.	County	5+
Aging farmer demographic / losing agricultural heritage	Continued multi-generational agricultural heritage	Subdivision and Zoning Ordinance - Family Lot Splits or Short Plat	Amend the Subdivision Ordinance to allow Family Lot Splits or a Short Plat process.	County Planning	2
Weed infestation from vacant subdivisions and other	Healthy, open landscape	Subdivision and Zoning Ordinance - Subdivision Vacation	Vacate non-viable subdivisions; amend County Code to strengthen penalties for weed violations.	County Planning; Extension Office	2

Comment [JZ24]: Add "state law" as tool and "enforce state noxious weed laws" as key action

Where Are We Now?	Where Do We Want to Go?	Tools	Key Actions	Participants	Timing
unmanaged properties					

Timing: O=Ongoing; I=Immediate; 2 = Within 2 Years; 3 = Within 3 Years; 5 = Within 5 Years; 5+ = 5 or More Years

IMPLEMENTATION TOOLS

A series of tools are available to implement the Plan, some of which are employed most effectively either through the County; public and private partnerships; or by private efforts. The tools rely on choices made by individual landowners or on actions taken by public or private agencies. The Board of County Commissioners can play a role in Plan implementation by updating the Capital Improvement Plan, revising zoning and subdivision regulations, or making budget allocations to achieve plan goals and objectives.

Teton County uses two primary regulatory tools to implement the goals and policies set forth in the Comprehensive Plan: the Zoning Code and the Subdivision Code (both are codified chapters within the County Code). Additional tools for implementing the Comprehensive Plan include other portions of the County Code, the Capital Improvement Plan, and a host of non-regulatory means.

PRIMARY REGULATORY TOOLS

Zoning Code Amendments

The Zoning Code regulates the use of land. More specifically, the provisions of the Zoning Code divide the County into residential, agricultural, commercial, industrial, public and other use zones based on the Comprehensive Plan. Each zone has standards and regulations that determine the allowed uses on that land within the zone and the standards to which improvements must conform, such as building height, setbacks, and lot size. The Zoning Code is approved by Ordinance and consists of text found in Title 8 of the County Code, along with an official Zoning Map.

The Zoning Code fulfills two major roles:

- First, the provisions of the Zoning Code promote the general public health, safety, and welfare of County residents.
- Secondly, the Zoning Code helps to implement the Comprehensive Plan.

In a broad sense, zoning encourages the orderly development of the County and implements the Comprehensive Plan. The Comprehensive Plan provides a general and long-range policy for the County, while the Zoning Code serves as a legal ordinance with binding provisions on how land can be developed. Zoning sets the pattern for growth and defines appropriate land uses for each zone. The various zones have specific boundaries and, when drafting the Zoning Code, the County considers how each land parcel will be affected and how potential development on that parcel will affect those around it. However, zoning is only one of several tools available to bring the Plan recommendations to reality.

The Zoning Code should be revised to reflect the Framework Plan which includes the goals and policies and Framework Map. The Zoning Code can be amended in a variety of ways, one of which results in the change in allowable development density. In Teton County, this density is represented by the number of dwelling units permitted per acre. For example, our current zoning includes A20 and A/RR 2.5 zone districts, which allows a density of 1 house per 20 acres and 1 house per 2.5 acres, respectively. Changes could result in either increases or reductions in the allowable density. Other amendments to the Zoning Code could include:

- Changes in minimum lot sizes/ density decreases in key rural areas;
- Elimination of residential density bonuses;
- Changes in the procedures necessary for permitting of uses;
- Concentration of commercial, mixed use development and housing near existing towns to ensure economic viability;
- Standards or overlay zones that set a level of protection for scenic corridors, prime farmland, flood prone or environmentally sensitive areas, e.g. riparian areas; and
- The addition of form or performance-based code strategies.

There are four primary types of zoning code that the County could consider as part of the Plan implementation strategy: Conventional (also known as Euclidean), Form-Based, Performance, and Incentive-Based, as well as a Hybrid Code that may combine elements of some or all of the four primary types.

