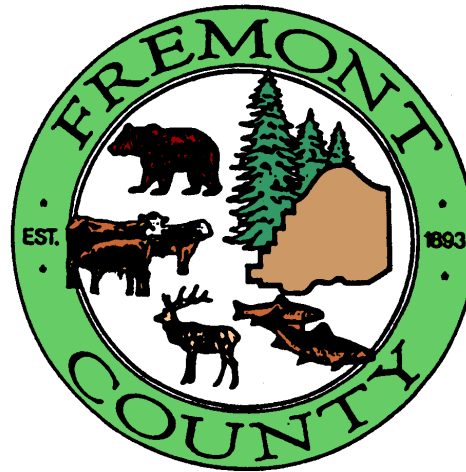


# Fremont County Comprehensive Plan



2008 REVISION

Adopted December 17, 2008



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## Purpose

This is the *Fremont County Comprehensive Plan*. It is adopted for the purpose of promoting the health, safety, and general welfare of the people of Fremont County and, specifically, to assure that future land development protects property rights of developers and surrounding land owners and meets reasonable quality expectations. Those expectations are expressed in the policy statements of this plan and the performance standards of the *Fremont County Development Code*.

The Idaho Local Land Use Planning Act lists the following purposes of comprehensive planning:

- To protect property rights while making accommodations for other necessary types of development such as low-cost housing and mobile home parks.
- To ensure that adequate public facilities and services are provided to the people at reasonable cost.
- To ensure that the economy of the state and localities is protected.
- To ensure that the important environmental features of the state and localities are protected.
- To encourage the protection of prime agricultural, forestry, and mining lands for production of food, fiber, and minerals.
- To encourage urban and urban-type development within incorporated cities.
- To avoid undue concentration of population and overcrowding of land.
- To ensure that the development on land is commensurate with the physical characteristics of the land.
- To protect life and property in areas subject to natural hazards and disasters.
- To protect fish, wildlife, and recreation resources.
- To avoid undue water and air pollution.
- To allow local school districts to participate in the community planning and development process so as to address public school needs and impacts on an ongoing basis. (I.C. 67-6502)

## Preview

The *Fremont County Comprehensive Plan* is divided into two sections. Section I describes a vision for the future of Fremont County and presents the goals and policy statements adopted to provide general guidance for land development activities in the county and a defensible basis for the more specific requirements of the *Fremont County Development Code*. Section II includes maps, background information, and analysis of State required components considered in making decisions related to policy changes and describes the process through which this plan was developed.

## **Authority**

This comprehensive plan is adopted under the authority of Idaho's Local Land Use Planning Act, which requires counties to prepare comprehensive plans and regulate land development and land use in the public interest (see I.C. 67-6501, et seq.). The Local Land Use Planning Act further requires that all comprehensive plans include certain components or a specific statement explaining why a particular component is not needed (see I.C. 67-6508). Table 1.1 shows how policies are related to the required components.

## **Past Plans**

The first comprehensive plan for Fremont County was proposed in 1978. That plan was never adopted. In 1992 a Fremont County Development Code and Comprehensive Plan were prepared and in 1995 the first Comprehensive Plan was adopted. Revision and updating of the comprehensive plan occurred in 1997 and 2002-03. Work on this Comprehensive Plan began again in October of 2006. Primary changes to the Comprehensive Plan from past plans include the reorganization of sections and consolidation of similar policies related to the three planning areas of the county into single county-wide policies. Past plans are entirely superseded by this document.



**TABLE 1.1 Local Land Use Planning Act Requirements in the Fremont County Comprehensive Plan**

<b><i>I.C. 67-6508 Component</i></b>	<b><i>Article I. Fremont County Comprehensive Plan Policies</i></b>
<b>(a) Property Rights</b>	<b>Policies: All policies of this plan help create a framework in which property rights are cherished but used responsibly. See specifically Policy 4.</b>
<b>(b) Population</b>	<b>None</b>
<b>(c) School Facilities and Transportation</b>	<b>Policy 16</b>
<b>(d) Economic Development</b>	<b>Policies: 5, 6, 10,11,12,13,15,16,17,18</b>
<b>(e) Land Use</b>	<b>Policies: All policies adopted in this plan address land use</b>
<b>(f) Natural Resources (g) Hazardous Areas</b>	<b>Policies: 7, 8, 9, 10, 11, 12,14, 17, 18</b>
<b>(h) Public Services, Facilities, and Utilities (i) Transportation (j) Recreation</b>	<b>Policies: 5, 6, 14, 15, 16, 18</b>
<b>(k) Special Areas or Sites</b>	<b>Policies: 7, 8, 9, 12, 14, 17</b>
<b>(l) Housing</b>	<b>No specific housing component is adopted at this time because Fremont County does not operate public housing assistance programs, but see Strategy 16.B.</b>
<b>(m) Community Design</b>	<b>Policies: 12, 13, 14</b>
<b>(n) Implementation</b>	<b>Development of the Fremont County Comprehensive Plan and the Fremont County Development Code were fully integrated to ensure plan: ordinance consistency.</b>
<b>(o) Transmission Corridors of National Interest</b>	<b>None</b>

### Map 1.1



Period: October 2, 2006 by B. Moore  
1. 60 = 120°

# **SECTION ONE - POLICY STATEMENTS**

## **A VISION FOR FREMONT COUNTY**

Comprehensive planning efforts, at best, represent the desires and needs of a community. These values can be developed into a vision statement. In order for communities to succeed they must have a vision for the future. The feeling of “community” evident in most successful counties exists in part because of a defined vision. Such a community vision helps create the sense among citizens that they are in control of their future.

A comprehensive plan sets forth the guidelines for achieving the community’s vision. The plan includes goals, policies, and implementation strategies to support and promote the vision. Adherence to a plan is much more likely to allow a community to realize its vision than are random undirected decisions. The broad goals and policies that drive a plan must be determined by the community and should reflect the values and vision of its residents. Most plans are built upon concepts that are basic components of the vision. These components address issues such as land use, economic development, public facilities and infrastructure, and environmental protection.

In process of reviewing and revising the County’s comprehensive plan, several community visioning exercises have been led through an economic development planning process, and by public interest groups that have arisen. The County’s planning

department has and will conduct additional meetings for gathering community input. The vision described here relies on input from those forums as well as input from the Planning and Zoning Commission.

Public input has yielded a vision which is based on maintaining a sense of place and the elements that contribute to our quality of life; clean air and water, open space, fish and wildlife, a relaxed pace of life, and the county’s agricultural heritage. Citizens desire to be involved in planning for Fremont County’s future and have also indicated that protection of property rights must be maintained in achieving the other goals of the community.

Agriculture is part of the heritage of Fremont County and remains an important component of the future economy. Recreational opportunities have arisen as a significant component of the local economy, which should be enhanced by protecting the basis this recreation relies on. Comprehensive planning efforts should result in orderly growth that serves the community by keeping taxes reasonable and providing for the housing needs of the community. Other values stated by the public include good neighbors, hometown pride, and spiritual values.

## **VISION STATEMENT**

Based on this citizen input, a narrative vision of the future community has been prepared by the Planning and Zoning Commission as follows:

**Sense of Place** – Fremont County delivers a strong sense of place to its residents, containing an appreciation of heritage and a feeling of spiritual sanctuary. We value the peace and quiet, and easy-going style of Fremont County.

Our community pride is evident in our support of community events and our attention to community appearance. Our small communities are like extended families. Our appreciation and concern for others is demonstrated by being and having good neighbors. We value the spiritual dimension of our lives, no matter how we define God. We maintain respect for the law and respect for everyone who makes up our community. The results of these values are safe and clean communities.

**Appreciation of Open Spaces and Natural Places—**

Fremont County values the clear air, water, and night sky, as well as the scenic vistas and recreation opportunities the outdoors provides. We value fish and wildlife, for hunting and fishing but also for viewing, and recognize that maintaining and enhancing wildlife habitat is key to sustaining these resources. Land use planning results in the right type of growth for the county including open spaces through clustering, wildlife friendly development that allows for animal movement across the landscape, and setbacks, appropriate densities, and other mitigations in critical areas.

**Concerned, Engaged Citizenry** – Fremont County values active participation in our democracy, and we enjoy transparent government, with easy access to local officials. We value having opportunities to make a difference as volunteers in causes about which we feel passionate. As Americans, we value the freedom our country provides. As Westerners, we value freedom of choice, individuality, and self-sufficiency. We protect property rights and the ability for landowners to make reasonable use of their property. Major changes made to the County's plans and policies require input from the community.

**Growth and Development** – Fremont County's local economy is strong because the County recognizes its potential for economic development including recreation and tourism, businesses retention, entrepreneurship, and value added agriculture. Job opportunities in the county are available for the residents of the county. Profitable family operated working farms and ranches are essential to maintain the rural western heritage and culture of Fremont County. Infrastructure needs and considerations are dealt with by new development to minimize tax burdens on the existing residents of the county and ensure safe roads and adequate facilities. The county's housing stock will include an adequate supply of affordable housing.

It will be a challenge to achieve all of the components of this vision, yet we must commit to stand by our vision and do our best to implement it. Not all of the components of the vision statement can easily be translated into regulations and so it is up to the community as well as the county's officials and planners to try to promote and advocate the values described in the community vision.

Our community has chosen to dream, to visualize and conceptualize the future and adopt a plan to achieve the County's vision. Therefore, the vision outlined above is the basis for the goals, policies, and implementation strategies set forth in the Comprehensive Plan that follows.

## GOAL AND POLICY STATEMENTS

The goals and policy statements of this comprehensive plan offer general guidance for land use decision making in Fremont County. They also provide a defensible basis for the *Fremont County Development Code* (FCDC), most sections of which may be traced directly back to one or more of the policy statements of this plan.

### Organization of policy statements

In the original 1992 Comprehensive Plan, policy statements were organized into county-wide policies followed by policies specific to the three planning areas of the county. In the initial drafting of this plan, the Planning and Zoning Commission combined policies which were specific to individual planning areas in previous plans, and expanded the visually sensitive areas policy to cover the entire county, still allowing the option to have planning area specific implementation strategies but reducing repetitive language found in each section. The three planning areas of the county are shown on map 1.1. The County may also choose to adopt Area Master Plans for smaller geographic areas of the county, consistent with the overall goals of the comprehensive plan.

Goals are defined as statements that indicate a general aim or purpose to be achieved, stated in broad terms to reflect community-wide values. The ultimate purpose of a goal is stated in a way that is general in nature.

A policy is a course of action that is adopted as a means for achieving the goals stated in this comprehensive plan.

Implementation strategies further outline how policies will be carried out to accomplish the stated goals.

**Goal:** Establish an inclusive planning process for Fremont County that allows for the participation of those individuals and entities that may be affected by planning decisions or changes and ensures that planning efforts are current with changing needs of the county's residents and state, federal, and regional initiatives (Policies 1,2, and 3).

### Policy 1. Citizen Participation

**Fremont County will actively encourage citizen participation in the planning process.**

Fremont County's commitment to citizen participation is affirmed by the extensive program of participation used to develop this comprehensive plan. The strategies for continuing implementation of this policy are simple.

1. Provide notice of public hearings for developments as required by the Fremont County Development Code and proposals for the amendment of this plan or the development code.
2. Conduct hearings on development proposals in the affected area whenever possible.
3. Revitalize and use the advisory committee structure to advise and assist the planning and zoning commission in carrying out their responsibilities as provided for in Idaho Code (67-6504).

## **Policy 2. Intergovernmental Cooperation.**

**Fremont County should cooperate with state, federal, and regional initiatives in resource and growth management. Fremont County will cooperate with incorporated cities in planning for areas of city impact within the parameters of state law (I.C. 67-6526) and, in the case of some smaller cities, by assisting the city, when requested, in the adoption and administration of their plan and development code.**

There are eight incorporated cities in Fremont County: the cities of Ashton, Drummond, Island Park, Newdale, Parker, St. Anthony (the county seat), Teton, and Warm River. The City of St. Anthony, with 2005 estimated population of 3,348, is by far the largest city in Fremont County. The rest of the county's cities range in size from the City of Warm River's 10 to the City of Ashton's 1,105. The 2000 Census found that just over 50% of all county residents lived within city limits. 2005 population estimates suggest that, due to a great deal of building in rural areas, this balance has shifted and cities were home to about 48.7% of the county's residents.

State law (see I.C. 67-6526) requires that counties and cities negotiate and adopt area of city impact ordinances. City impact area ordinances have been negotiated with the cities of St. Anthony, Ashton, Island Park, Teton, and Newdale. The Preferred Land Use Map, Map 1.1, shows these existing impact areas. Most of these cities have the financial resources to support their own planning programs. The County's strategies for the implementation of this policy include that possibility.

1. Adopt area of city impact agreements with the cities of Parker, Warm River, and Drummond. Review areas of city

impact plans not less than every ten years consistent with state law.

2. Because surface and subsurface areas contributing water to municipal wells may extend beyond city limits, Fremont County will cooperate with cities in the development and adoption of wellhead protection programs, as provided for in the *Idaho Source Water Assessment Plan*.

## **Policy 3. Comprehensive Plan Maintenance.**

**It shall be Fremont County's policy to maintain this comprehensive plan with regular updates of the background studies and amendments that reflect the learning process of plan administration, as well as changing conditions.**

This comprehensive plan incorporates the best information currently available on the population, economy, land uses, and natural resources of Fremont County. It also reflects the goals the county's residents would like to see attained as their community changes. Information ages quickly, however, and people's understanding of their world is modified by continuing experience. The following implementation strategies are needed to maintain the value of this plan in the long run.

1. Budget for the update of the social and economic profile, public facilities inventory, fiscal impact analysis, and subdivision inventory every two years, beginning two years after the adoption of this plan.

2. Expand the informational background for this plan, as funds allow. The County should maintain a detailed current

land use database, including maps for relevant natural resources identified in Idaho Code 67-6508.e-f., in order to expand the natural resource inventory (in both coverage and depth), prepare a comprehensive survey of local historic resources, and study the need for architectural and landscape design standards for developments in the county. (See Section 2.14, Implementation, of this plan for additional recommended actions, programs, and methods, which may include the scheduling of public expenditures to provide for the timely execution of the various components of this plan.)

3. The planning and zoning commission should conduct an annual plan and code review. The experience gained in the early stages of the administration of this plan and the development code will likely lead to amendments at the end of the first year after adoption of the development code. The process of clarifying language and intent should continue after those initial adjustments, with the planning and zoning commission amending its by-laws to dedicate at least one meeting each year to a review of the plan and code.

**Goal:** Protect the property rights and not adversely impact property values of the citizens of Fremont County (Policy 4).

#### **Policy 4. Property Rights.**

**The people of Fremont County recognize the importance of the property rights established by the federal and state constitutions. One purpose of this plan, as authorized by I.C. 67-6502 (a), is "to protect property rights." Additionally, duties of the planning commission listed in I.C. 67-6508 include attempting to**

**ensure that "land use policies, restrictions, conditions and fees do not adversely impact property values or create unnecessary technical limitations on the use of property." With private property rights comes the responsibility to prevent damage to neighbors' land or serious health and safety problems. Private landowners will have to take actions to avoid or mitigate adverse impacts.**

The 1995 legislature amended Idaho's Local Land Use Planning Act to require that a property rights element be added to local comprehensive plans. The legislature also expanded the state's regulatory takings statute to cover local governments. The following implementation strategies respond to the direction provided by the legislature.

1. The Fremont County Planning and Zoning Commission and Fremont County Board of Commissioners will consider the potential impact of any amendments to this plan or the *Fremont County Development Code* on property rights. In doing so, they will use the guidelines prepared by the Idaho Attorney General.

2. The *Fremont County Development Code* now includes a procedure for the review of claims that a County decision has effected a taking of property without just compensation, as prohibited by the Fifth Amendment of the U.S. Constitution.

**Goal:** Provide a safe, well-planned and integrated transportation network that allows the efficient movement of people and goods and that wisely utilizes the investment of public funds (Policies 5 and 6).

