

City of Driggs

Comprehensive Plan



2007 - 2020

CITY OF DRIGGS
ADOPTED BY RESOLUTION NO. 230-07
AMENDED BY RESOLUTION NO. 246-10 (1000 E Neighborhood Plan),
RESOLUTION NO. 276-12 (Capital Improvement Plan), and
RESOLUTION NO. 300-15 (Huntsman Springs)

BE IT RESOLVED by the Mayor and City Council of the City of Driggs, that the following document be adopted as the official Comprehensive Plan for the City of Driggs:

CITY OF DRIGGS COMPREHENSIVE PLAN

TABLE OF CONTENTS

1.0	INTRODUCTION	3
2.0	PROPERTY RIGHTS.....	7
3.0	POPULATION.....	8
4.0	ECONOMIC DEVELOPMENT	15
5.0	TRANSPORTATION.....	26
6.0	RECREATION	41
7.0	NATURAL RESOURCES	48
8.0	SPECIAL AREAS & SITES.....	55
9.0	COMMUNITY DESIGN	56
10.0	HOUSING	61
11.0	PUBLIC SERVICES, FACILITIES and UTILITIES	66
12.0	HAZARDOUS AREAS	71
13.0	SCHOOL FACILITIES and TRANSPORTATION.....	74
14.0	LAND USE	77
15.0	IMPLEMENTATION	97

APPENDIX

Teton County Fire Protection District Fire Impact Fee Study (April 18, 2012)
Capital Improvement Plan

1.0 INTRODUCTION

1.1 PURPOSE & SCOPE

The purpose of the city of Driggs Comprehensive Plan is to have a comprehensive program to guide the improvement and future development of Driggs. This is the first update to the original Comprehensive Plan for Driggs adopted in 1991. Its adoption and daily use is important to every person who lives in Driggs, who may do business or visit the community. Goals, policies and action items are outlined in the plan to help assure compatible land use patterns and to support the future community improvements in a coordinated way. A major goal of the comprehensive plan is to provide a unified approach to community improvement for use by the Planning and Zoning Commission, City Council, developers, and each citizen.

Planning in America can be traced to colonial times when street grid and building arrangement of settlements were planned. By 1800, plans were being developed for large cities, including the new national capital of Washington. During the early 1900's, the concepts of planning and zoning were tested in the nation's court system. These court actions firmly established the right of communities to regulate the use of private property through the planning and zoning process.

The Idaho Legislature passed legislation authorizing communities to form planning commissions, develop comprehensive plans and adopt implementing ordinances in the 1950's. This original enabling legislation was subsequently repealed and superseded by the Local Planning act of 1975 which is set forth as chapter 65, title 67, of the Idaho Code. This Act requires all cities and counties in Idaho to undertake a planning and zoning program. It prescribes the procedures for: creating planning and zoning commissions, developing comprehensive plans and future acquisition maps, negotiating areas of city impact and completing other planning and zoning requirements.

The Driggs Comprehensive Plan provides a view of the future and what the city wants to be and sets forth public statements that provide direction and guidance in the decision making process. The Plan is not intended to, and does not, rezone any parcels or lots, take any land for public purposes, cloud the title to any property, or require any land to be transferred to any person or entity. The Plan is not precise and does not show the exact outline of zoning districts or the exact location of future streets or public facilities. The plan shows the general location, character, and extent of land use patterns. Established laws, ordinances, and procedures make specific consideration and determinations. The Plan is not to be regarded as regulation but is to be used as a planning tool to assist governing bodies in moving in the direction that the community has determined is the most orderly and beneficial. See Idaho Code § 67-6508. All individuals and government agencies whose duties, responsibilities or activities relate to matters covered by the Plan should use this Plan.

1.2 COMMUNITY VISION

The following ideals contain those articulated in the 1991 Comprehensive Plan and additional ideals that represent the comments and input received during the 2006 update:

- A city made up of a collection of connected neighborhoods that are stable, safe, attractive and reflective of the diverse character of its residents.
- An attractive revitalized downtown, diversified in its character to meet emerging opportunities and a business and industry leadership that supports the varied needs of the city.

- Leadership committed to city improvement and progress through the incorporation of Smart Growth Principles:
 - Mix Land Uses
 - Take advantage of compact building design
 - Create a range of housing opportunities and choices
 - Create walkable neighborhoods
 - Foster distinctive, attractive communities with a strong sense of place
 - Preserve open space, farmland, natural beauty, and critical environmental areas
 - Strengthen and direct development towards existing communities
 - Provide a variety of transportation choices
 - Make development decisions predictable, fair and cost effective
 - Encourage community and stakeholder collaboration in development decisions

- A city of residents committed to improvements, through beautification, maintenance, restoration or demolition of structures and surroundings in order to protect and enhance desired life styles.

1.3 COMPREHENSIVE PLANNING PROCESS

The process for updating the 1991 Comprehensive Plan contained the following steps:

- Visioning Meeting – held on April 30, 2005.
 This meeting was a kick off event that was preceded by the distribution of two dozen disposable cameras to Driggs residents. These residents were asked to take photographs of places that represented positive aspects of Driggs and surroundings (from 100 South to Hastings Lane and the old railroad right of way to State Line Rd) or that captured the community character they would like to see expanded upon. Photographer-residents were asked to consider different categories, such as: recreation, transportation, community design/character, natural resources, jobs/business, land use, etc.

The resulting photos were displayed during the Visioning Meeting and used to generate dialogue in small groups about what residents liked and did not like about the city and area of impact, as well as what they wanted to see and did not want to see as the city grew and developed. The results below were common among each discussion group.

<u>WHAT WE LIKE / WANT</u>	<u>WHAT WE DON'T LIKE / DON'T WANT</u>
<ul style="list-style-type: none"> ▪ Accessibility and friendliness ▪ Diversity of population, culture, recreation, architecture ▪ Environment ▪ Downtown core charm ▪ Expansion of public spaces ▪ Expansion of pedestrian nature of the core ▪ Clustered businesses that promote social congregation ▪ Preservation of scenic vistas within clustered areas for visual relief ▪ "One stop-light town" feel ▪ Preservation of open space and "old-town" feel ▪ Protection of outdoor spaces for recreation and wildlife ▪ Friendly atmosphere of locally-owned business community ▪ Protection of night sky 	<ul style="list-style-type: none"> ▪ Inadequate parking and circulation plans in new developments ▪ Lack of traffic law enforcement ▪ Inappropriate businesses in retail areas ▪ Insufficient educational opportunities ▪ Traffic issues (parking, speed...) ▪ Polarity of community ▪ Street conditions ▪ Recreation issues (insufficient opportunities for teens, indoor activities... tennis courts) ▪ Sprawl to the north, billboards ▪ Insufficient ordinances to control sprawl ▪ Lack of gateway / entry signs ▪ Lack of incentives for public transportation to lessen auto traffic and protect pedestrians ▪ Insufficient regulation / incentives for design continuity / compatibility ▪ Sprawl (more is not always better) ▪ Insufficient natural / open space / parks and common ▪ Big box stores / formula retail ▪ Overhead power lines

- Public and Business Surveys – July-August, 2005
The same questions – what do you like or want to see in Driggs, and what do you not like or not want to see in Driggs, were sent in water bills and placed online for residents to respond to. The questions were added to in a similar business survey that was also placed in the water bills. Business surveys also asked about the type of business, the length of operation, what factors were most important to business success and what was the city doing well or not doing well to support businesses in Driggs. The results of the Public Survey are discussed under the Concerns section of the chapter for each Plan element, and the Business Survey results are discussed under the Concerns section of the Economic Development chapter.
- Neighborhood Mapping Meetings – August, 2005
A series of meetings were held, focusing on specific areas of the Driggs Planning Area, where residents discussed concerns and ideas for land use, transportation, natural resources, recreation, community design, economic development, etc.
- Draft Comprehensive Plan Development – September, 2005 – April, 2006
Comments from the above meetings and surveys were incorporated into updated Plan chapters, along with the latest data and information.
- Work Sessions – May – July, 2006
The Planning Commission held a series of public meetings to review and revise draft chapters on each of the Comprehensive Plan elements.
- Public Hearings – August – November, 2006

1.4 HISTORICAL BACKGROUND

In order to give a historical perspective to the plan, excerpts from the book titled History of Teton Valley, by B. W. Driggs, edited by Louis J. Clements and Harold S. Forbush are included below. The original edition by B. W. Driggs was published in 1926 with the present edition published in 1970.

“Before the town of Driggs was organized or there was any post office in the valley and the frequent changes being made, the people were at a loss to know where to designate their address. The nearest post office to the valley at this time was in a little log cabin on Moody Creek, but the nearest town post office was in Rexburg.”

“B. W. Driggs came up early in the Spring of 1891, and seeing the difficulty, he at once drew up a petition to the postal department at Washington asking for a post office to be established where the settlers were located in the vicinity of what later became Driggs. At that time, there were his brothers, Don C., Parley S., Leland M., and a cousin, A. P. Driggs, residing here with their wives. All of these, and some other residents here signed the petition. The department, seeing so many by the name of Driggs on the petition, named the post office Driggs, established the office and route, and appointed D. C. Driggs postmaster. About this time a post office was also established at Fox. The settlers selected the Driggs townsite when they first came here; the land was entered as a desert entry by Henry Wallace and when he obtained title, he platted it, and on December 21, 1909, dedicated it as the townsite of Driggs.”

The original platting of the Driggs townsite was in a grid pattern of blocks containing a little over four acres surrounded by streets 82.5 feet in width. The city is centrally located in Teton Valley (at 6200 feet) on the main corridor system of roads that extend north and south, and east and west from Main Street and Little Avenue in the center of the city. Driggs has ample growth possibilities and opportunities to control its future in harmony with the life style and atmosphere that have endeared the city to its residents since before the turn of the century. Early settlers established many of the planning principles that can be built upon and enjoyed into the future.

2.0 PROPERTY RIGHTS

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

Private property rights encompass not only the right to develop, invest, and profit from property, but also the right to hold and enjoy property as well. As population increases and a greater number of people live nearer to each other, the opportunities for land use conflicts become greater. The City of Driggs must balance each individual's rights with a respect for the property rights of neighboring owners.

The Fifth Amendment of the United States Constitution, as well as Article 1§14 of the Idaho Constitution ensure that private property, whether it be land or intangible property rights, not be taken by the government absent just compensation. The Idaho State Legislature has, in Chapter 80, Title 67, Idaho Code, also enacted statutory provisions requiring state and local governments to ensure land use policies do not result in a taking of private property without just compensation by utilizing, among other things, a takings checklist generated and amended from time to time by the Idaho Attorney General in reviewing the potential impact of regulatory or administrative actions on private property. The checklist as of the date of this plan is provided in Appendix A.

Land use policies, restrictions, conditions, and fees of the City of Driggs should not violate private property rights or create unnecessary technical limitations on the use of property as prescribed under the declarations of the purpose in Chapter 80, Title 67, Idaho Code and its subsequent amendments.

GOAL: PROTECT FUNDAMENTAL PRIVATE PROPERTY RIGHTS THROUGH ALL LAND USE DECISIONS MADE BY THE CITY OF DRIGGS PURSUANT TO THIS PLAN.

OBJECTIVE: Protect private property from being taken for public use without just compensation.

ACTIONS:

- ❑ Design land use regulations to protect the health, safety, and welfare of the community, avoiding any unnecessary conditions, delays, and costs.

OBJECTIVE: Protect property rights of landowners from arbitrary and discriminatory actions.

ACTIONS:

- ❑ Consider the protection and preservation of private property rights in the development of land use policies and implementation standards and regulations and as required by law.
- ❑ Make development decisions predictable, fair and cost effective (Smart Growth Principle # 9).
- ❑ Encourage community and stakeholder collaboration in development decisions (Smart Growth Principle # 10).

OBJECTIVE: Protect all persons from being deprived of private property without due process of law.

ACTIONS:

- ❑ Strive for stable and consistent policies and ordinances regarding development allowances and requirements.

3.0 POPULATION

An analysis of past, present, and future trends in population including such characteristics as total population, age, sex, and income.

The population component is included in the plan because public development policies regarding the timing, location, and construction of facilities are based on population change and growth patterns. Private market decisions concerning commercial and residential activities also depend on projected population and related demographic factors. Consequently, knowledge of the historic population distribution and anticipated growth trends are a key element in determining future land uses within the City of Driggs. This population component contains discussions of the City of Driggs' historical population trends; the current population; 1990 and 2000 population characteristics including age, race, and gender; and city population forecasts.

3.1 CURRENT CONDITIONS

Total Population – 1950 to 2000

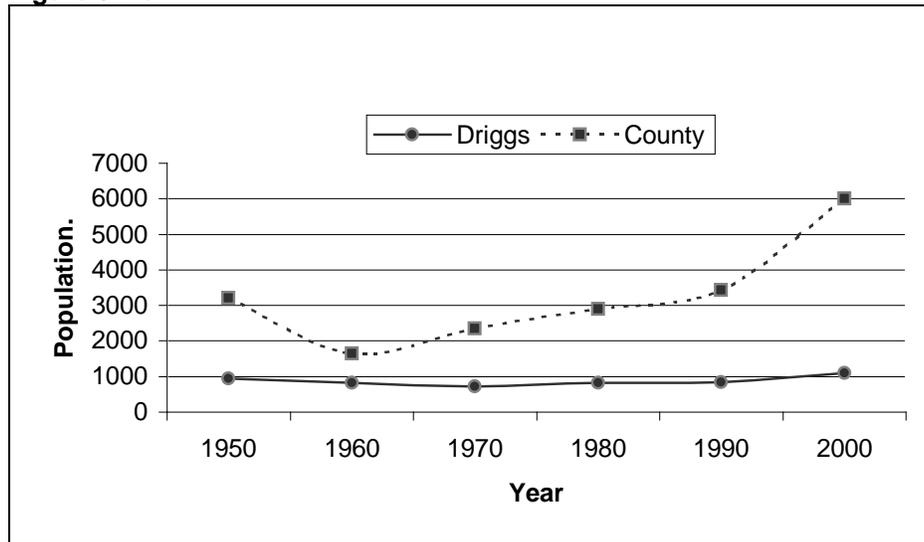
The 2000 Census showed Driggs as the largest city in Teton County, with a population of 1100. Table 3.1-a and Figure 3.1-a show the changes in population for Driggs and Teton County between 1950 and 2000. After decreasing in population between 1950 and 1970, the City of Driggs population increased in each subsequent decade, with a 3.0% annual growth rate between 1990 and 2000.

Table 3.1-a

	1950	1960	1970	1980	1990	2000
Driggs	941	824	727	824	846	1100
County	3204	1639	2351	2897	3439	5999

Sources: US Census Bureau (2000), Idaho Department of Commerce.

Figure 3.1-a



Sources: US Census Bureau (2000), Idaho Department of Commerce.

Growth occurred at a faster rate in the county (7.4% annual growth between 1990 and 2000). Total Population in the Driggs Planning Area, outside of the City Limits, increased 11% annually between 1990 and 2000, to a total of 286 persons in year 2000. Much of this growth occurred along Ski Hill Road, where city water and sewer lines facilitated pockets of dense

residential development (e.g., Teton Creek Resort, Powder Valley / Shadowbrook, and Stoneridge Townhomes). Both the city and county growth rate exceeded the growth rate for the State of Idaho, which was 2.9% annually between 1990 and 2000.

Of the persons who moved to a new house in the city between 1995 and 2000, 24% left a house in another state and 89% of those persons moved from another state in the West. Anecdotal evidence suggests that many people in the 25 to 39 age classes are leaving other resort / ski towns because of the higher cost of living in those towns compared to Driggs. An obvious movement is occurring from Jackson Hole to Driggs, and Teton Valley in general, but others are arriving from towns in Colorado as well as Sun Valley, Idaho and the Northwest. This free movement of working age individuals is supported in part by the increasing ease of telecommuting

Total Population - 2005 Census Estimate

The U.S. Census Bureau issued an estimate of 1197 persons living in Driggs in July 2005. This represents an annual growth rate of 1.76 percent. This estimate is dramatically lower than the 1990 to 2000 trend and is strongly contradicted by local statistics related to population growth, such as residential building permits and new water connections. New residential permits totaled 146 between 2000 and 2005, an increase in housing units of 6.4 percent. When accounting for the 2000 vacancy rate of about 1 in 7 homes, the annual rate of growth in new occupied homes between 2000 and 2005 was 5.6 percent. The City believes that 5.5 percent is an accurate estimate of annual population growth since 2000.

Population by Age – 1990 and 2000 Census

Table 3.1-b shows a population breakdown by age class for 1990 and 2000. Only the 65 to 74 age class did not show an increase from 1990 to 2000. The 25 to 34 age class contained the largest percentage of individuals in both 1990 and 2000, while the 45 to 54 year age class showed the largest percentage increase in population. This increase reflects the movement of the baby boom generation into the 45 to 54 year age class. The median age in 2000 was 29.5.

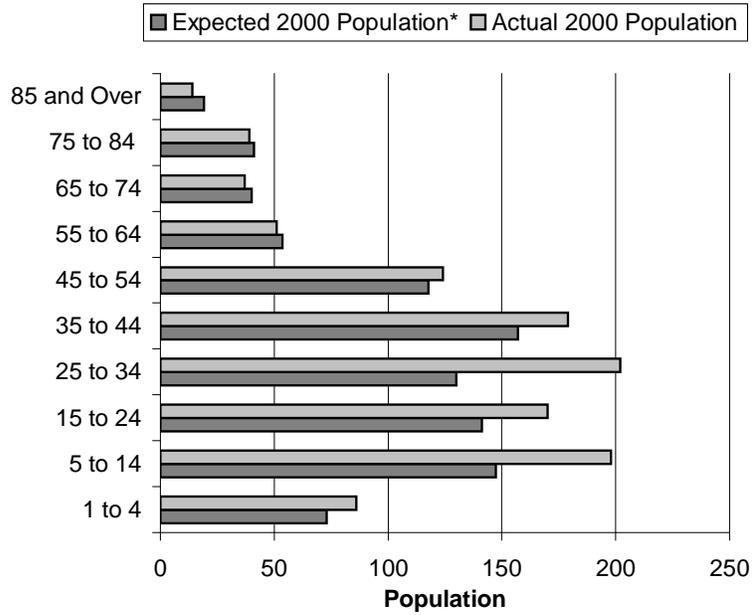
Table 3.1-b

Age Group	1990	2000	1990%	2000%	%Change
85 and Over	13	14	1.54	1.27	-0.26
75 to 84	36	39	4.26	3.55	-0.71
65 to 74	65	37	7.68	3.36	-4.32
55 to 64	47	51	5.56	4.64	-0.92
45 to 54	57	124	6.74	11.27	4.54
35 to 44	121	179	14.30	16.27	1.97
25 to 34	159	202	18.79	18.36	-0.43
15 to 24	131	170	15.48	15.45	-0.03
5 to 14	142	198	16.78	18.00	1.22
1 to 4	75	86	8.87	7.82	-1.05

Source: US Census Bureau (2000).

Figure 3.1-b shows the expected 2000 population by age class, calculated from current Idaho birth and death statistics. The difference between the expected population and the actual population is assumed to be due to migration. The data indicates that a very strong in-migration is occurring in the 25 to 34 year age group (15.6% annual increase in this age class is attributed to migration). This appears to be coupled with an increase in the 5 to 14 age group, which suggests that many 25 to 34 year olds who moved into the valley between 1990 and 2000 brought children with them or gave birth to children in that time period. All groups under 55 are being increased by a migration factor.

Figure 3.1-b: Natural Growth vs. Actual Growth (Migration Influence)

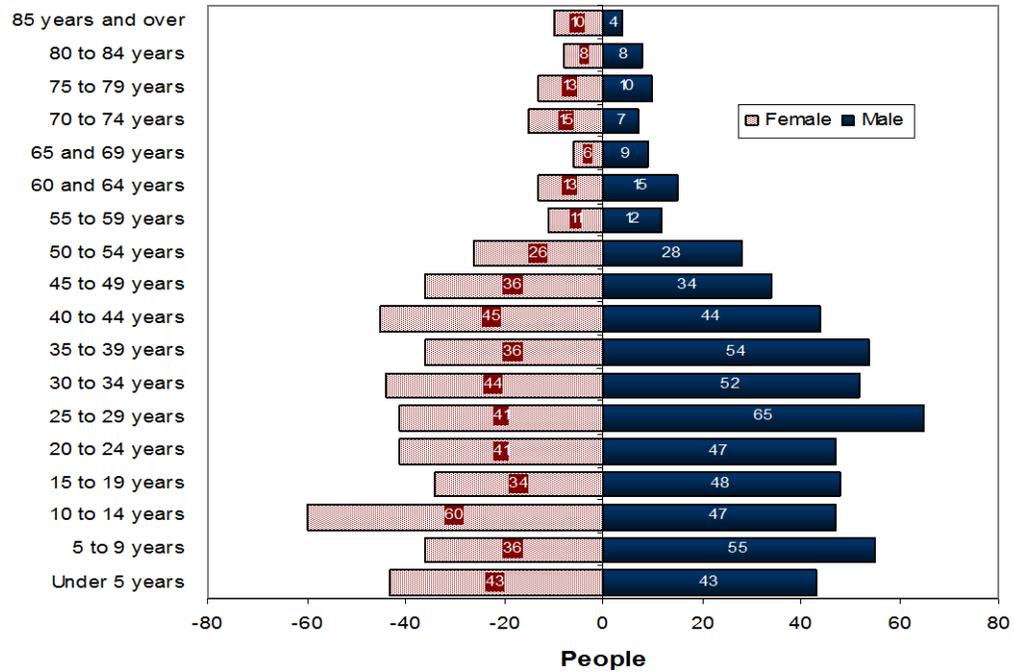


Sources: US Census Bureau (1990, 2000) and Idaho Department of Health & Welfare, 2002.

Population by Gender

Figure 3.1-c shows the population breakdown by gender as recorded by the 2000 US Census.

Figure 3.1-c: Population by Age



Population by Race & Ethnicity

The US Census shows population by race to be 84% White, and under 1% for all other race categories, except “Two or more races” (1%) and “Some Other Race” (14%). The Hispanic population (Hispanic is an ethnicity or national origin not a race) increased by over 20% per year between 1990 and 2000 to 20.5% of the total population, and comprised 60% of the total population increase (152 of 254 persons) in that decade.

3.2 FUTURE CONDITIONS

Population Projections

The U.S. Census projects a population increase for the State of Idaho of 52.2% between 2000 and 2030 (a 1.74% annual increase), which is the sixth highest projected growth rate in the nation. The majority of this growth can be expected to follow recent trends, focusing growth in towns with universities or colleges (e.g., Boise and Rexburg) and towards areas that rank high in natural and recreational amenities (e.g. McCall, Sandpoint, Sun Valley area, Teton Valley). A study conducted in 2004 by Patricia Hernandez at Montana State University used socio-economic and bio-physical attributes to predict future rates of growth in the Greater Yellowstone Region. The status quo scenario predicted an annual growth rate of 5.5%, while the “boom” scenario predicted an annual growth rate of 15.5%.

The 1990 Driggs Comprehensive Plan’s highest population projection *underestimated* the annual growth from 1990 to 2000 by 2.1 percent. This projection was made by assuming the city would grow at the same rate as the nation did on a whole in the 1980s. Underestimating the future population of Driggs has contributed to a lack of preparedness for the current high rate of growth.

Population growth is being driven by:

- Development of Second Homes – the construction and servicing of second homes increases employment opportunities in the valley and attracts workers to fill those

positions. A study of second homeowners, Published in *American Demographics* magazine ("National Study of Second Homeowners", June 2003) identified 55-64 as the age group most likely to purchase second homes and forecast great growth in the second home industry nationally as baby boomers are just beginning to enter this age group.

- Relocating Jackson Workers – the increasing cost of living in the Jackson Hole area has driven many workers to surrounding, cheaper locations, including Victor and Driggs.
- Urban to Rural Migration – recent technological advances along with improved efficiency in transportation (of both humans and goods) has facilitated the movement of former urbanites (mostly young professionals and service workers) to rural areas high in natural and recreational amenities.

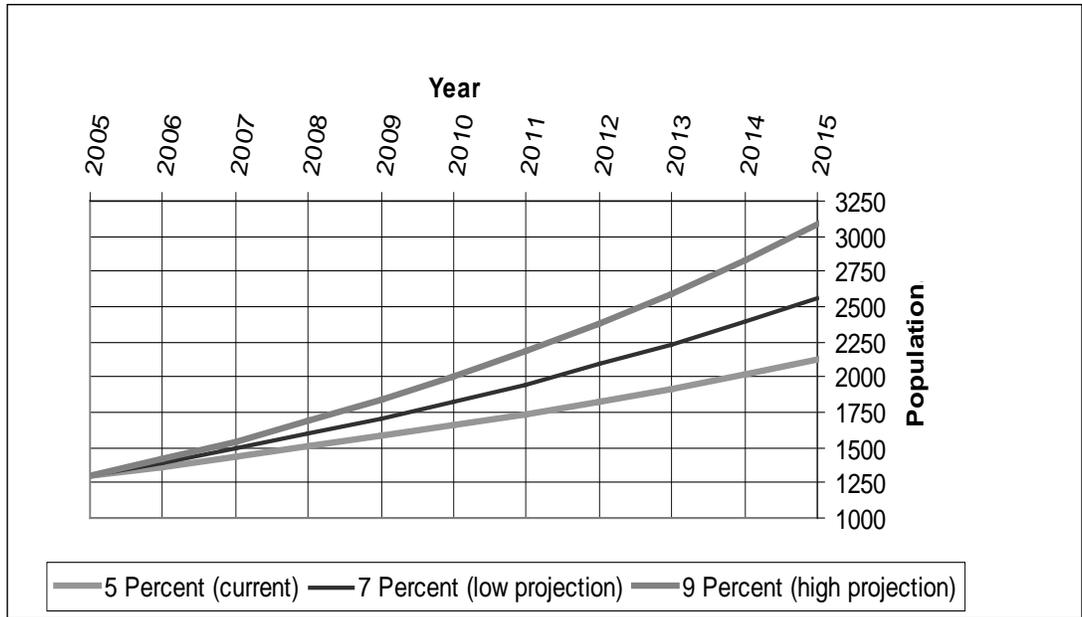
The City anticipates that these trends will continue and that increased settlement within the city and its area of impact will be encouraged by the development of several large residential subdivisions, the construction of amenities such as parks, pathways and a community center, the expansion of---and Driggs transit link to---Grand Targhee Resort, general commercial expansion, and related job growth in the City of Driggs. The Grand Targhee Resort expansion alone is estimated to bring 603 new residents to the valley over 15-20 years just to meet the needs of the resort. With 40% residing in Driggs, this would equal a 1.25% annual increase. In addition, resort construction employment is estimated to bring in 200 workers. This could result in a rapid increase in population as early as 2008, if a significant portion of those workers chose to reside in Driggs.

The city expects the growth rate to increase in the next two years, from the current estimate of 5%, to between 7% and 9% as new large projects initiate and spawn additional growth. The ten-year average is expected to be near 8%, with Driggs reaching a population of around 2800 in year 2015.

Spikes in the growth rate are possible, such as the 11% annual growth rate along Ski Hill Road in the 1990s and appear more likely than any sharp downturn in growth rates. Recent articles published on the so-called "housing bubble" suggest that Idaho towns with high amenity values are likely to experience an increase in interest as other markets slow or burst (Idaho Statesman, Aug 02, 2005).

Figure 3.2-a shows future population under the current growth rate (5%) and under the low and high ends of the projected average (7% and 9%).

Figure 3.2-a: Population Projection



3.3 CONCERNS

Impacts of High Growth Rate

The impacts of population growth fall on all public services---schools, roads, parks, water, sewer, and emergency services---and a high rate of growth increases the challenge of adequately meeting the needs for these services. The existing capacity of and forecast demand for public services are discussed in many of the chapters of this plan, along with recommendations for avoiding potential shortfalls. Accurate and up to date population estimates and projections will be required for any successful public services plan or strategy.

A rapid increase in population can also erode the sense of community, as well as the character of Driggs, as it loses some of its small town attributes and experiences increases in traffic and crime. Maintaining the existing small town character was the number one desire listed by those who filled out a Comprehensive Plan survey form. Others stated dissatisfaction with “too much growth”, “too many people” and “crowded roads”.

Adequate Housing

The population of Driggs will continue to change in size, but also in composition, and persons of different ages, family status, incomes and backgrounds will prefer varying types of housing. The Comprehensive Plan Survey identified the existence of a “range of housing” as a desired future situation. The subject of housing is discussed in detail under Chapter 10.

Inclusion of Minority Population Groups

The Hispanic population in Driggs was 20% of the total city population in 2000, however representation on city boards or committees is zero, and participation by persons of Hispanic origin in the planning process, public hearings, etc. is rare.

3.4 GOALS, OBJECTIVES AND ACTION ITEMS

GOAL: DO NOT ALLOW POPULATION GROWTH TO EXCEED PUBLIC SERVICE CAPACITIES OR TO ERODE VALUED COMMUNITY ATTRIBUTES.

OBJECTIVE: Anticipate and plan for population growth.

ACTIONS:

- ❑ Estimate population data annually and revise forecasts, updating the Comprehensive Plan as needed;
- ❑ Appeal low population estimates provided by the US Census so that funding is allocated based realistic numbers.
- ❑ Incorporate large commercial / resort expansion plans and regional population trend data;
- ❑ Use updated population data in all capital facility planning projects, including water, sewer, roads, trails and parks;
- ❑ Communicate and coordinate with other government agencies in the valley and the region, including the School District;
- ❑ Update the Comprehensive Plan's Population element with the 2010 Census data, once available.

GOAL: ENSURE THAT CITY GOVERNMENT IS ACCESSIBLE FOR, REPRESENTATIVE OF AND INCLUSIVE OF ALL RESIDENTS.

OBJECTIVE: Ensure effective communication with all residents.

ACTIONS:

- ❑ Facilitate language translation of public notices and announcements;

OBJECTIVE: Ensure broad representation on government committees.

ACTIONS:

- ❑ Provide outreach and education on government committee opportunities;
- ❑ Solicit applications for committee seats from all identifiable population groups;

OBJECTIVE: Promote cultural awareness.

ACTIONS:

- ❑ Encourage cultural events and celebrations;
- ❑ Plan and host events to celebrate the centennial of the incorporation of Driggs.

4.0 ECONOMIC DEVELOPMENT

An analysis of the economic base of the area including employment, industries, economies, jobs, and income levels.

4.1 CURRENT CONDITIONS

Employment by Industry

Table 4.1-a shows the number of employees in each of the top ten industries in Driggs in 2000, while Table 4.1-b displays the number of businesses operating in each sector within the Driggs zip code (83422) in 1998 and 2003.

Table 4.1-a: Driggs Employment by Industry (top 10) in 2000

	Both Sexes		M/F Split
	Number	%	
1) Construction	105	19%	95%/5%
2) Arts, entertainment, recreation, accommodation and food services:	100	18%	55%/45%
3) Educational, health and social services:	91	16%	33%/67%
4) Retail trade	77	14%	55%/45%
5) Profess., scientific, management, admin., and waste management services:	42	7%	81%/19%
6) Other services (except public administration)	32	6%	47%/53%
7) Agriculture, forestry, fishing and hunting, and mining:	30	5%	80%/20%
8) Finance, insurance, real estate and rental and leasing:	27	5%	15%/85%
9) Transportation and warehousing, and utilities:	21	4%	90%/10%
10) Manufacturing	17	3%	76%/24%
Total of Top 10	542	96%	

Source: 2000 Census

The “index of industrial specialization” for Driggs in 2000 was 1,093, compared to the national average of 789. A lower number represents a more diverse economy, so the Driggs economy is considered less diverse than the national average.

Table 4.1-b: Number of Firms by Industry and Number of Employees in ZIP 83422

Industry Code Description	Number of Employees									
	Total		1 to 4		'5-9'		'10-19'		'20-49'	
	1998	2003	1998	2003	1998	2003	1998	2003	1998	2003
Total	136	192	97	135	25	38	10	8	1	8
Forestry, fishing, hunting, and agriculture	1	0	1	0	0	0	0	0	0	0
Utilities	1	1	0	0	1	1	0	0	0	0
Construction	21	50	16	43	5	6	0	0	0	1
Manufacturing	4	4	4	3	0	0	0	0	0	1
Wholesale trade	2	3	2	2	0	0	0	0	0	1
Retail trade	36	28	25	15	6	10	4	2	0	0
Transportation & warehousing	4	3	0	2	4	0	0	1	0	0
Information	1	4	1	1	0	2	0	1	0	0
Finance & insurance	3	7	0	5	3	1	0	1	0	0
Real estate & rental & leasing	8	13	8	13	0	0	0	0	0	0
Professional, scientific & technical	15	19	13	12	1	6	1	1	0	0
Admin, support, waste mgt, remediation	4	12	3	9	1	2	0	0	0	1
Educational services	3	5	2	4	1	0	0	1	0	0
Health care and social assistance	6	12	5	10	0	1	0	0	0	0
Arts, entertainment & recreation	4	3	3	3	1	0	0	0	0	0
Accommodation & food services	14	16	5	5	2	5	5	1	1	4
Other services (except public admin.)	7	12	7	8	0	4	0	0	0	0
Unclassified establishments	2	0	2	0	0	0	0	0	0	0

Source: US Economic Census (NAICS).