Conventional Code (Euclidean): Teton County's current zoning is based primarily on a conventional code that regulates development through land use classifications and dimensional standards. Present County zoning land use classifications are agriculture, residential, retail commercial, wholesale commercial and manufacturing. Each land use must comply with dimensional standards that regulate the height and size of structures. These dimensional standards typically take the form of minimum lot sizes, building setbacks from property lines, and height limits.

Form-Based Code: A form-based code places more emphasis on regulating the form and scale of buildings and their placement rather than the distinctions between land use types. Form-based codes are the newest form of zoning code and have not typically been utilized in a rural setting. Form-based codes typically result in greater control over the visual quality of building architecture and public areas along streets and community gathering places.

Performance Zoning Code: Performance zoning regulates the impact of land uses through set standards of performance. These specific standards usually concern residential density, intensity of commercial development, vehicular traffic, noise, and access to light and air. Under performance zoning, developers can locate any use within an area, subject to meeting the performance standards for that district. Performance zoning allows for the greatest flexibility of all code types.

Incentive Zoning Code: Incentive zoning provides a reward (typically in the form of greater residential density or building size) to a developer who does something beyond "standard practice" that is in the community's interest (such as protecting open space or prime wildlife habit). Teton County already provides the opportunity for density bonuses which would be considered an "incentive." Incentive zoning allows for a high degree of flexibility.

Subdivision Ordinance Amendments

The Subdivision Ordinance provides the County with standards and regulations for the approval of new subdivisions and lot splits. The Subdivision Ordinance, found in Title 9 of the County Code, includes design standards for streets, blocks, and other public improvements. The Subdivision Ordinance provides the application procedures for approval of all types of land divisions within the County. The Subdivision Ordinance relates to the Comprehensive Plan by assuring proper design of residential areas and design and location of public facilities. New or enhanced subdivision tools that might be added to the Ordinance include:

- Transfer of Development Rights (TDR);
- Conservation Easement Dedication, Purchase or Lease;
- Large Lot Subdivision Incentives; and
- Family Lot Splits.

Vacate/ Replat Non-Viable Subdivisions

Non-viable subdivisions can be "vacated" through a process where the internal property lines are eliminated and the parcel reverts to its previous configuration. This is an existing tool to bring land back to a rural character. Vacating a subdivision does not mean that the property cannot be developed again in the future.

Since there are times when it is not appropriate or desirable to vacate the plat for an entire subdivision or phase of a subdivision, generally because several lots have been improved and homes developed, consideration may be given toward replatting the subdivision. A replat involves preparing a new plat that reflects new lot sizes, streets and utilities that meet current public improvement standards or lot and street patterns that avoid environmentally sensitive areas. Where the original subdivision plat contained undersized lots, lots on environmentally sensitive land, or inadequate roads and utilities, the replat may show fewer developable lots, increase the open space, or rearrange lots so that higher quality habitat is protected. Replatting can be used with both paper subdivisions and partially developed subdivisions, and can be effective to reduce lots, protect wildlife habitat, or reduce service costs.

New regulations should encourage and allow a streamlined review process for property owners wishing to voluntarily vacate a subdivision plat whenever possible.

Subdivision impact fees and the provision and timing of infrastructure should be reexamined with these subdivision vacation and replat regulations in mind. New provisions should be added to the Code. Other Code criteria may center on whether the County can economically provide services to subdivisions that have not begun development. Subdivisions that meet certain criteria could be replatted to meet the goals of the Comprehensive Plan, including reduced lot sizes and open space conservation, according to a "replat" Code provision.

Conservation Easements, Purchase of Development Rights (PDR) or Open Space Purchase

Land can be retained for future generations as agricultural or open, natural landscapes through three primary mechanisms: conservation easements, purchase of development rights, or public purchase. All of these options offer a voluntary means to open land preservation.