### **Policy 5. Protect the Public Investment in Airports and the Safety of Air Travelers**

**It shall be Fremont County's policy to protect the public investment in local airports and the safety of air travelers by adopting airport area height limitations and safety restrictions, as recommended by the Federal Aviation Administration. It shall further be the policy of Fremont County to require new landing strips in the county be constructed according to the Federal Aviation Administration guidelines.**

There are two airports in Fremont County: Stanford Field in St. Anthony and the Henrys Lake Airport, east of Henrys Lake. The utility of Stanford Field has already been diminished by incompatible land uses in the surrounding area. The County's strategy for implementation of this policy will be to prevent further conflict with the operation of Stanford Field and assure the integrity of the Henrys Lake Landing Field by adopting and enforcing the relevant portions of the Federal Aviation Administration regulations for "Objects Affecting Navigable Airspace".

### **Policy 6. Protect Public Safety and the Public Investment in Roads**

**Fremont County will require safe, adequate access to all new developments and protect the efficient functioning of existing roads by limiting access where necessary, protecting rights-of-way from unnecessary encroachments, and ensuring that utilities work and other necessary encroachments do not create safety hazards or result in added maintenance costs to the County.**

A description of Fremont County's road network may be found in the *2006 Fremont County Transportation Plan* (Ordinance 2006-14, adopted August 21, 2006). These strategies apply to both county roads and public roads that are not maintained by the County.

1. Safe, adequate access to new developments will be required in all three planning areas.
2. Fremont County should clarify the status of existing county and public roads, and adopt permit requirements and standards for encroachments into county and public roads. The County should protect County roads at their current locations.

**Goal:** Protect the public health, safety, and welfare through adequate planning measures including the use of regulations and mitigations in naturally hazardous areas in the county. (Policies 7 and 8).

### **Policy 7. Continue Participation in the National Flood Insurance Program.**

**It shall be Fremont County's policy to continue participation in the National Flood Insurance Program. Participation in this program allows local residents potentially affected by flooding to purchase insurance, while supplementing policies requiring the protection of stream corridors with construction standards for any development that is permitted within the floodplain.**

The **Surface Water Resources Map, 2.10**, shows the approximate extent of flood hazard areas in Fremont County. Detailed maps prepared by the Federal



Emergency Management Agency (FEMA) may be reviewed at the planning and zoning administrator's office in the Fremont County Annex building. Development in these areas not only exposes its occupants to a natural hazard, but may increase flood damages downstream. Fremont County adopted FEMA's "Model Flood Damage Prevention Ordinance" in January 1991. FEMA's model ordinance was incorporated into the *Fremont County Development Code* in 1992.

One of the purposes of FEMA's ordinance is to allow for development within flood hazards areas while ensuring that building meets standards to protect structures and not result in increased flood hazards, however regulations in Fremont County's development code have historically exceeded FEMA's requirements by prohibiting development in the "stream corridor" which includes the 100 year floodplain for certain rivers, lakes, and reservoirs in the county. This is consistent with FEMA guidelines as FEMA has encouraged local governments to exceed their own standards in several of their publications, which state that their standards represent minimum requirements (See for example, *Higher Regulatory Standards*, 2002). This idea is also stated in the County's adopting ordinance (1991-01).

#### **Policy 8. Hazardous Areas.**

**Through the use of its development code, the County should direct development away from naturally hazardous areas or, where feasible, require site planning or construction techniques to mitigate the hazard.**

1. The County should use its development code to direct development away from flood hazard areas and steep slopes and should also require development and construction techniques that mitigate such natural hazards as accelerated soil erosion, flooding, and slope failure.

2. The County has adopted the International Building Code and International Residential Code which impose special construction requirements intended to reduce the possibility of injury and property damage during an earthquake.

3. Developments in Fremont County are vulnerable to destruction by wildfire.

i. Fremont County should require the use of *firewise* construction techniques including but not limited to construction of fuel breaks, landscaping techniques, and the provision of a water supply adequate for fire fighting throughout the year.

ii. As the International Building Code, International Residential Code, and the County's development code are updated, the County should adopt special development, site planning, and construction techniques in wildfire hazard areas.

**Goal:** Protect, maintain, and enhance the natural assets of Fremont County that contribute to the quality of life of the residents of the County and protect critical areas of the County. Encourage a stewardship ethic of land and water and the conservation of resources. (Policies 9-12).

## **Policy 9. Exchange or Sale of Federal and State Lands.**

**It shall be the policy of Fremont County to encourage land exchanges that place stream and lakeshore corridors, wetlands, wildlife habitat, and other critical areas in public ownership, while placing state and federal lands that are suitable for development in private ownership. The County also recognizes the possibility that state lands may be leased or sold for development. Development resulting from state or federal land exchanges, leases, or sales must comply with this plan and the *Fremont County Development Code*. This policy does not apply to land exchanges between public agencies, for instance an exchange between the Bureau of Land Management and the Idaho Department of Lands.**

More than 60% of Fremont County's land area is in public ownership (see the *Natural Resource Inventory* for details), but the public: private boundary can change. Harriman State Park used to be private land, the Mack's Inn area was in state ownership until 1912, and there have been other public: private land exchanges and public land sales. The exchange, lease, or sale of public lands for development can benefit the people of Fremont County, but only where the transition to private control is made in compliance with the following strategies, which must be cooperatively implemented by the County and state and federal agencies.

1. Federal: private land exchanges must result in the protection of critical areas in Fremont County.

2. Development resulting from state or federal land exchanges, leases, or sales must comply with this plan and the *Fremont County Development Code*.

## **Policy 10. Water Resources.**

**It shall be the policy of Fremont County to maintain, protect and enhance water resources in the County. Fremont County recognizes that clean, plentiful water resources are vital for the county's agricultural and recreational economies and will use its development code to maintain and protect water resources.**

1. The County shall take a proactive approach to protect water resources and maintain water quality throughout the county. The County should continue to seek funding for the construction of central sewer systems, where needed to protect the area's water quality. The development code should require connection to existing central sewer systems, or construction of new systems, and provision of central water systems for new class II applications.

2. The development code must include performance standards for runoff and erosion control, wetlands protection, buffer strips, and riparian corridor protection through stream and lakeshore corridor development setbacks.

3. The County recognizes that development may place a large burden on water supply and water quantity. The County should use its development code to require developers to demonstrate an adequate water supply. This includes adequate water supply to fight fires throughout the year, and that the use of that water supply will not cause adverse environmental impacts.

4. The County should develop language in its development code to require water resource management agency consultation processes, including County checklists, where applicable, to be completed by developers prior to scheduling applications for a public hearing. Water resource management agencies may include applicable State and Federal agencies as well as irrigation districts, and canal companies. This process should ensure that a given development will not cause undue harm to existing water rights, water resources, or natural resources dependent upon water or encroach on canal easements.

5. The County should use its development code to require proposals for new developments to include an analysis of their impact to water resources both in quantity and quality, and which may include a Nutrient Pathogen Study, as outlined by the Idaho Department of Environmental Quality, for the County's consideration.

#### **Policy 11. Fish and Wildlife Resources.**

**It shall be the policy of Fremont County to use its development code to maintain, protect and enhance fish and wildlife resources and their habitats as identified on the Fremont County Wildlife Overlay Map (July 2007 and subsequent County amendments).**

The County recognizes that fish and wildlife are a cornerstone element of Fremont County's economy, image, heritage and reputation as an international recreational destination. The County also recognizes that fish and wildlife resources offer recreation and sporting opportunities, which depend on abundant open space, clean water, and healthy ecosystems with intact fish and wildlife resources and habitat.

Fremont County should implement this policy using the following strategies:

1. Fremont County should use its development code to establish regulations to maintain, protect, and enhance fish and wildlife resources.

2. Fremont County will use its development code to require fish and wildlife resource management agency consultation processes, including County approved checklists where applicable, be completed by developers prior to scheduling an application for public hearing. Agencies may include but are not limited to the following: Idaho Department of Fish and Game, U.S. Fish and Wildlife Service, Bureau of Land Management and US Forest Service. The developer should be responsible for all consultation costs.

3. Fremont County should develop language in its Development Code requiring developers to establish and maintain (1) a fish and wildlife habitat plan for protecting fish and wildlife habitat present including design features to minimize impacts, and (2) a plan to mitigate for unavoidable impacts to fish and wildlife habitat. Mitigation measures to include but not be limited to land restoration in designated wildlife habitat areas within the county, revegetation with native plants, land protection with the use of conservation easements, and for protection of habitat in other locations suitable for the affected species.

4. The County should require that fish and wildlife habitat plans be analyzed in the context of wildlife corridors and habitats and abutting developments.

5. The County should use its development code to require stream and lakeshore corridor setbacks. As the County

develops setback requirements in its development code it should consult with state and federal agencies.

## **Policy 12. Protect Visual Resources and Enhance the Community's Image**

**It shall be the policy of Fremont County to maintain and enhance the character of the county by directing development away from visually sensitive areas and adopting design standards for residential and commercial buildings and signs.**

The County will work to maintain the special visual qualities of the county by adopting the following strategies.

1. Visual sensitivity maps have been prepared to support implementation of this strategy. Residential developments in visually sensitive areas should be required to meet design guidelines established by the Fremont County Development Code to maintain the scenic qualities of visual resources in the county. These guidelines may include placing structures against forested backgrounds or hillsides where possible, landscaped buffers, maximizing open space and natural areas, and prohibiting ridgeline development. After the development and adoption of a transfer of development rights system, the county should use this system within its development code to encourage development to less sensitive areas.
2. Fremont County should use its development code to develop design guidelines for the design of proposed commercial areas, signs, and buildings located within visually sensitive areas.

The County's development code should include sign regulations that permit only directional signs off-site and attempt to keep on-site signage in balance with the size of the building to which they are appurtenant.

Fremont County may limit the number of billboards within its jurisdictional boundary to the total number of existing billboards in the County at the time of subsequent adoption of the County's development code.

**Goal:** New development is concentrated in suitable areas including existing population centers to ensure adequate public facilities and infrastructure are available or planned in areas where growth is to occur. Heterogeneous housing types, including affordable and higher density housing, are encouraged to meet the needs of all county residents. Appropriate densities are established to maintain rural character and the creation of nuisances are limited to result in compatible land uses. Economic growth is encouraged through streamlined regulatory mechanisms and conservation of resources is encouraged resulting in a reduction in resource consumption.(Policies 13 and 14).

### **Policy 13. Assure Land Use Compatibility as Development Proceeds**

**It shall be the policy of Fremont County to prevent the creation of nuisances and require that new development blend compatibly with its surroundings. Industrial land uses that would result in adverse environmental impacts should not be permitted in the county. Commercial development should generally be confined to designated commercial areas.**

Fremont County should use its development code to assure land use compatibility and the protection of property rights by implementing the following strategies.

1. Fremont County should encourage the development of industrial uses within areas indicated for industrial use on the Preferred Land Use map. The County should prohibit industrial uses that could have a negative impact on environmental quality and the attractions of the area. Fremont County supports protection of the geothermal features of Yellowstone National Park.
2. Fremont County should encourage the development of commercial land uses within areas indicated for commercial use on the Preferred Land Use Map, but home occupations and isolated individual lodges and stores may be permitted outside of these areas, in compliance with the Fremont County Development Code.
3. Fremont County should encourage a variety of housing types to accommodate the needs of all county residents. Higher densities of housing, and affordable housing should be encouraged throughout the county and in conjunction with the cities, and areas of city impact in the county and in

accordance with Idaho Code 67-6508.I. Rural densities should be encouraged outside of cities and areas of city impact. Fremont County should encourage mixed-use development to provide live-work communities in areas of higher density. Fremont County should encourage low-impact development, including minimal intrusion on the land, LEED (Leadership in Energy and Environmental Design) construction and low-to-zero carbon footprints. Fremont County may also adopt development design standards supplemental to any adopted building codes (see policy 12).

4. Fremont County should use its development code to require mitigation of potential nuisances, including noise, glare, the improper handling of solid waste, odor, insects, and improper keeping of animals.
5. The County's development code should require that the compatibility of proposed developments be evaluated on the basis of lot coverage, building height, bulk, massing; activity levels, and similar measures. Retention or installation of landscaped buffers between potentially incompatible uses should also be required.
6. The County should use its development code to require cooperative site planning, including shared access drives and parking, and shared buffers and open space.
7. Large agricultural enterprises (dairies, feedlots, handling of agricultural chemicals, etc.) could have an adverse impact on nearby dwellings. The Fremont County Development Code should define such proposed uses as "industrial" rather than "agricultural," permitting their review for compliance with its performance standards. The same scrutiny should be applied to proposed residential

developments that may be incompatible with existing agricultural industries.

8. Fremont County should use its development code to establish regulations to ensure that concentrated animal feeding operations (CAFOs) as defined by I.C. 67-6529C are compatible with surrounding uses and do not result in probable adverse environmental impacts. The County should utilize the state process described in I.C. 67-6529D-E to assist in determining if proposed CAFOs are properly sited.

9. The development of surface mines in Fremont County could conflict with nearby residences. The Fremont County Development Code should include performance standards designed to assure that new surface mines do not adversely affect neighboring uses or water quality.

**Policy 14. Limit Development to the Density Appropriate for the Site and the Area's Rural Character and Encourage a Cluster Development Pattern that Discourages Conversion of Agricultural Land to Other Uses, Respects Environmental Limitations, and Provides Open Space**

**It shall be the policy of Fremont County to limit development to densities that are compatible with environmental quality, the capacity of local public facilities and services, and the area's rural character. It shall further be the policy of Fremont County to encourage a pattern of development that concentrates activity on suitable sites, while avoiding critical (wetlands, stream and lakeshore corridors, steep slopes, wildlife habitat, wildlife corridors etc.) and visually sensitive areas. A lower density of**

**development may be required in areas where there is a hazard of groundwater contamination.**

Fremont County will implement this policy using the following strategies. An illustration of the cluster development principles on which these strategies are based appears in the Fremont County Development Code.

1. The *Fremont County Development Code* should set average residential development densities for all undeveloped lands which considers their landscape position and the availability of central utilities and other public facilities and services. Low average densities coupled with clustering should be assigned to critical and visually sensitive areas, reflecting the potentially negative impact of their development. Limited exceptions should be provided for existing small parcels.

2. Fremont County should develop language in its Development Code which will permit and encourage the transfer of development rights from critical areas to designated areas.

**Goal:** Provide safe adequate facilities for the residents of Fremont County at a reasonable cost and protect residents from unnecessary tax burdens resulting from new development (Policies 15 and 16).

**Policy 15. Assure Provision of Adequate On-Site Facilities in All New Developments.**

**It shall be the policy of Fremont County to protect the general taxpayer and the future occupants of developments in the county by requiring that safe, adequate roads and other essential facilities be provided by, and at the expense of, the developer.**

Historical studies of public facilities and fiscal impacts (*Public Facilities Inventory, 1989, Fiscal Impact Analysis, 1989, Cost of Services, 2005*;) make it clear that Fremont County has limited resources and is unable to subsidize the provision of infrastructure in new developments. The County should implement this policy statement using the following strategies.

1. The County should use its development code to require state approved central water systems be installed in new developments meeting the criteria established in the development code, and the provision of adequate firefighting systems.
2. The installation of central sewerage is recommended by Policy 10.1 for new developments requiring a class II permit. On-site sewage disposal systems should be required to comply with all applicable state standards.
3. The County should use its development code to assure that underground utilities are provided by the developer in all developments.
4. The Fremont County Development Code should require that all uses provide the off-street parking and loading areas needed to help prevent local traffic congestion.

5. Limited budget resources and an already lengthy (707 miles, *Fremont County Transportation Plan, 2006*) road network make it unreasonable for Fremont County to accept responsibility for road maintenance in individual developments. The County should use its development code to require that developers construct safe, adequate roads, ready for maintenance and snow removal by landowners of the project. The development code should require safe and adequate access to existing public roads and highways from both connecting roads and private driveways. It should also require that all roads be constructed to assure safe access for public safety and emergency services vehicles.

6. Legal access to public lands and waters is an important part of the recreation experience in Fremont County. The County should use its development code to assure that new development does not block historically existing access roads or trails. The code should also encourage the provision of additional public access points and protect the historic location of roads.

7. In addition to requiring provision of water supplies adequate for fire fighting purposes, the County should use its development code to limit building heights to those which can be effectively protected by the apparatus of the Fire Districts. Fremont County should also require that all proposed developments be reviewed by the local fire district.