In 2000, more than a quarter of all male employees were working in the Construction sector and 17% of all (male and female) employees worked in Construction businesses. Growth in the Construction Sector was significant between 1998 and 2003, with the number of firms more than doubling in five years. Meanwhile, agriculturally related firms dropped to zero.

These statistics underscore the shift from an agricultural service economy to one fueled by growth in population and, subsequently, in the real estate and construction industries.

All other industries were on the increase with the notable exception of retailers, which declined by 22% in the Driggs zip code, and arts, entertainment & recreation, which lost one company. The sluggish retail sector between 1998 and 2003 was likely attributable to several factors, including: higher real estate prices (and slightly higher rents), loss of the agricultural customer base, and retail leakage to larger neighboring communities and the Internet. The loss of businesses from the 2003 Main Street fire is not reflected in Table 4.1-b.

These trends mirror the statewide industry employment trends, shown in Table 4.1-c below:

Figure 4.1-c: Idaho Industry Trend – 1997-2002

1997 NAICS Description	Establishments	
	2002	% chg
<u>Mining</u>	105	-11.0
<u>Utilities</u>	184	8.9
<u>Construction</u>	5,745	7.2
<u>Manufacturing</u>	1,813	10.1
<u>Wholesale trade</u>	2,017	1.9
<u>Retail trade</u>	5,846	0.0
<u>Transportation & warehousing</u>	1,474	19.5
<u>Information</u>	656	24.7
<u>Finance & insurance</u>	2,403	25.2
<u>Real estate & rental & leasing</u>	1,567	26.8
<u>Professional, scientific, & technical services</u>	3,036	27.1
<u>Management of companies and enterprises</u>	227	41.0
<u>Administrative, support, waste management, remediation services</u>	1,291	12.8
<u>Educational services</u>	187	23.8
<u>Health care & social assistance</u>	3,612	17.7
<u>Arts, entertainment, & recreation</u>	611	10.9
<u>Accommodation & foodservices</u>	3,088	3.6
<u>Other services (except public administration)</u>	2,415	7.2

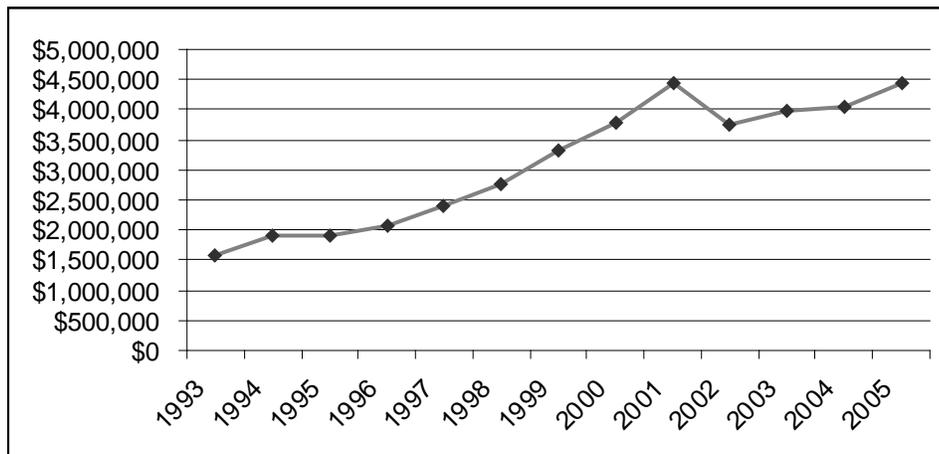
As Table 4.1-c above shows, retail growth has been stagnant at the state level as well, however Table 4.1-d shows that within the retail sector, growth is occurring in the Food & Beverage and Health & Personal Care stores, as well as Electronics & Appliance stores.

Figure 4.1-d: Idaho Retail Trade Trend – 1997-2002

1997 NAICS Description	Establishments	
	2002	% chg
Retail trade	5,846	0.0
Motor vehicle & parts dealers	840	-0.6
Furniture & home furnishings stores	331	-5.7
Electronics & appliance stores	276	7.8
Building material & garden equipment & supplies dealers	661	N
Food & beverage stores	549	8.3
Health & personal care stores	310	8.4
Gasoline stations	663	-4.7
Clothing & clothing accessories stores	532	-13.4

Tourism is the fastest growing industry in the nation and according to the State of Idaho Division of Tourism Development, Teton County was second in the state only to Elmore County in the percent increase in tourism related spending from 2003 to 2004 (14.9%). Figure 4.1-a shows that lodging sales have roughly doubled in the last ten years.

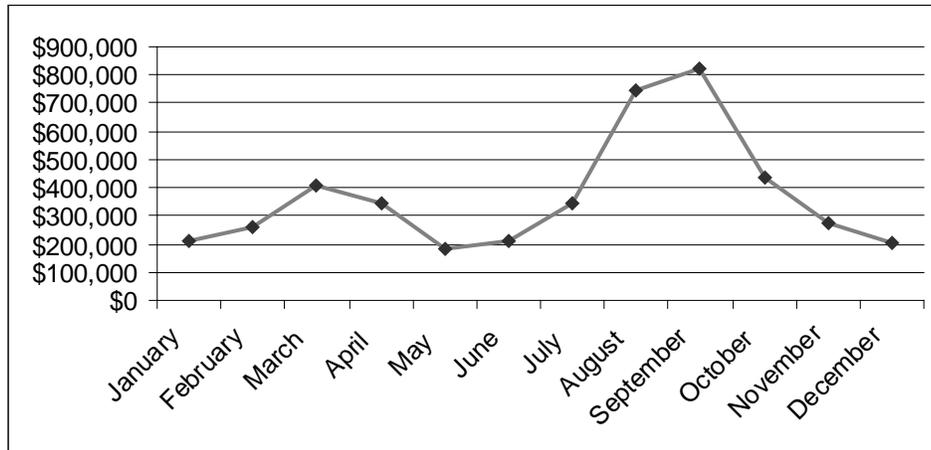
Figure 4.1-a: Twelve-Year Lodging Sales Trend in Teton County (adjusted for inflation)



Source: Idaho State Tax Commission

Figure 4.1-b shows the seasonal aspect of the tourism industry in Teton County. Lodging sales data suggest a spike in visitors extending from the summer school break through the October hunting season. A smaller rise above the yearly average occurs during the winter ski season, from February through April. The lodging sales for Teton County, Idaho may not fully reflect the influx of winter visitors given that many visitors traveling through the valley may actually stay in Teton County, Wyoming.

Figure 4.1-b: Seasonal Lodging Sales Trend in Teton County



Source: Idaho State Tax Commission

Major Employers, Products and Number of Employees

The largest employers in the City of Driggs and Area of Impact are:

- Teton County School District (200 employees)
- Teton Valley Hospital (150 employees)
- Broulim’s Food Store (70 employees)
- Bergmeyer Manufacturing (40 employees)
- Teton Telecom (24 employees)

Other large employers in the valley are:

- Grand Targhee Resort (370 employees)
- MD Nursery (80 employees – 15 in winter)
- Teton County (50 employees)
- Federal Government (25 employees)

Income Data

According to the US Census, Wage or Salary income was the top source in both the city and county in 2000, although 4% higher in the city. Self-Employment income was second highest in both city and county, but was 7% higher in the county. Interest, Dividends or Net Rental Income was the third highest source of income, with city residents gaining 6% more of total income from this category. Other sources were equal, with the exception of Retirement income, which was 4% higher in the county.

Income data from the 2000 Census shows that seventy-seven percent of city residents over the age of 16 earned less than \$30,000 in 1999, while 1% earned over \$100,000. The income bracket with the most individuals was \$10,000 to \$12,499. Per capita income for city residents in 1999 was \$14,710.

Household income data in the 2000 Census shows the median income per household as \$33,750 in 1999 with the highest number of households falling within the \$50,000 to \$59,999 income bracket.

Employee Commuting Data

According to the 2000 Census, over 42% of Driggs workers aged 16 and over (including those who work at home) commuted 20 minutes or more to their jobs. The Census also reported that 34% of workers were commuting to jobs in another state, presumably Wyoming, while under half (48%) of workers residing in Driggs were employed in Driggs. This is a

significant level of commuting and highlights the role Driggs is filling as a bedroom community for Jackson and as a source of employees for Grand Targhee Resort. As a comparison, 49% of workers in Hailey---a bedroom community for Sun Valley and Ketchum---commute 20 minutes or more.

As for modes of travel, 79% of workers took a car, truck or van to work, however a significant portion (21%) carpoled. Eight percent walked to work and 2% rode a bicycle. Public transportation was listed as the regular mode for 11 workers (2%), and most likely referred to the Targhee employee shuttle or possibly the CART vans.

4.2 FUTURE CONDITIONS

Regional Economic Forecast: Sector Employment

The following text is excerpted from the Idaho Division of Financial Management's January, 2006 Idaho Economic Forecast (through 2009):

From 1991 to 2005, Idaho construction employment advanced by about 5.7% per year. In comparison, Idaho nonfarm employment grew 3.2% annually over this same period. Given the important role the construction sector has played in the state's economic expansion, it is natural to speculate what will happen after the construction boom. Trepidation about the future is valid given the outlook for rising mortgage interest rates and cooling local population growth. These factors suggest Idaho housing starts and construction employment are near their respective peaks. It remains to be seen how fast and how far housing starts and construction jobs will decline. We continue to believe any retreat from recent housing starts and construction employment peaks will be relatively orderly and gradual. First, interest rates and population growth are expected to change gradually, giving the construction industry ample time to adjust. Second, although the Idaho housing sector has been robust, there does not appear to be a serious excess inventory of properties in the state. Third, recent studies to identify communities vulnerable to "housing bubbles" show no Idaho communities are at significant risk (most "bubbles" are concentrated on the coasts). Fourth, Idaho could benefit from a boom in second homes. In light of these factors, Idaho's housing sector is not expected to bust. Instead, both Idaho housing starts and construction employment should decline gradually from their respective record levels over the forecast period. Idaho total private nongoodsproducing employment is expected to average 3.3% growth per year. Services employment should expand at a 3.4% annual rate and trade employment should increase an average of 3.1% per year.

Projected Change in Employment by Sector

Employment in Driggs over the next ten years is expected to be led by construction, accommodation and food services, health and education, as well visitor oriented retail trade, as Driggs and the surrounding area experience continued growth in new home construction and also in tourism. Rates of change are anticipated to mirror Idaho averages over the next fifteen years. Food & Beverage trade growth should begin to catch up with general population growth and development activity, and average around the current state average of 8%. Growth in Accommodation services is also expected, as current capacity is often exceeded during peak visitor periods.

Plans and Projects

Urban Renewal District

The Driggs Urban Renewal Agency oversees a 52.95-acre Urban Renewal District, shown in figure 4.2.a, which was created in 2004. The Agency receives funds via a tax increment-financing district that overlays the Urban Renewal District. As assessments for properties increase in the district, the Agency receives the tax assessment (minus the School District's portion) on that increase. New construction, such as Broulim's grocery and retail stores, Ace Hardware and First Bank of the Tetons, significantly increase the agency's budget and allow it to encourage redevelopment of vacant or under-utilized properties elsewhere in the district.

The Agency's first project is to develop an interior parking lot in Block 25 (behind Key Bank and the county courthouse), and other projects may include construction of public improvements and preparation of land for development.

Figure 4.2.a: Driggs Urban Renewal District



Driggs Community Center

Phase II is proposed to contain a visitor's center and public restrooms, in addition to the Chamber of Commerce offices.

Main Street Beautification

The Idaho Transportation Department (ITD) has scheduled a \$3,850,000 Main Street Improvement Project in the State Transportation Improvement Project list for 2011, contingent on funding being available. The city has presented concept plans of desired improvements to ITD, which include narrower traffic lanes, wider sidewalks, crosswalks, pedestrian-scale street lighting and street trees. A committee formed in the Fall of 2006 to develop a more detailed Main Street improvement plan, which will be submitted to ITD in January, 2007.

Teton Valley Chamber of Commerce

TVCC Promotes Teton Valley, Idaho as a recreation and tourism destination, sponsors annual events, such as the balloon festival and began publishing a full color annual guide to activities, lodging and amenities in Teton Valley. A website: www.visittetonvalley.com is also planned. The Chamber funded a Tourism Assessment by Destination Development in 2003, which assessed and made recommendations on the valley's attractiveness as a tourist destination. Key recommendations were to: narrow Main Street, encourage a dense area of visitor retail, construct public restrooms and a visitor's center on Main Street, adopt design standards and coordinate a wayfinding plan (entrances, gateways, directional signage) with the county.

Downtown Events

A Farmers Market has taken place one day a week on Main Street during the summer months and continues to grow with more local produce and crafts. The Teton Valley Foundation developed and managed a Music on Main Street program of free live music on Thursday evenings, which drew over 1000 persons into downtown. Some merchants stayed open later into the evening to take advantage of the draw and a survey of business activity is forthcoming. A winter ice skating park was set up in 2004 and is planned again on Main

Street for 2006/2007. This is another effort to draw people into downtown and create a pedestrian friendly environment.

4.3 CONCERNS

Business Owner Survey Results

Twenty-six business owners returned surveys ranking the most important infrastructure and regulatory factors to business success. The top five factors were:

- Street Beautification (sidewalks, street trees, etc.)
- Commercial Design Standards
- Adequate Parking
- Historic Downtown Character
- Adequate Signage

Public Survey Results

“WHAT DO YOU MOST LIKE ABOUT OR WANT TO SEE IN THE DRIGGS PLANNING AREA?”

Out of the seventy-two surveys returned, the most popular responses related to Economic Development were:

- Small town character
- Walkable downtown
- Small local businesses
- Strong core business district
- Adequate parking
- Street beautification
- More retail & restaurants downtown

“WHAT DO YOU NOT LIKE ABOUT OR NOT WANT TO SEE IN THE DRIGGS PLANNING AREA?”

The most popular responses related to Economic Development were:

- Big box stores
- Chain stores
- Commercial sprawl
- Strip mall development
- Bad architecture and design
- Weedy vacant lots
- Trucks driving through town

Taken together, these factors paint a preference for an overall attractive downtown that provides good access and merchant visibility while protecting the unique historic character of Driggs. New commercial development on Little Avenue provides an example of how some of these factors can come together to grow new retail businesses.

Retail Challenges

The ITD funded Main Street Improvement project should increase the attractiveness of Main Street for shoppers and merchants, but not until 2011 when the project is scheduled for completion. While the Urban Renewal Agency and City of Driggs are developing additional parking and a community center, respectively, other projects to improve the viability of the downtown shopping district need to be explored. Current challenges include:

- Development of vacant lots and redevelopment of under-utilized properties are hampered by the high price of real estate versus the relatively low rental rates that can be charged;
- Dispersed retail and restaurant establishments exhibit a lack of critical mass for visitor retail --- empty lots or a string of office uses will often deter a tourist or pedestrian shopper from continuing down the street to isolated retail businesses. Subsequently, it is difficult to establish tourist or pedestrian targeted retail along these isolated sections of sidewalk. Focusing on infill, redevelopment and conversion of office to retail uses on

Main Street will be important strategies. Demand for office space will need to be met on second floors or on streets that are not prime locations for retail visibility.

- Creation of a more attractive pedestrian shopping environment has been cited as a necessary first step before retailers will be interested in investing downtown and creating the critical mass of shops and restaurants needed for a tourism economy. Along with the Main Street improvements, there should be development of community event spaces and a commitment to supporting community events downtown.
- Excessive truck traffic, dusty streets, sidewalks that are not cleared of snow, and non-enforcement of the city's 2 hour parking limit (or lack of easily accessible parking) have all been cited as somewhat more solvable problems that, if addressed, could quickly boost the attractiveness of downtown as a shopping destination.

"Retail Leakage" is another challenge faced in Driggs. People are willing to travel considerably longer distances, or log on to the Internet, to shop for items where selection and price are the main criteria for buying, rather than convenience. The Downtown Design Charrette conducted by CIVITAS in Fall 2005 also identified concerns that expansion of the downtown business district should not encourage retail uses to move off of Main Street, but should be focused instead on relocating office uses from Main Street and developing a residential base within walking distance of the core downtown to support retail infill.

Employee Recruitment

With record low unemployment, some companies and public service agencies are facing a more challenging task of recruiting and retaining employees. Added to low unemployment is the increasing cost of housing in the valley. Other exacerbating factors include the attractiveness of higher wage jobs in the construction industry and in the Jackson area, which will become more accessible to commuters with the initiation of START bus service between Driggs and Jackson in May of 2007.

Economic Diversification

Although the long term State of Idaho Economic Forecast is for a gradual construction slow down, rather than a bust, the need for economic diversification still exists. The creation of the Idaho Film and Television Institute in Driggs is a positive step in this direction. A convention center, proposed during the CIVITAS design charrette, may be another. The valley also has the amenities needed to lure high wage businesses and industries, which often use location as an attractant for employees. The Airport facilities and amenities add to the attraction of the city, when noise and other impacts are properly managed.

Following the recommendations of Destination Development and other tourism development consultants will help to strengthen the long-term viability of a tourism industry for the valley. Ensuring that the goods and services needed by the local community are adequately provided is also important.

4.4 GOALS, OBJECTIVES AND ACTION ITEMS

In addition to the following Goals, Economic Development Decisions will be guided by the following **Smart Growth Principles**:

- | | |
|------|---|
| I. | Mix Land Uses |
| II. | Take Advantage of Compact Building Design |
| IV. | Create Walkable Communities |
| V. | Foster Distinctive, Attractive Communities with a Strong Sense of Place |
| VII. | Strengthen and Direct Development Towards Existing Communities |

GOAL: MAINTAIN A HEALTHY RETAIL SHOPPING & TOURIST DISTRICT IN THE DOWNTOWN CORE.

OBJECTIVE: Encourage infill and redevelopment in the Central Business District and adjacent commercial zones.

ACTIONS:

- ❑ Support the Urban Renewal Agency's Plan and proposed projects, particularly the creation of additional interior-block parking; and when possible, expand the Urban Renewal District to include the block bordered by First, Short, Main and Little, which was recommended by the original deteriorated conditions study;
- ❑ Explore incentives and funding to assist property owners in constructing or expanding commercial buildings;
- ❑ Encourage the formation of a diverse downtown or Main Street organization of property owners, business owners and residents to develop grass roots solutions for revitalizing downtown Driggs.
- ❑ Pursue and support cultural tourism development and related events;
- ❑ Work with the Idaho Transportation Department to keep the scheduled Main Street improvements on track for a start date in 2011 and begin planning the Main Street redesign with downtown owners, merchants and residents.
- ❑ Maintain streets and sidewalks and enforce snow removal requirements.
- ❑ Adopt a minimum lot maintenance requirement to eliminate weedy or unsightly conditions on empty lots in the downtown commercial area.

OBJECTIVE: Encourage the migration of office uses off of ground floor Main Street locations.

ACTIONS:

- ❑ Allow limited expansion of office use adjacent to a new County Courthouse.
- ❑ Implement new design standards that require a minimum of two stories for new buildings on Main Street.
- ❑ Adopt zoning regulations that restrict new office use in ground floor Main Street locations.

OBJECTIVE: Encourage the development of residential units within walking distance of the downtown retail shopping district.

ACTIONS:

- ❑ Modify the Zoning Ordinance to allow mixed office / residential or "live-work" type development adjacent to the new County Courthouse.
- ❑ Encourage infill and redevelopment of buildings in the CBD that include upper-floor residences.

GOAL: REDUCE RETAIL AND SERVICE COMMERCIAL "LEAKAGE" FROM DRIGGS

OBJECTIVE: Meet community retail and service needs while maintaining the unique & historic character of Driggs.

ACTIONS:

- ❑ Adopt policy recommendations from the Smart Growth Implementation Assistance team's economic analysis.
- ❑ Ensure adequate land supply for the desired commercial activities.
- ❑ Adopt and enforce commercial design standards that protect the city's historic and unique character, gateways and scenic corridors.
- ❑ Improve dialogue and agreement between city and county on appropriateness of various commercial land uses inside and outside of the city and its area of impact.

GOAL: CREATE A MORE DIVERSE LOCAL ECONOMY.

OBJECTIVE: Ensure that economic and business related information is available and easily accessible.

ACTIONS:

- ❑ Support the Teton Valley Chamber of Commerce's projects to promote the valley and attract new business that will enhance the community's economy and unique character;
- ❑ Encourage the expansion of the Downtown Driggs Community Association into a diverse and engaged organization with the capacity to build consensus and take effective action to revitalize downtown Driggs;
- ❑ Provide a location for the Chamber of Commerce, Visitor's Center and a Business Resource Center in the new Driggs Community Center;
- ❑ Provide a location in front of and possibly within the Driggs Community Center for markets, live performance and other community events and activities;
- ❑ Track business activity in the city through the newly implemented business license, retail tax and other methods and make regular summaries available.
- ❑ Support the Farmers Market with assistance on grants, provision of civic space and other appropriate strategies.
- ❑ Support the efforts of the Teton Valley Foundation to attract and host events in and around Driggs that will promote the valley as a destination and draw visitors into downtown;

OBJECTIVE: Facilitate the creation of new businesses and sustainable, higher wage employment.

ACTIONS:

- ❑ Support the establishment of an appropriately located convention center;
- ❑ Explore the possibility, benefits and costs of a community or technical college branch in Driggs;
- ❑ Support the growth of a local film and media industry;
- ❑ Identify preferred locations for the types of new business and industry desired and facilitate the extension of utilities to those areas;

- ❑ Maintain the city's industrial center as an effective business incubator and explore the possibility of providing additional incubation space in the Driggs Community Center.

5.0 TRANSPORTATION

An analysis showing the general locations and widths of a system of major traffic thoroughfares and other traffic ways, and of streets and the recommended treatment thereof. This component may also make recommendations on building line setbacks, control of access, street naming and numbering, and a proposed system of public or other transit lines and related facilities including rights-of-way, terminals, future corridors, viaducts and grade separations. The component may also include port, harbor, aviation, and other related transportation facilities.

5.1 CURRENT CONDITIONS

Traffic Control

Currently, the only traffic signal in Driggs is located at the Main St (SH-33)/Little Ave intersection, the city's central crossroads in the heart of the downtown area. The side streets and side roads along the two City's primary street corridors – Main St and Little Ave–Ski Hill Rd – are all stop-controlled. In addition to the traffic controls on the main corridors, virtually every intersection in the primarily residential neighborhood north of Little and east of Main has some form of stop or yield control, much of which was installed to control traffic after the opening of the new Teton High School campus at 5th/Ross.

Functional Classification

The purpose of the Driggs street system is to provide safe, convenient access for existing and future development throughout the city. In order to provide the necessary access, streets must serve a range of functions: some streets must serve through traffic, some must provide access into, out of, and within neighborhoods, and some must provide direct access to adjacent properties. In order for the street system to operate efficiently and effectively, and minimize the impacts of traffic on residential areas and businesses, the desirable and necessary functions of city streets should be determined and specified in the form of a "Functional Classification Plan."

A Functional Classification Plan designates streets as arterials, collectors, or local streets, which specify the use of streets (carry through traffic, neighborhood traffic, and/or local traffic), set use standards for type and volume of traffic, and establish roadway design standards (e.g., roadway width, driveway/side street spacing, etc).

Figure 5.2-b shows both the functional classification for existing roads and the desired future road connections.

Road Conditions

Landsman Transportation Planning conducted a survey of road conditions in the City of Driggs and will be including a pavement management strategy in the Driggs Transportation Plan based on observed conditions and use. Existing unpaved roads include: Front Street, Johnson Avenue, South Fifth Street, Teton Avenue, Fremont Avenue (East of Third) and 100N.

Existing Traffic Volumes

Seasonal/Monthly Volumes

Average daily traffic volumes on Ski Hill Rd for each month of the year are captured just East of Fifth Street and compiled in Figure 5.1-a. Despite significant use of Ski Hill by seasonal recreation traffic, daily volumes do not vary widely over the course of the year, falling into a fairly narrow range of 2,500 – 3,500 vpd. July and August are the highest-volume months, and June and September volumes are higher than the annual average. February, March, and December volumes are approximately equal to the annual average.

Daily Traffic Volume

Recent daily traffic volume counts on Main St (SH-33) and on Ski Hill Rd (Forest Rd 76) were acquired from the Idaho Transportation Department (ITD). Additional counts on streets throughout the city were made by the City of Driggs in 2005 and 2006. The count results are summarized and compiled in Figure 5.1-b. In addition to total daily traffic volume, the Figure also shows daily truck volume on Main St (SH-33) and Little Ave, and the Year 2020 daily volume on SH-33 forecasted by ITD's SH-33 Corridor Plan repeated in the 2002 Teton County Transportation Plan.

As shown in the Figure, traffic volume on Main St (SH-33) was under 6,000 vehicles per day (vpd), a very modest volume in terms of roadway capacity and operations. This count was taken in 2005,

whereas the Little Avenue count of 6400 was taken in July, 2006, suggesting that the Main Street Volume now exceeds 6,000 vehicles. Truck volumes are significant, with Little Ave July count showing 1/3 of all vehicles being heavy trucks. The high volume of trucks on Little Avenue is primarily the result of the location of the county landfill and several active gravel pits off Cemetery Road.

The traffic forecasts shown in Figure 5.1-b do not include recent development proposals in and around the City of Driggs, and as a result predict very limited traffic growth over the next 15 years. These forecast volumes will be quickly exceeded when already-approved developments are occupied, and revised forecasts will be needed to inform the development of the Driggs Transportation Plan.

Figure 5.1-a: Monthly Traffic Variation

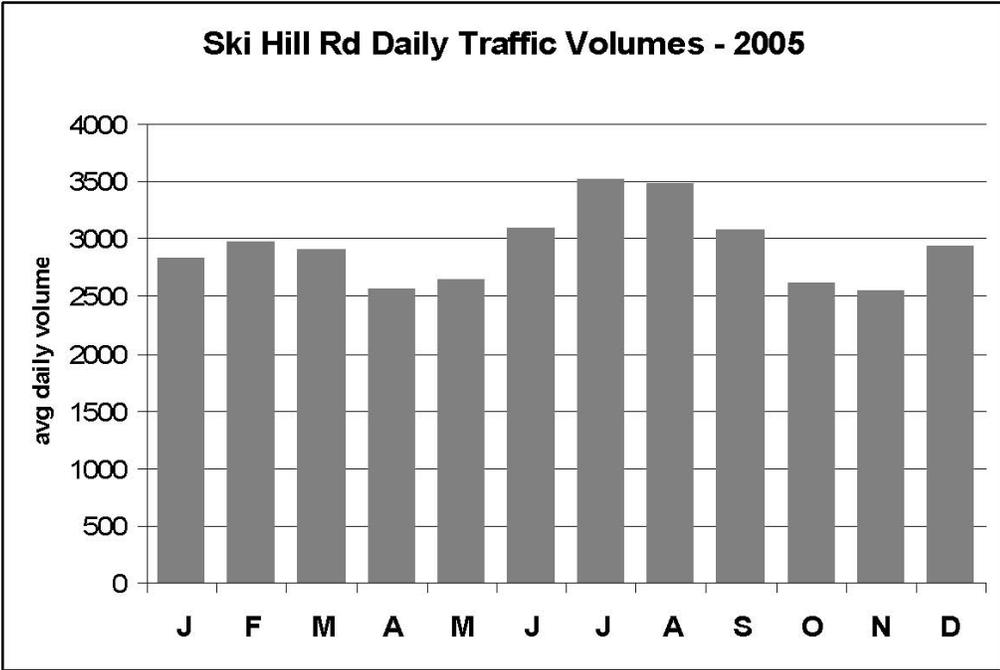
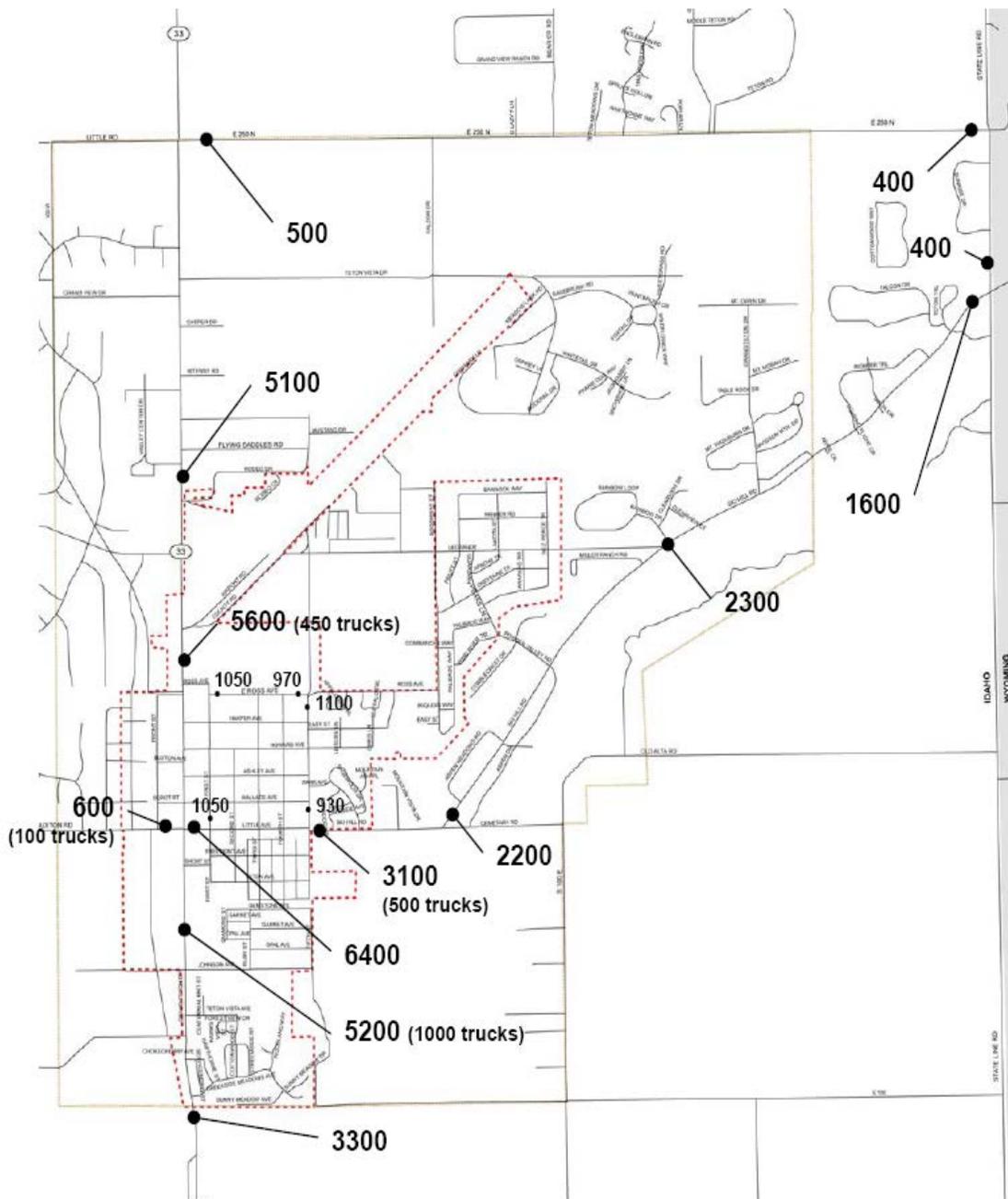


Figure 5.1-b: Daily Traffic Volumes



Source, daily traffic volumes [random 24 hour counts]: City of Driggs and Idaho Transportation Department

Traffic Operations

The adequacy of street/highway capacity and the smoothness of traffic flow (or lack thereof) are described by a measure called “Level of Service” (LOS). LOS is determined for each roadway element (freeway mainline and ramps, highway sections, signalized and stop-controlled intersections, etc.). The Highway Capacity Manual, published by the Transportation Research Board and used nationwide, defines LOS as follows:

“Level of Service” (LOS) is a quality measure describing operational conditions within a traffic stream, generally in terms of such service measures as speed and travel time, freedom to maneuver, traffic interruptions, and comfort and convenience.