Conservation Easements: Dedication or sale of conservation easements by private property owners to private, non-profit lands trusts or conservation organizations allow many of the property rights to be retained (e.g.-continue farming or ranching), and continued ownership and place of residence. If donated, the owner receives a tax benefit; if sold, the owner retains revenues from the sale of the conservation easement. A conservation easement also can be used to reduce the value of an estate that is subject to taxation. In some cases, property owners may wish to enter into a conservation lease, whereby the land can be maintained in an open, undeveloped state for a set period of time and fee.

Purchase or Donation of Development Rights: Development rights can be severed from agricultural lands in two primary ways. Development rights can be purchased by different entities (usually a non-profit land trust but sometimes a public agency), and they can be donated by landowners to nonprofit land trusts, conservation organizations or public agencies. The severance of development rights runs with the land, and future landowners must ensure that the land is not developed. As with conservation easements, agricultural and ranching activities can continue and the property owner retains the right to sell the property.

Open Space Purchase or Donation: Currently, Teton County does not purchase open land or development rights. However, if there was adequate public support, the County could use money raised from a Conservation or Open Space Levy or other funding source to purchase Development Rights or Open Space. A two-year levy would need to be passed by a majority vote of those included in a levy district and a permanent levy would require approval by a super majority. Other funding options could include a voluntary fee or resort, real estate, or hotel taxes.

Transfer of Development Rights (TDR) Program

TDR programs allow landowners to transfer the right to develop one parcel of land to a different parcel. The parcel of land where the rights originate is called the "sending" parcel. When the rights are moved from a sending parcel, the land is restricted with a permanent conservation easement, or deed restricted from future development. The property owner of the sending parcel relinquishes the right to develop the land, but can continue indefinitely with farming or ranching activities. The parcel of land to which the rights are transferred is called the "receiving" parcel and is generally more appropriate for development. Transferring rights generally allows the owner of the receiving parcel to build at a higher density than ordinarily permitted by the base zoning. A targeted TDR program would allow development to be transferred between select parcels. The transfer would be facilitated when the sending and receiving parcels match designated preservation zones (the sending areas) and growth areas (the receiving areas). Strategically placed sending and receiving areas maximize community benefit by providing an incentive for greater development and population densities in or near the County's cities while protecting parcels with the highest scenic, cultural and wildlife habitat value.

The first step toward creating a Transfer of Development Rights Program will be a joint study with Teton County communities to determine feasibility. Making the program a practical option in an area as large as Teton County will likely entail breaking the program into smaller geographic areas. Keys to TDR program success can be learned

from other counties including Payette County, Idaho which has one of the most successful TDR programs in the Country.

Cluster Development (also known as Conservation Subdivisions)

Cluster Development is a housing pattern that clusters new housing on a portion of the property with the remaining area protected as open space to allow for continued agriculture production or protection of natural habitat. A rural cluster development could include relatively large lot clusters (1 to 3 acres) and does not necessarily require urban type densities.

The preserved natural or agricultural area attracts buyers who want to enjoy the countryside without owning or maintaining a large parcel of land. Cluster development is currently included in the existing Planned Unit Development Ordinance. Cluster Development can help create lots that are small enough for a homeowner to maintain and also create dedicated open areas.

Large Lot Subdivision Incentives

Incentives can be created for subdivisions with lots that are larger than the minimum size allowed under the zoning district. This could help make it easier to break off a piece of land to sell when needed. The lots would need to be large enough to help reach the goal of preserving rural character and larger than what the underlying zoning would allow.

Family Lot Splits (also known as Family Subdivisions or Transfers)

Family Lot Splits help to forward continuance of viable farming operations. This type of small subdivision originated from the farming tradition that allowed a farmer to split off lots for his children, to fulfill their need for housing, to pass along a portion of the family's land holdings and to allow the family members to live in close proximity to the farm where they worked together.

Rules for Family Lot Splits are designed to both protect the rights for a farm family to sell or gift land to an immediate family member and discourage circumvention of the standards that would promote speculative land development. Standards typically define "immediate family", limit the number of subdivided lots that occur, the period of time the benefactor must hold the lot, and the size of lot that can be created. Immediate family is most frequently defined as the property owner's children. Lot sizes are usually required to be no smaller than the required minimum lot size within the zoning district and enough land would need to be available to meet the underlying zoning requirements. Subdivision review processes are often streamlined to make it quicker and easier to create a Family Lot Split.