**Policy 16. Assure that Large-Scale Developments Bear the Cost of Providing Additional Public Facilities Their Occupants Require.**

**Fremont County should require a careful examination of the public facilities and housing needs generated by large development proposals.**

1. The County should implement this policy by using its development code to assure that large-scale developments provide, or make a proportional contribution to the provision of, the public facilities their occupants or guests will demand. Idaho law (I.C. 67-6508(c), I.C. 67-6511 (a), and I.C. 67-6513) now specifically requires the County to consider the potential impacts of proposed developments on the local schools. This requirement will be implemented by referring all applications for Class II permits to the Fremont County School District for review and comment.

Goal: Protect, maintain, and enhance the economic bases that support residents of Fremont County (Policies 17 and 18).

**Policy 17. Protect Existing Farm Operations and Direct Development Away from Agricultural Lands.**

**It shall be the policy of Fremont County to recognize the economic importance of agriculture in the county by discouraging development that may conflict with existing farm operations and requiring future rural residents to acknowledge the right of neighboring agricultural operations to continue.**

This policy recognizes both the importance of agriculture and the possibility of conflict between agriculture and other land uses. These implementation strategies are designed to minimize that conflict.

It should be the policy of Fremont County to develop and enforce a noxious weed ordinance.

2. Fremont County should actively enforce the provisions of I.C. 31-3805, a state statute that requires the "advice" of affected irrigators in reviewing proposed subdivisions, and requires developers to either sever the water rights from a parcel before it is subdivided or provide a central irrigation system. Where irrigation water is available to new proposed developments, the County should use its development code to encourage the development to retain or purchase water rights for use in irrigation within the development.

3. Fremont County should attempt to minimize friction between development and agriculture by requiring that a nuisance waiver in favor of the continuation of normal farm operations on adjoining lands be recorded prior to the construction of each new home.



**Policy 18. Protect, Maintain and Enhance Recreational Resources.**

**It shall be the policy of Fremont County to recognize the economic importance of recreation and use its development code to maintain, protect and enhance recreational resources and opportunities in the County.**

The County recognizes that recreational resources and opportunities depend on open space, clean water, healthy ecosystems, abundant fish and wildlife populations, intact fish and wildlife habitat, access to land and water, and the unspoiled rural aesthetic values for which Fremont County is internationally famous. Recreation is defined in Chapter XIV of the development code and includes but is not limited to fishing, hunting, snowmobiling, off-road vehicle use, hiking, biking, horseback riding, skiing, boating, camping, wildlife viewing and sightseeing. Fremont County should also establish a county-wide recreation plan including but not limited to designation of trail systems.

Fremont County will implement this policy using the following strategies:

1. Water Quality: The County should use its development code to protect the quality of water resources, which are important to maintain recreational resources and opportunities. See Policy 10.1.

2. Water Quantity: The County should use its development code to protect water resources that are the foundation of recreational resources by requiring developers to demonstrate adequate water supplies for development without causing probable adverse environmental impacts. See Policy 10.3.

3. Access: The County should use its development code to maintain historic and existing access to recreational areas including public water bodies and lands. Provision of new access areas will be encouraged in new subdivisions bordering recreational areas with bonus points awarded to developments that include such access. Additionally, the County will encourage open space bonds and other measures to purchase access and easements rights from property owners. The development code will also encourage developers to provide access through developments to public recreation areas, or to provide an alternative route.

4. Recreational Easements: The County will use its development code to encourage recreational easements within and through new developments. Provision of recreational easements to recreational areas on public waterways or lands compatible with adjacent land management agency regulations should be rewarded with bonus points for inclusion of such easements.

5. Visual Resources: The County should use its development code to protect visually sensitive areas that are important to recreational resources and opportunities.

6. The County should use its Development Code to require development proposals for new subdivisions to include a recreation plan specifying the types of recreation that will be allowed within the subdivision (including but not limited to motorized recreation such as ATV and snowmobile use) and should designate where these uses will be permitted. Recreation plans for new subdivisions should recognize the recreational assets and constraints on surrounding lands and demonstrate compliance with the Fremont County Recreation Plan after its adoption.

## Definitions

**Billboard** A sign that directs attention to a business, commodity, service or entertainment conducted, sold, or offered at a location other than the premises on which the sign is located.

**Compatible Land Use** A use of land and or buildings that in terms of development intensity, building coverage, design, bulk and occupancy, traffic generation, parking requirements, access and circulation, site improvements, and public facilities and service demands, is consistent with and similar to neighboring uses and does not adversely affect the quality of life of persons in surrounding or nearby buildings.

**Critical Areas** include but are not limited to wetlands, stream and lakeshore corridors, steep slopes, wildlife habitat and corridors, and visually sensitive areas.

**Probable Adverse Environmental Impacts** used in the following policies are those impacts which are reasonably likely to occur and could degrade the environmental quality of adjacent properties or the community.

**Rural Character** embodies a quality of life based upon traditional rural landscapes, activities, lifestyles, and aesthetic values. It should be further defined in the Fremont County Development Code.





## **SECTION TWO – BACKGROUND INFORMATION**

### **INTRODUCTION**

This section describes the process by which this plan was developed and includes background information considered in making decisions related to policy changes. Idaho Code requires that 15 components be considered in comprehensive planning efforts or to state why analysis of a particular component is not needed (I.C. 67-6508). Table 1.1, in Section 1, shows the policies related to each of the required components. Following subsections address each of these components.

**Background Studies.** Five background studies were completed to provide an informational basis prior to the adoption of the 1992 planning and regulatory documents. Information from these studies has been updated in 2007 and incorporated by planning staff into this comprehensive plan or the *Fremont County Development Code* where applicable.

The *Social and Economic Profile* was completed in 1988, and then briefly updated in 1990 and 1994. Its purpose was to provide information on demographic and economic trends that may affect planning decisions. Much of this information has been updated in a Community Economic Profile, Fremont County, Idaho, (2006) and is addressed in the following sections on Population and Economic Development.

The *Public Facilities Inventory* was completed in 1989 and briefly updated in February 1990. It provided summary descriptions of the public services and facilities available to Fremont County residents and visitors. Its purpose was to help decision makers evaluate the impacts of land development on the capacity of local public facilities. This data has been updated and can be found in sections on Public Services, Facilities and Utilities, Transportation, Recreation, and School Facilities and Transportation

A *Fiscal Impact Analysis* was also completed in 1989 to supplement the facilities inventory with information on the fiscal consequences of rural residential development. Two additional Cost of Services analyses were completed in 1998 by Lee Nellis and in 2005 by Chad Hill, sponsored by Fremont County Planning and Zoning and Clerks Office, and with support from the Sonoran Institute.

The *Land Use and Natural Resources Inventory* was completed in 1989 and updated in 1991 and included a subdivision inventory in both map and database form. Natural resource inventory maps for a majority of the private lands in the Island Park Planning Area were completed during the summer of 1990 by researchers at Utah State University. Natural resource inventory maps for selected areas in the southern portion of the county were completed during the summer of 1991. Note also that the *Soil Survey of Fremont County, Idaho, Western Part* was published by the Natural Resources Conservation

Service in 1994 and the NRCS soils maps are now available on the internet. Information from the Land Use and Natural Resources Inventory has been updated or included in the Land Use and Natural Resources section.

The *Land Evaluation and Site Assessment System*, prepared in 1992 by Lee Nellis and the Fremont County Planning and Zoning Commission, has provided a systematic means of evaluating cropland quality as a basis for policies discouraging conversion of croplands to other uses. An amendment to the LESA scoring system and the definition of productive cropland in context of the Fremont County Development Code was approved by the Board of County Commissioners June 11, 2007 (Ordinance 2007-03) and subsequently repealed in February of 2008.

## **2.1 PROPERTY RIGHTS –**

One the purposes of comprehensive planning as stated in the Local Land Use Planning Act is to protect property rights, and avoid unnecessary technical limitations on the use of property (I.C. 67-6502, 67-6508).

Property rights can be viewed as a bundle of rights that can be transferred or retained by an owner. They may include the right to occupy and use, to sell, bequeath or transfer, to lease for a period of time, to enter, to give away, to choose to exercise more than one or none of these rights, and others. A person owning all of the rights is said to have fee simple title.

Protection of property ownership rights is derived from the Fifth Amendment to the Constitution of the United States in the Bill of Rights which states, “Nor shall private property be taken for public use without just compensation.” This phrase is often referred to as the takings clause. The court system interprets the meaning of the law and therefore determines what these rights mean and when they are violated. *Takings Law in Plain English* by Christopher J. Duerksen and Richard J. Roddewig describes how the U.S. Supreme Court has historically defined takings. Duerksen and Roddewig describe the threshold that has been set by the court to constitute a governmental taking. Their document highlights the following main points:

No one has an absolute right to use his or her property in a manner that may harm the public health or welfare, or damage the interests of neighboring landowners or the community as a whole.

Property owners have a right to a reasonable return or use of their land, but the U.S. Constitution does not guarantee the most profitable use will be allowed.

Courts have and are continuing to sustain a wide variety of purposes as valid reasons for enacting environmental and land-use regulations.

The focus of a takings inquiry continues to be on the entire property interest.

A developer must actually submit a development plan and pursue all administrative remedies after denial of that plan before filing a takings claim in court.

Normal delays in the review of applications for environmental and zoning permits or in adopting changes to the law do not create temporary takings.

Local communities can insist that developments pay their own way.

If a government entity does not over regulate, it will not have to buy the entire property.

If a proposed use amounts to a public nuisance, then it may be forbidden without compensation - despite a complete elimination of use or value.

The 1995 Idaho State Legislature amended Idaho's Local Land Use Planning Act to require that a property rights element be added to local comprehensive plans. The legislature also expanded the state's regulatory takings statute to cover local governments and required local governments to include a checklist for determining whether a taking has occurred due to governmental policies. Updates to the County's 1992 Comprehensive Plan included property rights policy, and in the Development Codes appendices, the Idaho Attorney Generals checklist was added to address these state requirements.

The Idaho Attorney General's checklist includes the following questions:

**1. Does the Regulation or Action Result in a Permanent or Temporary Physical Occupation of Private Property?**

Regulation or action resulting in a permanent or temporary physical occupation of all or a portion of private property will generally constitute a "taking." For example, a regulation that required landlords to allow the installation of cable television boxes in their apartments was found to constitute a "taking". See *Loretto v. Teleprompter Manhattan CATV Corp.*, 458 U.S. 419 (1982).

**2. Does the Regulation or Action Require a Property Owner to Dedicate a Portion of Property or to Grant an Easement?**

Carefully review all regulations requiring the dedication of property or grant of an easement. The dedication of property must be reasonably and specifically designed to prevent or compensate for adverse impacts of the proposed development. Likewise, the magnitude of the burden placed on the proposed development should be reasonably related to the adverse impacts created by the development. A court will also consider whether the action in question substantially advances a legitimate state interest.

For example, the United States Supreme Court determined in *Nollan v. California Coastal Comm'n*, 483 U.S. 825 (1987), that compelling an owner of waterfront property to grant a public easement across his property that does not substantially advance the public's interest in beach access constitutes a "taking." Likewise, the United States Supreme Court held that compelling a property owner to leave a public greenway, as opposed to a private one, did not substantially advance protection of a floodplain, and was a "taking." *Dolan v. City of Tigard*, 114 U.S. 2309 (1994).

### **3. Does the Regulation Deprive the Owner of All Economically Viable Uses of the Property?**

If a regulation prohibits all economically viable or beneficial uses of the land, it will likely constitute a "taking." In this situation, the agency can avoid liability for just compensation only if it can demonstrate that the proposed uses are prohibited by the laws of nuisance or other preexisting limitations on the use of the property. See *Lucas v. South Carolina Coastal Coun.*, 112 S. Ct. 2886 (1992).

Unlike 1. and 2. above, it is important to analyze the regulation's impact on the property as a whole, and not just the impact on a portion of the property. It is also important to assess whether there is any profitable use of the remaining property available. See *Florida Rock Industries, Inc. v. United States*, 18 F.3d 1560 (Fed. Cir. 1994). The remaining use does not necessarily have to be the owner's planned use, a prior use or the highest and best use of the property. One factor in this assessment is the degree to which the regulatory action interferes with a property owner's reasonable investment-backed development expectations.

Carefully review regulations requiring that all of a particular parcel of land be left substantially in its natural state. A prohibition of all economically viable uses of the property is vulnerable to a takings challenge. In some situations however, there may be pre-existing limitations on the use of property that could insulate the government from takings liability.

### **4. Does the Regulation Have a Significant Impact on the Landowner's Economic Interest?**

Carefully review regulations that have a significant impact on the owner's economic interest. Courts will often compare the value of the property before and after the impact of the challenged regulation. Although a reduction in property value alone may not be a "taking," a severe reduction in property value often indicates a reduction or elimination of reasonably profitable uses. Another economic factor courts will consider is the degree to which the challenged regulation impacts any development rights of the owner. As with 3. above, these economic factors are normally applied to the property as a whole.

### **5. Does the Regulation Deny a Fundamental Attribute of Ownership?**

Regulations that deny the landowner a fundamental attribute of ownership -- including the right to possess, exclude others and dispose of all or a portion of the property -- are potential takings.

The United States Supreme Court recently held that requiring a public easement for recreational purposes where the harm to be prevented was to the flood plain was a "taking." In finding this to be a "taking", the Court stated:

The city never demonstrated why a public green way, as opposed to a private one, was required in the interest of flood control. The difference to the petitioner, of course, is the loss of her ability to exclude others ... [T]his right to exclude others is "one of the most essential sticks in the bundle of rights that are commonly characterized as property."



Dolan v. City of Tigard, 114 U.S. 2309 (June 24, 1994). The United States Supreme Court has also held that barring the inheritance (an essential attribute of ownership) of certain interests in land held by individual members of an Indian tribe constituted a "taking." *Hodel v. Irving*, 4151 U.S. 704 (1987).

## **6. Does the Regulation Serve the Same Purpose that Would be Served by Directly Prohibiting the Use of Action: and Does the Condition Imposed Substantially Advance that Purpose?**

A regulation may go too far and may result in a takings claim where it does not substantially advance a legitimate governmental purpose. *Nollan v. California Coastal Commission*, 107 S. Ct. 3141 (1987); *Dolan v. City of Tigard*, 114 U.S. 2309 June 24, 1994).

In *Nollan*, the United States Supreme Court held that it was an unconstitutional "taking" to condition the issuance of a permit to land owners on the grant of an easement to the public to use their beach. The Court found that since there was no indication that the *Nollan*'s house plans interfered in any way with the public's ability to walk up and down the beach, there was no "nexus" between any public interest that might be harmed by the construction of the house, and the permit conditions. Lacking this connection, the required easement was just as unconstitutional as it would be if imposed outside the permit context.

Likewise regulatory actions that closely resemble, or have the effects of a physical invasion or occupation of property, are more likely to be found to be takings. The greater the deprivation of use, the greater the likelihood that a "taking" will be found.

Public comment received from public hearings addressing the current update of the comprehensive plan reaffirmed the importance of property rights and the desire to have flexibility in the opportunities for land use in Fremont County. Despite some negative public comment towards policies discouraging the development of productive cropland through density restrictions, the Planning and Zoning Commission determined to recommend upholding these policies to protect the agricultural economic base of the county and the additional public benefits of open space and wildlife habitat. Specific changes related to the Land Evaluation Site Assessment (LESA) system used to identify productive

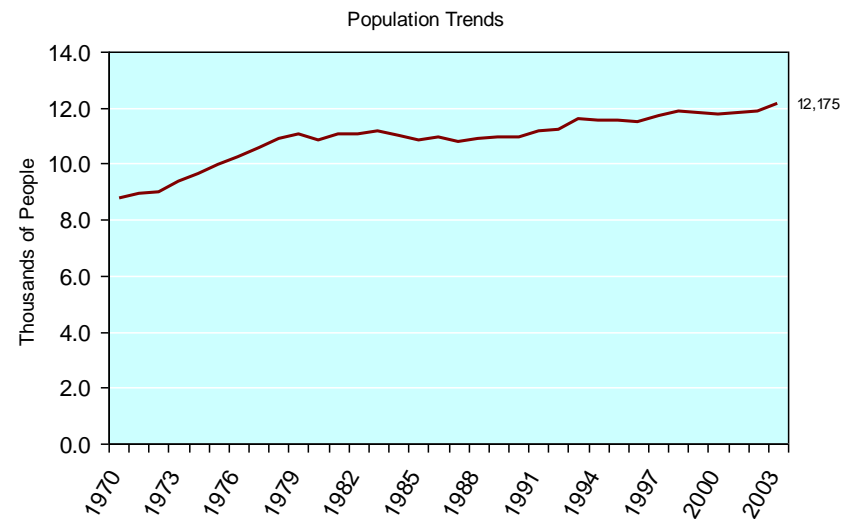


Figure B

cropland in Fremont County, regulations for establishing appropriate densities on agricultural lands, and tools for encouraging development outside of these lands should be determined in light of property rights protection during review of the Fremont County Development Code and LESA system.