Six LOS are defined for each type of facility that has analysis procedures available. Letters designate each level, from A to F, with A representing the best operating conditions and F the worst. Each level of service represents a range of operating conditions and the driver’s perception of those conditions. Safety is not included in the measures that establish LOS.

For all LOS measures, LOS E represents capacity, with LOS F representing congested, over-capacity conditions, and LOS D indicating that a facility is nearing capacity.

For the analyses guiding/supporting development of the City of Driggs Transportation Plan, an LOS measure based on roadway type and daily volumes was employed. For existing traffic volumes, all streets and highways in the study area currently operate at LOS C or better.

Traffic Accidents / Safety

Traffic safety conditions in Driggs were evaluated by Landsman Transportation Planning in 2006 by compiling and analyzing accident records for SH-33 for the three-year period from 2002 through 2004. The accident records are summarized and compiled in Table 5.1-a.

The types of accidents that are prevalent in urban settings (intersection-related accidents, rear-end accidents, and pedestrian accidents) occur far more frequently on the segment of SH-33 inside the Driggs city limits. Similarly, the types of accidents that are prevalent on rural highways (single-vehicle accidents, animal strikes) occur far more frequently outside the city limits. As urbanization of the Driggs area continues, the traffic safety conditions on SH-33 north and south of town will become similar to the conditions that exist through town today.

Table 5.1-a SH-33 Traffic Accidents, 2002-2004 (400 N – 600 S)

	North of Town	Thru Town	South of Town
<i>length of highway</i>	3.5 mi	1.5 mi	5.5 mi
<i>total accidents</i>	27	28	69
<i>accidents per mile</i>	8	19	13

Parking

This section presents the results of an inventory by Landsman Transportation Planning of downtown parking and use conducted on April 20 and 21 and June 22 and 23, 2006, from 12 noon to 1PM. For this survey the downtown area included both sides of Main Street from Broulim's to Depot St, both sides of Little from Front Street to First Street and both sides of Depot Street from Front Street to First St. The inventory includes the two off-street public parking lots as well as the larger off-street private parking areas. It does not include the Broulim's parking lot because that seems to be separate from the main street area. As the downtown develops, buildings will be put on some of the off street private parking areas and the amount of parking will decrease. Table 5.1-b shows the number of existing parking spaces in the downtown area.

Figure 5.1-b: Downtown Parking Inventory

Type of Parking	Number of Spaces
On Street Parking	174
Off street Public Parking	127
Off Street private Parking	120
Handicapped Parking	16
Total	738

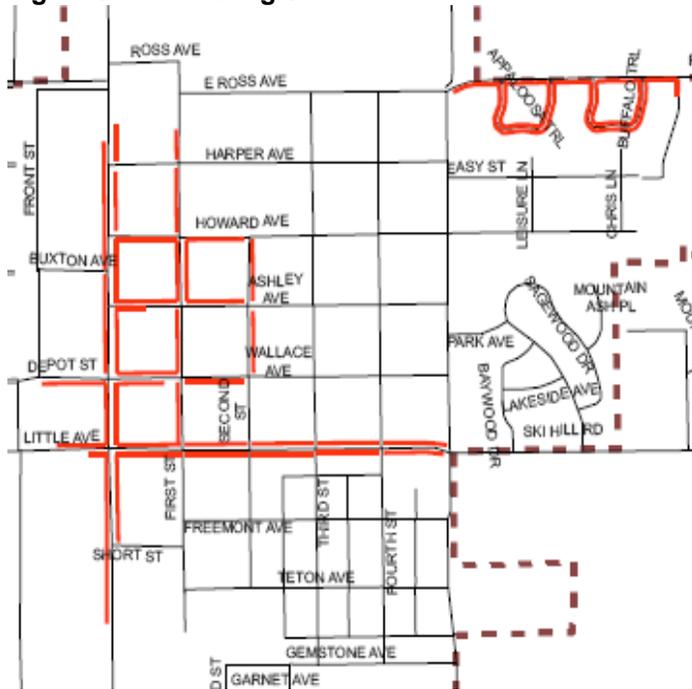
In both April and June, 64 cars were parked in the west public parking lot. In April there were two empty spaces on Little east of Main on the south side of the street; in June all spaces were filled. Capacity parking is considered to be above 85-90 percent. When parking reaches this level, parkers have a hard time finding spaces and may have to drive around the block several times or may decide to go elsewhere. The only area that reaches that level is both sides of Little between Main and First. While there is currently enough parking in the downtown area, the City will need to ensure downtown parking supply increases as the city grows.

Much of the on-street parking in the downtown is signed for only two hour parking. This, however, is not enforced. Therefore, local long term parkers know they can park there as long as they like, but tourists and travelers likely do not.

Bike Lanes, Sidewalks and Pathways

As Figure 5.1-c shows, most streets in downtown Driggs have sidewalks (red lines), although only Main Street and Little Avenue east of Main as well as a few other blocks in the downtown have sidewalks on both sides. The sidewalks on Main Street are 8 feet wide, while all the other sidewalks are five feet wide.

Figure 5.1-c: Existing Sidewalk Locations

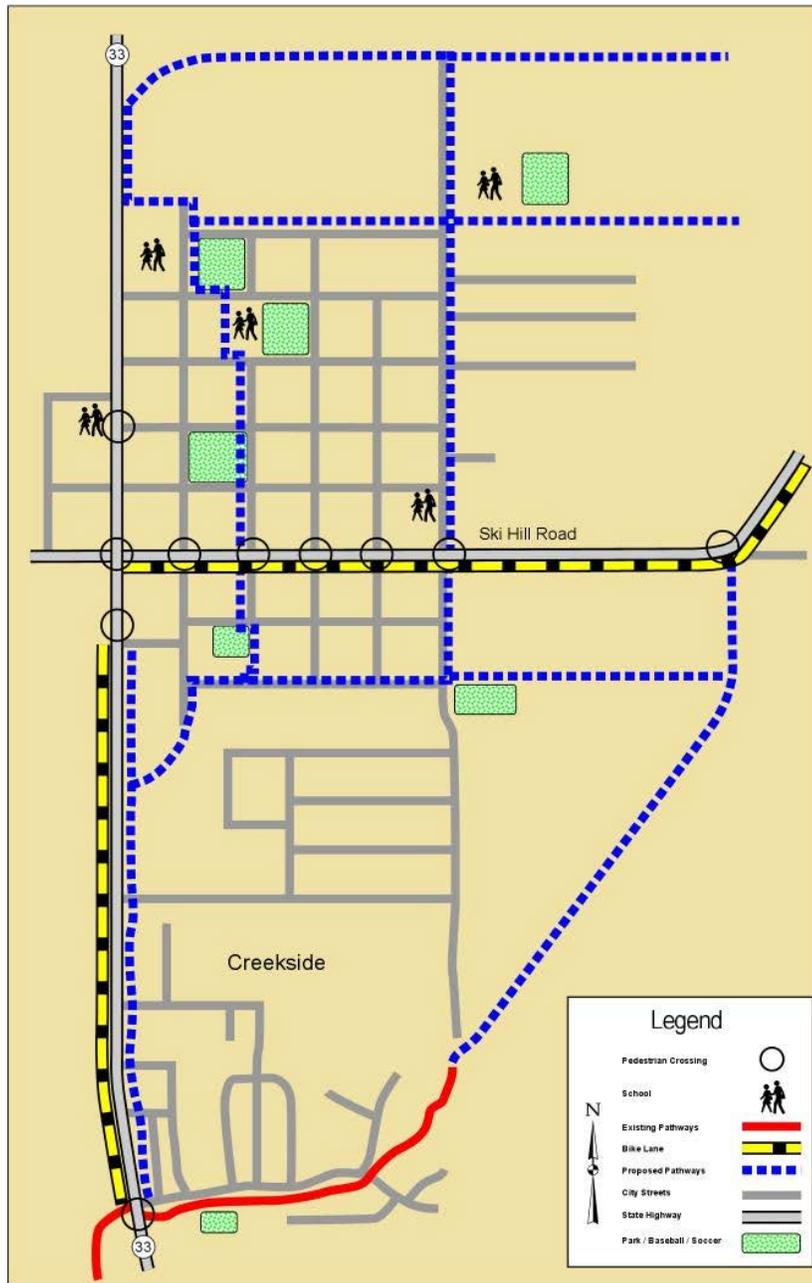


Existing bike lanes are on SH33 between Short Street and the Victor-Driggs Pathway / Creekside Meadows Rd, and along Little Avenue and Ski Hill Road. Future bike lanes will be created along all new (as required by the Driggs Subdivision Ordinance) and any redeveloped collector street, which includes the reconstructed Ross Avenue and Fifth Streets and the recently platted Boosway Avenue in the Shoshoni Plains Subdivision.

Existing Pathways in Driggs include the terminus of the Victor-Driggs Pathway, the path in Creekside Meadows Subdivision (a portion of which has been destroyed by Teton Creek in 2006) and a pathway along Boosway Avenue (a collector class road) in Shoshoni Plains that was constructed in 2006. Construction of pathways along collector routes is allowed by the Driggs Subdivision Ordinance, in lieu of sidewalks. Pathway locations are required to conform to the adopted Driggs Pathways Plan by aligning with or connecting to proposed or existing pathway routes.

Figure 5.1-d: Driggs Pathways Plan

City of Driggs Pathways Plan



Public Transportation

Targhee Regional Public Transportation Agency (TRPTA) and Community And Rural Transportation (CART) recently merged. TRPTA/CART provides intra and intercity transit services in Driggs and connecting Driggs and Rexburg. The bus picks riders up at their doors and drops them off at their destination. This service provides about 40-42 one way trips a week. Most of the riders are attending a program for the developmentally disabled in Rexburg. The schedule does provide a connection to Rexburg, but it is expensive and timed for shopping or doctors' appointments, not for commuters.

TRPTA/CART also has two vehicles that provide door to door service in the valley open to the general public. Most of the six to eight trips a day for Driggs residents are within Driggs although sometimes a rider will go to Victor to the dentist.

Alltrans, a private transit operator, currently provides a shuttle connecting Grand Targhee ski resort with Jackson during the ski season. It offers one trip from Jackson in the morning and a return trip from the ski resort in the afternoon.

Transportation Funding

A ½ % sales tax is collected in Driggs and used exclusively for improvements to the road network. This local option nonproperty tax currently produces approximately \$145,000 per year. The “Resort Tax”, as it is commonly referred to, will be on the 2007 ballot for renewal by Driggs voters.

Airport

The Driggs-Reed Memorial Airport is a Class B2 airport, under which scheduled commercial airline traffic is not possible. The airport runway and North taxiway are 7300 feet in length, with a runway width of 75 feet.

Currently, the Airport operates under a set of rules that include “preferred hours of operations” (6:00 a.m. to 11:00 p.m.) as well as voluntary requirements for aircraft to use “procedures that will minimize noise to surrounding areas” such as avoiding low altitude maneuvers, and authority for the Airport Board to prohibit operators who have repeatedly “created conditions that are detrimental to good community relations”.

5.2 FUTURE CONDITIONS

Projects and Plans

Idaho State Transportation Improvement Program

This federally required and state produced document lists all transportation projects within the state that will be funded by state and federal dollars by year for the next six years. Two projects within Driggs are included. They are:

- E6030 North-South Pathway, Driggs - \$55,000 for Preliminary Engineering and \$20,000 for Right-of-Way acquisition in 2008, and \$323,000 for Construction in 2009.

In January TVTAP and the City of Driggs submitted a proposal for a Driggs North-South Pathway, which would run from Creekside Meadows along Hwy. 33, cut over to Lion’s Park, then continue along 2nd avenue passing Driggs Park, the LDS church, Teton Valley Hospital, Teton Valley Elementary, then go back to Hwy. 33. This pathway would give pedestrians and slower moving bicyclists (kids on bikes) a safe route through town to go to school, the park, etc. The pathway would connect with the Victor-Driggs Pathway and allow safer access for folks coming from south of town to get into town along the highway.

- 09559 Driggs Main Street Improvements - \$60,000 for Preliminary Engineering in 2007 and \$3,819,000 for Construction in 2011

This project will improve Main Street to make it more pedestrian and bicycle friendly and more attractive to visitors coming through town. It would narrow the road, create wider sidewalks, put in new street lamps, and provide landscaping and parking. These improvements would slow down traffic in town and make downtown a more attractive place to walk, dine and shop.

Fifth and Ross Street Improvement Project

The City of Driggs created a Local Improvement District along Ross Avenue, N Fifth Street and along all streets in the Wallace Way Subdivision to fund the majority of cost associated with improving these roads. The project involved stripping away existing pavement and substandard base, repaving all roads and adding a concrete edge. Although sidewalks were part of the improvement plans, they were removed from the project because of the high cost of concrete with the hope that additional funding for sidewalks could be secured through ITD grants.

Driggs Transportation Plan

The City of Driggs hired Landsman Transportation Planning (Portland, Or.) in February 2006 to develop a transportation plan for the city and area of impact. The plan will contain the following elements and is proposed to be completed in December 2006:

- Existing Conditions Report;
- Projection of Future Transportation Demand and Evaluation of Transportation System Needs;
- Proposed Transportation Solutions, including future roads, policy recommendations and bike/pedestrian improvements;
- Capital Improvement Plan
- Pavement Management Plan
- Access Management Policy
- GIS Transportation Plan Map
- Traffic Model
- Transportation-Related Ordinances

Transit

The transit service in Jackson Wyoming (START) is planning to start a service connecting Driggs and Victor with Jackson. To start in the summer of 2007, this service will make five round trips a day; two in the morning, one at mid day and two in the late afternoon. The timing of the runs will allow commuters to use it. From a count-wide survey conducted in 2006, START estimates initial ridership will be 50 to 70 persons per day.

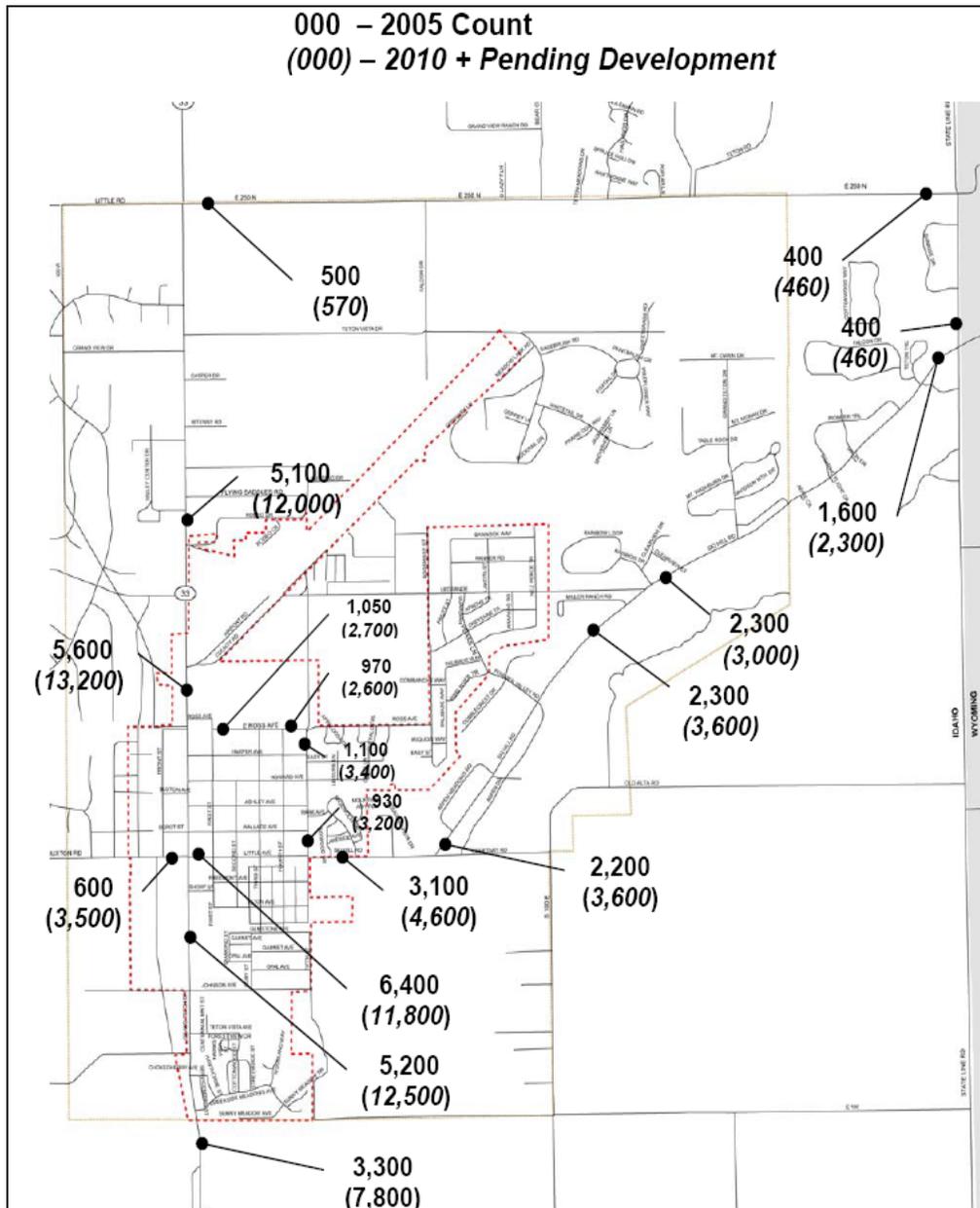
A temporary transit stop at the new Driggs Community Center has been proposed, but a larger permanent facility location remains to be identified. Grand Targhee Resort has proposed the development of a transit center and park and ride facility to meet the needs of an expanded resort, however no location has been proposed. An optimal location would be within walking distance of downtown and adjacent to Hwy 33, Little Ave or Bates Rd.

The Teton Area Advisory Forum conducted a workshop in December 2005 to discuss the potential for a wider transit system for the entire Yellowstone-Teton region. The participants acknowledged that currently the market does not exist for regional transit. However, as the region grows, both tourists and workers could benefit from an interconnected regional network.

Projected Traffic Volumes

Traffic volumes on all roads are projected to increase parallel to the growth in new homes, with additional construction traffic increases on roads serving new developments and construction material source areas such as the gravel pits. Draft projections from the Driggs Transportation Plan Consultant are provided in Figure 5.2-a below:

Figure 5.2-a: Estimated 2010 Daily Traffic Volumes



Proposed Arterials and Collectors

Figure 5.2-b shows the existing arterial, collector and local routes within the Driggs Planning Area, as well as the desired connections within the network. Desired connections include future collector routes and other priority connections deemed necessary for safe and efficient movement of traffic.

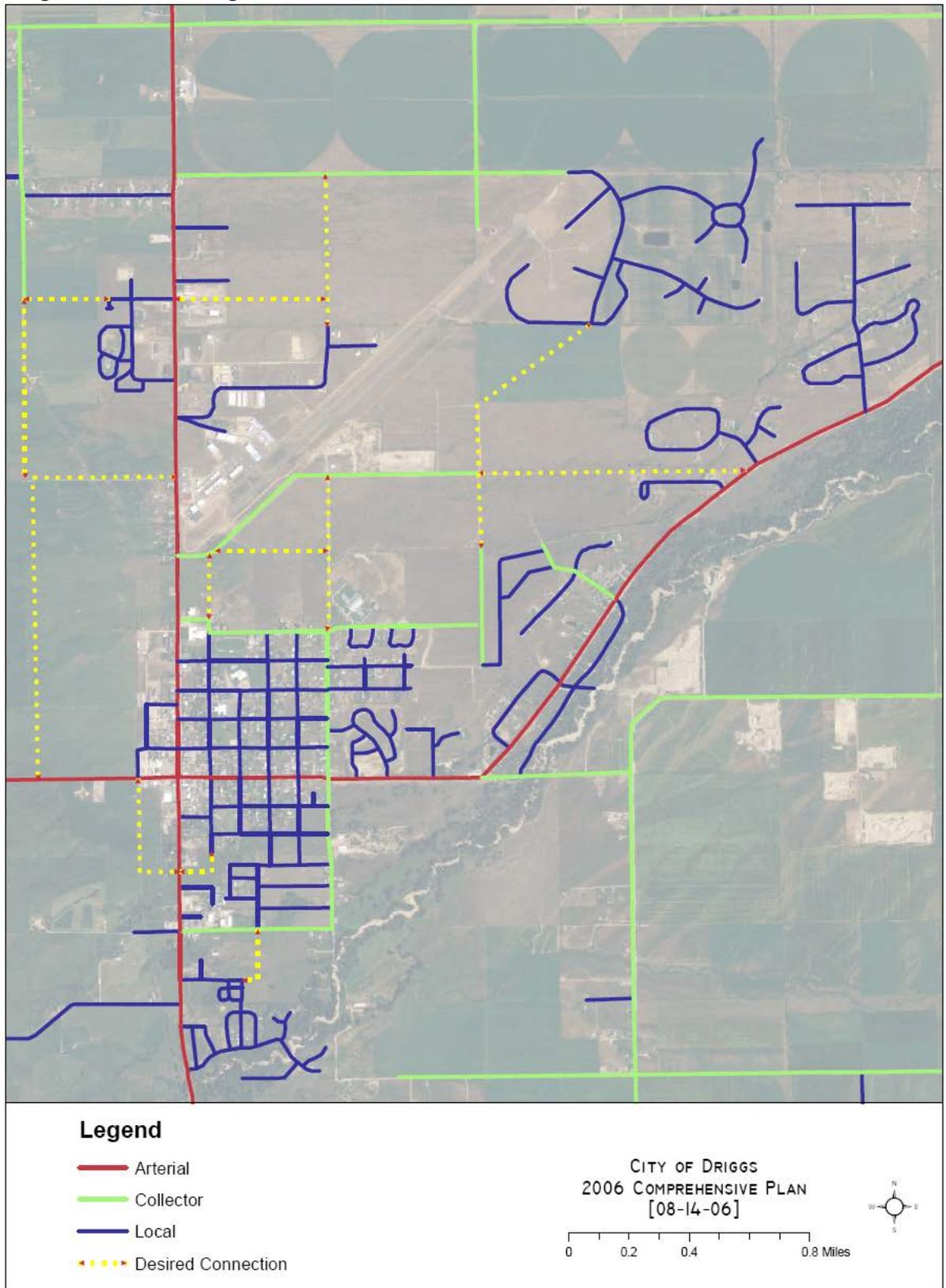
The principle for collector locations is that they should ideally be located every half mile, creating a grid pattern of half-mile by half-mile squares. In some cases, because of physical constraints or existing development patterns (e.g., the airport runway), this pattern is not possible. The role of collectors is to serve the primary travel needs of the community – for trips to schools, stores, and parks and to the arterial routes that provide connection to other communities. Historically, the lack of collector streets has not been a problem for the City, because residential areas are geographically small and have not been interconnected. However, with growth and development in the broader areas east and west of town, the need for streets to provide the collector function will rapidly become acute.

Airport

The Driggs-Reed Memorial Airport Board meets regularly to develop plans for improving airport facilities. The construction of a taxiway on the South side of the runway is one desired future project that would increase the safety of all users as aircraft hangars are constructed and come into use on the south side of the airport. Upgrading the airport classification to a “C”, which would allow commercial traffic, is unlikely to be pursued because of the lack of sufficient land area that would be required. To

achieve the Class C designation, the runway would need to be separated from the north taxiway (and any future south taxiway) by 400 feet (centerline to centerline), almost double the current separation. In addition, the Airport Board and City of Driggs have been of the opinion that existing commercial airports in Jackson and Idaho Falls are within a sufficient driving time of the city for most travelers.

Figure 5.2-b: Existing Roads and Desired Connections



5.3 CONCERNS

Truck Traffic

The number one transportation related concern heard from Driggs residents was that there was excessive truck traffic coming through town, especially down Little Avenue, and that the impacts of dust and noise, in particular, were significantly detracting from the attractiveness of downtown as a

pedestrian shopping district. Others commented that heavy truck traffic was taking an unfair toll on the newly reconstructed Little Avenue. Related concerns were heard from residents along 100E, who did not want to see truck traffic diverted down 100E.

Speeding Vehicles

Many residents expressed concerns about speeding vehicles in the Comprehensive Plan survey and the Transportation Plan public meetings. Specific problem areas included Little Avenue / Ski Hill Rd, Main Street (particularly at Johnson) and Fifth Street. Speed dips on Little Avenue seem to control speed for the most part, but stop signs on Ross Avenue and Fifth Street between Ross and Little are often ignored and create noise impacts from repeated vehicle accelerations. Other traffic calming options should be explored on high traffic residential roads, such as dips, roundabouts, street trees, and narrower lanes.

SH33 Accesses and Downtown Circulation

- Increased traffic on Main Street / SH33 coupled with individual (and sometimes multiple) accesses for many properties has reduced safety and efficiency for both vehicle and pedestrian movements. Some residents expressed a general dissatisfaction with downtown vehicle congestion and circulation patterns; others identified the Broulim's and Post Office accesses as specific locations of concern.

Pathways, Sidewalks and Bike lanes

Concerns over the safety and adequacy of pedestrian and bicycle routes were raised in the Comprehensive Plan and Transportation Plan meetings, including:

- Mid-block crossings are dangerous because of faded markings and speeds; city should consider crossing flags and bulb-outs.
- Crossing SH33 from the Driggs-Victor Pathway to Creekside is dangerous because of high speeds and low visibility.
- Bicycle connection between downtown and neighborhoods to the North (e.g. Valley Centre) is non-existent, and connection to the South (e.g. SH33 bike lane to Creekside Meadows) is dangerous and inappropriate for children.
- Pedestrian safety within the Valley Centre Subdivision is inadequate, particularly for school children who must walk out to SH33 to catch the school bus; sidewalks should be required.

Street Beautification and Pedestrian Amenities

Street beautification and the addition of pedestrian amenities (wide sidewalks, bulb-outs, street trees, benches, historic light poles, etc.) were commonly heard as important economic development and community design desires for the main thoroughfares.

Street Conditions / Maintenance

Excessive dust, deteriorated streets, substandard (gravel) streets, potholes and the lack of enforcement on sidewalk snow clearing requirements (particularly in the commercial areas) were expressed as concerns.

Connectivity

Many residents expressed a desire to maintain the historic grid pattern of streets, which has a high connectivity, rather than the curvilinear or cul-de-sac design patterns, which have lower connectivity. High connectivity distributes traffic more evenly through the network and usually allows for more efficient response from emergency services. Connectivity between new developments (particularly to the East of the original townsite) and the new High School and Ski Hill Road was a concern to those living on Fifth Street, Ross Avenue and Powder Valley Rd.

Addressing and Emergency Vehicle Access

Many conflicts have been created over the years between the city's address system and the address associated with properties by the owner, utility company and County Assessor. In order for emergency services to respond efficiently to a call, each property should have only one agreed address and it should be clearly posted on the property in accordance with local and county regulations. The city, county and utility companies should work together to resolve address conflicts and build a unified address system. Street signs must also be required for every development (new and existing).

Airport Noise & Safety

While complaints on airport noise are fairly infrequent, they will undoubtedly increase as air traffic increases. Limiting the amount of land to be developed for airport related use, particularly on the south side of the airport, and restricting the allowable take-off and landing hours will help to minimize noise conflict. Areas under the approaches for each end of the runway should ideally be developed as open space, recreation, or other non-residential or high occupancy uses.

5.4 GOALS, OBJECTIVES AND ACTION ITEMS

GOAL: CREATE AN EFFICIENT, SAFE AND ATTRACTIVE MULTI-MODAL TRANSPORTATION NETWORK.

OBJECTIVE: Ensure Driggs develops as a “walkable community” with a safe, efficient and attractive network of sidewalks, pathways and trails.

ACTIONS:

- Adopt and maintain an official pathways plan that connects neighborhoods, schools, parks and shopping districts.
- Adopt standards for trails, pathways, sidewalks and crosswalks.
- Require all new developments to provide bicycle and pedestrian routes and connections that conform to the adopted pathways plan and standards;
- Require new commercial developments to provide safe and efficient pedestrian access to building entrances;
- Require new residential developments to provide sidewalks on both sides of the street;
- Improve the downtown pedestrian environment by:
 - Widening sidewalks
 - Adding bulbouts at crosswalks on Main Street
 - Beautifying Main Street with street trees, furnishings and pedestrian scale lighting;
 - Reducing the noise and dust impacts from heavy truck traffic;
 - Improving conformance with snow removal requirements.

OBJECTIVE: Protect the capacity of the city’s arterial routes (SH 33 and Little Ave / Ski Hill Rd) for safely and efficiently moving traffic through Driggs, while also protecting the scenic, historic and pedestrian character of Main Street and Little Avenue.

ACTIONS:

- Adopt a Transportation Access Plan Agreement with the Idaho Transportation Department to require new highway accesses to conform to a regular spacing standard and to be consolidated with other accesses wherever possible;
- Petition Idaho Transportation Department to review speed limit zones on SH 33 through the city and to lower speeds in pedestrian and congested areas;
- Provide for more enforcement of speed limit laws;
- Produce a detailed SH 33 corridor master plan that depicts desired connections and development patterns adjacent to SH33;
- Consider roundabouts and other efficient and attractive alternatives to traffic signals at controlled intersections;
- Develop collector routes parallel to SH33 to reduce local destination traffic on the highway;

- ❑ Identify preferred permanent transit facility and park & ride locations and facilitate the construction of these facilities with other public and private partners;
- ❑ Provide a temporary transit stop at the Driggs Community Center for the START bus operation;
- ❑ Participate in regional transit partnerships to develop transit solutions and promote transit ridership.
- ❑ Adopt land use policies and regulations that allow and encourage mixed-use centers and discourage auto-dependent sprawl along arterial routes.

OBJECTIVE: Ensure the provision of adequate vehicle parking, while minimizing the impacts associated with on and off-street parking;

ACTIONS:

- ❑ Support the Driggs Urban Renewal District’s efforts to establish additional public parking lots within the interior of downtown blocks;
- ❑ Remove the city’s storage sheds between Short and Little and pave additional parking spaces in its place;
- ❑ Adopt and implement the Driggs Transportation Plan recommendations on parking;
- ❑ Revise parking requirements for downtown developments to reflect the principle of parking as a public utility in this area.

OBJECTIVE: Disperse traffic and improve overall connectivity within the Driggs street network, while minimizing overall traffic impacts on residential streets as growth occurs.

ACTIONS:

- ❑ Require new developments to continue the grid pattern of streets, connect into adjacent collectors and make “desired connections” as close as possible to those shown in figure 5.2-a;
- ❑ Integrate traffic calming techniques into new street designs;
- ❑ Reduce the maximum allowed block length to below 600’ in neighborhoods serving densities greater than 1 unit per acre.
- ❑ Encourage new residential subdivisions to incorporate alleys with rear garage accesses;
- ❑ Utilize neighborhood committees for input on future road improvement projects in existing neighborhoods.

OBJECTIVE: Maintain and improve the existing transportation infrastructure with maximum efficiency.

ACTIONS:

- ❑ Adopt the Driggs Transportation Plan and implement its recommendations;
- ❑ Apply for state, federal and other grants to fund transportation network improvements;
- ❑ Require developers of large residential developments or commercial developments to provide a traffic impact study and to mitigate impacts on the transportation network by constructing connections, turn lanes, or other improvements necessitated by the development.

OBJECTIVE: Ensure the Driggs-Reed Memorial Airport continues to function as one of the best small airports in the West, with minimal impact on the surrounding community.

ACTIONS:

- ❑ Adopt an Airport Zone, as depicted in the Future Land Use Map, and restrict aircraft activity to within this zone;
- ❑ Encourage the extension of the airport's perimeter fence to encompass the Airport Zone;
- ❑ Review the Airport Board's policies and rules for minimizing aircraft noise impacts on the community to ensure that sufficient rules are in place;
- ❑ Require residential development within the airport overlay to incorporate noise abatement construction standards;
- ❑ Help facilitate the construction of a South Taxiway;

6.0 RECREATION

An analysis showing a system of recreation areas, including parks, parkways, trailways, river bank greenbelts, beaches, playgrounds, and other recreation areas and programs.