Short Plat

Creation of a smaller subdivision can often be accommodated through an abbreviated review process to create a Short Plat, also called a Short Subdivision. The purpose of the short plat is to allow the creation of a small number of parcels without being subject to the more lengthy procedural standards of the preliminary and final plat regulations and to provide a simplified administrative process for review. Thresholds for creation of a short plat are typically based on the number of lots being created and the requirement for right-of-way dedication.

Capital Improvement Plan (CIP)

Teton County has an existing Capital Improvement Plan (CIP) that identifies future capital needs for roads and other public services, prioritizes these capital projects and specifies funding sources. This plan should be updated based on current population projects and current projected conditions. The impact fee ordinance should be updated based on the new information. The CIP should also include plans for other economic development initiatives that fall outside of the typical infrastructure and facilities developed by the County. The County should also adopt a CIP for the Teton County Fire District and implement impact fees in accordance with that plan.

NON-REGULATORY TOOLS

Plan implementation is more than regulation. There are non-regulatory measures such as creating structure for inter-local agreements, public-private partnerships, and efforts of the business community and individuals.

Guidelines

The County can put recommended guidelines in place that will suggest specific non-regulatory techniques to preserve community character in the Valley. Guidelines could include historic preservation, architectural and landscape design, and high performing building design. The County currently has some guidelines in place and these could be expanded to provide guidance to land developers and property owners.

Buy-Local Program

Creating a "buy-local" campaign will maximize positive financial impact on the local economy because profits are kept in the local area as opposed to being exported out of Teton Valley. By keeping money in the area, other sectors of the local economy are supported. Local businesses have a stronger affinity for the local culture and tend to be more supportive of civic causes, local charities, local events and other aspects of local participation. Local business owners tend to support each other and they engender support by the local population.

Teton Valley Marketing and Branding

A targeted marketing and branding effort will help expand exposure of Teton Valley to other markets and to prospective employers and the tourism industry. Teton Valley needs to market its high quality-of-life, area history and amenities, and create an attractive identity through a unique brand.

Support of Non-Profit Organizations

Teton Valley is home to over 50 private, non-profit organizations (public charities, private foundations & others) that work to address community needs. Area projects and programs include animal safety, arts and culture, child and family services, civic groups, conservation and environment, education, health and human services, and sports and recreation. Partnerships between the public sector, business and the non-profit organizations are necessary for the Plan to be successful.

IMPLEMENTATION FRAMEWORK

The Teton County Comprehensive Plan provides goals for development of the County over a 20-year period beginning in 2012. To meet these goals, the Plan establishes a series of tools and specific action items. The Plan also defines specific steps and follow-up activities to be taken to track implementation of the Plan. An implementation framework ensures that specific strategic actions take place, that Plan updates occur and that the Plan is adapted where needed in order to meet the community's desired future. The implementation framework consists of the elements shown at right.

ACTION MATRIX

The policies in the Comprehensive Plan are implemented through a series of tools and key actions to realize the expressed vision. These actions are spread across the main elements of the Comprehensive Plan. Below are highlights of a few of the anticipated action items intended to advance the goals of the Comprehensive Plan:

- Redraw zoning districts and create appropriate ordinances to implement the Vision in each district.
- Create/amend ordinances and programs for TDRs, Large Lot Subdivisions, Conservation Easement Purchase or Lease Programs, Zoning Changes, Land Use Matrix and prepare a ballot question for an Open Space Levy.
- Vacate non-viable subdivisions; amend County Code to strengthen penalties for weed violations.
- Create a Recreation Master Plan and potentially a Parks and Recreation Department to manage facilities and programs.
- Create a Unified Marketing, Job Retention, and Recruitment Program.
- Develop an official "Buy Local" Campaign and Marketing program for Teton Valley.

Each of these actions has been measured against ease of implementation versus the effectiveness in achieving the largest number of goals in the Plan. All these actions are priorities; however the matrix provides an additional consideration for policy makers by identifying those projects that are easiest to achieve, and have the most broad application.