## 2.2 DEMOGRAPHICS –

Fremont County received grant money in 2006 for the creation of an economic development plan. One component of this work included a review of demographic data. Dr. Richard Gardner produced a document titled *Community Economic Profile, Fremont County, Idaho* (December, 2006) which includes population information. Additional information on population forecasts for the county is available from the 2006 Fremont County Transportation Plan. Excerpts from these documents related to population follow.

### FREMONT COUNTY POPULATION: SLOW TO STAGNANT

From 1970-2005, the population of Fremont County grew by 3,480 people to a total county population of 12,242 in 2005 (Figure B). This is an average annual growth rate of 1.0%, a slow, but steady, growth rate over the 35 year period. However, most of the growth occurred during the 1970s, with growth stagnating in recent years. In fact, in some communities the population has been stagnant for decades. For instance, Ashton actually lost 74 people in population from 1940-2005, and St. Anthony only grew by 623 over those 65 years.

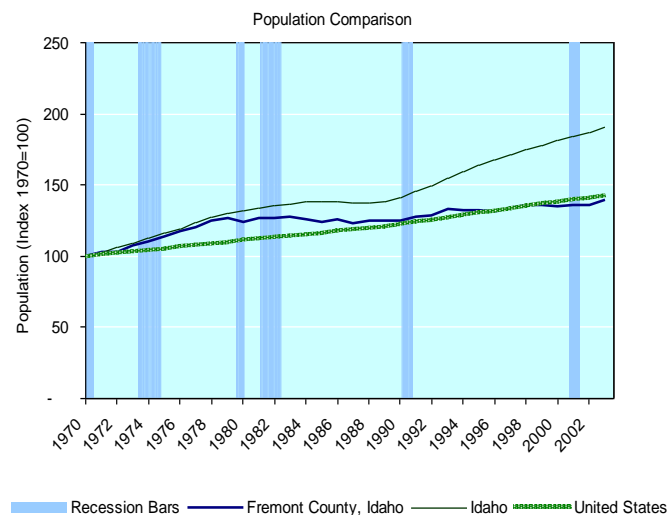


Figure C

Fremont County grew faster than the U.S. during the 1970s and '80s, but has slipped below the national growth rate for the last decade, but less than Idaho as Figure B shows. The blue bars in Figure C below show national recessions. We believe the recession of 1981-83 lasted through 1986 in much of America's heartland. The national recovery was only experienced on the coasts. Note the slight decline in Fremont County's population during that severe recession.

Fremont County actually ended the 1980s with 1.1% growth, which was a show of strength in a decade when 18 rural Idaho counties lost population. Note also that during the "Rural Renaissance" of 1975-81, Fremont County outgrew both the nation and for part of that time, the state of Idaho (Figure D).

Table 2.1 shows 2005 Census estimates of population for all of the communities in Fremont County. The county seat of St. Anthony is by far the largest city at 3,345, followed by Ashton at 1,105, Teton at 573, Newdale at 360, and Parker at 321.

Island Park is a very unusual community. The City of Island Park is a strip along U.S. Highway 20, 32 miles long and roughly 500 feet on either side of the highway. It had only 224 residents in 2005, yet the Census County Division of Island Park, which represents most of north Fremont County north of Ashton Hill and north of the St. Anthony Sand Dunes, had a population of 1,097 in the year 2000. Most of Island Park's growth has been in subdivisions in the woods off the highway and out of the city limits. In this report, we will use the terms Island Park CCD, or Island Park area to refer to the larger community.

**Table 2.1. Population in 2005**

Fremont County	12,242
St. Anthony	3,348
Ashton	1,105
Teton	573
Newdale	360
Parker	321
Island Park City	224
Island Park County Census Division (CCD)	1,097
Drummond	15
Warm River	10
Rural Countryside	6,286

Note: All data from Census. Island Park CCD is for 2000

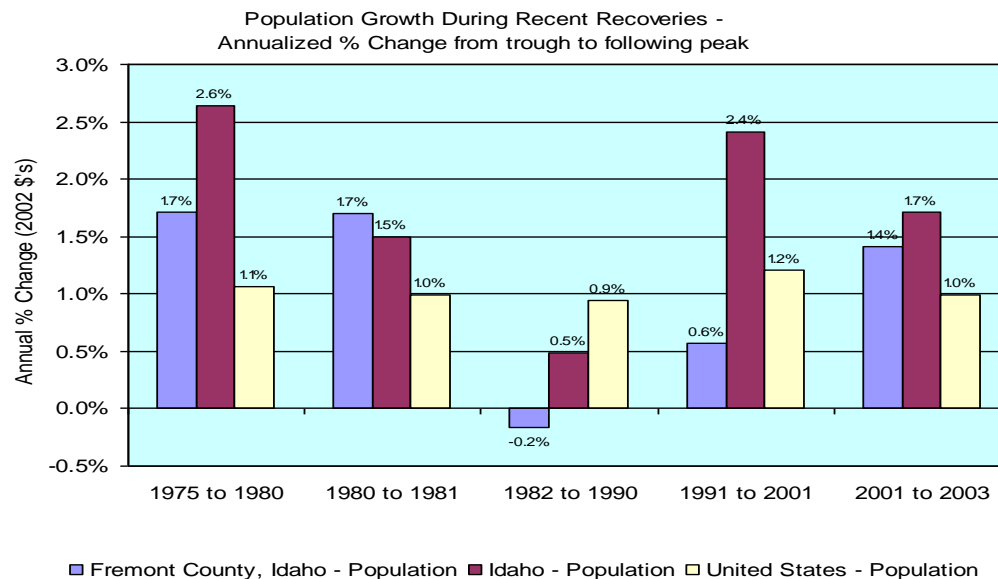


Figure D

In terms of population density, Fremont County might be said to have a split personality. The entire county averages 6.6 persons per square mile. Yet the density of the large Island Park CCD, comprising most of the north county, was only 1.0 person's per square mile in 2000! Sociologists sometimes use the rule of thumb of calling anything less than six persons per square mile a "frontier." Workshop participants agreed that when going north up Ashton Hill into the Island Park caldera,

or across the sand dunes on Red Road, one has the feeling of entering a frontier area very different from the agricultural communities to the south.

Another point to make about Fremont County's population is that in 2005 more than half the people were living in the open countryside outside of any city limit. In recent years according to county planners, rural subdivisions and acreage homes have made up most of the new residential construction.

Fremont County's population growth rate may well begin to accelerate in the near future. Rocky Mountain Power makes projections 25 years into the future to the year 2030. Population in Fremont County is expected to rise from the current 12,242 in 2005 to 17,420 in 2030. This increase of 5,178 amounts to a 42.3% increase.

### **FREMONT COUNTY POPULATION: AGE, GENDER, AND ETHNICITY**

Figure E above shows the pattern of population in Fremont County by age cohorts of five years. The left hand graph shows the actual numbers in each age bracket in the year 2000; females are on the right, and males are on the left. Note the two bulges in the graph for ages 40-59 and ages 15-24. These are mostly the result of the Baby Boom generation born after World War II and the Baby Boom echo of that generation's children. The middle bar graph shows the change in the number of people of that age group between 1990-2000. The right-hand graph shows that change as a percentage change in the age bracket. Note how there can be growth in absolute numbers, but declines in share, such as with children under age five. The decline in young adults aged 25-34 is likely the cause of the decline in children. St. Anthony has a larger share of adults in the 25-39 age group.

There is relative growth in the number of older persons as longevity increases. However, there is not the bulge in seniors that a retiree destination community like Coeur d'Alene might have. Workshop participants indicated that many of Island Park's retirees tend to be part-year residents and may not have been counted in the Census. They also observed that year-round retirees tend to be in the younger range of 55-70 years old. Indeed, Island Park CCD does show more people in that age bracket. Ashton has more women in the 80+ bracket, due to the presence of Ashton Memorial Nursing Home.

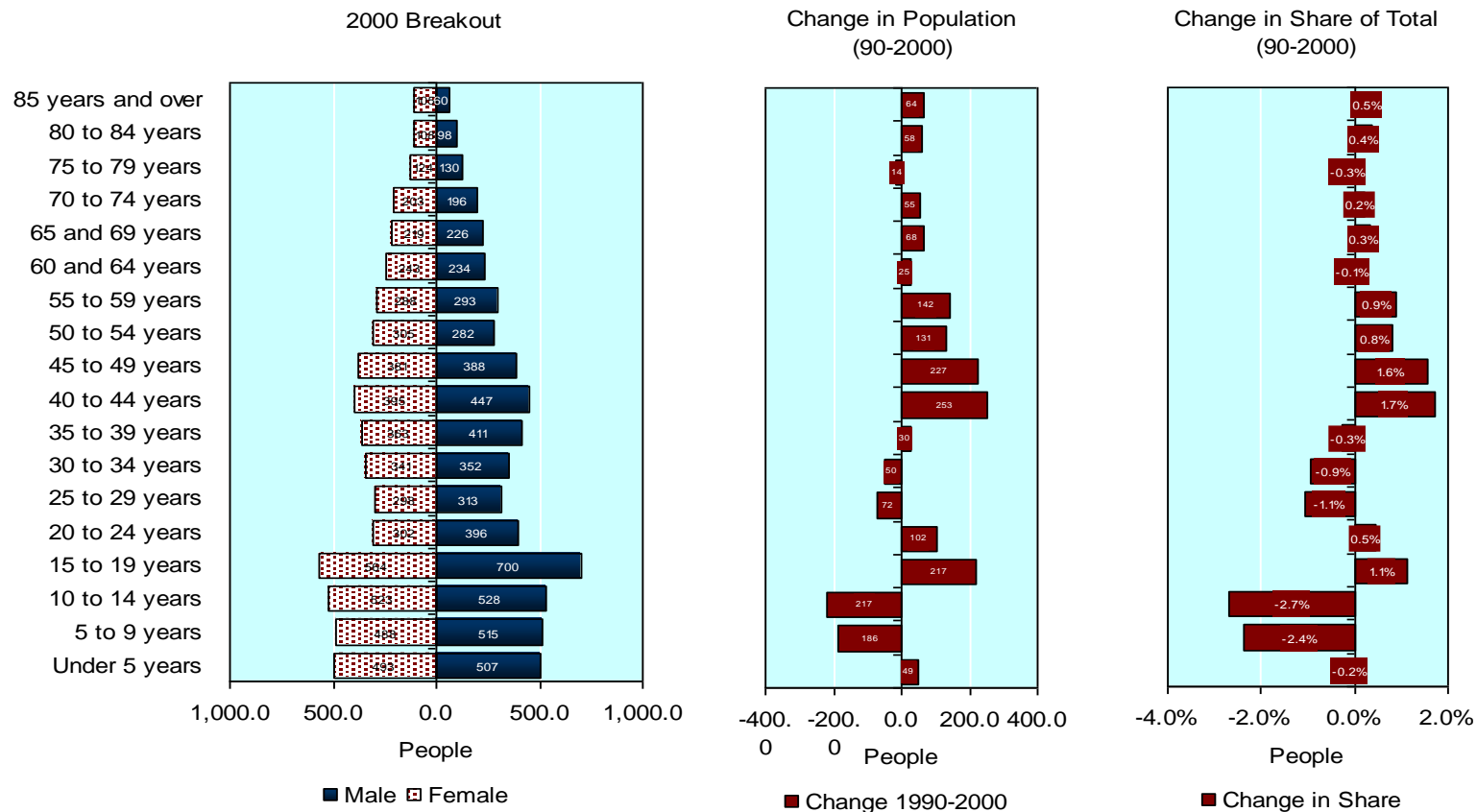


Figure E

**Key Point #1: The Hispanic community is growing.**

Figures F and G show that people of Hispanic or Latino origin have grown to 12.4% of the county's population in 2005. Note that this proportion has been growing steadily since 1980, with sharp growth in the 1980s and 1990s, as patterns of seasonal migration gave way to permanent residence. In fact, Fremont County moved from less than the Idaho average share of Hispanics in 1980 to higher than average in 1990. The proportion of Hispanics in 2000 ranged from a low of 2.2% in Parker and 4.2% in Island Park to 13.9% in Ashton, 14.8% in Teton, 15.4% in St. Anthony, and 15.9% in Newdale.

The rapid rise in the Hispanic community is a trend that has caught many Idaho communities unaware. One key to economic vitality will be for communities to find ways to build bridges between the two often separate cultures and to find ways to embrace the contributions of Hispanics to a new and more diverse Fremont County. A clue to Fremont County's future may lie in the Magic Valley where communities routinely have 20-30% Hispanic populations.

Beyond the Hispanic community, the ethnic diversity lessens. Fremont County has less than 1% of any other racial or ethnic minorities.

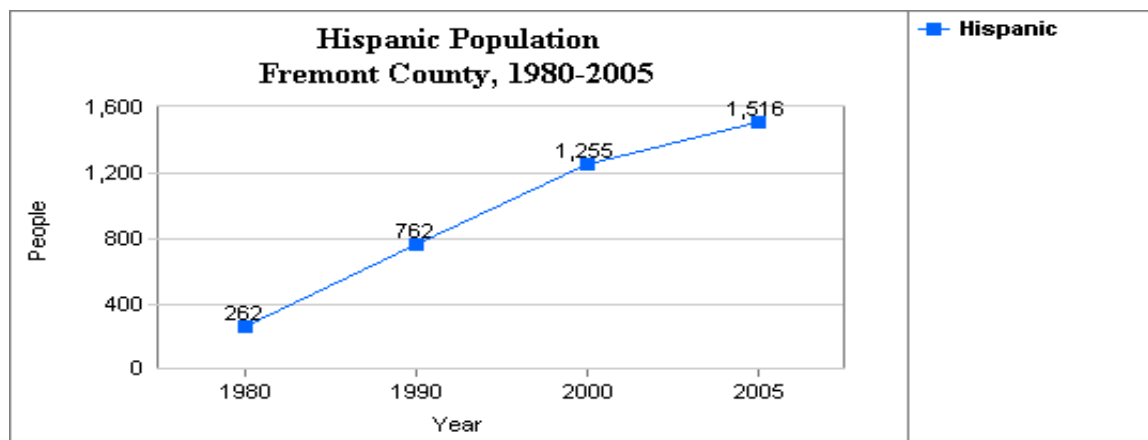


Figure F

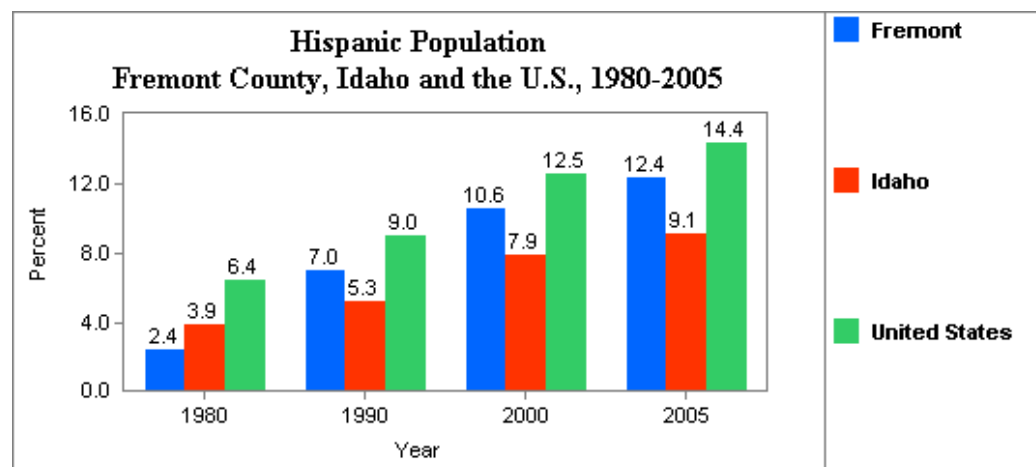


Figure G

## FREMONT COUNTY MIGRATION PATTERNS

A natural question to ask is why is Fremont County growing more slowly than the state of Idaho? There are two components to population growth, the natural rate, or births minus deaths of the existing population, and the net migration rate, or the number of people moving into the county less those moving out (Figure H). Fremont County has had a very high natural growth rate of 5.3% in the last five years, faster than state or nation. However, the net migration rate, the number of people moving into the county, less the number moving out, has been negative, with 185 more people leaving than coming into Fremont County from 2000-2005. This stands in marked contrast to the 5.9% net in-migration that Idaho has been experiencing recently. The out-migration in Fremont County is very likely due to residents seeking better employment opportunities outside the county.