6.1 CURRENT CONDITIONS

Existing Parks

Within the city limits, the City of Driggs owns or leases 17 acres of land in four parks (see figure 6.1-a):

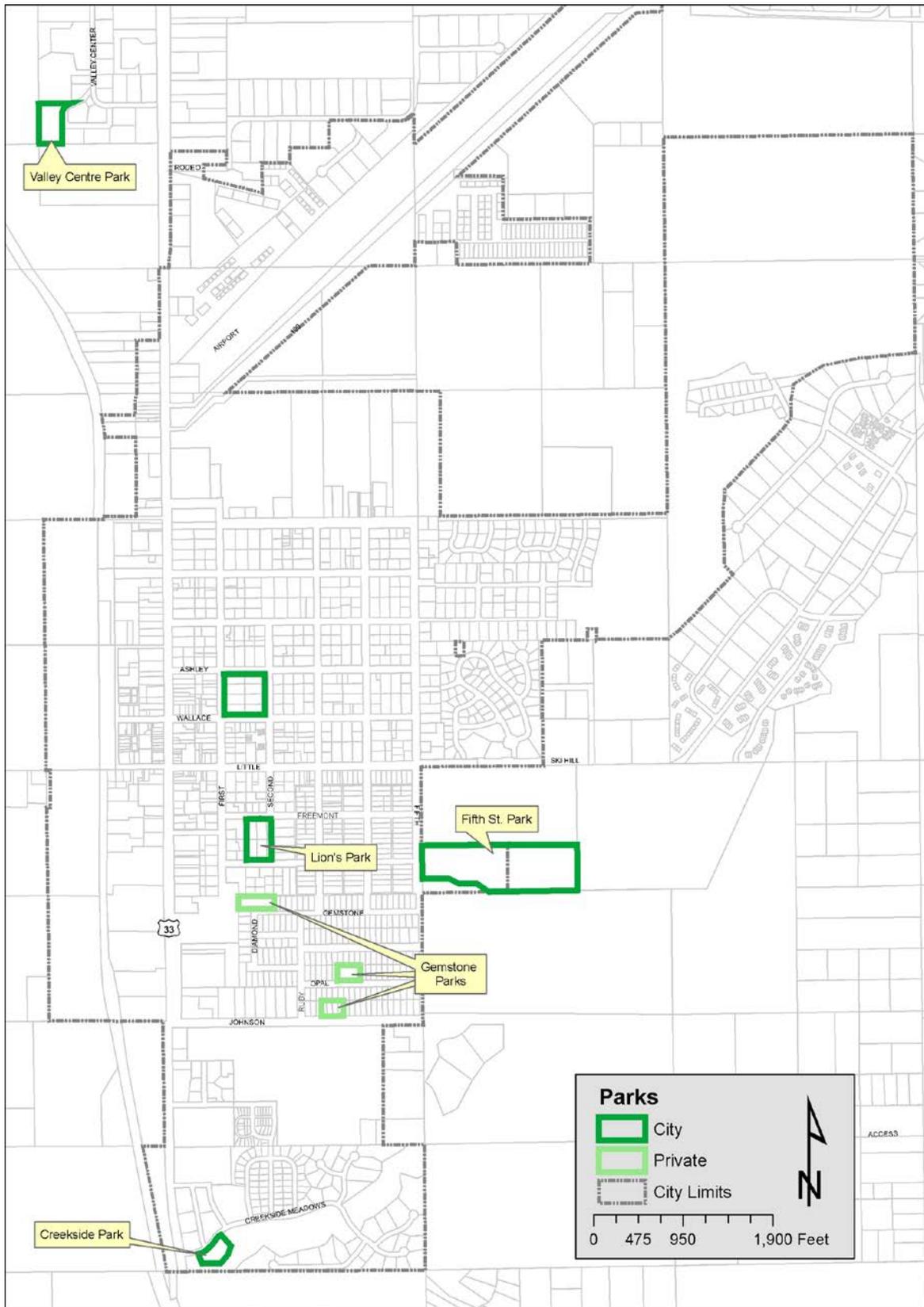
- City Park – the city’s most heavily used park is located on 5 acres between First and Second and Wallace and Ashley. This property is owned by the LDS Church and leased by the city. City park currently contains:
 - A Little League baseball diamond;
 - A t-ball field;
 - A small picnic pavilion with fire pit and benches;
 - A small stage;
 - An outdoor basketball court;
 - A new play structure and swing sets;
 - An outdoor ice skating rink (winter);
 - Garbage cans and portable toilets;
 - Large grass areas for Frisbee, soccer, football, etc.;
 - Mature trees and shrubs.
- Lion’s Park – situated on three acres at Second and Fremont, this park is used heavily during the Summer and Fall months for organized baseball and soccer, and contains:
 - A Little League baseball diamond
 - Large grass field
 - New landscaping – trees and shrubs along perimeter.
- Fifth Street Park – an 8 acre parcel owned by the city located at 235 South Fifth Street, plus an 8 acre parcel owned by the county and leased by the city. The city purchased 8 acres of this former gravel pit site in 2002 and has long-range improvement plans for the property (see figure 6.2-b), including tennis courts and a BMX bicycle track. Currently the park offers the following amenities:
 - A skate park with bowl and street skating areas, expanded in 2005;
 - A 9-hole disc golf course, with most holes on the 8 acre county parcel;
 - Nature trails;
 - Restrooms.
- Creekside Meadows Park – a 1+ acre park on the banks of Teton Creek, currently offers:
 - Picnic tables;
 - Access to the paved Creekside trail
 - Access to Teton Creek.

A parking area for trail access is planned for this park.

Outside of the city limits, the City of Driggs has signed a development agreement with Valley Centre subdivision to receive dedication of the 4 acre Valley Centre Park, once developed - with 2 baseball fields (Pony League and Little League sizes), bleachers, kids play area, restrooms, and underground sprinkler system.

Other parks include the three privately maintained parks in the Gemstone Subdivision, containing approximately 3 acres total, with the largest being just over one acre in size. These parks currently contain no improvements. Five acres of parks in the Shoshoni Plains subdivision are proposed, but have not yet been constructed or dedicated to the city.

Figure 6.1-a: Existing Parks



Pathways

Existing pathways include: the paved pathway in Creekside Meadows, which connects to the Driggs-Victor paved pathway; and a 1000 feet of gravel path in Phase I of Shoshoni Plains Subdivision. Many additional trails and paved paths are being planned. Some of these are oriented towards facilitating alternative (non-motorized) forms of transportation to school, shopping or other common destinations, and other plans are focused on providing recreational opportunities within scenic areas or open

space. The transportation oriented “pathways” plans are discussed in the Transportation chapter, while the recreation oriented “trails” are discussed in section 6.2, below.

Maintenance hours

The City of Driggs currently hires one full-time park maintenance employee for six months of the year (May – October). This employee works full time to maintain the existing parks and the landscaping along Little Avenue.

Other Parks and Recreation Programs

The Teton School District allows public use of their indoor facilities for a rental fee, if they are not scheduled for use by the schools. Current facilities include two tennis courts (Harper and Main Street), indoor gymnasiums at each school, an outdoor track and football field (middle school) and soccer field (elementary school). Plans exist to construct a new track and football baseball, softball and soccer fields at the new high school and middle school complex.

The Teton Valley Recreation Association coordinates and advertises many organized sports and recreation activities, including the Junior Jazz youth basketball program, tennis camps, and adult co-ed basketball and volleyball games (in the school gyms). TVRA is currently seeking to acquire approximately 20 acres in or near Driggs for a multi-use recreation center.

6.2 FUTURE CONDITIONS

Projected Park Facility Needs

Table 6.2-a shows a rough estimate for small towns (<10,000 population) of the number of facilities needed per 1000 residents, along with the existing level of service in Driggs and the estimated need in 2015 to serve the city and the city plus 1/3 of the county (approximate park service area for Driggs). These facility needs estimates are based on general standards and may not accurately represent the specific needs and desires of residents in the city or county. For instance, the 7 miles of gravel trails are probably not needed in Driggs because of the large quantity of trails available nearby on National Forest lands.

Table 6.2-a: Park Facility Need Estimates

Facility Category	Parks System Facility Type	# of Facilities Needed per 1000 Residents	Current Facilities in Driggs	2015 Driggs Facility Need (pop. 3000)	2015 Driggs and 1/3 of County (pop. 7000)
Sports Fields	Soccer / Multi-Use Field	0.95	2	2.9	6.7
	Ball Field (baseball/softball)	0.61	2	1.8	4.3
Courts	Tennis Court	0.97	2	2.9	6.8
	Basketball Court	0.91	1	2.7	6.4
	Volleyball Court	0.13	0	0.4	0.9
Outdoor Recreation	Small Skatepark (7000 sq ft)	0.16	1	0.5	1.1
	BMX Track	0.16	1(planned)	0.5	1.1
	Paved Multi-Use Trail (per mi.)	1.04	0.3	3.1	7.3
	Dirt/Gravel Multi-Use Trail (per mi.)	2.33	0	7.0	16.3
Liesure	Playgournds (3200 sq.ft.)	0.16	1	0.5	1.1
	Group Picnic Area (with shelter)	0.36	1	1.1	2.5
Other Facilities	Swimming Pool (indoor)	0.05	0	0.2	0.4
	Ice Hockey Rink (full-sized)	0.1	0	0.3	0.7
	Outdoor Events Venue (per acre)	0.42	1	1.3	2.9

Based on Small Community Park & Recreation Planning Standards, Rural Planning Institute (2003) and the National Parks and Recreation Association.

Projected Park Acreage per Resident

Although specific park needs will have to be developed through a separate park needs assessment study, an average acreage of park area needed per resident can serve as a rough standard when managing residential growth. The National Recreation and Parks Association recommends between 6.25 and 10 acres per 1000 residents. The Rural Planning Institute incorporated the NRPA recommendations into a study that surveyed needs of small towns (<10,000 population) in Colorado. This study recommended a standard of 14 acres to 1000 residents, which is close to the 13 acres per 1000 residents currently supplied by the City of Driggs. Based on these recommendations and the current park to resident ratio in Driggs, a reasonable *minimum* goal for overall park acreage would be 10 acres per 1000 residents.

Park Types

The types of parks that typically make up the 10 acres per 1000 residents are:

- Mini Parks – 1 acre or less, serving a concentrated population or specific group, such as a playground for an apartment or townhome development, or a landscaped park with benches adjacent to elderly housing.
- Neighborhood Parks – 3+ acres in size, with focus on informal recreation and provide social gathering places for the immediate neighborhood; the basic “building blocks” of the parks system;
- Community Parks – larger (20+ acres) in size, and perhaps limited to only one or two, they typically contain a mix of specialized uses, such as skate parks, tennis courts and ball fields, as well as informal recreation areas. Good access, including trail connections is an important attribute;
- Trails – generally these are gravel trails within designated open space and connected into a community-wide network. Trails offer opportunities for both recreation and non-motorized transportation.

Park & Recreation Plans

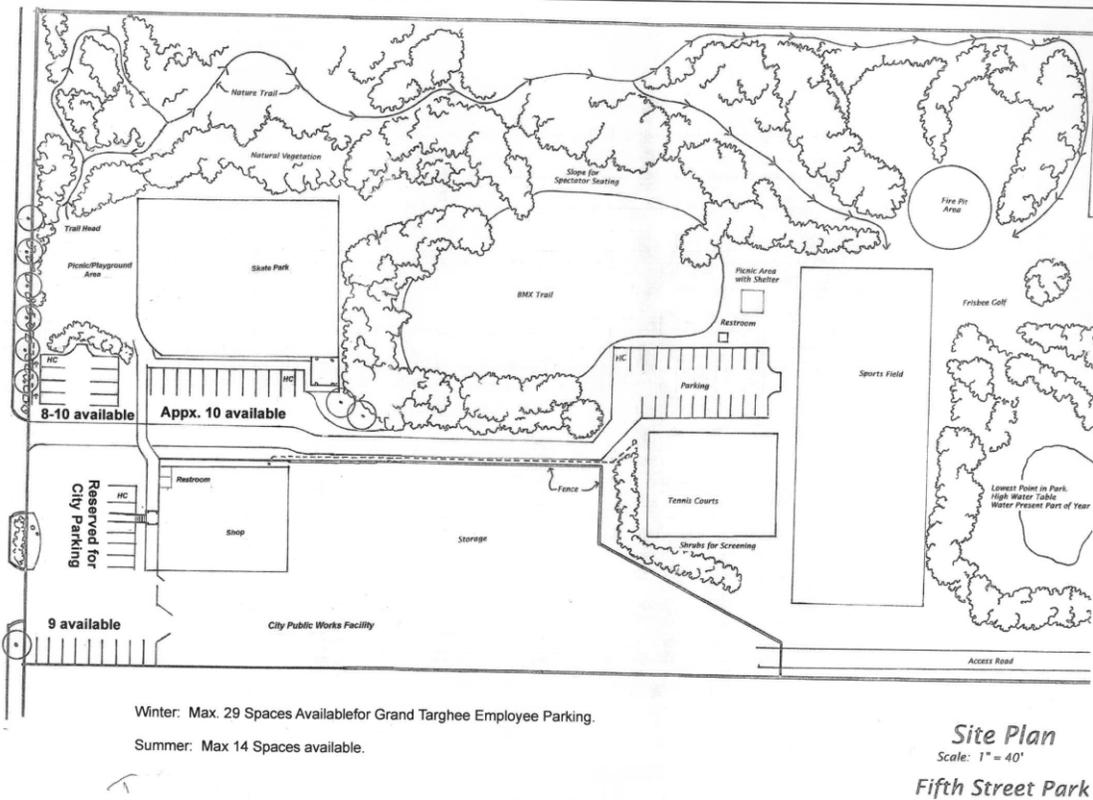
The Teton Valley Recreation Association is currently looking to acquire approximately 20 acres on which to construct a recreation facility, which could include indoor and outdoor ball courts and a swimming pool. The location and funding of this facility has not been established.

Equestrian enthusiasts have mounted a campaign to construct an equestrian center (Valley Arena), including a 300' x 160' indoor arena with elevated heated viewing area, at the county fairgrounds.

Fifth Street Park Improvements

Figure 6.2-b shows the planned improvements for the city's Fifth Street Park. This park presents significant opportunities for development and expansion.

Figure 6.2-b: Fifth Street Park Master Plan



Future Parks within New Subdivisions

In 2005, the City of Driggs adopted a new Subdivision Ordinance that requires all new developments over 10 acres in size to set aside and improve parks on a ratio of .028 acres per residential unit. The parks may be dedicated to the public or privately owned by a Homeowners' Association. A third option allows the money that would be spent on the acreage and the land to be given to the city in lieu of a physical park and earmarked for a future neighborhood or community park in the general vicinity. The acceptable parks can be either mini parks, neighborhood parks or trails and must meet an established set of standards and criteria.

Recreational Trail Plans

The City of Driggs has adopted a Pathways Plan for the city developed by Teton Valley Trails and Pathways (see figure 5.1-d in the Transportation chapter). The city now separates hard-surfaced (e.g., asphalt) "pathways" that serve a transportation function, and permeable surface (e.g., crushed gravel) "trails" that serve primarily a recreation function. Trails can satisfy the park improvement requirement under the Subdivision Ordinance, and many new subdivisions are choosing to align such trails in linear open space areas to provide attractive recreational amenities to their development. As development plans have emerged along Teton Creek and other natural corridors, the city has attempted to coordinate connections between individual trail improvements so that a functioning community wide network can emerge. The trails and pathways combined network should connect parks, schools, shopping areas and other significant community destinations to neighborhoods and to the wider valley-wide and region-wide network of trails and pathways.

Future Park Land – Acquisition Map

Figure 14.2-a, the Future Land Use Map in the Land Use chapter shows approximate boundaries of desirable future park acquisition areas.

6.3 CONCERNS

New Facilities

The Public Comprehensive Plan Survey did not reveal any concerns with existing facilities, but did highlight the desire for new recreational opportunities, including:

- Recreation Center
- Swimming Pool
- Bowling Alley
- Outdoor Amphitheatre for cultural events and music
- More activities for kids and for families
- More trails and paths
- More developed parks in general
 - Suggested locations:
 - Ski Hill Road across from High Peaks gym
 - Between Airport and town

Larger facilities that meet county-wide demand, such as an aquatic center or sports fields complex could be a benefit to the city by attracting additional retail spending. Prioritization of new facilities should be driven by a Parks and Recreation Master Plan and associated Recreation Needs Assessment.

City Park Lease

The city's lease for City Park from the LDS Church does not provide a guarantee for the continued existence of this park. As this park is a very valuable asset in the central core, a more long term solution is desired.

Maintenance Costs

While the city desires to meet the community's recreation needs, the long term financial obligation – primarily stemming from maintenance – cannot be ignored. The Parks and Recreation Master Plan should include a capital facilities plan and strategy for providing ongoing maintenance. A county-wide parks and recreation district could provide the best structure for ensuring that ongoing maintenance is provided, at least for community parks that receive use from residents throughout the county.

Pathway Connectivity

While requiring pathways within developments helps to promote recreation and healthier lifestyles, if the location of those pathways are not considered in relation to other existing, proposed or possible pathways, a disconnected network will be created that will not allow utilization as of the pathways as an alternative form of transportation.

6.4 GOALS, OBJECTIVES AND ACTION ITEMS

GOAL: PROVIDE RECREATIONAL OPPORTUNITIES BASED ON THE UNIQUE NEEDS AND DESIRES OF RESIDENTS IN THE DRIGGS PLANNING AREA.

OBJECTIVE: Understand the recreational needs and desires of area residents.

ACTIONS:

- ❑ Conduct a Parks and Recreation Needs Assessment to identify specific parks and recreation facilities that should be developed or expanded.

OBJECTIVE: Ensure that needed park and recreation facilities are constructed, contain the most needed types of facilities and are optimally located for intended users.

ACTIONS:

- ❑ Develop and adopt a Parks & Recreation Master Plan for the Driggs Planning Area, including recommended Capital Improvements, based on the Needs Assessment and require new parks to conform to the plan.
- ❑ Identify desired future park areas in the Parks and Recreation Master Plan and pursue acquisition of highest priority areas.
- ❑ Implement the recommended Capital Improvements in the Master Plan.
- ❑ Adopt a Trails Plan in addition to the Driggs Pathways Plan and require new trails to adhere to general alignment recommendations.

- ❑ Delegate park review responsibility to a city Parks and Recreation Committee and appoint members with sufficient expertise to perform such reviews.

GOAL: PROVIDE A SIGNIFICANT SHARE OF COUNTY LEVEL PARKS FACILITIES TO MEET DEMAND FOR COUNTY-WIDE RECREATIONAL AND SPORTS ACTIVITIES.

OBJECTIVE: Support a collaborative county-wide parks and recreation planning effort.

ACTIONS:

- ❑ Help initiate and participate in the creation of a county-wide Parks and Recreation Master Plan.

OBJECTIVE: Ensure that the development of parks facilities in the Driggs Planning area complement other land use goals and objectives.

ACTIONS:

- ❑ Facilitate the development of community level parks facilities at appropriate locations that may not serve other purposes well, such as near the airport or at the end of the runway, but that have sufficient access from arterials or collectors.
- ❑ Negotiate a permanent status for the Driggs City Park so that open space and recreation remain accessible to downtown residents as density increases.

7.0 NATURAL RESOURCES

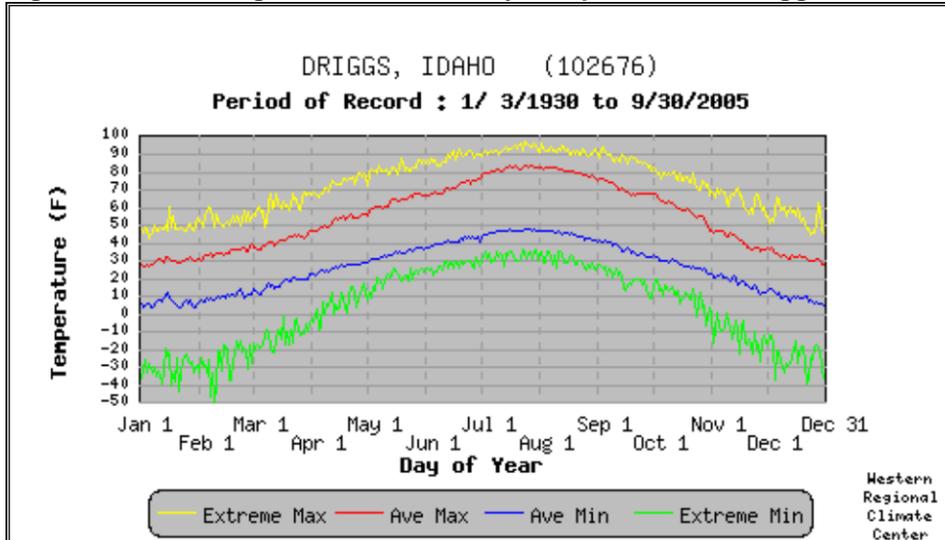
An analysis of the uses of rivers, and other waters, forests, range, soils, harbors, fisheries, wildlife, minerals, thermal waters, beaches, watersheds, and shorelines.

7.1 CURRENT CONDITIONS

Climate: elevation, temperature, precipitation, wind

The Driggs area, because of its elevation, has a rigorous climate of long, cold winters and moderately warm summers. Snow cover is continuous on the valley floor for about 140 days each winter. Rains in spring and early in summer are common, as are dry spells late in summer and early in autumn. Sunshine is generally ample during the growing season. Freezing weather can occur any month of the year. Figure 7.1-a shows the average and extreme daily temperatures recorded since 1938.

Figure 7.1-a: Average and Extreme Daily Temperatures in Driggs



Frequency of precipitation, as well as amount, varies considerably from month to month and from year to year. On the average, Driggs receives measurable precipitation (0.01 inch or more) on 83 days per year. Intensity of precipitation is generally low. A total of 0.50 inch or more in 24 hours occurs only 8 to 10 times a year, and 1 inch or more about once in 2 years.

The prevailing wind in Teton Valley is from the southwest and has a mean velocity of 10 – 15mph. Wind gusts in the range of 25-45mph often accompany storms and frontal systems.

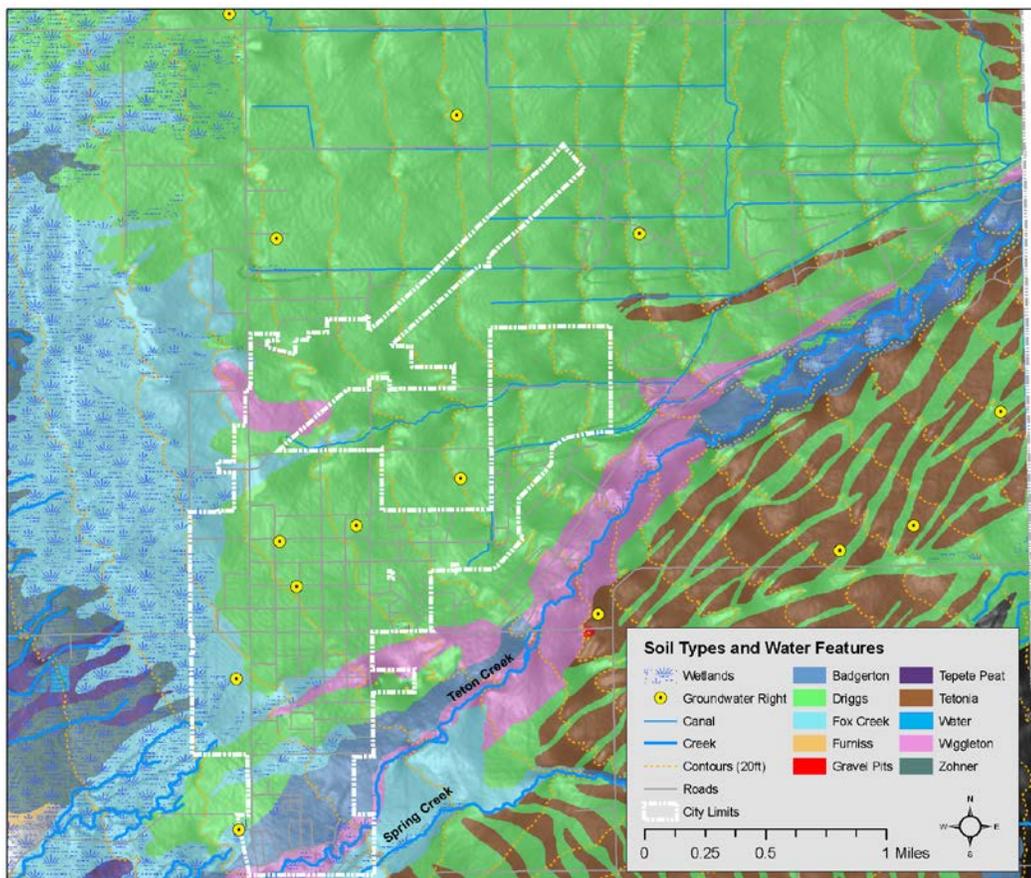
Geology: Terrain, Soil Types, Suitability for Development and Agriculture

Most of the soils of the area formed in alluvium washed from the surrounding mountains. The alluvium was deposited as large, gently sloping, coalescing alluvial fans, such as was created by Teton Creek. Within the Driggs Planning Area, this alluvial fan slopes at a gentle 2% grade to the southeast. As is usual with water-transported material, the sediments are coarser textured on the upper part of the alluvial fans and finer textured near the bottom of the valley. In many places, loess and locally wind-reworked sediments overlie the alluvium.

The alluvium is derived from rocks of different mineral composition. The alluvium on the fan of Teton Creek contains a large amount of material weathered from granite and gneiss of the Teton peaks. Mica flakes are visible in the soils. The alluvium also contains material derived from sandstone, quartzite, rhyolite, limestone, dolomite, and other rocks. Some of the soils in the Driggs series formed on these fans. Generally they are noncalcareous as far down as the underlying gravel.

Figure 7.1-c shows elevation contours, distribution of soil types and location of water features in the Driggs Planning Area. Most of the soil types in the Planning Area, including the widespread Driggs Series, are classified as very limited or somewhat limited in their capacity to handle septic drain fields. Fox Creek, Badgerton, Zohner, Furniss and other soil series with higher water tables also pose limitations for building, particularly basements, but offer higher rangeland productivity.

Figure 7.1-c: Soil Types and Water Features



Sources: National Wetland Inventory, Idaho Department of Water Resources, Natural Resource Conservation Service.

Hydrology

Teton Creek and Spring Creek are affected by seasonal fluctuations in runoff. The peak flow is ordinarily reached in the first part of June, after which the flow decreases rapidly. Figure 7.1-d shows the average monthly flow for Teton Creek at Cottonwood Corner (Ski Hill Road and Cemetery Road) under historic and current conditions. Under the current regime, water flows in the Teton Creek channel from spring melt (early to mid April) until the beginning of August.

Figure 7.1-e shows the results of a study by Friends of the Teton River, in which creek function was assessed along Teton Creek.

Irrigation is primarily from surface diversions. The Grand Teton Canal Company controls water diversions on Teton Creek near Stateline Road that feed irrigation canals used mostly on the west side of Highway 33.

Figure 7.1-d: Teton Creek Annual Flow Estimate

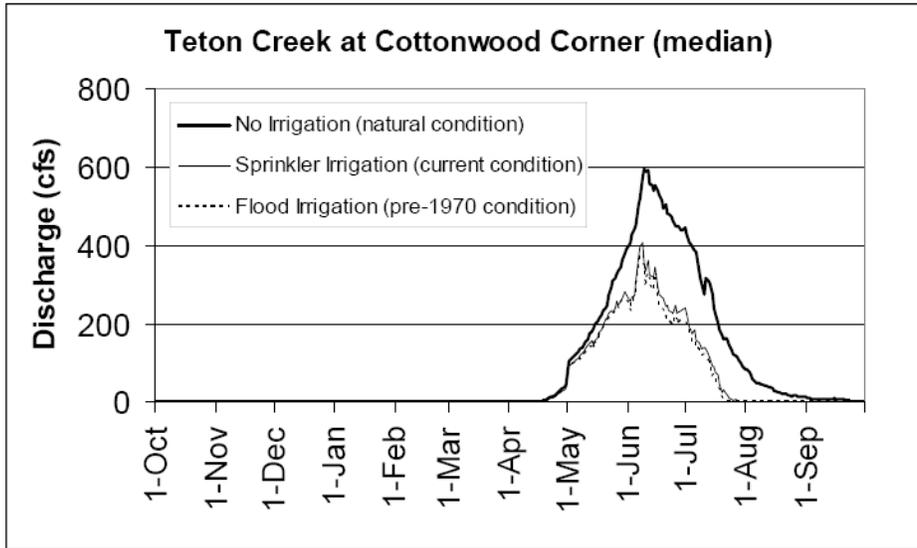
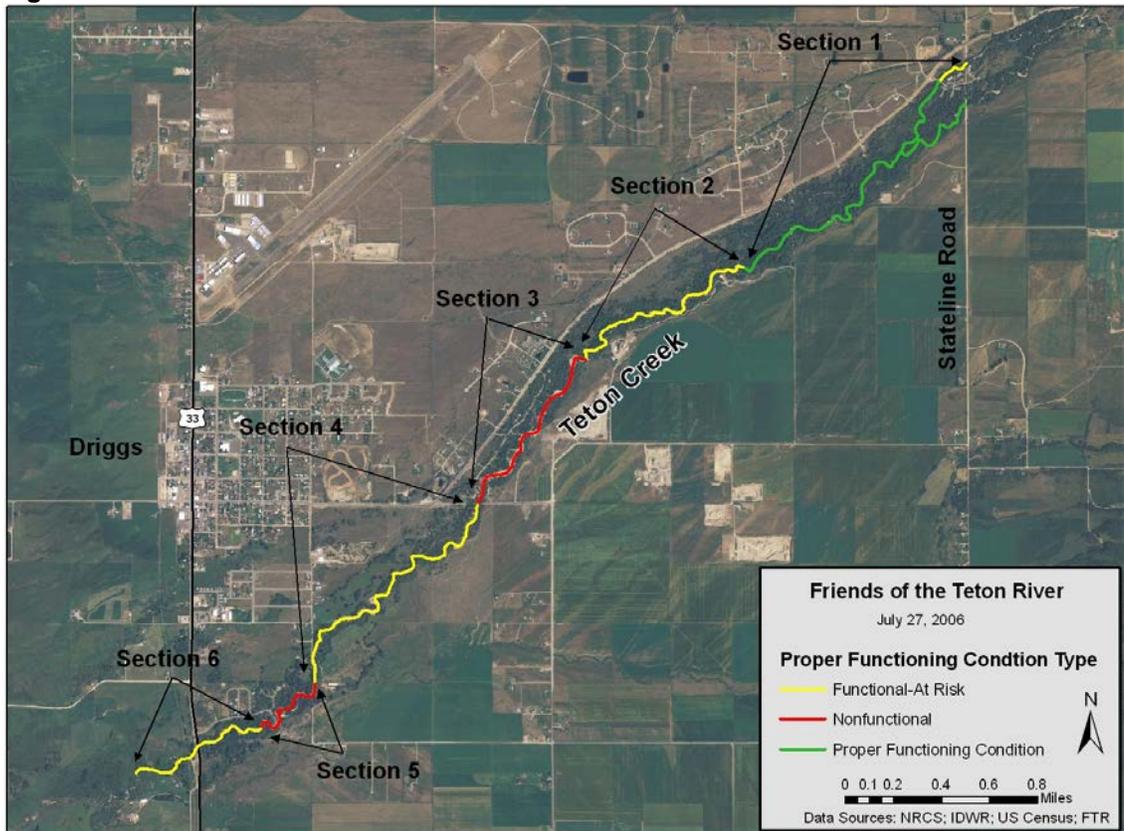


Figure 7.1-e: Teton Creek Functional Classification



Groundwater

The ground water in Teton Valley is generally low in dissolved solids and is moderately hard. The water is of satisfactory chemical quality for domestic use, livestock, and irrigation. The chief aquifer in the valley is sand and gravel deposited by streams discharging from the surrounding mountains. Existing groundwater rights are identified in figure 7.1-c. All of the subdivisions along Ski Hill Road, with the exception the several townhome developments, utilize private wells for domestic water sources. Under Idaho’s water rules, a “beneficial use” right to ground water may still be established for domestic purposes. “Domestic purposes” is defined by statute as “(a) the use of water for homes, organization camps, public campgrounds, livestock and for any other purpose in connection therewith, including irrigation of up to one-half (1/2) acre of land, if the total use is not in excess of thirteen thousand (13,000) gallons per day.” Domestic purposes does not include “water for multiple ownership subdivisions, mobile home parks, commercial or business establishments” unless the use does not

exceed a diversion rate of four one-hundredths (0.04) cubic feet per second and a diversion volume of twenty-five hundred (2,500) gallons per day.

Vegetation: native & weeds

Natural vegetation cover in most of the planning area consists of mountain big sagebrush, bluebunch wheatgrass, Idaho fescue and other perennial grasses. Within the floodplain of Teton Creek, willows, cottonwoods and aspens are the natural cover, along with dogwood, snowberry and serviceberry. Figure 7.1-f shows the distribution of natural vegetation cover.