ANNUAL REPORT TO THE COMMUNITY

In order to understand how successfully we are carrying out the Plan's broader vision, an annual monitoring report will be produced by the Planning Department to highlight the year's successes toward implementing each of the tools and actions associated with each Vision identified for each plan element:

- Economic Development - Establish a vibrant, diverse and stable economy.
- Transportation - Create and maintain a well connected, multi-modal network of transportation infrastructure to provide convenient and safe mobility for all residents, visitors and businesses.
- Natural Resources + Outdoor Recreation - Preserve natural resources and a healthy environment, which is essential for creating viable future economic and recreation opportunities for all users.
- Community Events+ Facilities - Contribute to our strong sense of community by providing quality facilities, services, and activities to benefit the community.
- Agricultural+ Rural Heritage - Preserve and enhance the rural character and heritage of Teton Valley

The report to the community also allows key stakeholders and community groups to continue their involvement with the Teton County Comprehensive Plan. When preparing the report to the community, the review committee will contact members of the existing Comprehensive Plan Core Committee and individual stakeholders to provide insight on the implementation status and efficacy of the various action items. The document should also highlight priorities for the upcoming year and will be available to our leaders and the community.

BIENNIAL SUMMIT

The Planning Commission and County Commissioners will hold a biennial Comprehensive Plan summit to discuss the future vision, successes to-date and review the annual work plans, budgets and CIPs against the Comprehensive Plan's tools and actions. These initiatives will be used to help establish budget priorities, make land use decisions, identify new programs or modify current programs and priorities.

The Implementation section of the Plan stipulates that an inter-departmental review committee comprised of Teton County staff with key roles in the plan's implementation will perform an annual review of action items and include its findings in the Annual Report to the Community. This report reviews each of the strategies, assesses the various resources that have been committed to-date, and assesses the progress and success that has been achieved.

INTER-JURISDICTIONAL COORDINATION

It will be difficult to achieve the overarching themes of the Comprehensive Plan without immediate and effective inter-jurisdictional coordination. It is necessary to identify potential conflicts, address them as an integral part of Comprehensive Plan preparation, and include provisions in the Plan for continuing coordination and cooperation between the County and Teton County, Wyoming; surrounding Idaho counties; the cities of Driggs, Victor and Tetonia; and other public agencies. As jurisdictions collaborate on issues of mutual interest in their respective comprehensive plans, they generally become more aware of one another's needs and priorities. This also contributes to their ability to better anticipate and resolve potential problems.

Representatives from the Cities of Driggs, Victor and Tetonia, along with adjacent counties, cities and Federal agencies, will be invited to the Biennial Summit to coordinate planning efforts. It is also recommended that the Cities and the County jointly adopt their Comprehensive Plans to ensure consistency in implementation.

Minor and Major Plan Updates

In order for the Comprehensive Plan to change with future conditions, it must be reviewed, revised, and updated periodically. Revisions to the plan shall be conducted according to two distinct procedures: Comprehensive Updates and Minor Amendments. Comprehensive Updates to the Plan will take place every five years. The Updates should focus on the review of the vision, framework, policies, tools and actions to ensure the Plan is headed in the correct direction. A separate process shall be used to make Minor Amendments to the Plan as a result of the adoption of new plans, land use codes, tools, actions or resolutions of specific issues found in the Plan. Minor Amendments, preferably conducted annually, should include any necessary changes to the framework map, text or map errors.

Private Initiatives

A key fundamental basis for the success of the Comprehensive Plan process includes how the private sector can contribute to the success of the community. Non-profits, private businesses, individual homeowners and each citizen should help implement the Plan in their own way by trying to achieve its policies. The County will also begin an award program that will occur every two to three years and can be held in conjunction with the Annual Report to the Community and the Biennial Summit. The program will acknowledge the best planning, design or built project.

An award program promotes awareness of the importance of good community design, and its role in maintaining and enhancing the quality-of-life in the Teton Valley. It celebrates success and sets an example for design possibilities.