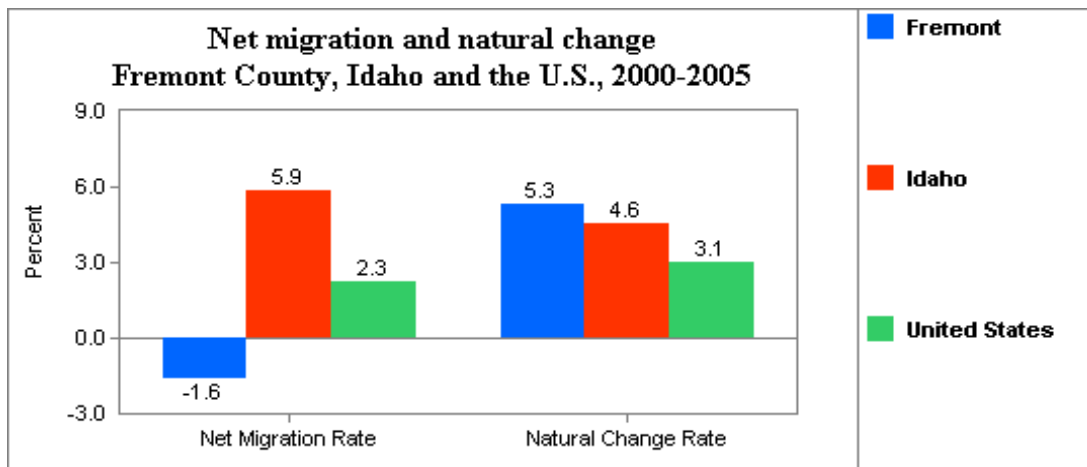


Figure H

With net out-migration, one would expect that Fremont County residents have been here for a long time. Indeed, nearly two-thirds of those asked in 2000 where they lived five years earlier answered, in the same house, and over three-quarters lived in Fremont County (Figure I). Of existing residents of Fremont County in 2000, only 2% moved from a different country. Seven per cent lived in a different state prior. Most who moved from a different state came from elsewhere in the West.

Teton, Parker, and Newdale were the most stable communities, with 80%, 71%, and 69% reporting they lived in the same house. Island Park shows a sharp contrast, with fully 45% moving in from outside Fremont County and 23% from outside Idaho.

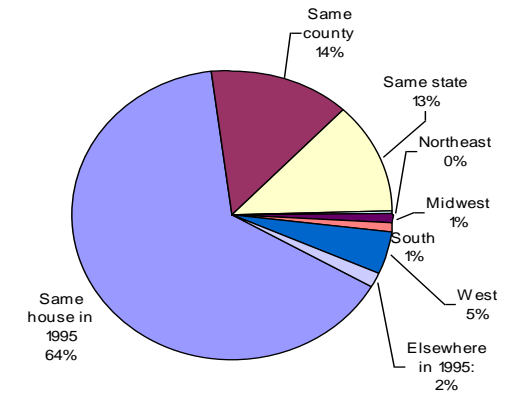


Figure I

## LOOKING AT COMMUTER PATTERNS

Since 2005 the Census Bureau has been working on a new program that allows local areas to map commuter patterns. It is made possible because local employment data is gathered in two ways, where people work and where they live.

### Where Do Fremont County Residents Work?

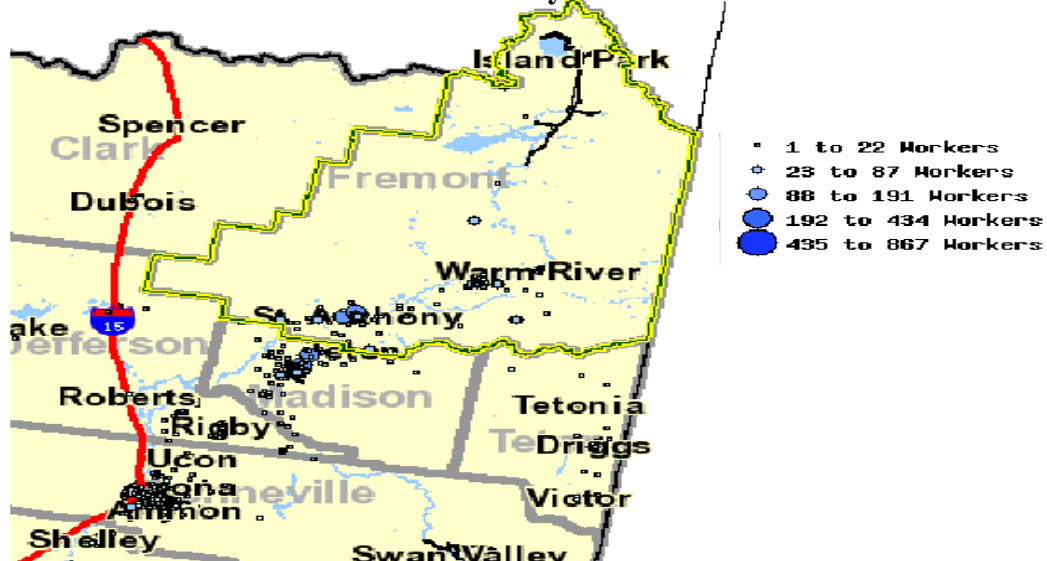


Figure I

## Section 1.01

Section 1.02 Many Fremont County residents work in St Anthony and Ashton, but many more work in the Rexburg area and in Idaho Falls. Figure J above displays primary jobs in the private sector in the year 2000 that is the job a person reports as



their main job. Of 2,437 workers living in Fremont County, only 29% work in Fremont County. A whopping 43%, or 1,042 jobs are in Madison County, mostly Rexburg. Note that BYU-Idaho jobs count as private sector, but government jobs or the self-employed are not included. Another 12% or 289 jobs are in Bonneville County. This is a very significant pattern of commuting out of county. And this Census mapping program is not yet able to show commuting across state lines. Workshop participants observed that many Island Park area residents commute to West Yellowstone. The data shows that 12%, or 288 residents, work in some other location than Fremont, Madison, Bonneville, Bingham, or Ada counties. That leaves Jefferson County, Montana, or a commute into Jackson Hole, Wyoming.

### Where do Fremont County Workers Live?

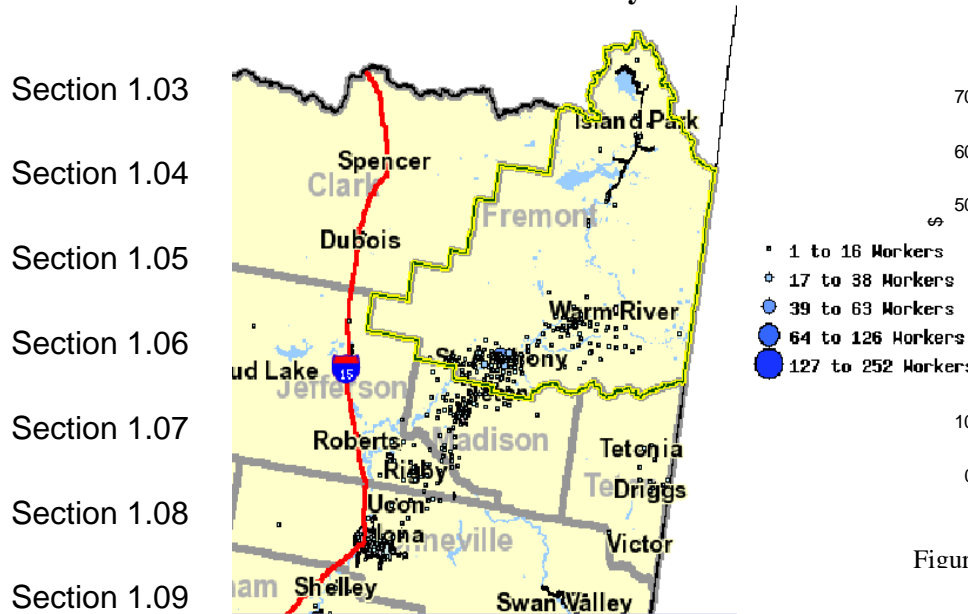
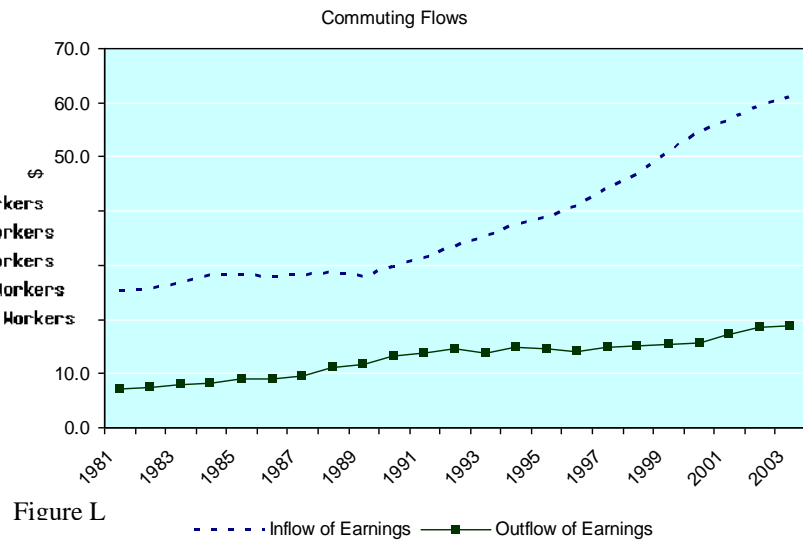


Figure K

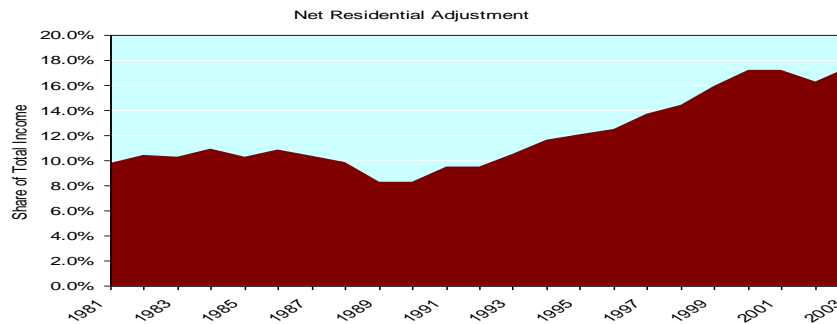


Section 1.11 Again, the map in Figure K above refers to primary private sector jobs, of which there were 1,264 in Fremont County in 2003. Sixty-one percent of Fremont County jobs are held by county residents. There are much smaller streams of 146 residents commuting the other way from Madison County into Fremont County, 82 from Bonneville County, and 85 come into Fremont County from out-of-state. This may be West Yellowstone residents commuting into the Henrys Lake area, but workshop participants were not aware of many examples.

### **Section 1.12 Key Point #2: Commuting out of Fremont County is on the rise.**

Section 1.13 Look at what these commuting patterns mean in terms of flows of earnings across county lines in Figure L. The outflow of earnings caused by workers living outside the county has been fairly stable, growing slowly over time. Meanwhile, the inflow of earnings from Fremont County residents commuting out of the county has grown sharply through the 1990s to the present. This was no doubt aided by sawmill closures. Inflow of earnings now totals over \$60 million coming into the county each year. Is it any wonder that the mayor of St Anthony says he wants his town to become the best bedroom community that it possibly can be?

**Section 1.14** The net effect of earnings movements amounts to 17.4% of total income (Figure M above). This number has been rising over time, and will likely continue to grow as BYU-Idaho grows and the Rexburg and Idaho Falls economies continue to expand and draw more commuters.



**Figure M**

### **Section 1.15**

What is this analysis missing? The impact of spending leakage out of the county. The workers who are traveling out of Fremont County will naturally do much of their purchasing of goods and services in the course of their work day. In addition, others have been buying in Rexburg and Idaho Falls as the retail sector transforms. So this benefit of commuting is softened by retail spending patterns shifting out of Fremont County.

## POPULATION PROJECTIONS

The 2006 *Fremont County Transportation Plan* includes a demographics component with historical trends and population projections for Fremont County and its incorporated cities as well as surrounding counties. These population projections are shown in the following Tables 2.2 and 2.3.

These estimates are based on the following assumptions as stated in the 2006 Transportation Plan:

- Economic conditions and interest rates will remain favorable to home ownership
- No catastrophic physical, economic, social or political events will inhibit money and resource availability
- Environmental issues will not restrict development
- Persons per household will continue to decline, increasing the formation of new households
- Spill-over development from Teton County, Jackson and West Yellowstone will continue.

Population projections are typically available for counties, but reliable city projections are more difficult to ascertain. In order to analyze the 2000 to 2030 transportation network for each of the cities, a population was projected, generally based on the county's overall growth rate. It is important to note that annexations might require an adjustment to the actual population data.

**Table 2.2. Current and Projected Population—  
Fremont County and Cities (2000–2030)**

<b>Area</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Fremont County</b>	11,819	12,110	13,600	14,591	15,433	16,424	17,108
<b>Cities</b>							
Ashton	1,129	1,158	1,268	1,358	1,433	1,522	1,586
St. Anthony	3,342	3,429	3,755	4,021	4,242	4,505	4,695
Island Park	215	221	242	259	273	290	302
Teton	569	596	653	699	738	783	816
Parker	322	330	362	387	409	434	452
Newdale	358	373	409	438	462	491	511
Warm River	10	10	11	12	13	13	14
Drummond	15	15	17	18	19	20	21

Source: Idaho Economics; J-U-B ENGINEERS, Inc.

**Table 2.3. Historical and Projected Population—  
Fremont County and Adjacent Counties (2000–2030)**

<b>County</b>	<b>1990</b>	<b>2000</b>	<b>1990– 2000 % Change</b>	<b>Projected 2010</b>	<b>2000– 2010 % Change</b>	<b>Projected 2020</b>	<b>2010– 2020 % Change</b>	<b>Projected 2030</b>	<b>2020– 2030 % Change</b>
Fremont	10,937	11,819	8.06	13,600	15.3	15,413	13.3	17,108	11.0
Teton	3,458	6,113	76.8	7,683	25.7	8,504	4.8	9,269	15.1
Madison	23,823	27,435	15.2	32,767	19.4	38,081	16.2	42,655	12.0
Jefferson	16,589	19,231	15.9	21,624	12.4	24,128	11.6	26,280	8.9

Source: U.S. Census Bureau; Idaho Economics, 2005

## 2.3 SCHOOL FACILITIES AND TRANSPORTATION–

The number of students attending Fremont County schools for the last two decades is shown in table 2.4. As the table shows, the 2005 enrollment was the lowest recorded during this time period at 2,361 students. The peak enrollment in this period was in 1991 with 2,946 students.