Weeds of greatest concern in the Driggs area are: black henbane, Canada thistle, diffuse knapweed, field bindweed, hoary alyssum, houndstongue, leafy spurge, musk thistle, oxeye daisy, perennial sowthistle, spotted knapweed, yellow toadflax.

Wildlife

The forested riparian habitat along Teton Creek continues to provide important wildlife habitat for many species despite considerable development in this general area in recent years. Mammals utilizing Teton Creek include moose (particularly in winter), mule deer, white-tailed deer, coyote, porcupine and occasionally black bear and beaver. Raptors include Swainson's hawk, red-tailed hawk, great gray owl, great horned owl, bald eagle and osprey. Songbirds also utilize the riparian area. Fish do not generally inhabit the reach of Teton Creek between SH 33 and Stateline Road due to the lack of continuous flow, although populations of Yellowstone cutthroat trout are present both above and below this section of creek.

The unique combination of forested riparian and sagebrush habitats shown in Figure 7.1-e support several species of raptors, which roost in the riparian trees and hunt in the sagebrush area. Wetlands to the west of Driggs also provide significant habitat for moose.

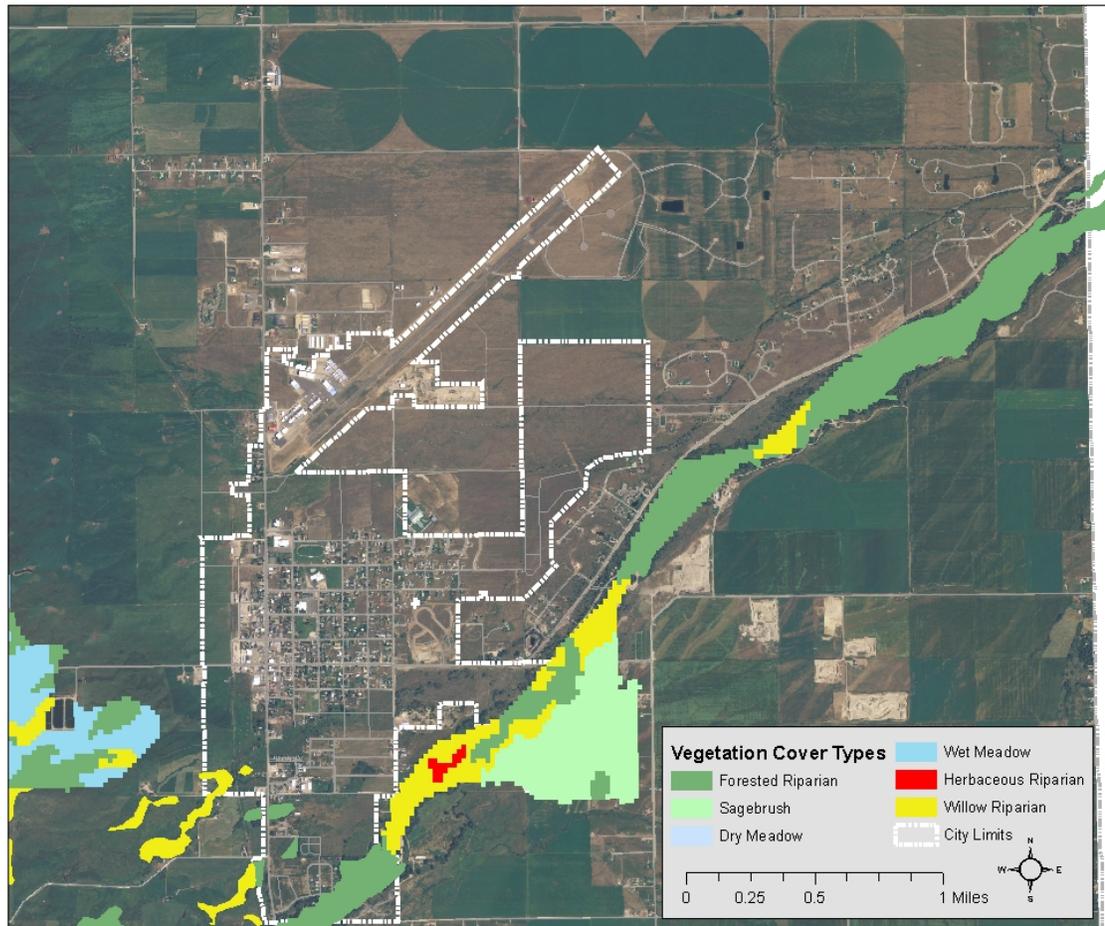
Scenic Views

Teton County has designated Highway 33 and Ski Hill Road as Scenic Corridors in order to preserve the scenic qualities that attract visitors and improve quality of life for residents. The significant elements of these viewsheds include the mountain ranges surrounding the valley and the natural cottonwood corridor along Teton Creek. The southeast side of Ski Hill Road, from Fifth Street to Stateline Road is considered a critical area for scenic resources.

Other Relevant/Significant Natural Resources in Teton Valley

Driggs benefits from its close proximity to significant natural resources that attract visitors / tourists and related retail spending. These resources include the surrounding national forests, national parks, and the Teton River. Good wayfinding signage and informational resources in Driggs enhance the beneficial relationship.

Figure 7.1-f: Natural Vegetation Cover



Source: Idaho GAP Analysis Program and National Wetland Inventory

7.2 FUTURE CONDITIONS

Climate

The most conservative climate model used by the National Assessment process of the US Climate Change Science Program projects average, annual temperature increases of 2 to 5°F by the end of the 21st century. Temperatures over much of the Rocky Mountain area rose 1°F during the 20th century when the CO₂ increase was just getting underway. The models also project that total precipitation for the region will increase by 50-100%. It should be emphasized that these are projections by computer models that simulate behavior of the extremely complex global climate system. Thus they need to be considered "what-if" possibilities. However, the measured trends during the 20th century also point in these directions.

Plans & Projects

Teton Creek Greenway

The City of Driggs has established a working partnership with several area organizations and state and federal agencies interested in protecting and restoring Teton Creek resources and recreation opportunities. These organizations include the Teton Regional Land Trust, Friends of the Teton River, Teton Valley Trails and Pathways, Teton County, Idaho, Teton County, Wyoming, Idaho Department of Water Resources, Environmental Protection Agency and US Army Corps of Engineers. In 2004, Driggs was awarded a technical assistance grant from the National Parks Service to develop a Teton Creek Greenway Plan. The Plan is proposed to include a description of the resources present and recommendations on protecting and restoring important resources, along with identification of recreational and educational opportunities.

7.3 CONCERNS

Loss of Open Space: Habitat and Views

Loss of open space, habitat and views were common articulated concerns received through the public survey, particularly along Ski Hill Road and Teton Creek. Much of this area is still undeveloped, but is

highly valued for residential development because of the scenic resources and proximity to recreation access, including Grand Targhee Resort.

Weeds

Non-native vegetation can overtake and severely degrade native vegetation and negatively impact agricultural and ranching operations. Vacant lands in Driggs and in the Area of Impact, including area in the Fifth Street Park and Ski Hill Road right-of-way, are contributing to a growing weed problem in the valley. Lands designated, as open space could also become weed generators.

Dark Skies

The ability to see the night sky – stars, planets, etc., is an increasingly rare amenity for towns across the country. Increasing residential and commercial development in Driggs will have an impact on this natural resource, but the level of impact can be minimized through simple design standards on lighting levels and fixture types. Such standards are being adopted by the governments of Driggs, as well as Victor and Teton County.

Water Quality

Protection of groundwater quality is critically important because it serves as the primary source for domestic use in the valley. Nitrate pollution, from septic systems and agricultural operations is possible. Once water sources are contaminated, they can be extremely costly to restore. According to the Idaho DEQ, currently, fifty public water systems drawing water from 121 wells across the state show elevated nitrate levels (greater than 2 mg/l nitrate). With the aquifer level in some local areas being at the level of a normal basement, the potential for contamination from septic systems in the Driggs Planning Area is a significant concern.

Title 67-6537 requires local governments to consider the effect the proposed Comprehensive Plan amendment will have on the quality of ground water in the area. The proposed Goals, Policies and Action Items of this Plan seek to protect ground water quality by encouraging utilization of the central sewer system and DEQ BMPs for stormwater management, and by supporting ground water quality monitoring and education programs. The Plan therefore should not have a negative impact on ground water quality if implemented.

Surface water quality is also a concern because of the high water table and because of potential impacts to fish habitat. Construction areas should implement EPA and DEQ best management practices for stormwater management.

Teton Creek Hydrological Function

Creek bed alterations have created higher velocities, which in turn are leading to the erosion of creek banks, sediment transport into fish habitat, loss of important riparian vegetation, and log jams, flooding, and other impacts to downstream properties. Preservation of functioning sections and restoration of non-functioning sections of Teton Creek should be encouraged and supported. Sound floodplain development regulations must be implemented.

7.4 GOALS, OBJECTIVES AND ACTION ITEMS

GOAL: PROTECT WILDLIFE HABITAT, CREEK FUNCTION AND SCENIC VIEWS

OBJECTIVE: Ensure that new developments are designed to minimize impacts to wildlife habitat, creek function and scenic resources.

ACTIONS:

- ❑ Require developments to utilize cluster designs that reduce impacts to wildlife, creek function and scenic views;
- ❑ Develop a Teton Creek Greenway Plan that provides detailed inventories and priorities for protecting important natural resources and recreational / educational opportunities;
- ❑ Require development proposals in and adjacent to the Teton Creek floodplain to include an assessment of impacts on the creek, associated wildlife habitat and scenic viewsheds;

- ❑ Maintain or adopt zoning densities that protect sensitive resources;

OBJECTIVE: Reduce and control the non-native weed population in the city and area of impact.

ACTIONS:

- ❑ Adopt and implement an aggressive weed management plan in city parks and rights-of-way;
- ❑ Coordinate and cooperate with the County Extension Agent and weed enforcement program by identifying and reporting weed problem areas.
- ❑ Require developments to provide a weed control mechanism in the development's CC&Rs.

GOAL: PROTECT WATER QUALITY

OBJECTIVE: Prevent contamination of groundwater from septic systems and other pollution sources and protect surface water quality.

ACTIONS:

- ❑ Participate with the county and other organizations in a well monitoring program to identify any existing high nitrate areas;
- ❑ Facilitate education of area residents in methods and actions to reduce ground water pollution sources;
- ❑ Encourage connection to the central sewer system within the city area of impact, particularly up-gradient from city wells;
- ❑ Adopt a well source protection ordinance;
- ❑ Provide information to developers and contractors on the federal permit requirements and Best Management Practices for managing stormwater runoff.

GOAL: PROTECT THE NIGHT SKY

OBJECTIVE: Prevent the degradation of the night sky from light pollution.

ACTIONS:

- ❑ Adopt lighting standards for commercial and residential development that are consistent with the published recommendations of the Illuminating Engineering Society of North America.

8.0 SPECIAL AREAS & SITES

An analysis of areas, sites, or structures of historical, archeological, architectural significance (analysis of areas and sites of ecological, wildlife, and scenic significance are contained in the Natural Resources chapter).

8.1 CURRENT CONDITIONS

Significant Historic or Archaeological Sites

Some of the significant historic and architecturally significant buildings in Driggs include:

- Teton County Courthouse – constructed in 1924 in “Classical Revival / Prairie School” style by Charles Zollinger (C.A. Sunderg, Architect). This building was placed on the National Register of Historic Places in 1987 for architectural and historical significance.
- Cut stone building on Northwest corner of Main and Little – constructed in 1906 and site of the first bank in the valley (Driggs State Bank), also formerly “Mike’s Eats”.
- Brick building on the Northeast corner of Main and Little – erected in 1918 and housed the Orpheum movie theatre and Valley Bank, with apartments upstairs, now Key Bank.
- Cut stone building on the Southwest corner of Main and Little – contained apartments and a small clinic on the second floor as well as high school classrooms for a time, now Corner Drug.
- The first residence in Driggs was built in 1888 and owned by C.C. Driggs; however, the exact location, or current status of this building is not known.
- Several cut stone houses stand out as fine examples of craftsmanship and adaptation to local materials – three representative structures are found at: the Northeast corner of First and Ross, the Southwest corner of First and Howard, and at 235 S Main St.

8.2 FUTURE CONDITIONS

As the city grows, pressure to demolish, remove or alter significant historic structures will increase. The availability of monetary assistance for preservation and restoration will become a determining factor in the continued existence of these structures as the forces of nature and economics bear down.

8.3 CONCERNS

Loss of Significant Historic, Archaeological or Architectural Resources

One concern related to significant historic resources is the potential for new development to occur that is not compatible with and detracts from the character of the historic downtown buildings. This is discussed in greater detail in the Community Design chapter. Another concern is that a complete inventory and description of historic, archaeological and architectural resources has not been completed, which makes preservation of significant sites difficult to achieve.

8.4 GOALS, OBJECTIVES AND ACTION ITEMS

GOAL: PROTECT SIGNIFICANT HISTORIC, ARCHAEOLOGICAL AND ARCHITECTURAL RESOURCES

OBJECTIVE: Understand which resources deserve protection.

ACTIONS:

- ❑ Partner with local historians, schools and volunteers to create an inventory of significant historic, archaeological and architectural resources;
- ❑ Determine the level of significance and the level of risk for each historic structure or site.

OBJECTIVE: Encourage the preservation and/or restoration of priority historic resources.

ACTIONS:

- ❑ Explore and facilitate grant opportunities for building restoration and adaptive reuse;
- ❑ Explore other incentive programs to encourage preservation and restoration of historic structures;
- ❑ Consider ordinance options to protect the highest priority resources;

9.0 COMMUNITY DESIGN

An analysis of needs for governing landscaping, building design, tree planting, signs, and suggested patterns and standards for community design, development, and beautification.

9.1 CURRENT CONDITIONS

General Historic Pattern

Driggs can trace its urban patterns to several sources. The town emerges at the confluence of the north-south railroad corridor along the eastern rim of the Valley's wetlands and the westerly trend of Teton Creek as a rough southern edge. The original orientation resulting from the railroad placement is reinforced by the later alignment of the main north-south valley road, State Route 33 (Main Street).

Driggs also bears many of the telltale features arising from its origins as a turn-of-the-century Mormon farm village. Most striking is the large-block pattern with wide curbsless streets, grassy ditched verges, alternating block lot frontages, and collections of buildings deep within each block. The openness and casual order of this distinctive urban pattern is still very present and is strengthened by the presence of a sizable open zone along the north edge of the original plat, giving the town two very abrupt edges north and west onto large-scaled open spaces.

Downtown Conditions

The original downtown commercial lots were fairly narrow (20-30 feet of frontage) and contained stone, brick and wood constructed buildings. Although a significant number of original structures have been demolished because of fire or severe deterioration, several key structures remain. These include the Corner Drug, Mike's Eats and Key Bank buildings – at the intersection of Little Ave (a.k.a. Ski Hill Rd.) and Main Street (see photos below); as well as the County Courthouse (added to the National Historic Register in 1987), and the original depot station building. A dozen small narrow "western false front" designed buildings in the first block of N Little Ave have continued the historic western theme.



Main & Little 1921 – Looking North



Main & Little 1921 – Looking South

Buildings on the four blocks around Main St. and Little Ave are built to the front property line and most provide some weather protection for pedestrians. Parking is provided on street and in several interior-block parking lots. The existing streetscape is predominantly auto-oriented, in that the sidewalks are relatively narrow, streetlighting is by tall "cobra head" lights, pedestrian amenities (street trees, benches, bike racks) are lacking, and outdoor public or semi public (e.g., café seating) spaces are limited.

Highway Commercial Areas

Commercial development outside of Main Street has been limited primarily to that at Valley Centre, which has an open design, with individual buildings of modest scale on separate lots. These buildings and the Teton Valley Museum build on a sense of open space and agricultural roots and provide an attractive setting at the north end of Driggs. Other buildings, housing airplanes, utility or road maintenance equipment, are larger in scale and constructed of metal, and reduce the attractiveness of the north entry into Driggs. No official gateway has been identified or developed at either end of Driggs on Hwy 33.

Neighborhood Commercial Areas

Little Avenue was transformed in 2004 by the addition of street trees, sidewalks, new paving, on street parking and cross-walk "bulb-outs". Two new commercial buildings have been constructed and property values in general were substantially increased. Neighborhood commercial activity has also increased

along First Street, despite a deteriorated streetscape. New construction and remodels have generally maintained the residential character, with 20-30 foot setbacks, and limited height and mass of buildings.

Existing Community Design Standards

The City of Driggs has adopted standards and requirements for signs (Sign Ordinance), landscaping (Landscaping Ordinance, Design Standards, Tree Ordinance), and building design (Design Standards, International Building Code 2003).

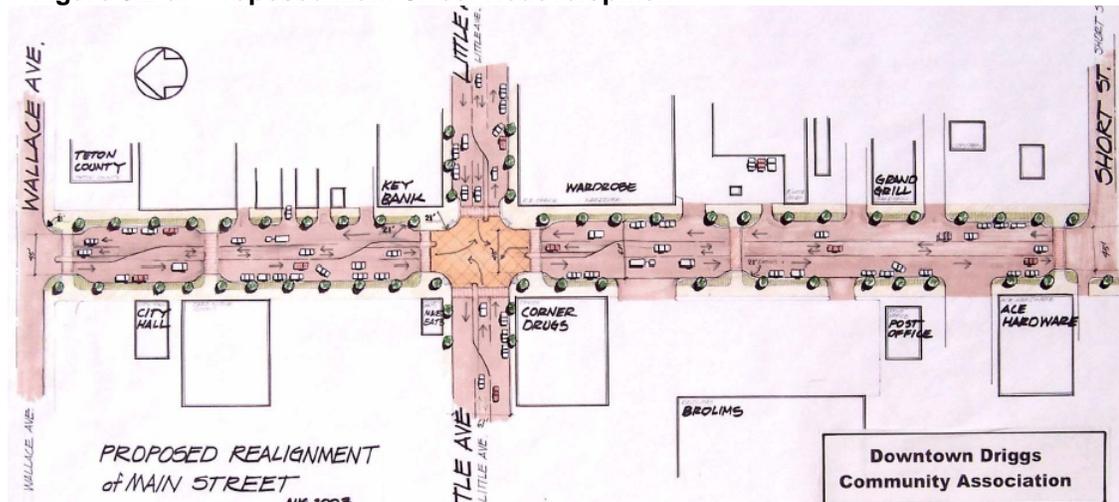
9.2 FUTURE CONDITIONS

Plans and Projects

Main Street Improvements

The Idaho Transportation Department has scheduled a \$3,675,000 reconstruction project for Hwy 33 (from 100N to 75S) in 2011, contingent upon available funding. The project would include a redesign of Main Street in downtown Driggs. The design phase of this project will begin in Fall 2006, but the Downtown Driggs Community Association has already developed two potential designs, which the city supports in concept (see figure 9.2-a). The overall goal of the redesign is to create a more pedestrian-friendly and attractive Main Street environment that helps to revitalize downtown as a successful retail shopping district. Possible components of the project include widened sidewalks, narrower travel lanes, street trees, cross-walks and historic lamp posts.

Figure 9.2-a: Proposed Main Street Redevelopment



Urban Renewal District

The Urban Renewal Agency is pursuing plans for constructing an interior-block parking lot behind Key Bank and the Courthouse to facilitate redevelopment and infill on this block. The Agency's Plan also calls for improving public infrastructure (e.g., sidewalks and parking) throughout the District (see figure 4.2-a).

Smart Growth Implementation Assistance

The Environmental Protection Agency selected Driggs (along with Victor) as one of four communities to receive technical assistance in 2006 for implementing Smart Growth principles. The proposed work plan for this assistance includes developing design concepts for creating compact mixed use development along the Highway 33 corridor and in the downtown district.

New Development

Several significant developments are on the horizon. Infill in the downtown core is beginning to occur, with property owners attempting to maximize floor area to offset high real estate costs. Commercial development along Hwy 33 is anticipated – in the newly approved Driggs Gateway Center, in the FLGR Subdivision south of Broulim's, and north of town by the airport. The Mixed Use area identified in the Huntsman Springs development would be a significant addition to the downtown core.

9.3 CONCERNS

Through the Comprehensive Plan Survey, and numerous workshops and public meetings, the community has identified desirable attributes for new development and the townscape in general, including:

- Maintain the small town character - keep store fronts on the street and at a scale that matches the historic pattern, but allow courtyards or small public open space and allow a transition to a more open development pattern outside of the downtown core that connects with the agricultural and mountain valley attributes.
- Preserve and expand on the historic architecture; prevent formula designs, but allow for new styles to emerge that are compatible with the historic designs and impart a sense of quality (the community by and large has voiced opposition to any design “theme” and many people state that they “don’t want to be like Jackson”, WY.)
- Create a more walkable downtown and pedestrian-friendly interface in all new development.
- Keep parking lots hidden, but accessible and broken up with landscaping - again emphasizing a pedestrian scale.
- Regulate signage so that it is compatible with the character of each district (wood or metal downtown; incentives for creative designs).
- Protect the night skies - adopt dark skies lighting standards.
- Protect mature trees.
- Maintain views.

The Comprehensive Plan Survey also collected responses on “your favorite place”. The top answers were: Pendl’s Bakery, City Park, Darkhorse Books, Little Avenue, Miso Hungry, “My house/My front porch”, Bret Cooke’s new office building, Corner Drug, and Little Avenue. Two central threads can be drawn through these places: good aesthetics (pleasing to the eye), and a good place to relax and commune with friends.

Your Town Workshop

Community leaders participating in the Your Town Workshop (sponsored by the National Trust for Historic Preservation and National Endowment for the Arts in July 2004) identified the following needs related to community design:

- Streetscape improvements – narrower streets, wider sidewalks, trees, benches, trash containers, new pedestrian-scale lighting, visitor signage.
- Encourage rehabilitation of historic buildings.
- Infill vacant properties and create “street wall”
- Develop public outdoor space / civic space
- Bury utilities
- Create interior-block parking with alley access and remove some vehicle accesses to Main Street
- Bulb-outs and mid-block cross walks on Main Street
- Multi-use and multi-level buildings
- Snow removal on sidewalks
- Gateways at North and South entries on Hwy 33.

9.4 GOALS, OBJECTIVES AND ACTION ITEMS

VISION

The Vision for downtown Driggs is a thriving government and business center. Downtown should embrace its role as the county seat and become rejuvenated as a diverse mixed-use center consisting of a rich blend of government and professional services, support businesses, niche retail stores, housing, and cultural/entertainment venues. Access to and within downtown is provided by a variety of transportation modes and linkages, and includes adequate parking that is visually unobtrusive. This vibrant community provides an appealing, pedestrian friendly landscape and streetscape environment while preserving its historic tradition.

The Vision for Hwy 33 outside of downtown is as an attractive, functional, and memorable gateway into the community. The sense of arrival at each end of the community should be dramatic, but in keeping with the beauty of Teton Valley and the surrounding mountains. New buildings should be setback from the highway, with ample landscaping, concealed parking and architecture that draws on the western

and agricultural vernaculars, rather than chain store formulas. Multiple-use pathways should parallel Hwy 33 at both ends of town.

GOAL: ACHIEVE THE COMMUNITY DESIGN VISION.

OBJECTIVE: Incorporate Smart Growth Principle V into Community Design decisions and programs: *Foster a distinctive attractive community with a strong sense of place.*

ACTIONS:

- ❑ Adopt and enforce commercial design standards that protect and enhance the city's historic character and that prevent "formula" designs, uncoordinated growth and automobile oriented sprawl;
- ❑ Establish limits on the number of formula retail and restaurants that are allowed to operate in the city and area of impact;
- ❑ Adopt and enforce commercial and public lighting standards that allow safe levels of lighting and prevent obtrusive or dangerous lighting levels, glare, etc.
- ❑ Encourage and facilitate preservation and adaptive reuse of historic or architecturally significant buildings, including Corner Drug, the County Courthouse, Depot building and others.
- ❑ Encourage and develop incentives for the creation of downtown public spaces and public art;
- ❑ Support the Driggs Urban Renewal District's proposal to develop a Teton Scenic Byway Plan;
- ❑ Create and maintain attractive gateways to Driggs on Hwy 33 (South and North) and on Ski Hill Road;
- ❑ Implement the Commercial Design Standards provisions on the preservation of mature trees and consider additional incentives for preservation of trees with high community value.
- ❑ Work with the Chamber of Commerce and other partners to develop a coordinated wayfinding signage program for visitors;
- ❑ Update the Driggs Sign Ordinance to reduce sign clutter and to encourage pedestrian-scale signage in the downtown;
- ❑ Adopt a minimum lot maintenance requirement to eliminate weedy or unsightly conditions on empty lots in the downtown commercial area.

OBJECTIVE: Incorporate Smart Growth Principle IV into Community Design decisions and programs: *Create walkable neighborhoods.*

ACTIONS:

- ❑ Adopt and implement design standards that make commercial areas more walkable or pedestrian-friendly;
- ❑ Provide landscaping and pedestrian amenities within any new public parking lot;
- ❑ Work with ITD to develop an acceptable streetscape plan for Main Street that incorporates street trees, wider sidewalks, pedestrian-scale lighting, and mid-block crossings;
- ❑ Incorporate street trees into road improvement projects in the original town grid and along any collector or arterial street;
- ❑ Work with Teton Valley Trails and Pathways to implement and update the Driggs Pathways Plan.

- ❑ Require new development to provide pathway connections between neighborhoods, parks, schools, shopping and other destinations, in conformance with any adopted Pathways Plan.

OBJECTIVE: Incorporate Smart Growth Principle II into Community Design decisions and programs:
Take advantage of compact building design.

ACTIONS:

- ❑ Adopt maximum off-street parking regulations and provide incentives for structured parking downtown;
- ❑ Adopt design standards that match building scale to street type;
- ❑ Amend zoning regulations to reduce minimum lot size and allow for detached accessory dwellings in the original town grid.

10.0 HOUSING

An analysis of housing conditions and needs; plans for improvement of housing standards; and plans for the provision of safe, sanitary, and adequate housing, including the provision for low-cost conventional housing, the siting of manufactured housing and mobile homes in subdivisions and parks and on individual lots which are sufficient to maintain a competitive market for each of those housing types and to address the needs of the community.

10.1 CURRENT CONDITIONS

Housing Stock and Affordability Trends

Table 10.1-a contains data on housing stock as well as several housing affordability factors. Figure 10.1-a shows residential building activity since 2000. The total number of housing units within the city rose by 1.8% annually between 1990 and 2000 and accelerated to 6.4% annually between 2000 and 2005 to a total of 600 units. The bulk of housing continues to be found in the 2-3 bedroom categories.

While the number of housing units increased between 1990 and 2000, the vacancy rate (generally for-sale or second homes) decreased. The increase in occupancy was entirely in the owner-occupied category, which indicates that new residents are relocating on a permanent rather than seasonal basis.

Table 10.1-a: US Census Housing Data for Driggs

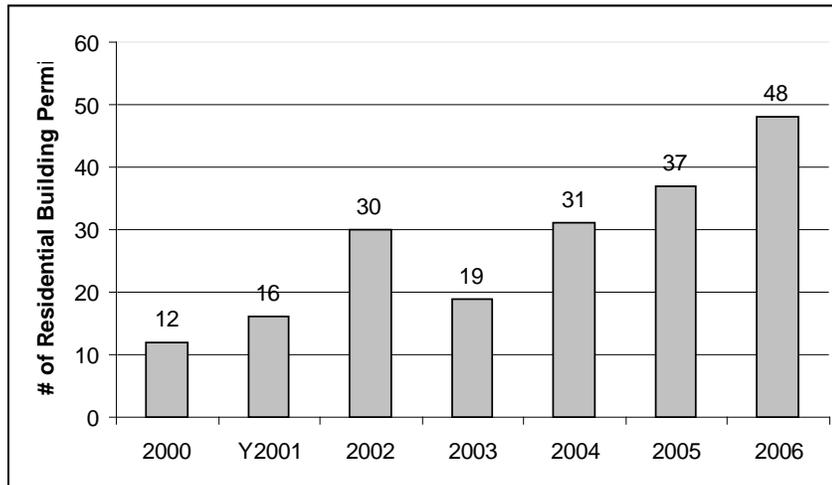
	1990	2000
Housing Units	384	454
Vacant	17%	12%
Occupied - Owner	47%	59%
Occupied - Renter	35%	29%
Age of House:		
0-5 years	3%	11%
6-10 years	9%	10%
11-20 years	25%	9%
21-30 years	11%	23%
31-40 years	6%	8%
41-50 years	3%	9%
>50 years	43%	30%
Size of House:		
Studio	2%	2%
1 Bedroom	16%	14%
2 Bedrooms	33%	35%
3 Bedrooms	33%	31%
4 Bedrooms	9%	12%
5 Bedrooms	7%	6%
Median Household Income*	\$23,437	\$33,750
Median House Value*	\$71,384	\$112,500
Median Gross Rent*	\$421	\$559
Median Owner Costs w/ Mortgage*	\$603	\$853

* Adjusted for Inflation

Housing cost became less affordable (measured as the ratio of median income to median home price) between 1990 and 2000, with renters paying 1.3% more of their income towards housing, and owners paying 6.4% more of their incomes towards mortgages in 2000. According to local data, this decrease in affordability has continued since 2000.

A snapshot of the MLS (multiple listing service) in November 2005 found the median home price in the Driggs planning area to be just under \$350,000, with 43% of homes listing between \$200,000 and \$300,000. Noteworthy was that of homes in subdivisions accessed by Ski Hill Road, the mean list price was \$475,000. The median rent has also increased, but at a much lower rate (about 3% annually). Grand Valley Lodging reported a median rent in the Driggs area of \$695 for 2005.

Figures 10.1-a: Residential Building Permits Trend 2000-2006



Housing Unit Type Distribution

Table 10.1-b provides a breakdown of current housing stock by type in the city and area of impact.

Table 10.1-b: Housing Type Distribution (2006)

	City	Area of Impact	Total	Percent
Single Family	444	232	676	71%
Townhome	20	97	117	12%
Condominium			0	0%
Duplex	10	4	14	1%
Apartment	20	56	76	8%
Mobile Home (court)	37	3	40	4%
Tourist Court	14		14	1%
Assisted Living		16	16	2%
	545	408	953	

In 2006, approximately 18% of the housing stock in the city (100 units) was on the long-term rental market; this includes all apartments, duplexes, mobile homes and tourist court, and 19 Single Family homes. Approximately 20% of the housing stock in the Area of Impact was on the long-term rental market, while many townhomes and condominiums were also being utilized as short-term “vacation” rentals. In the absence of other alternatives, mobile home units still accounted for the majority of housing for lower income residents. The 56 unit Fox Creek Apartments in the Valley Centre Subdivision, managed by The Housing Company, provide housing through application to qualifying low-income residents.

10.2 FUTURE CONDITIONS

Housing Needs Projection

Assuming the projected doubling in population, from 1400 to 2800, by 2015 the city would need at least an additional 620 units (assuming an average of 2.5 persons per housing unit and a 12% vacancy rate). The types of housing will need to be distributed to meet income and demographic demands and to appeal to the in-migrating groups of young adults, families and “empty nesters”.

Residential Buildout

Figure 10.2-a contains the number of existing empty platted lots and a calculation of the potential number of lots per zone for undeveloped land in the city and the area of impact. Assuming a 2.5 average household size and a 12% vacancy rate, if all existing and potential lots were developed, the population would surpass 6200 in the current city limits and reach nearly 7400 in the Area of Impact; a combined total of 13,600 residents.

Figure 10.2-a: Residential Buildout Calculation

Undeveloped Lots		Existing Lots
In City	In Platted Subdivisions	465
	In Approved, Not Yet Platted Subdivisions	275
	In Driggs Townsite (potential)	65
	Sub-Total	805
In Area of Impact	In Platted Subdivisions	372
TOTAL		1177

Unplatted Land	Zone	Potential Lots
In City	R3	864
	R1	400
	A-0.5	136
	ADR-1.0	59
	ADR-2.5	13
	Sub-Total	1472
In Area of Impact	R3	264
	R1	720
	ADR-0.5	584
	ADR-1.0	417
	ADR-2.5	236
	A-2.5	355
	Sub-Total	2576
TOTAL		4048

Some of the more significant and developable parcels include:

- 160 acres of land between Ross Avenue and the Airport: Under current zoning, at least 644 units could be developed in this area.
- A 42 acre parcel between Johnson Avenue and Creekside Subdivision: Under current zoning, at least 168 units could be developed.
- Multi-Family on Ski Hill Road: Just over 50 acres of land just East of Fifth Street on Ski Hill Road are zoned for Multi-Family use, which could support around 600 units.
- Hwy 33 corridor – several large parcels North of Ross and South of Johnson could support significant multi-family or mixed-use development.

Affordability Projection

Housing costs are projected to keep rising as speculation pushes the land market upwards, and rising fuel prices and other global trends increase construction costs. Several public and private partners are now working together on the issue of affordable housing. A county steering committee is seeking a consultant to produce both a Housing Needs Assessment and an Affordable Housing Plan. Grand Targhee Resort and Blackfoot Farms (Huntsman Springs) have expressed interest in helping to fund this project and to assist in setting up a Housing Trust to create and manage affordable housing stock in Teton County, Idaho. This section of the Comprehensive Plan will be updated with any new information produced by county steering committee on affordable housing.

10.3 CONCERNS

Quality

The city requires all new development to conform to the adopted International Building Codes, however many dwellings were built before building codes were in effect. Safety and heating efficiency may be compromised in some older structures, particularly mobile homes fabricated before 1976. Safe, affordable dwellings need to be available to all residents.

Range

The types of units being constructed generally fall into two categories: 2 to 3 bedroom single-family dwellings, and 2 to 3 bedroom townhomes. Currently there is a lack of smaller – 1 bedroom and studio options for the increasing sector of young adults and “empty nesters” in the local population. Persons interested in “in-town” living may not want to care for a half or even quarter acre of lawn. Townhomes, condominiums, accessory dwellings (e.g., “mother-in-law” units), and loft apartments are some of the

options that should be encouraged. Housing types should be mixed throughout the city to create a cohesive and well-integrated community.

Affordability

Housing Affordability is a concern to many. The Teton School District, Sheriff’s office, Fire Department, Teton Valley Hospital and other important public service agencies are all negatively affected when essential staff are no longer able to live within the community they serve. The community also loses diversity and vitality as only the wealthier can afford to live here and long-term residents, and their children, are “priced out of the market”. Recognizing this escalating problem and acting swiftly to counter the trend will be critical steps towards achieving a successful, sustainable community.

10.4 GOALS, OBJECTIVES AND ACTION ITEMS

In addition to the following Goals, Housing Decisions will be guided by the following **Smart Growth Principles**:

- | | |
|-------|---|
| I. | Mix Land Uses |
| II. | Take Advantage of Compact Building Design |
| III. | Create a range of housing opportunities and choices |
| IV. | Create Walkable Communities |
| V. | Foster Distinctive, Attractive Communities with a Strong Sense of Place |
| VI. | Preserve open space, farmland, natural beauty, and critical environmental areas |
| VII. | Strengthen and Direct Development Towards Existing Communities |
| VIII. | Provide a variety of transportation choices |
| IX. | Make development decisions predictable, fair, and cost-effective |

GOAL: MEET THE HOUSING NEEDS OF ALL RESIDENTS WITH MAXIMUM EFFICIENCY OF PUBLIC SERVICES

OBJECTIVE: Provide a range of housing options that are affordable, safe and attractive.

ACTIONS:

- Participate with Teton County, Victor and Tetonia in the creation of a Housing Needs Assessment and Community Housing Plan;
- Adopt and help implement the Community Housing Plan;
- Amend the zoning ordinance to permit a wider variety of housing types;
- Amend the zoning ordinance to allow mixed-use and live-work development;
- Integrate affordable housing units spatially and aesthetically into the community;
- Enforce building codes;
- Revise the multi-family zoning standards and regulations to increase the options for density and housing types and to define the appropriate locations for each type of project so that existing neighborhoods are not adversely impacted from high density developments;
- Adopt design standards for multi-family developments;

OBJECTIVE: Encourage infill of housing where infrastructure currently exists.

ACTIONS:

- Allow accessory-dwellings in appropriate areas, subject to design standards, to encourage additional housing opportunities;
- Amend the zoning ordinance to allow residential use as an allowed use in the C1 zone;
- Encourage upper-story housing in the downtown commercial zones;
- Reduce access requirements to minimum that will satisfy fire code standards.

OBJECTIVE: Encourage housing location and neighborhood design that allows efficient delivery of public services and facilitates walking, cycling and other alternative modes of transportation, while preserving desired open space and critical environmental areas.

ACTIONS:

- ❑ Create a Planned Unit Development overlay for large parcels under residential zoning;
- ❑ Identify desirable development “nodes” along infrastructure lines and offer incentives for mixed-use clustering at these locations;
- ❑ Adopt guidelines for desired neighborhood design, including parks and open space;

11.0 PUBLIC SERVICES, FACILITIES and UTILITIES

An analysis showing general plans for sewage, drainage, power plant sites, utility transmission corridors, water supply, fire stations and fire fighting equipment, health and welfare facilities, libraries, solid waste disposal sites, schools, public safety facilities and related services. The plan may also show locations of civic centers and public buildings.

11.1 CURRENT CONDITIONS

Water Sources

Table 11.1-a contains data on water right (the quantity the city is *allowed* to draw) and water capacity (the quantity the city is *able* to draw, given installed technology and characteristics of the source) for all of the current city water sources.

The Wyoming Spring is the city's main source of water. The original spring water right of 449 gallons per minute (gpm) was established in 1912 and expanded to 1122 gpm in 1999. The capacity of the spring facility was increased in 2003 from about 350 gpm to 122 gpm, the maximum allowed under the rights held. The High School Well, drilled in 1998, is the second largest water source. The Lions Park Well has the largest associated water right, however the capacity of the well is much lower and pump upgrades may only yield limited increases. The Valley Centre Well is the most recent addition and was dedicated to the City through a development agreement with the developer of Valley Centre Subdivision.

Table 11.1-a: Water Sources – Rights and Capacity

Water Source	Water Capacity (gpm)	Water Rights (gpm)
Wyoming Spring	1122	1122
High School Well	1100	1010
Valley Center Well	800	898
Lions Park Well	560	2020
Tank Well	430	345
Dalley Well	30	493
TOTALS	4042	5888

All water sources currently meet the required quality standards, however nitrate levels have been rising at the Lions Well over the past few years. Nitrate contamination is typically from fertilizer runoff, leachate from septic tanks or erosion of natural deposits.

Water Storage and Distribution

The City of Driggs added a one million gallon storage tank just below the spring source in Wyoming in 2005. This new tank combines with an existing tank in Targhee Ranch Subdivision to provide a storage capacity of 1,300,000 gallons. While new development has installed larger (8-12") lines to meet required fire flows, the older areas of town contain smaller lines (2-4").

Water Usage

The current water connections include 815 residential units and 146 commercial users. Fifty-seven new residential connections were added in 2005, an increase of 7.5%. Residential water consumption was 44% higher in the winter of 2005/2006 than the previous winter (average residential use was 550 gallons per day). This increase indicates that the types of new users being added are on average larger consumers of water. Water studies have generally shown that households with young children (less than 5 years old) and teenagers, and those with higher incomes, consume more than the average amount of water. Larger lot sizes also increase water consumption. Higher-end housing typically comes with more landscaping and larger irrigation demands. The median residential water use

Meanwhile, commercial use declined slightly from winter 04/05 to winter 05/06. This likely reflects the relocation of Broulim's grocery store into a significantly more efficient building, as well as the fact that commercial growth has been relatively stagnant.

Wastewater: Type, Capacity, Connections

The city currently operates an aerated facultative lagoon with a constructed capacity of approximately 500,000 gallons per day (gpd) and a current operational capacity of around 400,000 gpd. The system

serves the cities of Driggs and Victor as well as areas around and between the two cities. Current inflow averages around 250,000 gallons per day in the winter, and daily peaks are near the 400,000 gpd capacity in the summer. The system was initially designed to serve a year 2015 projected population of 3385 (1450 in Driggs, 885 in Victor, and 1050 in the county), but actual population and sewer connection rates have been roughly double the original projection, cutting the life span of the lagoon in half. Without an increase in capacity, the lagoon could handle approximately 800 to 1000 additional residential connections.

Sheriff: Number of Officer/Hours Assigned to City, Facilities, Number of Calls (trend)

The City of Driggs contracts with the Teton County Sheriff's office for an officer to patrol within the city limits for 12 hours a week during the school year and 40 hours per week the remainder of the year. The 2005 Teton County Comprehensive Plan found that "the sheriff's office and jail facilities are already inadequate to meet the current needs" and that "this problem will become exponentially worse as the population continues to increase."

In 2005, the Teton County Sheriff's department consisted of the sheriff, seven deputies, four dispatchers, one drivers license deputy and one civil deputy. The average number of patrolling officers per 1,000 residents in the State of Idaho (1997-2004) was 1.8, while Teton County provided 1.0 (7 deputies and sheriff for an estimated 8000 residents) in 2005.

The number of crimes and violent crimes reported in 2002 from Teton County was less than half of the per capita state average, but crimes and incident response are on the rise. The total number of incidents in the Driggs area almost doubled in the last five years, rising from 543 in year 2000 to 1008 in 2005. As of June 11, 2006, the department had logged 682 incidents. According to Sheriff Cooke, the most dramatic increase in Driggs has been in domestic disturbance type incidents.

Fire: Number of Calls (trend), Station, Equipment, Personnel

As of June 12, 2006, the Teton County Fire Department had received 79 calls --- a number not reached the previous year until December. The Fire Department operates three stations, with the Driggs station located at 100N and Hwy 33, and has five full time staff as well as 18 trained volunteer fire fighters. The department is equipped with two pumper trucks (1000 and 1100 gallon Capacity), two brush trucks, and a tanker with 3,800 gallon Capacity. There is currently no plan for expansion of stations or equipment.

Solid Waste: Landfill – Transfer Station, Recycling

Teton County operates a landfill on the city's East fringe and proposes to open a new solid waste transfer station in the next few years as the landfill reaches capacity. Teton Valley Community Recycling maintains recycling bins for most recyclables and will be establishing a new facility alongside the new transfer station.

Ambulance

The Teton County Ambulance District, established in 2005, contracts with Teton Valley Hospital & Surgicenter to provide emergency service for the community. Three ambulances are on call through the Teton County 911 system. In 2005, 315 ambulance runs were made for the hospital.

Hospital

Teton Valley Hospital is a county-owned hospital, operated by a Board of Trustees. The hospital is designated as a Critical Access Hospital and offers a 13-bed facility with emergency services, medical imaging equipment (x-ray, ultrasound, mammography, CT scan, and MRI services), laboratory service, full rehabilitation including physical and occupational therapy and speech/language pathology, social services, and home health and hospice services. In 2005, the hospital received 3,775 patients, handled 1,498 emergency room cases and delivered 41 babies.

Library

The City of Driggs does not currently have a library within the city limits. The nearest libraries are in Victor (Valley of the Tetons Library has a collection of 38,000 books) and Alta, Wyoming. The Alta Branch Library circulates books, magazines, audio- and videotapes for adults and children with access to materials from the main branch in Jackson. Wyoming library cards are free to residents of both Teton Counties, Wyo. and Id.

11.2 FUTURE CONDITIONS

Projected Water Needs

Table 11.1-b contains a projection from Sunrise Engineering of the required water capacity over the next fifteen years (based on an 8% growth rate) and compares that with existing capacity and rights. As the table shows, under this projection, required capacity would exceed existing capacity within ten years. However, this projection assumes a peak usage rate of 3,470 gallons per ERU (Equivalent Residential Use), which is over 6 times the current average residential usage rate. A peak rate of 2.5 times the average rate is more typical.

Table 11.1-b: Water Right and Capacity Projection

	Required Capacity (gpm)	Excess Capacity (gpm)	Excess Water Rights (gpm)
Current (2006)	2506	1536	3382
Five Years (2011)	3682	360	2206
Ten Years (2016)	5410	-1368	478
Fifteen Years (2021)	7948	-3906	-2060

Water Plans and Projects

Sunrise Engineering completed a Culinary Water Facility Plan for the city in 2002. Recommendations from this plan included:

- Increase water source capacity
 - redevelop the spring source (completed)
 - acquisition of the Valley Centre Well (completed)
 - implement conservation measures (not initiated)
- Increase water storage capacity
 - a 1,000,000 gallon storage tank in Wyoming (completed)
- Upgrade water transmission lines
 - Replace line from spring to new tank (completed)
 - Replace lines in original townsite (ongoing)
- Improve well technology and infrastructure
 - Construct well houses (completed)
- Develop a source protection plan (not initiated)
- Implement an impact fee (not initiated)

Sunrise Engineering has also updated the City of Driggs Water Model, which allows for calculation of flow and pressure throughout the system, which is divided into three pressure zones along the elevation gradient from the state line to the West edge of the planning area.

Projected Sewer Needs

Without an increase in capacity, the lagoon could handle approximately 800 to 1000 additional residential connections. New residential connections to the sewer in Driggs numbered over 50 in 2005. Assuming similar connection increases in Victor and in the county, in five years, with only residential connections, the existing lagoon capacity will have been reached or exceeded.

Sewer Plans and Projects

The City of Driggs secured funding for a sewer facility plan and has contracted with Nelson Engineering to produce a plan by the end of 2006. The plan will identify existing capacity and projected demand on a much more detailed level and provide facility upgrade options. Recommendations on improvements to address immediate concerns, such as chlorine levels, and to provide some increase in capacity, were provided to the Council in October 2006 and will be implemented in 2007.

Teton County has initiated a discussion of a possible regional sewer system and district. The City of Driggs has committed to help answer the question of whether a regional system is desirable and to determine what costs and benefits would accrue to city residents if a regional sewer district were created.

Driggs Community Center

The City of Driggs purchased and has begun remodeling the old Broulim's grocery store at 80 S Main Street. Phase I of the remodel is the construction of city offices and a seniors' center, along with renovation of exterior facades. Phase II will include the addition of a visitor's center, chamber of commerce office and a Main Street plaza. Approximately 13,000 square feet of building area remains to be dedicated for use as of Summer 2006.

11.3 CONCERNS

Water Capacity / Infrastructure

An update to the Water Facility Plan is necessary to provide a more detailed and accurate projection of future water demand. In order to accurately project demand and plan for capacity increase, the city will need to establish a clear boundary and parameters for where and when new developments can be served. A new development should not be approved without ensuring that associated water demands can be met. Impacts on the water system should be mitigated by new developments through an increase in source, storage, transmission capacity or other necessary capital improvement.

Although the city has made great strides over the last few years in improving the water system infrastructure, the remaining improvement recommendations from the 2002 Water Facility Plan (Conservation Measures, Water Source Protection Plan, and Impact Fee) must be implemented. Conserving and protecting valuable culinary water sources is an essential mission of a municipal government and development of an impact fee is a common sense approach to ensure that new development is not subsidized by existing rate payers.

Sewer Capacity

The number of empty platted lots (potential approved sewer connections) far exceeds the remaining capacity of the Driggs lagoon, and at the rate of actual building and connection, the lagoon capacity will most likely be reached within five years. According to an engineer familiar with the Driggs sewer system, a new treatment facility will take five years to become operational. Therefore, in order to keep pace with development and new connections, an upgrade to the Driggs sewer facility will need to be immediately initiated following the completion of the Driggs Sewer Facility Study.

The benefits and costs of changing from a city operated sewer facility to a county-wide sewer district must be closely examined. Cost difference to Driggs residents, efficiency of service and probable development patterns are some of the issues that should be considered in the decision.

Crime and Fire

An increase in traffic violations, vandalism, theft and violent crime are undesirable, and to the extent that increased patrols and enforcement can reduce these quality of life impacts, they should be pursued. New development and renovations should meet all required fire code requirements, including adequate fire water flows and access. A business license for Driggs businesses should be reinstated to provide a mechanism for inspection of buildings and premises prior to occupancies so that hazardous situations are avoided.

Library

A desire for a library in the City of Driggs was expressed in Comprehensive Plan surveys and in public input meetings. Possible locations include the current County Courthouse and the new Driggs Community Center.

Public Restrooms

Numerous comments have been received regarding the need for public restrooms that are adequately signed and accessible for visitors and downtown shoppers. The logical location for public restrooms is in the new Driggs Community Center.

11.4 GOALS, OBJECTIVES AND ACTION ITEMS

GOAL: PROVIDE PUBLIC SERVICES, FACILITIES AND UTILITIES ON A UNIFORM AND EFFICIENT BASIS TO ALL RESIDENTS OF THE CITY

OBJECTIVE: Plan for future service, facility and utility needs, including expansions and upgrades necessitated by growth in demand, life span of infrastructure or other changes.

ACTIONS:

- ❑ Complete a Sewer Facility Study and implement its recommendations as a high priority;

- ❑ Participate with Teton County, City of Victor and City of Tetonina in assessing the costs and benefits of moving to a county-wide regional sewer system, as well as other alternative scenarios;
- ❑ Update the Water Facility Study with new growth projection data and demand forecasts;
- ❑ Monitor crime statistics within the City and negotiate appropriate officer assignment hours;
- ❑ Consider establishing a local police force if county sheriff resources cannot meet city demands for patrols / response;
- ❑ Monitor Fire Department statistics and assist with identification of future station locations before the need arises;
- ❑ Utilize and share geographic information system (GIS) data with other public service agencies and utility companies;
- ❑ Work with area libraries to establish a branch in the Driggs city limits, in either the new Driggs Community Center or a vacated Teton County Courthouse.
- ❑ Develop a comprehensive Capital Improvements Plan.

OBJECTIVE: Ensure that development occurs in a manner that is safe, that facilitates efficient delivery of public services and does not outstrip available or potential capacities.

ACTIONS:

- ❑ Encourage compact building and development design to increase the efficiency of service delivery;
- ❑ Add appropriate incentives to the zoning and development regulations and utility connection fee structure to encourage infill development in and around the Driggs townsite;
- ❑ Delineate an “urban growth boundary” along Teton Creek to the South and Hastings Lane to the North, which the city will not extend water service beyond;
- ❑ Take actions to conserve and extend the water supply, including creating a conservation education program, utilizing low water landscaping in parks and planting strips, and adopting billing disincentives for excessive water use;
- ❑ Design city stormwater collection to help irrigate city landscaping;
- ❑ Encourage developments to use surface water rights for landscape irrigation;
- ❑ Adopt and enforce most current building codes and fire codes as required by the State of Idaho;
- ❑ Reinstate the Business License with appropriate fees and require building inspector and Fire Marshal inspections prior to occupancy by a new use.

OBJECTIVE: Ensure that new development pays for service, facility or utility upgrades or expansions necessitated by associated growth in demand;

ACTIONS:

- ❑ Develop and implement impact fees for city roads, parks, water and sewer;
- ❑ For the duration that impact fees are not adopted, require mitigation of impacts on city services to maintain current levels of service;
- ❑ Participate with Teton County, City of Victor and City of Tetonina in developing county-wide impact fees to address increased demand for all county services;

12.0 HAZARDOUS AREAS

An analysis of known hazards as may result from susceptibility to surface ruptures from faulting, ground shaking, ground failure, landslides or mudslides; avalanche hazards and floodplain hazards.

12.1 CURRENT CONDITIONS

Seismic and Geologic Hazards

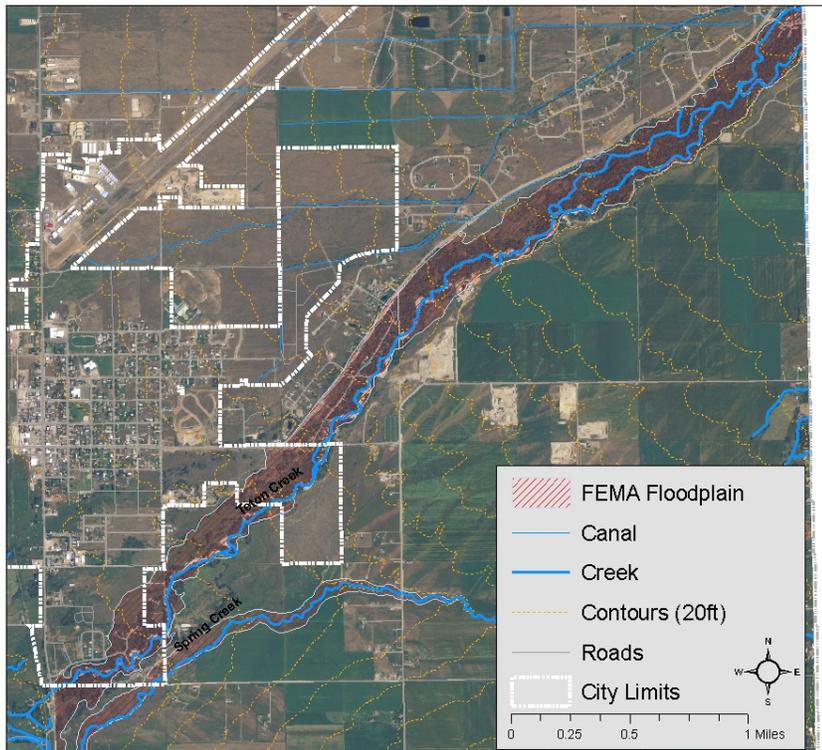
Idaho ranks fifth in the nation for earthquake hazard. The hazard rating in the Driggs area is high (out of low, moderate, high and extreme). Areas with high seismic shaking hazard can experience earthquakes with intensity 7 (Richter scale) where weaker soils exist. Most of the Driggs area is located on or near alluvial deposits, which provide poorer building site conditions during earthquakes. Older buildings may suffer damage even with moderate ground shaking events.

Radon is a radioactive gas created by a natural breakdown of uranium, and is found in high concentrations in soils and rocks containing uranium, granite, shale, and phosphates. This gas, which is the second leading cause of lung cancer in the United States, can move up through the soil on which homes are built. The Environmental Protection Agency has mapped Teton County as having Moderate exposure risk (from 2 to 4 pCi/L). Testing services and kits are readily available to homeowners to determine the level of radon at a specific site.

Floodplain Hazards:

The Teton Creek floodplain between Stateline Road and State Highway 33 is within the Driggs Planning Area. A Flood Insurance Study, including floodplain mapping, was completed by CH2M Hill for the Federal Emergency Management Agency in January, 1986. Figure 12.1-a shows the approximate boundaries of the FEMA floodplain as adopted in 1988.

Figure 12.1-a: FEMA 100 Year Floodplain



Teton Creek sits on an inactive alluvial fan, a fan-shaped deposit of eroded sediment created by the back and forth (North-South) pivoting of the creek from Teton Canyon over thousands of years. Although the Teton Creek floodplain is physically part of an alluvial system, the FEMA floodplain maps were developed based on a riverine model, where the channel is assumed to be more or less fixed and not to actively migrate and change paths, as common in an alluvial system

In May of 2007, The Federal Emergency Management Agency (FEMA) conducted field investigations and determined that the alluvial fan was formed during the last glacial period and has since become inactive. According to FEMA, Teton creek has formed an incised terrace on the fan that varies from 20'+ deep at the apex of the fan to 5' deep just upstream of Highway 33. The terrace is deep enough to contain the 100-year flood, and therefore FEMA now recommends that Teton Creek be mapped using standard riverine methodology from its apex to Highway 33.

Some actions to prevent flooding of homes can lead to problems elsewhere. Channel "cleaning" was initiated in Teton Creek adjacent to The Aspens subdivision in 1981 following a major flood event. This deepening and clearing of the main channel was an attempt to keep floodwaters from inundating adjacent residential lots. The practice was continued along the Aspen Pointe subdivision and the Environmental Protection Agency and US Army Corps of Engineers eventually brought legal action to stop the practice, which violated the Clean Water Act and caused problems of erosion and sediment transport that negatively impacted other properties and water quality.

Wildfire Hazard

The potential for wildfire in the Driggs Planning Area is low, with the exception of the Teton Creek corridor, where an aging cottonwood canopy creates a high background fuel level. The Teton County Fire Department has developed a database of residential structures and the fire hazard levels associated at each address.

Man Made Hazards

Bulk storage of fuel occurs in the city and area of impact at several locations, including the airport and several propane suppliers. The airport also presents hazards in the form of potential flight accidents. The City of Driggs plans to institute a business license requirement that will include required inspection for potential hazards by the Teton County Fire Marshal.

12.2 FUTURE CONDITIONS

Increasing development pressure in the Teton Creek floodplain could lead to elevated flood and wildfire risk to residents and property. A warmer climate could elevate flood and fire hazards with wetter storms and hotter summer conditions.

Plans and Projects

The Teton County Civil Defense has produced an Emergency Operation Plan for all potential types of emergencies. The EOP contains the duties of each government entity as well as checklists, contacts and resources for each type of emergency.

The City of Driggs is working with state and federal agencies, Teton County and local hydrological experts assembled by Friends of the Teton River to better understand the Teton Creek system and to develop long-term management strategies and sound principles that will guide future development in the creek floodplain. An update of the FEMA floodplain maps, utilizing the recommended riverine model, is planned for several properties.

Friends of the Teton River has developed an ambitious restoration program to address problem areas on Teton Creek. In April 2007 restoration designs by Confluence Consulting (Bozeman, MT), were approved by the Army Corps of Engineers and the Idaho Department of Water Resources. Restoration efforts are focused on the most critical section, approximately 1 mile in length, with adjacent property owners contributing significant funds towards the project. In addition, a Teton Creek Corridor Plan will be produced by Utah State University graduate students by April 2008. The plan will study the important natural resources in the riparian corridor and create guidelines for proper use and development.

12.3 CONCERNS

Floods and Floodplain Development

While FEMA has classified Teton Creek as a riverine system for modeling and regulatory purposes, there are still potential flooding dangers and impacts where development is present in the floodplain. Development in the floodplain should be avoided, but where it is allowed, strict standards must be in place to ensure that the ecological functions of Teton Creek and the riparian corridor are protected, and that floodwaters can flow through an area of development without damage to property, infrastructure and without compromising public safety. The existing Subdivision Ordinance standards for development

in a floodplain are not adequate to achieve these basic objectives. Revisions are needed to provide a clear and comprehensive set of standards, as well as incentives for avoiding development in the floodplain and riparian areas.

Furthermore, without adoption of a floodplain ordinance, participation in the National Flood Insurance Program---and the availability of federally backed flood insurance in Driggs---is not possible.

12.4 GOALS, OBJECTIVES AND ACTION ITEMS

GOAL: MINIMIZE RISK OF DAMAGE OR INJURY FROM KNOWN HAZARDS

OBJECTIVE: Adopt the necessary ordinances and codes to assure that unwarranted establishment of hazardous uses and development in hazardous areas will not occur without appropriate and effective mitigation.

ACTIONS:

- ❑ Develop a floodplain ordinance;
- ❑ Require Planned Unit Developments to place all building envelopes outside of the 100 year floodplain and provide adequate incentives for developers to choose the PUD option.
- ❑ Revise the Subdivision Ordinance to establish a clear and comprehensive set of standards for any development in the floodplain that will protect ecological function as well as property and safety.
- ❑ Continue working with county, state and federal agencies and organizations on a long term management and restoration plan for Teton Creek;
- ❑ Continue to adopt the most recent International Building Code regulations to ensure that new and remodeled structures will survive potential ground shaking events;
- ❑ Enforce the business license requirements for inspections of potential hazards prior to allowing occupancy for new uses;
- ❑ Work with the Teton County Fire District and other emergency management officials to assess zoning and development regulations for potential hazardous uses;
- ❑ Use agency pamphlets and web-page links to make information available to the public on the risks of radon, testing services and mitigation systems.

13.0 SCHOOL FACILITIES and TRANSPORTATION

An analysis of public school capacity and transportation considerations associated with future development.

13.1 CURRENT CONDITIONS

Enrollment: historic and current

The Teton County School District (#401) recorded a 2005 enrollment of 1450 students (K-12 grades). The district has experienced a growth rate of around 5% annually in enrollment over the last five years and population data indicate that this trend will continue and probably increase, with the influx of young adults. Enrollment in independent and parochial K-12 schools has also increased, including the opening of the approximately 30 student Learning Academy in Driggs.

Public School Facilities: location and capacities

Public school facilities in Driggs consist of the current Middle School at the corner of Ross and Hwy 33, the current Elementary School between Howard and Harper at Second, and the High School at Fifth and Ross. All school facilities are approaching maximum capacities and are in need of expansion and upgrade. The Teton County School District also struggles with maintaining a sufficient number of teachers and identifies the lack of affordable housing as the primary obstacle.

13.2 FUTURE CONDITIONS

Projected Enrollment: numerical and percent change (elementary, secondary)

The Idaho Health and Welfare Department estimates that the birth rate in Teton County in 2003 was 20.1 births per 1000 residents. This higher than average baseline of natural growth is added to the significant in-migration of school-aged children (3.3% annually for 5 to 14 year old age group), meaning that, at a minimum, enrollment should continue to increase over all grade classes at the 5% rate experienced over the last decade.

Facility Improvement Plans

Figure 13.2-a shows the plans for the new Middle School and expanded High School. Voters in Teton County approved a twelve million dollar bond for the project, which includes improvements to N Fifth Street, from Ross to 100N, and 100N, from Fifth to SH 33.

Figure 13.2-a: Middle School and High School Facility Site Plan



Transportation Plans

The planned improvements to Fifth Street (North of Ross) and 100 N will most likely consist of base reconstruction and a chip seal. Both roads will need further improvement to meet city standards for collector routes at a minimum. Transportation route plans are under development for the new school

facilities. Preliminary concepts are for school traffic to utilize 100N to the new Middle School and High School and for buses to connect with the elementary and old middle schools via Ross Avenue.

13.3 CONCERNS

School Facilities

Anticipating and planning for enrollment increases can be a difficult task, particularly with factors such as high in-migration and many “second home” developments. The cities and county should work together with the School District to develop the most accurate projections possible.

Voter approval of the new middle school and high school expansion plans seems to indicate general acceptance of those plans. The only other public concern received other than the transportation related concerns listed below is that the style of lighting used at the High School creates glare on surrounding properties and does not have a timer to shut off after a certain time.

The addition of post-secondary education options, such as a branch of the Eastern Idaho Technical College, have been suggested both as an appropriate education initiative and as an economic development tool.

Transportation

School traffic --- volume and speeds on both Fifth Street and Ross Avenue have been raised as concerns during the Transportation Plan and Fifth & Ross Local Improvement District processes. The improvement of 100N will allow for traffic to reach the High School and new Middle School from SH 33 and avoid Ross Avenue, however there is still concern among residents that without active direction of school traffic to use 100N, it will continue to use Fifth Street and Ross Ave, particularly traffic coming from the south on SH 33, from Bates and from Ski Hill Road.

The creation of an additional connection to SH 33 from Fifth Street at a point approximately midway between Ross and 100N would be a more direct connection and increase the likelihood that school traffic would use it over Fifth or Ross (see figure 5.2-a). Connection of 100N to Ski Hill Road would likewise alleviate East bound school traffic from Fifth Street. A “closed campus” approach could also help alleviate traffic impacts from lunch hour trips. Allowing students to leave campus, but not in vehicles could reduce traffic impacts and encourage healthier transportation options.

The School District’s current policy is to not send buses into subdivisions where the road is not maintained to city or county standards, with adequate maneuvering room. Subsequent bus stops on major thoroughfares such as SH 33 present safety concerns. New developments should be required to provide designated school bus stops, with shelters and sidewalk or pathway connections to the surrounding neighborhood being served.

13.4 GOALS, OBJECTIVES AND ACTION ITEMS

GOAL: FACILITATE THE PROVISION OF SCHOOL FACILITIES TO MEET GROWING DEMAND WHILE MINIMIZING AND MITIGATING TRANSPORTATION AND OTHER ASSOCIATED IMPACTS.

OBJECTIVE: Ensure that school facility planning is a collaborative effort between cities, county and school district and is integrated with all other relevant planning elements.

ACTIONS:

- ❑ Share population, transportation and other important planning data with the School District to assist in facility planning;
- ❑ Incorporate school transportation issues and bus routes into the Driggs Transportation Plan and solicit School District approval of recommendations, including school traffic routing options;
- ❑ Initiate discussion of a possible technical college or other post-secondary education facility.

OBJECTIVE: Ensure that school impacts do not unfairly burden city residents or city infrastructure.

ACTIONS:

- ❑ Work with the School District within the framework of the Driggs Transportation Plan to identify preferred school traffic routes (particularly for the High School), the mechanisms for improving new routes, and the measures needed to ensure traffic utilizes designated routes;
- ❑ Implement the recommendations of the Driggs Transportation Plan;
- ❑ Request adoption of full cut-off lighting design and light timers by the School District for use at school facilities in the Driggs Planning Area.

OBJECTIVE: Increase the safety and choices of transportation modes available for students traveling between home and school.