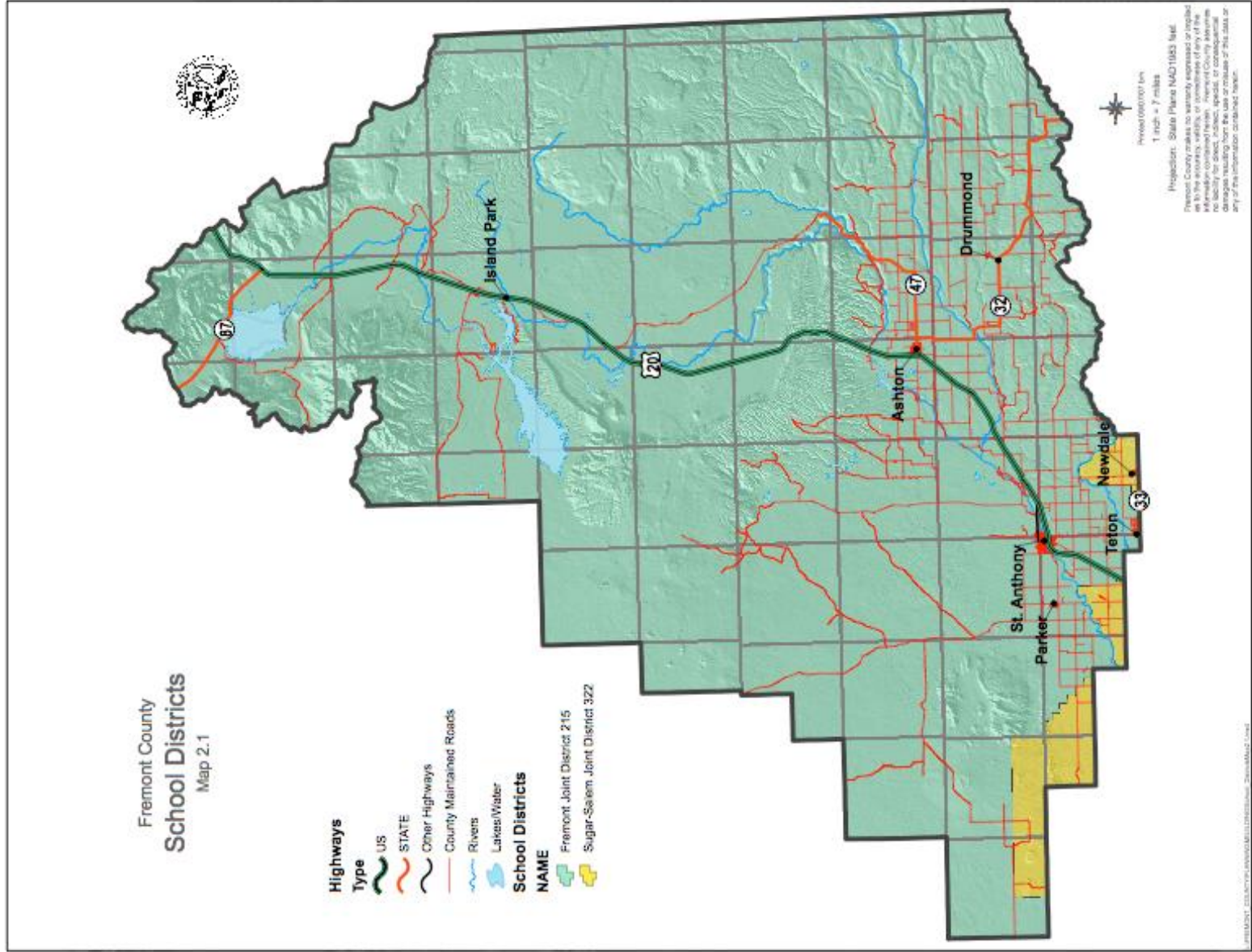
**TABLE 2.4. Average Daily Attendance Enrollment in Fremont County Schools 1986-2005**

1986	2,642	1991	2,946	1996	2,649	2001	2,363
1987	2,686	1992	2,855	1997	2,676	2002	2,369
1988	2,679	1993	2,721	1998	2,529	2003	2,390
1989*	2,608	1994	2,673	1999	2,487	2004	2,395
1990*	2,688	1995	2,643	2000	2,414	2005	2,361

Source: \*These are the October 1 enrollment data reported to the Idaho Department of Education for the year indicated except for the years 1989 and 1990 which show the average daily attendance for the year which is typically lower than October 1<sup>st</sup> enrollments.

Population projections included in the *County Economic Profile, Fremont County, Idaho* as well as the *Fremont County Transportation Plan* (Gardner, 2006, JUB Engineers, 2006) suggest that the county's population will grow despite the recent trend of decline shown for students, but the extent of that increase will depend on a number of factors including economic conditions, birth rates, new residential development, and pressure from growth in surrounding counties. Population is not easily projected, nor is all new housing development in the county equal in its impact on the school system. Both of these studies project a population in excess of 17,000 by 2030 or an increase of over 40% from the 2005 population. These estimates are not broken down into age categories.

Joint School District 215 serves most of the county, but part of southern Fremont County is served by Sugar-Salem Joint School District 322. The district boundaries typically follow the county lines but students from Newdale live within the Sugar Salem School District. A Sugar Salem school bus has also historically picked up students in the Teton area but the 2006-07 school year will be the last year in which students in Teton will be bussed to Sugar Salem schools. Students in the Island Park area are currently bussed to schools in Ashton as there are no public schools in Island Park.



During the 2005-06 school year (the most recent year for which data are available), School District 215 spent \$12,131,546.00 on total maintenance and operation costs which averages to \$5,423 per student based on average daily attendance. Total expenditures were approximately \$18 million, or \$8,119 per student. The U.S. department of education reported that the average cost per K-12 grade students in the US was \$8,997.00 per student in the 2001-2002 school year (U.S. Department of Education). In addition to their tax impacts, the public schools are among the largest employers in Fremont County. School District 215 provided about 250 full time equivalent jobs in 2004-05.

In an interview on March 21, 2007, District 215 business manager, Craig Summers explained that enrollments have been declining and that capacity is adequate except for elementary schools. Other buildings in the district currently have excess capacity. A proposed bond for additional classrooms in the Central and Ashton Elementary schools as well as a new auditorium and arts center failed in an April 2007 ballot, but a subsequent bond for the classroom improvements only passed in 2008. Table 2.5 gives building-by-building enrollment figures for the District.

**TABLE 2.5. DETAILED ENROLLMENTS FOR FREMONT COUNTY SCHOOLS 2006-2007**

Article II. Elementary schools								
	Pre- K	K	1	2	3	4	5	total
Ashton	30	44	35	55	46	41	55	306
Central	16	130	81	86	86	0	0	399
Lincoln		0	0	0	0	90	81	171
Parker		21	24	22	20	22	22	131
Teton		18	19	22	20	12	12	103
total	46	213	159	185	172	165	170	1110

Article III. Secondary schools								
	6	7	8	9	10	11	12	total
South Fremont Junior High	143	126	0	0	0	0	0	398
South Fremont High	0	0	129	125	110	114	85	434



Article IV.	Article V.	Article VI.	Article VII.	Article VIII.	Article IX.	Article X.	Article XI.	Article XII.
North Fremont High	40	46	44	50	46	51	49	326
total	183	172	173	175	156	165	134	1158

School District 215 does not have a written capital facilities plan; however the state will be requiring one in the 2007-08 school year according to Summers. Capital improvements have been made with funds from plant facilities tax levies. The 1989 *Fremont County Public Facilities Inventory* states that “all of the District's buildings are energy efficient and that while all buildings are not barrier-free handicapped access has not been a problem.” The county's two high schools have been replaced since the 1989 inventory with the South Fremont Jr. High and the North Fremont High Schools being demolished and the South Fremont Junior High students utilizing the old South Fremont High School facilities.

School District 215 operates 21 bus routes. The number and layout of routes is dictated by the need to serve all students eligible to ride and routes change every year. Bussing costs the district around \$2.68 per mile (Dec. 2006). Transportation problems are generally limited to the eastern part of the county where some patrons have requested extensions of bus routes (these people are currently reimbursed for bringing their children to a bus stop) and winter travel conditions can be difficult. A harsh winter can create bussing problems throughout the district.

The Eastern Idaho Technical College (EITC) is the main provider of educational opportunities for adults in Fremont County. EITC, which is located in Idaho Falls, offers vocational education, adult basic education, and community interest courses in St. Anthony and Ashton. The 2007 winter schedule includes about 40 courses offered in Fremont and Madison Counties. EITC also offers special workshops (career development, home business, etc.) in St. Anthony. EITC courses use School District 215 facilities. Toni Crapo, who is involved with the scheduling of the classes, explained that about 20 different courses were held in Fremont County from the last offering and they attracted an enrollment of about 128 people. Crapo explained that computer and business classes have continued to be popular and new courses included a GPS (Global positioning system) course. EITC is trying to add a welding course to the course list. Crapo reported that one new business was recently opened in the region as a result of business courses.

## 2.4 ECONOMIC DEVELOPMENT –

As stated earlier, Fremont County received grant money in 2006 for the creation of an economic development plan. One component of this work included analysis of economic data in Fremont County. *Community Economic Profile, Fremont County* (Dec. 2006) includes information on the economy of Fremont County and excerpts from this document related to Economic Development follow.

## AN ECONOMY IN TRANSITION

Since 1970, Fremont County has lagged behind Idaho and the U.S. in job formation (Figure N). In 2003 there were 38% more jobs in Fremont County than there were in 1970. Meanwhile, Idaho added 150% more jobs, or grew almost four times faster.

The two pie charts in Figures O and P show snapshots from 1970 and 2000 of Fremont County employment by industry. In these 30 years, 1,096 new jobs were added within Fremont County, from 3,587 to 4,683 in 2000. The shifts in the size of various slices of the economic pie reveal a number of significant trends. The larger size of the 2000 pie chart communicates the larger size of the county economy and employment. The relative decline in importance of the traditional natural resource industries of agriculture and forest products can be seen as Farm and Agricultural Services declined from 30.7% in 1970 to a still strong 23.7% in 2000, and Manufacturing (which includes forest products) declined from 6.6% to 1.6% of Fremont County's employment.

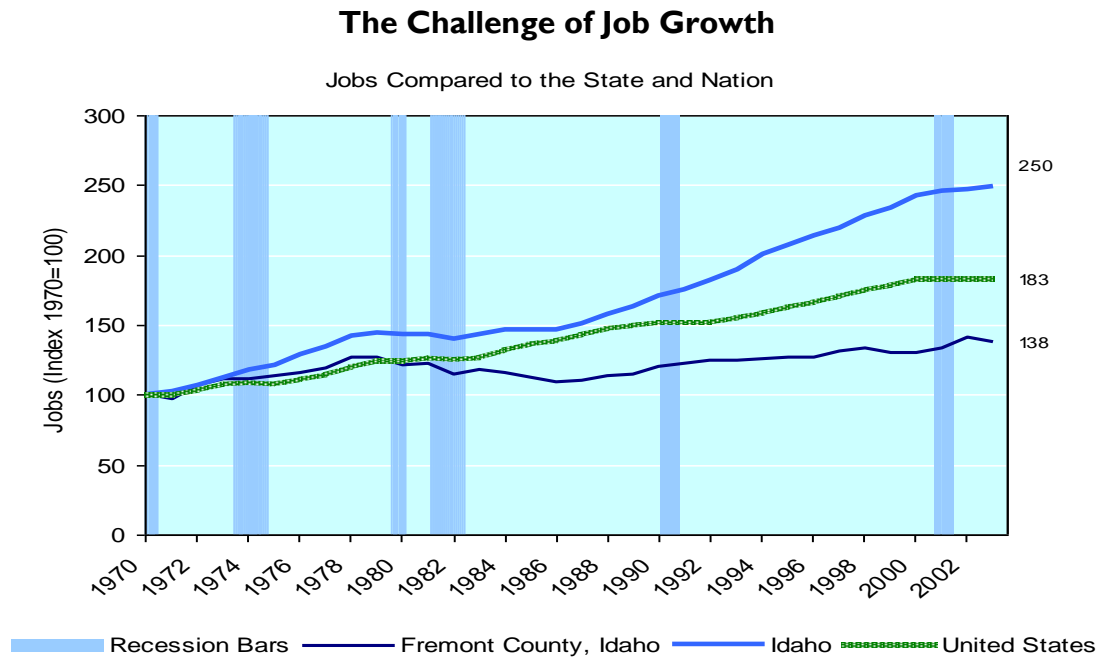


Figure N

The government sector has remained quite stable, growing from 20.8% in 1970 to 21.6% of employment in 2000. Construction experienced a significant rise from 3.1% to 8.1%. The addition of correctional facilities would contribute to both sectors. Construction may still be growing with the boom in second home construction and other activity.

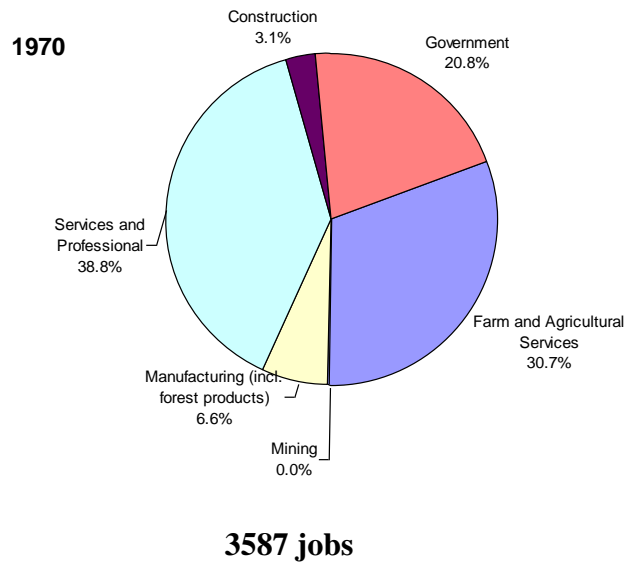


Figure O

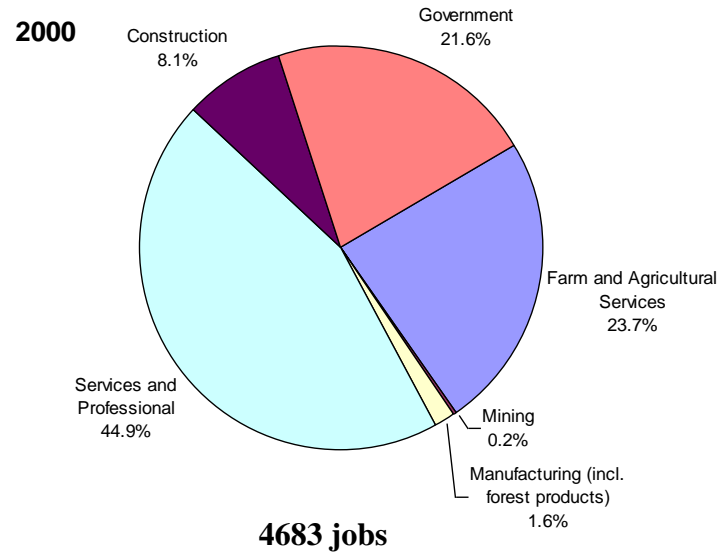


Figure P

The rise in Services from 38.8% to 44.9% is modest but important. This growth is even more pronounced in more populated counties. Workshop participants noted that these service jobs would include the call centers that came into Fremont County and the trend toward using temporary employment services and specialty firms in lieu of adding permanent employees.

The national system for classifying jobs changed in 2000 from SIC codes to NAICS codes, so it is not possible to show changes over time past the year 2000. However, the data from 2001-2003 reveals an extension of the same pattern of modest job growth, mostly in construction, with some in government services.

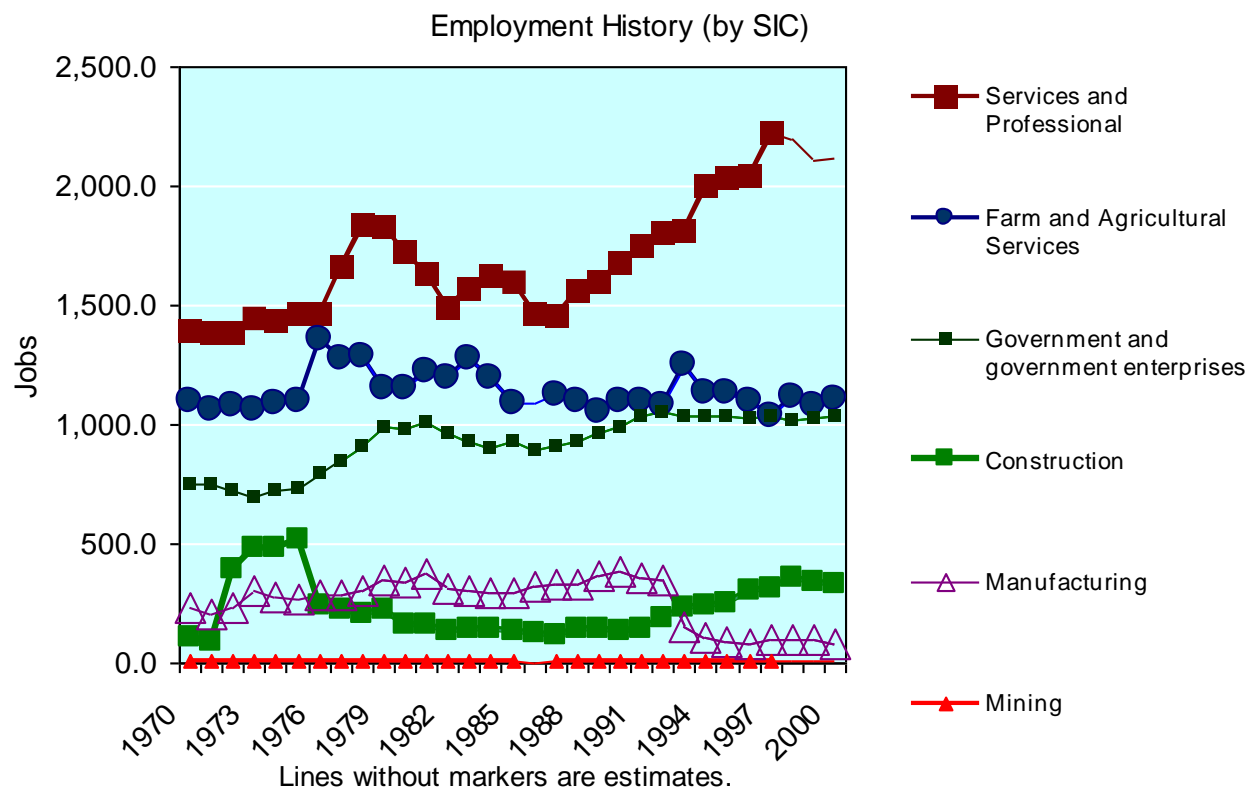


Figure Q

Figure Q above shows much the same information about changes in employment by industry. Note the important, but stable, nature of agriculture. Only four jobs were added in this sector in 30 years, though growth in agricultural processing hides a loss of 222 jobs on the farm.

### Key Point #3: Traditional resource industries are not engines of future growth.

Looking at Fremont County communities, manufacturing was the top industry employer in Teton and St. Anthony with 30% and 17% of jobs respectively. For Ashton, agriculture and education, health, and social services were the two top sectors. Tourism ranks first in the Island Park area, with construction and retail trade tied for second place.

Of the 1,096 jobs created from 1970-2000, 66% were in services. Figure R below looks at the kind of service jobs that are growing. Are they the low-wage hamburger-flippers and motel maids one often reads about? The top line's label should read professional services, and it has grown the fastest for more than 20 years. Finance, insurance, and real estate (or FIRE) jobs show more recent growth, and this is a logical match to the rise in construction activity. Note that both wholesale and retail trade employment turned down in the late 1990s; this could reflect the rise in "big box" retail in Rexburg and Idaho Falls.

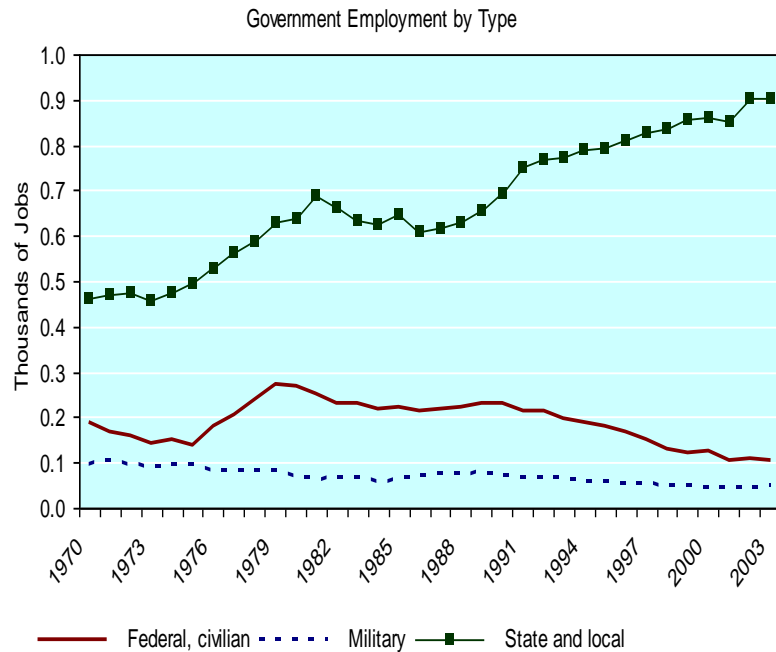


Figure S

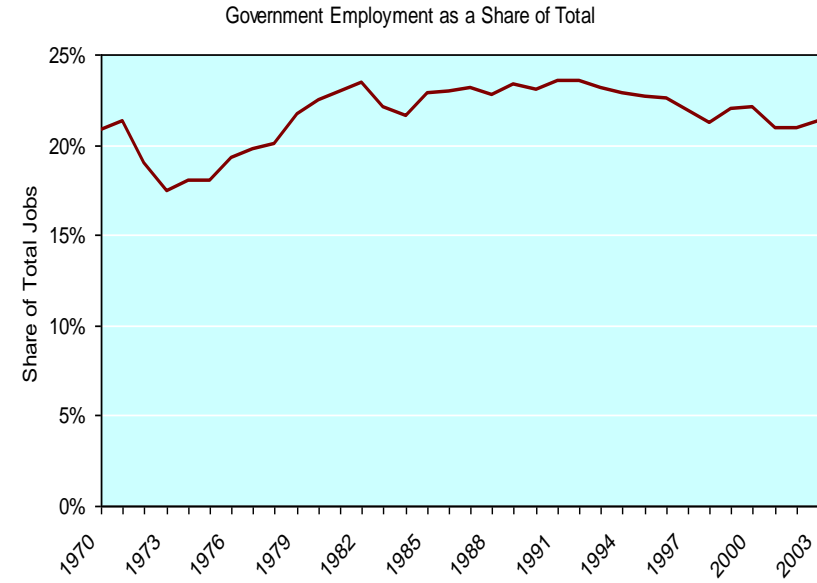


Figure T

## IS GOVERNMENT GROWING?

One often hears that government is growing too fast. This perception is especially true in times of rising property valuations. Figures S, and T show the size of government employment over time in Fremont County. You can see that state and local government grew, especially in the 1990s with the addition of detention facilities. Federal and military employment declined slightly. Figure T shows that government employment as a proportion of total employment has remained relatively constant. If one looked at government employment per 100 residents of the county, the same stable pattern would be shown.

## What Kind of Service Jobs?

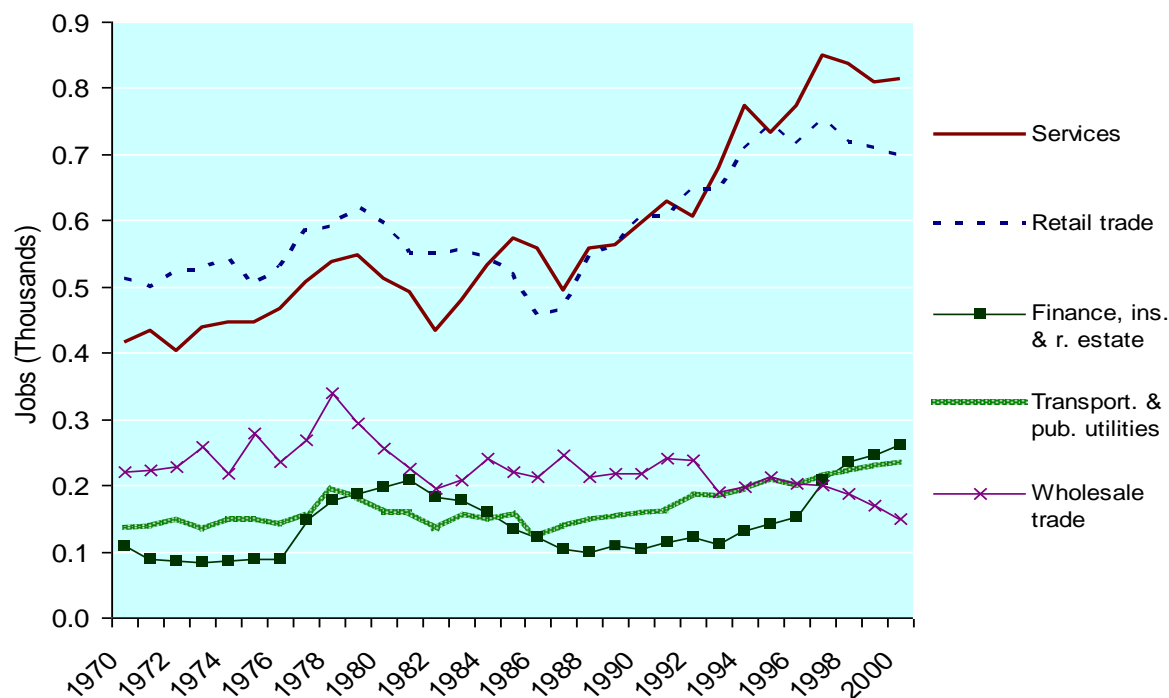


Figure R

## THE IMPORTANCE OF PROPRIETORS

An important concept to mention is the role of proprietors in Fremont County's economy. These are self-employed persons operating as sole ownerships, partnership, or tax-exempt corporations. Of the county's 4,965 jobs in 2003, wage and salary employees account for 3,158 and proprietors account for 1,807. This rate of self-employment, 36.4%, is significantly higher than the state of Idaho average of 22.8%. (Figure U) Fremont County ranks 9<sup>th</sup> in Idaho counties in self-employment.

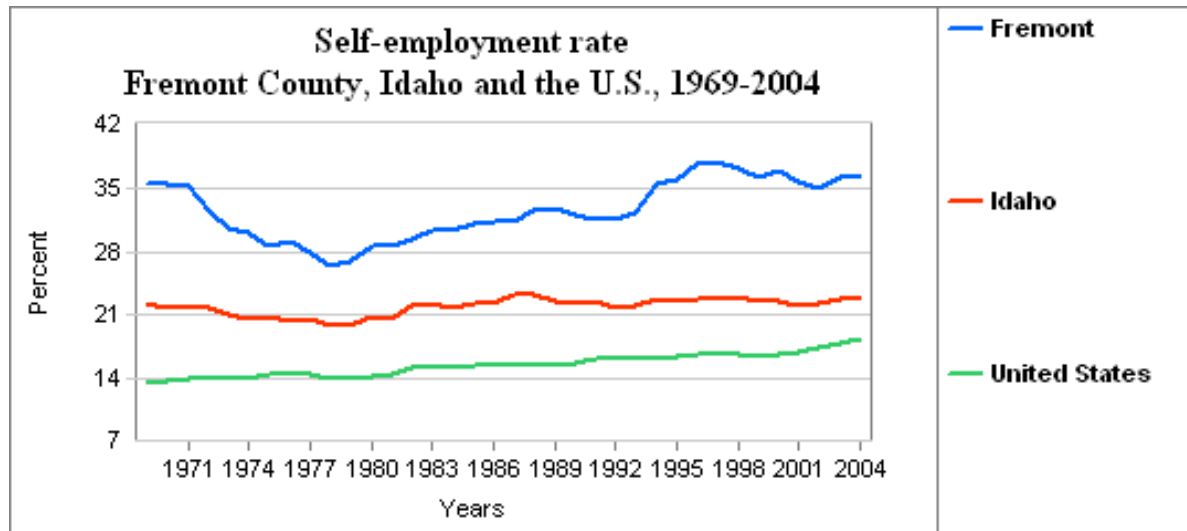


Figure U

Note the sharp rise in self-employment in the early 1990s. This rise seems to correspond to a series of mill closures in the timber industry within Fremont County.

Figures V shows how during the 1990s the share of self-employed jobs rose, while self-employment's share of income fell. Specifically, the self-employment income share fell to 7% at the same time the self-employment job share rose to over 36%.

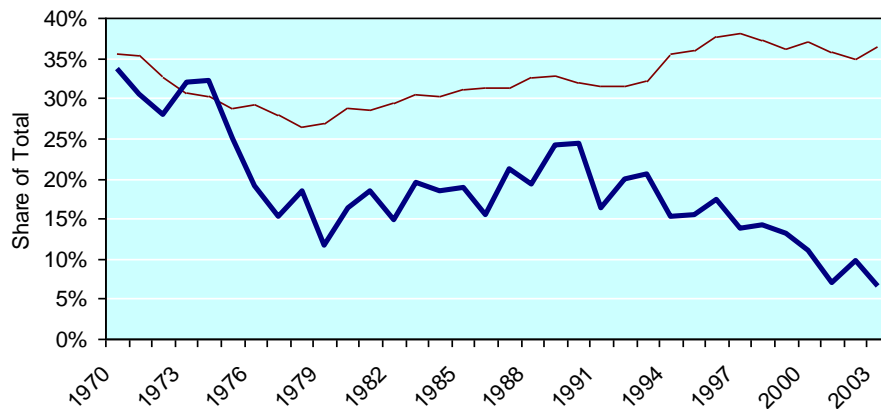


Figure V

— Employment — Income

Figure W shows average proprietor's income dropping below the average wage and salary. The average non-farm proprietor income was \$11,615, less than average wage and salary income of \$25,231 in 2003.

This combination of rising self-employment and falling average proprietor's income is a pattern that occurs when many people lose work at once, such as with mill closures. Faced with deep roots in the community and home ownership, many former wage earners choose to start their own business if replacement jobs are not available. These new businesses may struggle and produce little income in early years. We call such people, survival, or necessity, entrepreneurs. Workshop participants suggested a second reason for the rise in self-employment could be Island Park residents who are semi-retired and start a new business to provide supplemental income. Indeed, self-employment income is a much larger 19% in the City of Island Park.

**Key Point #4: The rise in self-employed underscores the importance of entrepreneurs.**

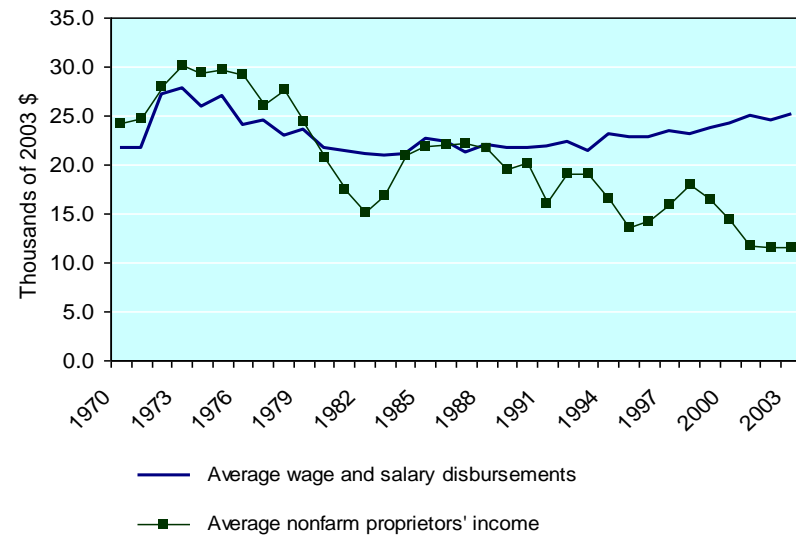


Figure W  
**Fremont County Personal Income, 1970-2000**

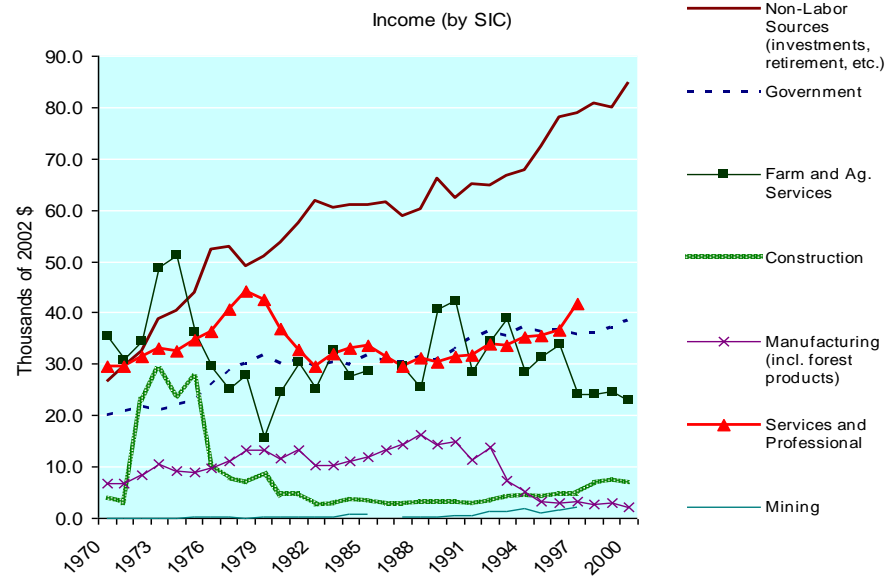


Figure X



## LOOKING AT PERSONAL INCOME

Employment measures only tell part of the economic story of a region. Remember the rain barrel: There is money flowing into the area from other sources than wages and salaries. Economists say that personal income equals consumption expenditures, plus investment, plus government expenditures, plus exports less imports. However, let's begin by looking at personal income deriving from the different industry groups (Figure X). Personal income will remove the variable of different wage rates as we examine how important industry sectors are.