ACTIONS:

- ❑ Install sidewalks or shared pathways on existing collectors and arterials, particularly Fifth and Ross, and require the same on all new collectors and arterials, particularly North Fifth Street, Ross East of the High School, and 100N;
- ❑ Pursue grant money, including the Safe Routes to Schools program, to install sidewalks, pathways and crosswalks at priority locations;
- ❑ Require new subdivisions to designate school bus stops and to meet road design and maintenance standards necessary to allow interior school bus circulation.

14.0 LAND USE

An analysis of natural land types, existing land covers and uses, and the intrinsic suitability of lands for uses such as agriculture, forestry, mineral exploration and extraction, preservation, recreation, housing, commerce, industry, and public facilities. A map shall be prepared indicating suitable projected land uses for the jurisdiction.

14.1 CURRENT CONDITIONS

Maps 4.1-a and 4.1-b show the existing land uses in both the Driggs City limits and the Area of Impact.

Origin of Existing Pattern

The existing land use pattern has roots in the original townsite---a 5 block by 5 block (Main to Fifth and Little to Ross) neighborhood, with retail, office and civic buildings along a 2 plus block section of Main Street and an additional block of service commercial businesses between Main Street and the railroad to the West. The concept of mixed-use was also part of the original land use pattern, with residential uses above some of the commercial buildings (e.g. Corner Drug's second floor apartments).

Natural boundaries, such as the wetlands West of the railroad, and Teton Creek to the Southeast, provided a logical city edge and have defined the limit of development in those directions. No such physical limitations are present on the North and East edges of town and hence development has crept in those directions---primarily Commercial along the highway to the North, and residential to the East along Ski Hill Road.

Agriculture

Over 2000 acres in the Driggs impact area and over 200 acres in the city limits are used currently for farming or grazing. Agricultural areas north and south of the city provide a link to the past and an attractive setting that effectively defines the city's edges. While many residents would prefer to see farming and ranching continue on surrounding lands, these operations have been constantly challenged economically, and more recently faced with added impacts from adjacent residential subdivisions. Without direct policies and incentives to preserve agricultural uses in the Driggs planning area, these uses will likely transition to residential development in the near future.

Residential

The style and density of residential development ranges from a higher density grid pattern nearest the city center, to a lower density curvilinear pattern along Ski Hill Road. Exceptions to the density gradient include several developments adjacent to Ski Hill Road that have accessed city sewer and water, including Teton Creek Resort.

All but the Creekside Meadows subdivision have been platted exclusively for residential use, despite the PUD option that allows integration of neighborhood serving commercial uses. Subsequently, residents must travel to the downtown commercial area for groceries and other necessities.

Highway Development

New commercial development has tended toward the heightened visibility and access that SH 33 offers, to areas with city services, and to property with lower valuation than the traditional downtown commercial area. This has resulted in a grouping of new commercial (and some multi-family residential) north of town between 100N and 250N.

The 1991 Comprehensive Plan Future Land Use Map recommended that land along the West side of SH 33 North of 100N be developed as "Highway and Arterial Frontage Transition", with uses such as offices, motels and multiple-family residential complexes. Development in this area since 1991 has included subsidized apartments, market rate townhomes and apartments, an assisted living center, clinic, mortuary, District 7 Health office, Subway restaurant, tack & feed store, trailer sales business, a new Silverstar Communications facility, and the redevelopment of a former car dealership into the Idaho Film and Television Institute.

Downtown Commercial

The downtown retail and professional core has expanded over time, with recent additions including the Broulim's grocery store and retail center to the south of Little Avenue. However, a significant number of vacant and under-developed lots persist and detract from the town's overall appearance. New commercial uses that are desirable in the downtown core (arts and craft retail, and home wares) are

popping up to the east, along Little Avenue. Meanwhile, new real estate offices are established each year in prime ground floor retail locations on Main Street. A critical mass of visitor retail is lacking

Huntsman Springs Planned Unit Development

The Huntsman Springs Planned Unit Development lies North of Little Avenue along the city's west edge and is the largest development in the Driggs area, at 1347 acres. At the time of original master plan approval, the development crossed jurisdictional boundaries and respective portions were approved by Teton County and the City of Driggs. The core of the development is a golf resort surrounded by single family "town lots" and a small number of townhome lots on the East with "cabin lots" throughout the golf course to the West. A mixed use area, including a hotel site, surrounds the county courthouse and merges with the Central Business District, while a site for a luxury hotel complex, including associated guest-oriented commercial plaza, has been added North of the golf course clubhouse and fitness center at the intersection of 1000N and 1000W. These components are shown on the approved Huntsman Springs PUD Master Plan, which is shown in Figure 14.3. General land use policies and specific land use recommendations for each component are discussed below.

Huntsman Springs Mixed Use Commercial

The mixed use commercial area around the new county courthouse was conceived partly as a new location for the many office uses in the visitor retail area of the Central Business District, but also as a location for upper floor residential units and a hotel that could in turn increase downtown retail demand. As of Fall 2014, none of the properties around the courthouse have been developed.

Industrial

The area immediately around the airport has been consistently envisioned as an appropriate industrial area because of the noise impacts of the airport and fairgrounds, the existence of other light industrial and service commercial uses (pole yards, state road department facility, Fall River Electric facility, etc.). A portion of the industrial area along Rodeo Drive has contained many divergent and nonconforming uses, such as a quasi mobile home park, the Arts Council building, several single-family residences, etc. Residential use accessory to airplane hangars (i.e., a "pilot's apartment") have been constructed, but are not clearly allowed in the Driggs Zoning Ordinance. The potential for use conflicts (between planes and cars and industrial and residential uses) is high in this area. Over 250 acres of the industrially zoned land North of the airport is undeveloped.

Development Activity

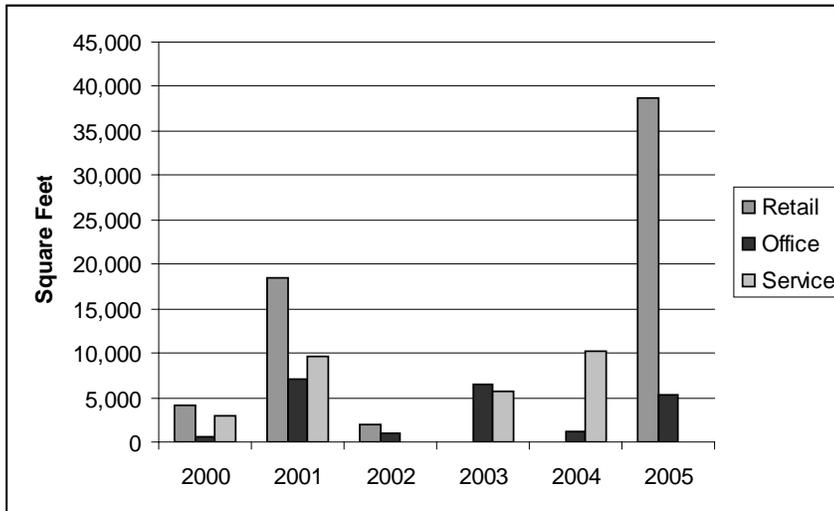
Table 4.1-a: Development Activity - Building permits by type (2000-2005)

	2000	2001	2002	2003	2004	2005
SF Res.	9	15	29	16	29	38
MF Res.	1	1	1	0	0	0
Retail Com.	2	3	0	2	1	4
Office Com.	1	2	0	3	1	1
Service Com	0	2	0	1	1	0
Industrial	0	0	1	0	0	1
Hangar	2	5	9	2	2	2

Commercial Building Trend: Permits and Square Footage

Figure 4.1.d shows the square footage added per year between 2000 and 2005 under the Retail, Office and Service Commercial categories. The 2004 commercial buildings included one retail store (Broulim's grocery) at 46,000 square feet. The 2005 commercial permits included the Ace Hardware, Broulim's retail shops, First Bank of the Tetons and two new buildings on Little Avenue. 2001 commercial activity included the Black Hawk, Peaked Sports and Big Hole Music buildings. When expanded existing businesses are removed (Broulim's and Ace Hardware), the creation of retail floor space averaged 7,341 sq.ft. per year, office space creation averaged 3,582 sq.ft. per year, and new service commercial averaged 4,728 sq.ft. per year.

Figure 4.1.d: New Commercial Square Footage by Type and Year



14.2 FUTURE CONDITIONS

Land Use Needs

Below are discussions of future commercial land use needs. More detailed land area need projections will be integrated following completion of the Market Analysis component of the EPA Smart Growth Implementation Assistance project.

Commercial

- *Retail* –

Two different retail uses will need land to grow in Driggs: Visitor Retail (restaurants, outdoor recreation stores, art & craft stores and galleries, etc.) and Community Retail (grocery, hardware, appliances, auto parts, etc.). Visitor Retail tends to need less land per square foot of space, while Community Retail tends to demand more land.

Visitor Retail land needs (within the 15 year planning window) should be able to be met within the existing Central Business District with a limited amount of land needed at strategic locations, adjoining the CBD or lodge facilities. Community Retail (e.g., new or expanded building materials store, furniture store, etc.) will need a larger area that is well connected to the transportation network, but discretely located to reduce impacts large stores can have on the scenic corridor and community character. Ideally, a portion of Community Retail would be supplied by local manufacturing, such as with Bergmeyer Furniture.

Neighborhood Retail (neighborhood grocery, café, etc.) is a third category, but its land needs can be met within the area of new residential and mixed-use developments. Retail use in Mixed-Use developments should be in a quantity and of a type that balances with the demands created by residents or workers in the development.

- *Office* –

Most office uses require some visibility, though not as much as retail uses, and can therefore often be incorporated into the second floor of new mixed-use development. In two-story development, this should be anticipated because of the cheaper rental costs for upper floors compared to ground floor space. Office uses should be provided for around any new county courthouse, to encourage migration of office uses off of prime ground floor retail space on Main Street. Other concentrations of office uses should be located adjacent to major roads in clusters of mixed-use development.

- *Service* –

Service uses include two sub-groups --- one that is appropriate within the mixed-use areas (personal service shops, professional services, etc.) and one that includes more land,

automotive or noise intensive services (auto garage, veterinary, self-storage, etc.) and should be located in pockets of commercial land that are well-buffered from residential uses.

- **Manufacturing –**
Light Industrial uses can similarly be divided into two groups. One is smaller in scale with low impact (crafts shop, small contractor shops, microbrewery, etc.) and could be located with residential uses in a Mixed-Use project that is tailored towards that type of “Live/Work” situation. The other uses more land and/or produces disturbing noise or fumes and is best limited to a discrete area buffered from residences by other intense uses, such as the airport, and should have close proximity to SH 33.

Residential

The need for new moderately priced single family lots over the next 15 years is low (see Chapter 10: Housing), with more than enough undeveloped lots existing now to satisfy 15 years of projected 8% annual population growth. However, the need for new townhomes, condominiums, apartments and other higher density, smaller lot residences is increasing. These new types of units can be incorporated on upper floors of Mixed-Use projects, or built in stand alone developments, but with close proximity to neighborhood level retail and services. Ideally, a significant share of higher density development would be within walking or biking distance of the central business district and have close access to recreation areas and major roads.

A continuing demand for additional “high-end” or higher priced estate lot developments for second homeowners is anticipated. These neighborhoods should encompass the outlying areas of the city, and take advantage of open space and view sheds.

14.3 LAND USE CONCERNS

Figure 14.3-a contains the most common land use related concerns received from residents through the Comprehensive Plan Public Survey.

Figure 14.3-a: Land Use Concerns

<u>What Do You Like About or Want to See in Driggs?</u>	<u>What Do You Not Like About or Not Want To See In Driggs?</u>
Maintain Core Business District	Sprawl
Open Space	Commercial Sprawl
More Retail & Restaurants Downtown	Strip Mall Development
Compact Development	Random Unplanned Growth
Efficient Use of Land	Fast Food Chains
Expand "Off-Main" Commercial	Mobile Homes
Expand Neighborhood Commercial	Flag Lots
Grow as Neighborhoods	Large Residential Developments
Infill Downtown w/ Small Scale Buildings	Incompatible Businesses Downtown
Keep Density in Town	Lack of Definition to City's North Boundary
Mixed Use Development	Realtors
Move Govt., Offices & Large Retail North of Town	Condominiums
Nearby Farms & Ranches	Too Many People
Small Public Spaces	Too Much Growth
Smart Zoning Enforcement	Catering to Special Interests & The Rich
Tourist-Friendly Downtown	Uncontrolled, Unregulated Development
	Noise
	Auto-Focused Growth

Sprawl vs. Gateways and Neighborhoods

Underlying many of the above comments is a concern that land outside of the downtown core will be re-zoned for general retail uses, creating an auto-focused commercial strip that lacks character, thereby discouraging investment in Downtown Driggs and decreasing the city’s ability to capture tourist dollars. The treatment of land along State Highway 33 is central to this concern.

Along with sprawl comes the loss of identifiable city or community boundaries. Entrances to Driggs should be at recognizable gateways, reinforced by signage, beautification and marked changes in the type, style and intensity of land uses. The default South Gateway is Teton Creek; this should remain as the permanent southern boundary of the city and be improved with gateway signage. The North

Gateway is more difficult to identify. Currently the feeling of entering Driggs occurs in two stages – one passing Bergmeyer Furniture and entering into the Teton Telecom / Valley Centre development area. South of 100N, along the end of the airport runway, the development intensity drops back off and a second gateway (or marked increase in intensity and beginning of urban form) occurs when passing by Ross Avenue and the Best Western. Encouraging a large setback from the highway, possibly in exchange for increased density or “upzoning” could protect this second gateway – into the historic town grid.

Outside of the gateways, development should be encouraged to develop into nodes or neighborhoods where the uses, style and pattern are related and compatible, thereby minimizing vehicle trips on the highway, encouraging healthier, walkable neighborhoods, and enhancing the sense of community in these areas. Long expanses of the same zoning along transportation corridors should be avoided.

Maintaining the Core Business District

According to Roger Brooks of Destination Development, revitalizing and maintaining a thriving downtown business and retail shopping district will require the creation of a critical mass of “visitor retail”, which he generally defines as at least 3 lineal blocks of visitor retail businesses, restaurants or cafes, and establishments (of either type) that are open after 5pm. The logical central point of this district is the corner of Main Street and Little Avenue. Initiating development of retail downtown will require the coaxing of some existing office uses off of prime ground floor locations, which in turn will require the creation of new areas for office uses. Locating as much new housing as possible within walking distance of the visitor retail district will increase the customer base and evening activity, thus the creation of a Mixed-Use area around the core business district, to contain both offices and new residential units, should be a priority Land Use objective. Likewise, development of additional accommodation facilities close to the core business district will help support infill and revitalization.

Noise and Uncontrolled / Unregulated Development

Land Use recommendations need to address the concern of sprawl and the impacts of new development on existing neighborhoods. The location of the new school facilities at Fifth and Ross has created new default collector roads that are viewed as negative impacts on adjacent residents. Uses that generate large quantities of traffic or disturbing noises should be located along planned collector or arterial routes and be buffered from residential neighborhoods by roads, open space and / or a transition use that is of moderate intensity.

Open Space

Designated open space areas can protect critical natural resources, such as floodplains and wetlands and viewsheds, and in the city environment open space may be developed with recreation amenities or as pedestrian plazas in the downtown setting. All of these types of open spaces are necessary components for maintaining a healthy community. Open space may also serve as a buffer between two incompatible uses, such as manufacturing and residential uses, and can help enhance neighborhood identity. Loss of the natural character and open space along Teton Creek was a commonly articulated concern during public Comprehensive Plan meetings. Designated open space along the Teton Creek floodplain should be a priority Land Use objective.

14.4 LAND USE RECOMMENDATIONS

The Land Use recommendations below are referenced to the Future Land Use Map (Figure 14.2-a):

Airport

The proposed Airport land use was delineated based on platted airport related subdivisions and anticipated future airport needs, with a desire to minimize impacts to residential areas to the south, while incorporating room for an additional taxiway and some aircraft hangar space also on the south side. The zone could be condensed on the west side if existing non-airport related uses (e.g., storage units, residences, Arts Council building, etc.) do not desire transition to airport related uses. An Airport Zone should be created, with a perimeter fence eventually being developed around the zone and vehicle traffic controlled within. A more detailed neighborhood plan should be developed with assistance of property owners and the Driggs Airport Board.

Central Business District

Land Uses in the Central Business District should be encouraged to transition from primarily civic and professional to visitor retail - pedestrian-oriented shopping, restaurants and “after 5” activities. Offices and some residences should be encouraged on upper floors. The boundary of the district should not be greater than 2 blocks in any direction from Main Street and Little Avenue, or a 4-block by 4-block core. Auto-intensive uses, such as auto garages, gas stations and drive thru restaurants should not be allowed in the CBD, however these and other services for local residents should be allowed in the remainder of the downtown core.

Commercial

The Commercial land use areas are envisioned to contain uses that would not be appropriate in the Central Business District or Mixed-Use areas because of the larger amount of land required, the auto-intensive nature of the business, or the generation of noise or other impacts that should be more removed from residential areas. General Retail commercial uses appropriate for these areas would be large item retail, such as hardware, lumber yards, auto dealership, trailer sales, etc. These areas should be developed in a unified manner, with street-like shared access from the highway for each area, in accordance with the Transportation Access Plan Agreement between the city and the Idaho Transportation Department.

- **C_a:** This recommended commercial area includes undeveloped lots along the north side of Valley Centre Drive, the new Silver Star Communications facility and Longhorn Trailer Sales on the west side of SH 33, and Fall River Electric and two transitioning single family residences on the east side of SH 33. A significant buffer should be provided along this area, where it borders Estate Residential. Appropriate uses would include contractor shops and large item retail.
- **C_b:** This recommended commercial area is bordered by the Teton Valley Museum on the north, SH 33 on the west, the airport zone on the east, and the Emergency Services building on the south. Existing uses include a motel, veterinary clinic, pole yard, gas station, a city-owned business park, and a 3 lot vacant development between the Chevron and Rodeo Drive. Service businesses should be a focus of this commercial area as well as commercial enterprises that have a link to the airport. General retail should be limited to large items or retail associated with a service business that would not be desirable in a downtown location. Consolidation and sharing of accesses should be required.
- **C_c:** This area is recommended as a small grouping of service commercial businesses at the corner of SH 33 and Johnson Avenue.

Mixed-Use

Mixed-Use areas will vary from a mixing of residential types (detached single family, condos and row houses), to live/work districts that allow business owners to live in the same structure where their trade is pursued, to a three-story stacking of retail, office and condominium type development. Minimum residential to commercial ratios and restrictions on allowed commercial uses should be implemented to ensure that “mixed-use” does not become “commercial sprawl”, but rather creates diverse neighborhoods, where people can walk to work and/or to get their daily essentials. Residential density in mixed-use projects should be in the high density range.

- **MU_a:** This Mixed-Use area incorporates the Bergmeyer Furniture manufacturing facility and adjacent residence, as well as the platted, but not developed, Rocky Flats Multi-Family PUD. Development of mixed-use projects will require the extension of city water and sewer services.
- **MU_b:** This Mixed-use area incorporates the Valley Centre subdivision, and an approximately 20 acre parcel of undeveloped land south of Valley Centre. The area has organically developed as somewhat of a mixed-use neighborhood, with existing uses including significant residential units (64 apartments, a 16 unit assisted living facility and 20 townhomes), commercial businesses (sandwich shop, laundry, tack shop, mortuary) and several public-oriented uses (clinic, District 7 Health office, and the Idaho Film and Television Institute). Improvement to the pedestrian environment (sidewalks) should be required.

- **MU_c:** This Mixed-Use area lies between the airport and Ross Avenue, and is adjacent to public uses (Middle School, New Middle School, Armory) and major roads (100N, SH 33, Ross and Fifth), thereby providing a buffer from such uses and the medium density residential area to the south and east. Appropriate uses in this area would include mixed residential and office or clinic uses, teen activity centers, or possibly a suitable area for a relocated and expanded hospital facility.
- **MU_d:** This Mixed-Use area surrounds the Central Business District and helps to supply the residential component to support a thriving downtown shopping district. This area will include many infill projects in the original townsite, but also provides opportunity for large unified development on the west and south side of the CBD. New Mixed-Use development east of Front Street and south of Short Street should contain more residential floor area than commercial floor area. Small scale auto-related uses (e.g., repair shops, tire shops, gas stations, etc.) should continue to be allowed between the CBD and Ross Avenue so that these needs are met and the original townsite continues to be a self-sustained unit. The portion of this area along E Little Avenue should continue to merge with and blend into the adjacent residential neighborhood. A peninsula of this Mixed-Use area extends east on Johnson Avenue. Uses in this section should be compatible and transition into the surrounding residential areas. Some neighborhood commercial, such as the existing bakery, would be appropriate.
- **MU_e:** This Mixed-Use area contains the land between the Sagewood subdivision and Stoneridge Townhomes and includes the High Peaks gym, the Teton Valley Cabins and an undeveloped 5 plus acre lot with Ski Hill Road frontage. Within this area, it would be appropriate to continue and/or expand the existing uses and to add commercial uses that serve the immediate neighborhood, but commercial uses should not exceed 10% of total floor area. Combining and sharing accesses on Ski Hill Road should be required.
- **MU_f:** This Mixed-Use area contains properties with highway frontage between Johnson Avenue and Teton Creek, including platted commercial and mixed-use development in Creekside Meadows and Driggs Gateway Center. Commercial use should be limited to 15% of total floor area. Wetlands may exist on some parcels and the city should consider offering density or other bonuses for the incorporation of wetlands as open space within developments. Accommodation uses would be appropriate in this area as well as mixed-use office-residential complexes. Provision of pathway connections paralleling SH33 should be required.

Manufacturing

Large or high impact (noise, odor, etc.) manufacturing and industrial uses should be confined to an area north of the airport. Less intensive manufacturing uses may be appropriate in a live/work manufacturing area.

- **M_a:** This area would be ideally utilized for specialty manufacturing such as Bergmeyer Furniture, Drawknife billiards, etc., with high value-added products. The city should consider facilitating extension of water and sewer facilities to this area and actively recruiting specialty manufacturers.
- **M_b:** This area includes the commercial lots of the platted Alta View Airport Addition subdivision and an undeveloped 71 acres to the east that was annexed to the city in 2006. Live/work uses are recommended for this area.

Public Facilities

Public Facilities include government and institutional buildings and uses. The Public Facility areas were drawn around the concentration of existing such uses and are not meant to be the only location for public oriented uses. The mixed-use and commercial zones are generally also appropriate for most public facilities, however concentrating services provides better efficiency and also helps to create a buffer between commercial and residential areas.

- **PUB_a:** This area includes the County Fairgrounds, state highway facility and the Teton Valley Museum. Expansion of the fairgrounds into the proposed manufacturing zone would be appropriate and desirable if the opportunity arose. Development of a collector road across the north side of this area is also desirable.

- **PUB_b:** This area includes the new high school and new middle school, and will become a center of activity in the community. The surrounding road network and land uses should support and be compatible with the two school facilities. Annexation of this area would facilitate the process of improving transportation routes and extending services to the surrounding areas.
- **PUB_c:** This area includes the National Guard Armory, current middle school, elementary school, hospital, LDS church and City Park. These uses provide a transition between mixed use and commercial areas adjacent to SH33 and Medium Density Residential in the Driggs Townsite. Expansion of the public uses to the north and east of the armory would be desirable as community needs grow for additional or expanded public facilities (e.g., hospital).

High Density Residential (11 to 16 units per acre)

There is one proposed location for High Density Residential, which is along the south side of Ski Hill Road and bordered by the Fifth Street Park and the Teton Creek floodplain on the south and east, by Fifth Street on the west. The city should require any proposed park area to be contiguous with the existing Fifth Street Park. Access location(s) to Ski Hill Road should be carefully chosen, and access from S Fifth Street should align with Fremont Avenue. Existing healthy trees on the site should be incorporated into the design to screen and soften the development intensity. Neighborhood commercial could be incorporated into a high density residential project through the PUD "use exception".

Medium Density Residential (6 to 10 units per acre)

Medium Density Residential includes single and two family (townhome or duplex) units and accessory dwellings in the core of the city. Daycare facilities and other home businesses that are compatible with the character and intensity of the neighborhoods would be appropriate. Limited neighborhood serving commercial may also be appropriate in new Medium Density developments.

- **MDR_a:** This area is north of Ross Avenue and west of the new high school and with the extension of N Fifth Street to 100 N and improvement of 100N and possibly another collector out to SH 33, could serve as a very attractive residential area for teachers and young families. Extension of city services into this area should be encouraged and facilitated. Extension of Third Street into the area should also be considered to maintain the grid network as much as possible.
- **MDR_b:** This area includes the existing medium density developments of Stoneridge (50% built out), Powder Valley / Shadowbrook (100% built out) and Aspen Pointe Townhomes (less than 25% built out). A portion of the Aspen Pointe development is currently being reviewed by the Federal Emergency Management Agency for possible encroachment into the Teton Creek floodway. Outside of these developments, additional medium density residential along this section of Ski Hill Road is not recommended.
- **MDR_d:** This area consists of the original Driggs Townsite, plus the Sagewood subdivision. Within the townsite, increased density should take the form of accessory dwellings, with certain restrictions on placement and size, and smaller lot size should be allowed for development of whole lots. Adequate access for emergency services should be required. The cooperative development of alleys through existing blocks should be encouraged, particularly along sewer easements, to increase access to interior portions of blocks.
- **MDR_e:** This area includes the Gemstone subdivision and the undeveloped land between Johnson Avenue and Creekside Meadows subdivision. The Gemstone subdivision is currently platted at between 4 and 5 units per acre, but it has remained unattractive to buyers. Re-platting of this development should be encouraged, with a slight density bonus as an incentive. The development should be pedestrian friendly and take advantage of close proximity to parks and downtown. A direct pedestrian connection to First Street should be facilitated. South of Johnson, new development similar to the Rendezvous townhomes would be appropriate, with the addition of park or open space area to break the density up. A road connection between Teton Vista and Johnson (at Ruby) should be made.

Low Density Residential (2 to 5 units per acre)

Low Density Residential areas should be developed or maintained as quality neighborhoods, with good interconnectivity for vehicles and pedestrians, reasonable access to parks, including neighborhood parks embedded within developments, and sufficient buffering from incompatible uses.

- **LDR_a:** This area contains land uses that were once appropriate, such as single-family lots, which are now inappropriate because of increased impacts from traffic and the increased danger posed by multiple driveways accessing a busy arterial. Replacing these single-family homes with higher density residential use creates other safety concerns because of the airport flight path that is directly overhead. The development of commercial land uses along this section of SH33 challenges the desire to avoid sprawl, and given the large number of owners it would be difficult to develop as a unified commercial project. Appropriate uses would address all of these concerns. A neighborhood planning group should be created with property owners in the area, and with consideration of the Smart Growth planning team's input, this group should be asked to develop a recommendation for Future Land Use in this area.
- **LDR_b:** This low density residential area includes Calico Sky, Wallace Way, Shoshoni Plains, Aspen Meadows, Cobblecrest and Miller Ranch subdivisions, and over 100 acres of undeveloped land. Platting and development of this area should be encouraged to proceed in a manner that makes efficient use of public services and to incorporate preferred connections, such as 100N to Ski Hill Road. Portions of this area have been developed without city services. Density increases beyond 1 acre lots should only be allowed when connections are made to city sewer, and only beyond .5 acre lots when connections to city water is made. Density beyond half acre lots are not appropriate near the east edge of the area, where a transition to Estate Residential is desired.

Estate Residential (1 or fewer units per acre)

This recommended land use category contains properties that are already developed under individual wells and septic systems, as well as properties in sensitive areas such as floodplains and wetlands and along the outer edges of the planning area where city water and sewer facilities may not reach within the 15 year outlook of this plan.

- **ER_a:** South of Bates Road, this area is mostly wetlands. North of Bates Road to approximately the old Railroad Right-of-Way, wetlands have recently been removed from the federal wetland regulatory maps, through application by Blackfoot Farms, however the presence of Fox Creek soils indicates a high water table and some limitations on development types (e.g., basements). The portion between the Old Railroad Right-of-Way and 250N includes a mix of wetlands and more suitable soils, the latter being partly occupied by the Ee-Da-How Subdivision.
- **ER_b:** This area includes the subdivisions of Targhee Ranch, Ski Hill Ranch and Sweetwater, and unplatted land along Hastings Lane / 250N, now in agricultural use. Development in the most northern portion is envisioned to utilize individual wells, as extension of water service north of Targhee Ranch Subdivision is not expected.
- **ER_c:** This area includes all land between Teton Creek and Ski Hill Road, northeast of the Aspen Pointe development. Most of this area is within the Teton Creek flood plain and therefore considered unsuitable for dense development. Where developments are proposed, utilization of areas outside of the floodplain should be required.

Open Space / Park – Preferred

This category contains recommendations for preferred locations of significant community level parks or open spaces. Smaller neighborhood parks are likely to be established within residential developments through requirements of the Subdivision Ordinance.

- OS/P_a: This park / open space feature would function as a buffer between the industrial area and a low density residential area to the north and could simply consist of a landscaped pathway strip alongside the proposed road connection.
- OS/P_b: This area includes the Valley Centre Park and the proposed Huntsman Springs Driving Range, along with a preferred open space / park connection between the two that provides a buffer between the mixed use and estate residential areas. A pathway element should link Valley Centre Park with 100N.
- OS/P_c: This area would provide a buffer between the airport and MU_d mixed use area. The parks dedication requirement from any development in the MU_d area should be directed into this open space / park area. This would be an appropriate area for a ball field facility.
- OS/P_d: This area includes the existing Fifth Street Park and a proposed open space and possible trail extension aligned with wetlands between the townsite and Gemstone subdivision.
- OS/P_e: This area functions as a buffer, similar to OS/P_a.

Neighborhood Plans

- **1000E Neighborhood (NHD_1):** This neighborhood is located between Teton Creek and Gilroy Ln on the West, Cemetery Road on the North, 1000E on the East, and 1000S on the South. This is a large area composed of several sub-neighborhoods and transition areas as described below.
 - **Neighborhood Vision:** To turn a forgotten 'buffer zone' into a vibrant, safe and attractive neighborhood that provides opportunity for small enterprise, a variety of housing choices, and convenient retail and recreation within a flexible framework that protects the neighborhood's rural roots and sensitive lands while respecting established land uses and patterns.
 - **Neighborhood Goals:** The goals of the neighborhood plan are to:
 1. Allow greater flexibility in uses, particularly live-work scenarios, and provide for small neighborhood commercial uses.
 2. Provide a transition in land use from the transfer station, gravel pits and industrial uses East of 1000E to existing and future residential neighborhoods, allowing the greatest intensity of development at the NE corner of the neighborhood and reducing intensity in the South and West directions.
 3. Maintain the transition in land use intensity to a defining boundary – composed of working lands, flood plain, open space and park land – between the neighborhood and the Driggs city core, to define both places.
 4. Develop attractive and safe transportation corridors.
 5. Facilitate creation of new residential developments on city sewer away from working lands, floodplains and other critical or unique natural areas, by allowing clustering of units with a variety of unit types and by allowing the transfer of development rights.
 6. Maintain an overall density in the neighborhood of 1 unit per acre to prevent development from exceeding planned sewer service capacities as well as to prevent excessive congestion on the limited road corridors and intersections serving the neighborhood.
 7. Provide for pathways, parks and open spaces throughout the neighborhood.
 - **Transportation:** The City and County should plan for improvement of both Cemetery Road and 1000E to Driggs collector road standards – through impact fees, exactions and other financing mechanisms. A minimum 20ft landscape buffer should be required by any new development along these frontages. Pathways should extend through new development and connect into the planned Driggs pathway system just East of Cemetery Rd bridge. Roads should define the boundaries of and separate neighboring land use districts. Local roads should follow the grid layout of property lines except where significant topographical features exist or where intersection with existing roads increases convenience and safety.

- **Employment:** The employment center of the neighborhood is anchored at the intersection of Cemetery Road and 1000E. A Mixed Use Employment zone is recommended at this corner and along 1000E to buffer the existing and approved industrial uses – transfer station, gravel pits, etc. on the East side of 1000E – and provide a transition to existing and future residential neighborhoods to the South and West. Residential use should be allowed and encouraged, in appropriate live-work scenarios, but not required. Stand alone retail commercial should not be allowed in this district, rather the need should be met within the Commercial-Neighborhood block. Conformance with Driggs Commercial Design Standards and Guidelines should be required. The required framework plan should show blocks (300-600ft per side), pathways, desired open space, and desired road connections and accesses.
- **Commercial-Neighborhood:** A small neighborhood commercial center (2-3 acres) should be located across from the Driggs Centre Business Park for shops providing daily essentials and neighborhood gathering places (café / deli). The C1 zone would be appropriate here, with design review. This zone should transition across alleys or roads to neighboring residential districts.
- **Residential-Mixed:** Outside of the Employment and Commercial – Neighborhood land use areas, the land within the East half of the Northeast quarter of section 36 should be regulated under a Mixed-Use Residential zone, allowing for a variety of development types. Base density should remain 1 unit per acre. The area within the Northeast quarter of the Northeast quarter and within the North half of the Southeast quarter of the Northeast quarter of Section 36 should be the receiving area for any transfer of development rights from the neighborhood’s Working Lands. Up to 6 units per acre should be allowed in this receiving area, with the highest densities being closest to the Mixed Use Employment zone.
- **Residential-Clustered:** The portion of the neighborhood located in the West half of the Northeast quarter of section 36 and in the Northwest quarter of Section 36 should be developed as low density residential with a base density of 1 unit per acre outside of the 100yr floodplain and 0.4 units per acre in the 100 year floodplain, but clustered away from Teton Creek and working lands to the South – placing required park and open space areas in these locations to buffer the impacts of residential development on sensitive areas and livestock.
- **Residential-Dispersed:** The portion of the neighborhood located in the East half of the Southeast quarter of section 36 should be developed as low density dispersed housing. Home businesses should be allowed by right where larger setbacks can be provided to reduce disturbances to neighboring properties.
- **Working-Lands:** Land use in the West half of the Southeast quarter of section 36, and in the portion of the Southwest quarter of section 36 that is within the neighborhood should be encouraged to remain as horse pasture and an outfitting business. The area should be designated as the sending area for a transfer of development rights program operating within the neighborhood. The area should retain the existing base density of 1 unit per acre outside of the 100 year floodplain and 0.4 units per acre in the 100 year floodplain unless transferred to the designated receiving area. Should landowners in this portion of the neighborhood choose to develop any residential subdivisions, the general recommendations in NHD_1_Residential-Clustered should apply.

Huntsman Springs Planned Unit Development

Density

The allowed residential density in the Huntsman Springs PUD at the time of original approval of the PUD master plan, based on the underlying zoning in effect at that time was 338 units. This maximum number of residential units should be maintained, with the exception that when areas are added to the PUD, the allowed density associated with the addition may be considered for transfer into the PUD. Three hundred lodging units were also approved. Proposals for increases in demands on sewer and water above the

original approval level (measured by equivalent residential units) should trigger requirements for a new Will Serve letter from the city and any necessary mitigation.

Transportation

Woodland Star Drive serves as the development's primary collector route and provides an important North-South connection West of Hwy 33 between Bates Road and 2500N. Huntsman Springs Drive

should serve as the primary entrance point for the golf resort and lodge complex. The city should work closely with the Idaho Transportation Department (ITD) and Huntsman Springs on the design of intersection improvements at Hwy 33 and Huntsman Springs Drive when such improvements are required by ITD. A properly designed roundabout or other treatment that enhances the intersection as a gateway to the city should be considered.

Birch Berry Drive should remain a privately owned and maintained drive. Access restriction is appropriate and acceptable on this road. Any gate on the north end of Birch Berry Drive should match, as close as possible, the design of the existing gate at the south end of Birch Berry Drive.

East-West road connections to the Driggs townsite shown in the master plan should be maintained and/or initiated as development occurs East of Primrose Drive.

The pathway corridor shown on the master plan and partially developed parallel to and East of Primrose and Woodland Star from West Little to the North end of the development will provide a recreation amenity and an alternative transportation connection between the development and downtown. This pathway is also part of a growing regional trail network, known as the Greater Yellowstone Trail, which will connect from Jackson, over Teton Pass to Victor, North to Driggs and on to Teton, Ashton, West Yellowstone and the national parks. The former rail corridor between Driggs and Teton is the desired alignment for the trail segment North of Huntsman Springs. The city should seek completion of the pathway through Huntsman Springs to 1000W in the near term.

Property Maintenance

Minimum standards for property maintenance should be adopted and enforced throughout the development to ensure that vacant lots do not harbor nuisance conditions due to weeds, overgrown vegetation, debris, etc. Huntsman Springs should be encouraged to improve the appearance of public right of ways where improvements such as sidewalks have been postponed.

Town Lots

The Town Lots area, as currently platted, is a compact walkable neighborhood of small lot single-family residential. The streetscape is enhanced by locating most garages to the rear, off of privately maintained alleys. Public neighborhood parks with a variety of uses and facilities are distributed evenly through the Town Lots area. The road layout provides for future connection into the Driggs townsite street grid, while a public pathway runs along the area's East edge and provides a connection to downtown. A landscaping berm separates the Town Lots area from the Driggs townsite.

Any modifications to the Town Lots area via master plan and plat amendment should maintain the area's basic character, amenities and connections, while increasing the variety or affordability of housing choices. As infill and redevelopment occur along Front Street on the East border of the Town Lots area, opportunities should be explored by the City in collaboration with Huntsman Springs to improve connectivity and transition between the town lots and Driggs townsite. Possibilities include connecting roads, and adding pathway spurs or park nodes.

Live/WorkLive/work development should be encouraged in transitional areas between commercial and residential or high and low intensity uses, including the lots fronting the north side of Finch Ave and the area between the driving range and highway 33.

Condominiums

50 condominium units are anticipated to be developed in the mixed use area around the courthouse. An additional 24 condominium units are a component of the overall density allocation, but have not been tied to a specific location. The future location of these 24 units should be within either the mixed use, town lots, clubhouse, or lodge areas.

Golf Resort Facilities

The golf resort facilities include the golf course itself along with a driving range, clubhouse, fitness center, maintenance area, employee housing, owner storage units, and sales office, with adjacent

“Buffalo Pasture.” As of November 2014, all but the employee housing, owner storage units and the clubhouse are existing and should remain essentially within their respective footprints. The clubhouse footprint is shown on the master plan and has an appropriate location off the main resort entrance.

The 27.5 acre portion of the master plan containing the storage units and employee housing was approved by Teton County and the property currently lies in the Area of Impact and is zoned ADR-0.5. The city should propose zoning to the county, and designate zoning upon future annexation, which requires a conditional use permit for the construction of storage units to address potential concerns regarding potential impacts (noise, traffic, lighting, aesthetics) on the adjacent residential properties to the North (Ee Dah How Acres) and on existing and potential uses to the South, as well as traffic impacts at the access to Hwy 33.

While the provision of employee housing units by the developer should be applauded, this particular location contradicts some of the objectives of this plan’s housing chapter, which promotes locating higher density affordable housing in a manner that allows efficient delivery of public services and facilitates walking, cycling and other alternative modes of transportation. The city should collaborate with the developer to identify alternative locations for all or a significant portion of the employee housing that would better satisfy this plan’s objectives.

Courthouse Mixed Use Area

Vertical mixed use should be strongly encouraged in this area, with additional height allowances for upper floor residential uses. Late night uses should be limited to areas immediately adjoining the Central Business District in order to support the CBD and to limit conflict with the development’s residential uses, Offices, banks and neighborhood commercial – cafes and retail – should be encouraged in the remainder of the mixed use area. Minimum design standards should be in place to ensure compatibility with the downtown architecture and streetscapes, and to protect important view corridors.

Huntsman Lodge Complex

The Huntsman Lodge is proposed to contain approximately 80 hotel units and 24 villa units along with a limited amount of guest-oriented commercial located around an ice rink / fountain and an excursion center.

The hotel and villa units would complement the Huntsman Springs golf course and are an appropriate use for this resort. While a location within walking distance to the Central Business District would be most desirable, the proposed location is understood to be superior because of the need for a quieter atmosphere and much more dramatic views. The location is also appropriate from the standpoint of being convenient to the primary access from Hwy 33, adjacent to the clubhouse area and golf facilities and significantly separated from surrounding residential uses. A pathway connection from the lodge complex into downtown should be provided as shown in the master plan. A town shuttle is encouraged to be provided for guests to promote shopping and dining downtown.

While high-end resort projects typically incorporate some retail shopping, the associated commercial area surrounding a fountain / ice rink is only appropriate at this location if it does not exceed the shopping demand of the resort guests and does not serve as a significant retail center for the community or public in general. A limited amount of commercial floor area should be allowed in this area. Uses should be strongly related to the resort activities and buildings should be oriented to the resort guests. A phased approach to developing this commercial area should be required to coincide with increases in the average number of lodging guests per day. Investment in and promotion of downtown Driggs should be encouraged.

With regard to building height, the lodge complex is set far enough back from Hwy 33 (more than 1,500 feet) and distanced from other properties that building heights between 45 and 55 feet could be allowed where the need was demonstrated to support a three-story project. The project is also anticipated to involve shorter buildings at or below 35 feet in the foreground that would help mitigate the visual effect of the hotel as seen from Highway 33.

Area of Impact

Title 67, Chapter 6526 of Idaho Code states that “In defining an area of city impact, the following factors shall be considered: (1) trade area; (2) geographic factors; and (3) areas that can reasonably be expected to be annexed to the city in the future.” In negotiating the boundaries of the Driggs Area of Impact with the county, the city should also consider the impact on public service delivery (both capacity and efficiency) and the impact on city character (the growth pattern should support the Comprehensive Plan’s vision of our community, which is to maintain a small town character and sense of place).

The Area of Impact boundary should only be increased where:

1. The City Limits have reached the Area of Impact boundary, or are anticipated to reach the Area of Impact boundary within five years;
2. The Area of Impact boundary does not constitute or protect a significant natural growth boundary (one that uniquely or inherently defines the community);
3. The property owners to be included have the ability to increase the water rights and source capacity to a level that will more than offset the potential development.
4. The area is already served by city utilities, or the proposed expanded Area of Impact boundary would support an efficient delivery of public services and will not increase per lineal foot maintenance costs or become an otherwise inefficient peninsula of responsibility.
5. Expansion does not create disincentives for infill development in the existing town or impact area that would be more efficient and desirable than new development on the outer edge of the community.

Figure 14.1-a: Existing Land Use in City of Driggs

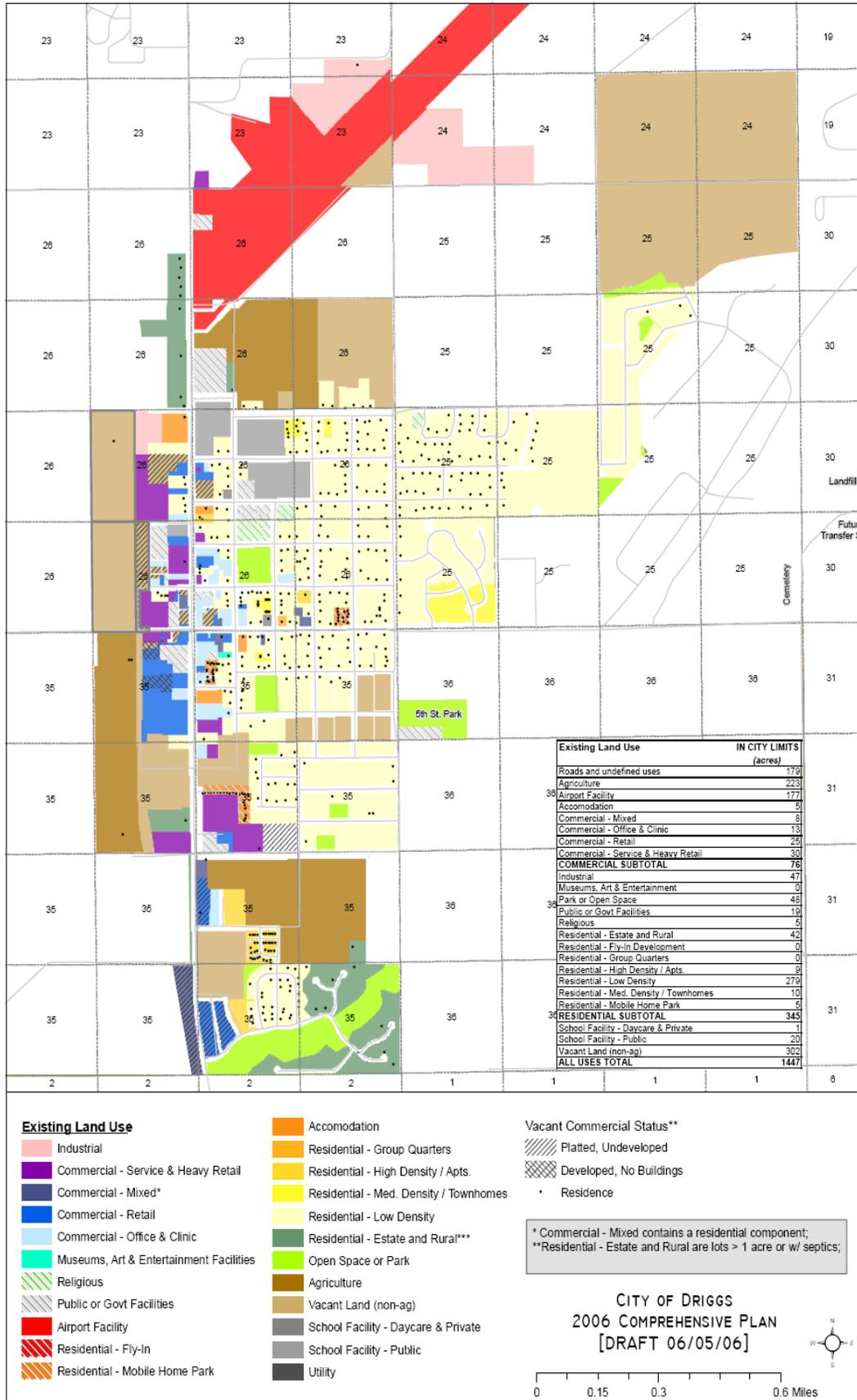


Figure 14.1-b: Existing Land Use in Driggs Area of Impact

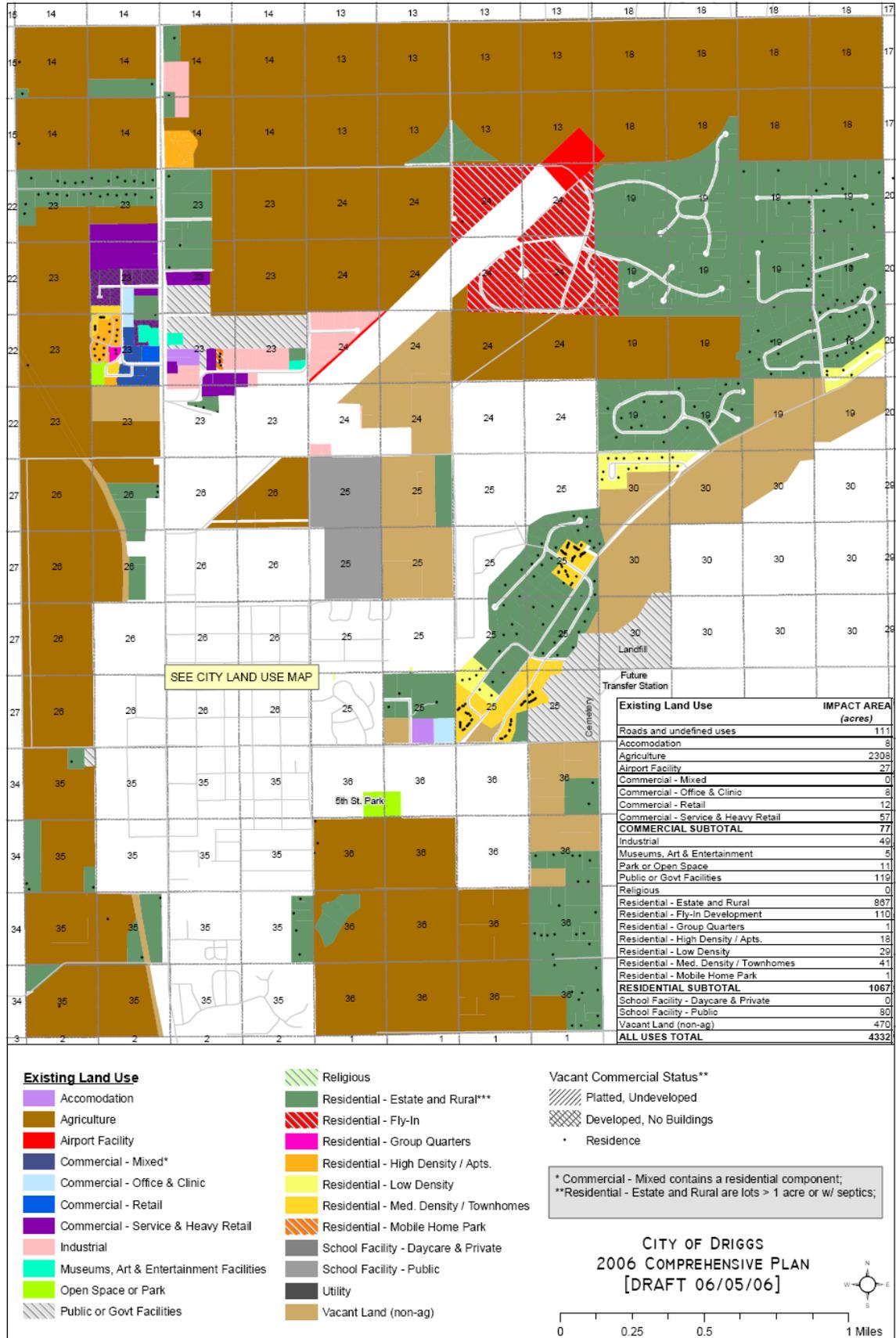
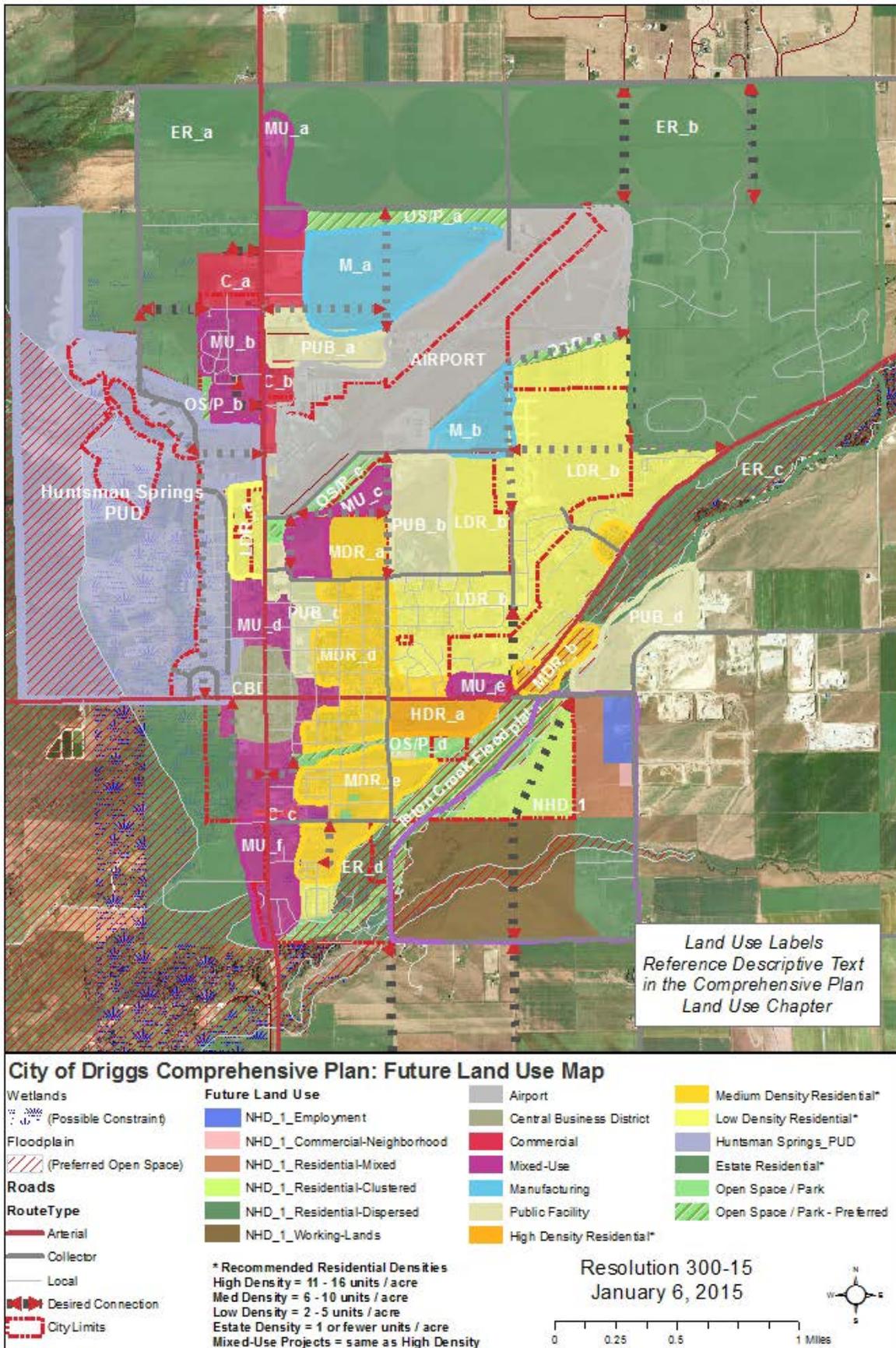
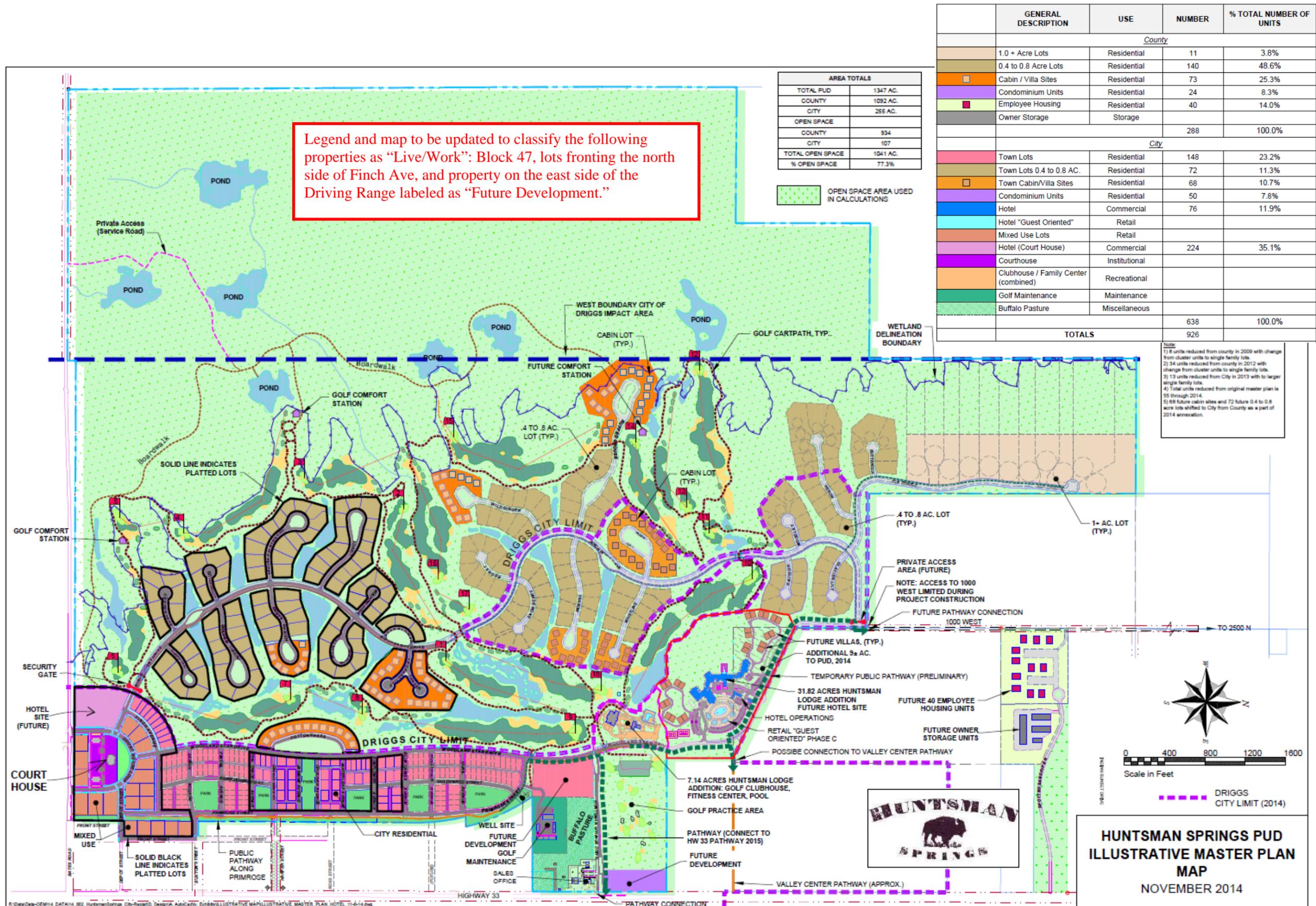


Figure 14.2-A: Recommended Future Land Use





14.5 GOALS, OBJECTIVES AND ACTION ITEMS

In addition to the following Goals, Land Use Decisions will be guided by the following **Smart Growth Principles**:

Mix Land Uses Take Advantage of Compact Building Design Create a range of housing opportunities and choices Create Walkable Communities Foster Distinctive, Attractive Communities with a Strong Sense of Place Preserve open space, farmland, natural beauty, and critical environmental areas Strengthen and Direct Development Towards Existing Communities Provide a variety of transportation choices Make development decisions predictable, fair, and cost-effective Encourage community and stakeholder collaboration in development decisions

GOAL: PROVIDE FOR A MIX OF LAND USES THAT MEET THE COMMUNITY'S NEEDS AND ARE SUITABLY RELATED TO EACH OTHER AND THEIR NATURAL SETTING, WITHIN AN EFFICIENT PATTERN OF DEVELOPMENT, WITH DENSITY GENERALLY GREATER AT THE CITY'S CORE AND DECREASING TOWARD THE EDGES OF THE CITY, WITH NODES OF HIGHER DENSITY NEAR PRIMARY SERVICES OR OTHER ESTABLISHED INTENSIVE USES.

OBJECTIVE: Designate appropriate areas to support the development of adequate housing quantities and types to meet projected housing needs, within a framework of interconnected neighborhoods.

ACTIONS:

- Establish allowed housing densities at the minimum of the recommended range on the Future Land Use Map, but provide for density increases where proposals demonstrate compatibility with existing neighboring densities, hazardous areas, infrastructure capacities and service efficiency, and where mitigation of impacts to natural resources, the transportation network, parks and open spaces, and other public services are appropriately mitigated.
- Encourage varying lot sizes within subdivisions, thereby creating a mix of housing types and supporting a more diverse community.
- Allow and encourage the development of mixed-use and live-work developments.
- Permit only compatible types of uses in residential zoning districts, such as neighborhood service centers and home occupations that do not negatively impact the residential neighborhood.
- Require residential developments to connect roads and pathways to neighboring developments and to adjacent collector roads;

OBJECTIVE: Designate appropriate areas to support desired economic development, while protecting the Central Business District as the city's primary retail center, and preventing commercial sprawl along the highway 33 scenic corridor.

ACTIONS:

- Update commercial land use needs based on a comprehensive economic market analysis.
- In Mixed-Use and Commercial areas outside of the downtown core (CBD and Huntsman Springs Mixed Use Area), retail uses should be limited to large

items (hardware, lumber, automobiles, trailers, etc.) or be neighborhood focused (corner grocery, deli, etc.) or, in the case of Huntsman Springs Commercial Plaza, be focused on serving resort guests through limitations on specific uses, signage and building size, location and orientation.

- ❑ Identify desirable commercial uses that would not be appropriate within the Central Business District, and adopt zones, where these uses may occur, in accordance with the Future Land Use Map and with consideration of potential impacts on neighboring properties and the transportation network.
- ❑ Work with residents along SH33 and the EPA Smart Growth Implementation Assistance team to identify possible redevelopment scenarios to transition from a Single-Family Residential pattern to a more appropriate use that protects the scenic corridor and is compatible with the airport overlay.
- ❑ Adopt a minimum setback for developments along SH33 and require highway accesses to conform to the ITD/City of Driggs Transportation Access Plan Agreement, thereby protecting traffic flow and safety and the scenic corridor.

OBJECTIVE: Ensure that development occurs in a manner that is safe, that facilitates efficient delivery of public services and does not outstrip available or potential capacities.

ACTIONS:

- ❑ Encourage compact building and development design to increase the efficiency of service delivery;
- ❑ Add appropriate incentives to the zoning and development regulations and utility connection fee structure to encourage infill development in and around the Driggs townsite and to encourage new Mixed-Use development at locations with optimal access to all primary services, in accordance with the Future Land Use Map;
- ❑ Delineate an “urban growth boundary” along Teton Creek to the South and Hastings Lane to the North, which the city will not extend water service beyond;
- ❑ Assess the current boundaries of the Driggs Area of Impact and negotiate adjustment of these boundaries with the County based on the principles stated in the Land Use Recommendations.
- ❑ Develop a more detailed Neighborhood Plan for the area underlying the proposed Airport Zone, with assistance of property owners and the Airport Board.

OBJECTIVE: Ensure that incompatible uses are buffered from one another.

ACTIONS:

- ❑ Encourage Mixed-Use developments to be located between high and low intensity uses, in accordance with the Future Land Use Map;
- ❑ Require park and open space dedications within developments to be placed between uses of different intensities, in accordance with the Future Land Use Map, or Parks and Recreation Master Plan, when adopted;

15.0 IMPLEMENTATION

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

It is intended that the recommendations of this plan will be carried out with special priority given to the Actions under each element of the plan. The plan must be treated as a living amendable document. A review of the plan by the Planning and Zoning Commission should occur annually to make recommendations on needed amendments or additions. Day to day decisions should be based on the plan's goals and objectives, and official actions and ordinances adopted by the city must be in harmony with the plan.

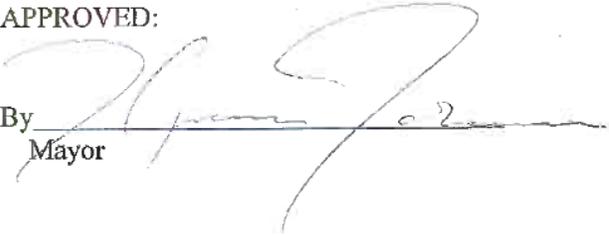
Below are specific recommended actions that will facilitate implementation of various actions listed under each of the plan's elements:

- Work with the EPA Smart Growth Implementation Assistance planning team to:
 - Complete a market analysis
 - Analyze the barriers to infill redevelopment, including existing ordinances and policies
 - Identify the options to overcome the barriers to infill redevelopment
- Adopt and amend ordinances and regulations to implement the recommendations of this Plan and the outcomes of the EPA Smart Growth Implementation Assistance project.
- Complete the 2006 Sewer Facilities Study and implement its recommendations as a high priority.
- Complete and implement the 2006 Driggs Transportation Plan.
- Update the 2003 Driggs Water Facility Plan.
- Update the entire Comprehensive Plan every five years and make annual amendments to maintain current data on population, housing, economic development and public facilities.
- Challenge the US Census population estimates so that population based funding is maximized.
- Apply for the Growth Management grant from the Idaho Department of Commerce, jointly with Victor, Teton County and Teton County, to receive assistance developing a Capital Improvements Plan and implementing Impact Fees.
- Extend the city's Geographic Information System (GIS) to assist with and increase efficiency of functions within all other departments.
- Establish and maintain planning application and building permit fees at levels that ensures as close to a self-sustaining planning department as possible.
- Establish a business license requirement.
- Create an additional Planning and Zoning staff position to work on short-term planning tasks.
- Enforce ordinance requirements in a fair and even manner.

- Consider a longer term objective of establishing a Community Development Department to manage Short and Long Range Planning, Economic Development, Building Code, GIS, and other tasks.
- Establish regular communications, such as through the utility bill, to educate and solicit feedback from residents and business owners on the city's goals and plans and projects.
- Establish neighborhood level planning committees in some areas to facilitate the development of more detailed recommendations than currently provided in the Comprehensive Plan.
- Improve dialogue and agreement between city and county on all planning issues, including transportation, economic development, sewer facilities, water quality and floodplain management.
- Work towards a joint Comprehensive Plan for the county and cities.

PASSED by the City Council of the City of Driggs, Idaho, on January 6, 2015.
 Signed by the Mayor, and attested by the City Clerk, on this 8th day of
January 2015.

APPROVED:

By 
 Mayor

ATTEST:

By 
 City Clerk, *Deputy* Date 01-08-15