The Fremont County economy totaled \$242 million in 2003. One is immediately drawn in Figure X to the rapid growth in non-labor sources of income, and to a lesser degree in services, government, and construction. Manufacturing income sharply declined in the mid-1990s. Farming and ag services have been erratic and declining, with mining appearing trivial in personal income terms.

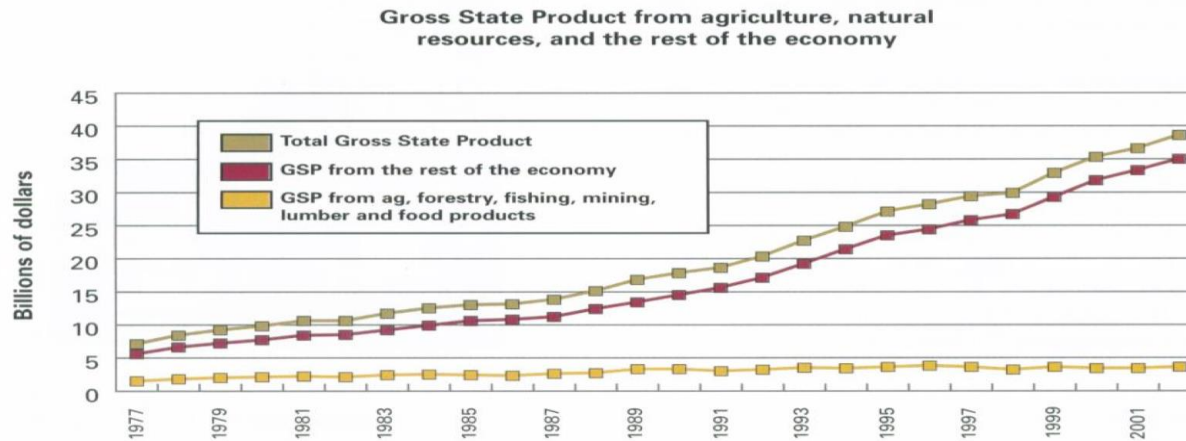


Figure Y

Figure Y Source: *Profile of Rural Idaho*, 2004.

Figure Y is taken from the *Profile of Rural Idaho* and is for the entire Gross State Product. It clearly makes the point that whether in terms of jobs or income, our natural resource industries have not driven the Idaho economy over the last twenty years.

## LOOKING MORE CLOSELY AT NON-LABOR INCOME

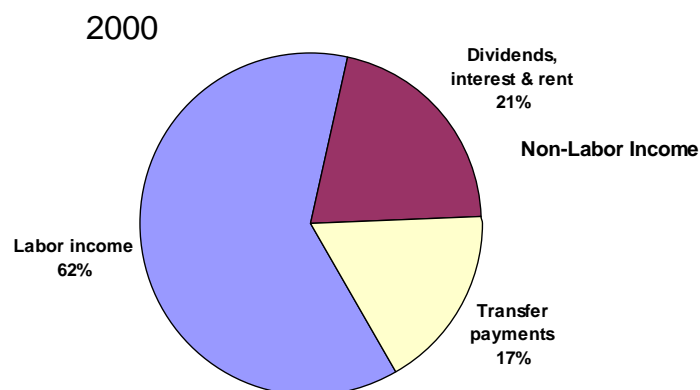


Figure Z

The pie chart in Figure Z shows how non-labor income now accounts for a significant part of Fremont County personal income. While wages are the return to productive labor, dividends, interest, and rent are the returns to fixed assets like stocks, bonds, and rental property. They account for 21% of the local economy in Fremont County, which is higher than the Idaho average of 18.9%. Dividends, interest and rent are generally a very steady source of personal income. Their rise may reflect an influx of the senior citizens who own the majority of such assets. Increasing returns to investment properties and farmland might also be a contributing factor to growing rental income.

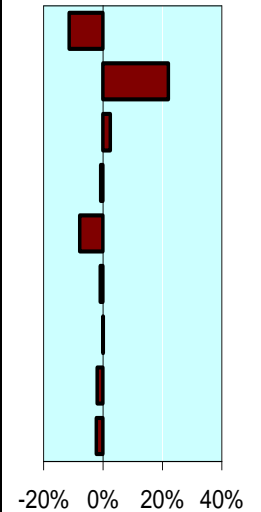
Transfer payments are the other piece of non-labor income, and they amount to 17% of Fremont County's personal income. Again, this exceeds the Idaho average of 13% of state personal income being transfer payments. Table 2 below displays various components of transfer payments in Fremont County and how they have changed

over time. Some readers might think of "welfare payments" when they hear the expression "transfer payments." However, the table shows that "welfare" only accounts for eight percent of transfer payments in 2003, with unemployment insurance benefits adding another four percent. Instead, retirement and medical payments account for 81% of transfer payments. Together with the 21% of personal income coming from dividends, interest, and rent, non-labor income comes to 38% of the county economy, and it is mostly controlled by senior citizens. Put another way, if one focused only on jobs and the money they bring in, over one-third of the economy would be ignored.

***Key Point #5: Non-Labor Income is Very Important and Growing Rapidly.***

**Table 2.6. Transfer Payments in Fremont County**

<b>Components of Transfer Payments</b>							
All figures in millions of 2003 dollars	% of Total TP		% of Total TP		New Payments 1970 to 2003	% of New Payments	Change in Share of Total (1970 - 2003)
	1970	TP	2003	TP	2003	nts	
Total transfer payments	11.4		46.0		34.6		
Government payments to individuals	10.4	91%	43.7	95%	33.4	96.5%	
Retirement & disab. insurance benefit payments	6.3	56%	20.4	44%	14.0	40.5%	
Medical payments	1.7	15%	17.1	37%	15.4	44.5%	
Income maintenance benefit payments ("welfare")	0.6	5%	3.5	8%	2.9	8.5%	
Unemployment insurance benefit payments	0.5	4%	1.7	4%	1.2	3.5%	
Veterans benefit payments	1.1	10%	0.9	2%	(0.2)	NA	
Federal educ. & trng. asst. pay. (excl. vets)	0.1	1.0%	0.1	0.1%	(0.1)	NA	
Other payments to individuals	-	0.0%	0.1	0.1%	0.1	0.2%	
Payments to nonprofit institutions *	0.6	5%	1.5	3%	0.9	2.6%	
Business payments to individuals	0.4	4%	0.8	2%	0.3	1.0%	
Age-related (Retirement, Disability & Medicare)	7.3	64%	26.7	58%	19.4	56.2%	



## AGRICULTURE IS STILL BIG BUSINESS IN FREMONT COUNTY

Agriculture in Fremont County means potatoes, barley, wheat, hay and cattle. Figure AA above is corrected for inflation into year 2003 dollars. Note that gross farm income has bounced around in the \$80-160 million range, but has trended downward over the last decade to about the same level it was in 1970 -- \$83 million. The crop share of gross income has risen in importance from 58% in 1970 to 76.5% in 2003. However, this increase in relative importance has occurred mostly because the livestock share has declined from 32% in 1970 to 17% in 2003. Government payments have been fairly steady, but have declined slightly in recent years to \$4.2 million in 2003.

Net farm income, which is the contributor to personal income, is shown in Figure AB to be quite erratic. It, too, has trended downward in recent years and is a minor contributor to the Fremont County total personal income of \$242 million. Agriculture's importance comes more as its spending on inputs and labor reverberates within the economy.

All this is playing out in an industry that continues a structural shift toward a more corporate structure, and toward more integrated systems of supply and marketing. The number of farms in Fremont County has fallen by 36 in five years, from 554 in 1997 to 518 in 2002. Continued conversion of crop and ranch land into residential development puts additional pressure on this important industry.

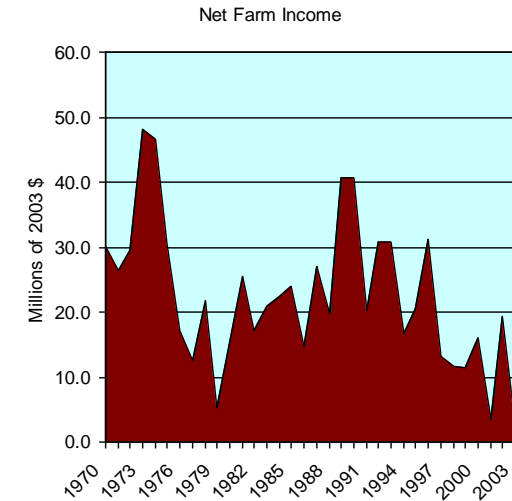


Figure AB

## EFFECTS ON HOUSEHOLDS

So far, the analysis has looked at big patterns within the county economy. Let's begin to focus on individual families. Unemployment rates are a good place to begin. Figure AC shows how Fremont County unemployment has generally been higher than Idaho's or the nations in the past, but that pattern changed in the last few years. It was only 3.7% in

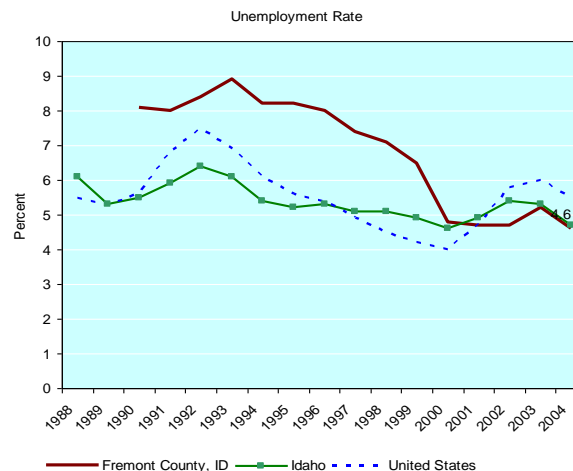


Figure AC

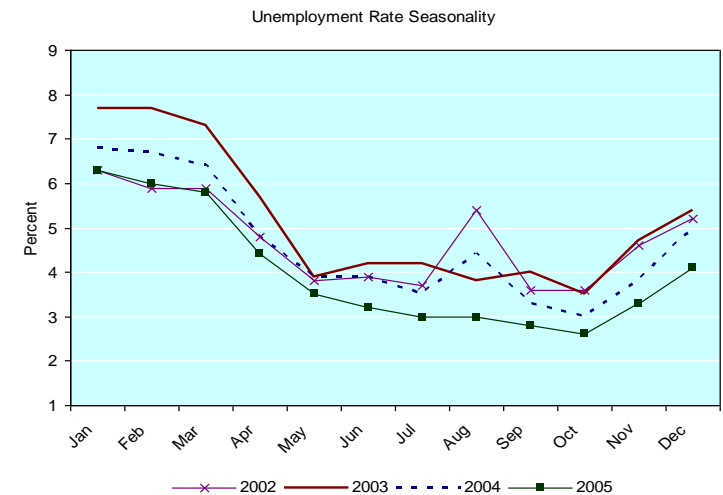


Figure AD

November 2006, over the very low 3.3% rate for Idaho. For the last full year of 2005, the rate of 3.9% in Fremont County ranks it 28th among Idaho counties.

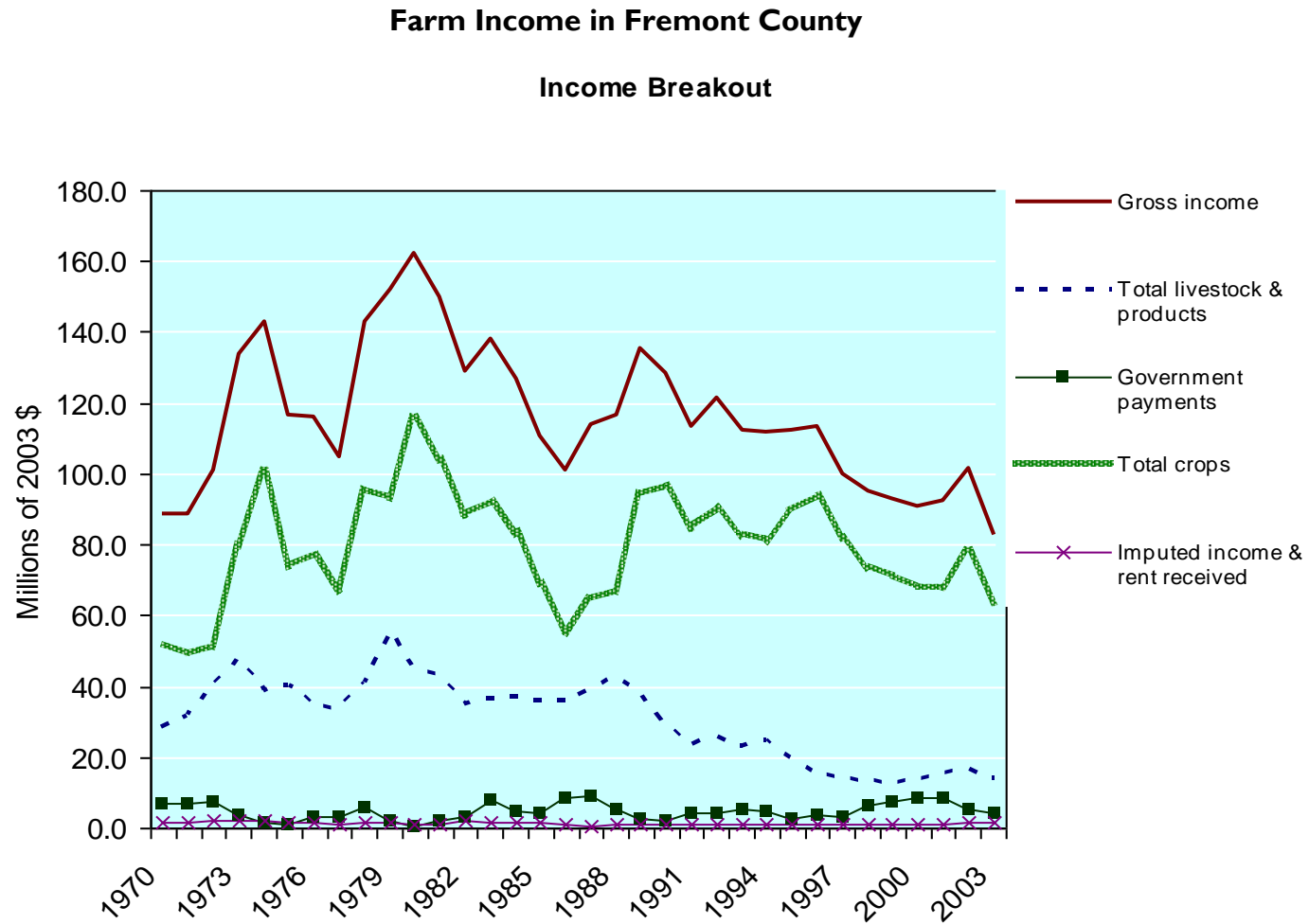


Figure AA

Figure AD on the above right shows how unemployment varies across the year. The low point is during harvest season, with a high in the dead of winter. This seasonal fluctuation is a sizeable 3-4% comparable to other timber and tourism counties, where rates might vary by 4-6% over a year.

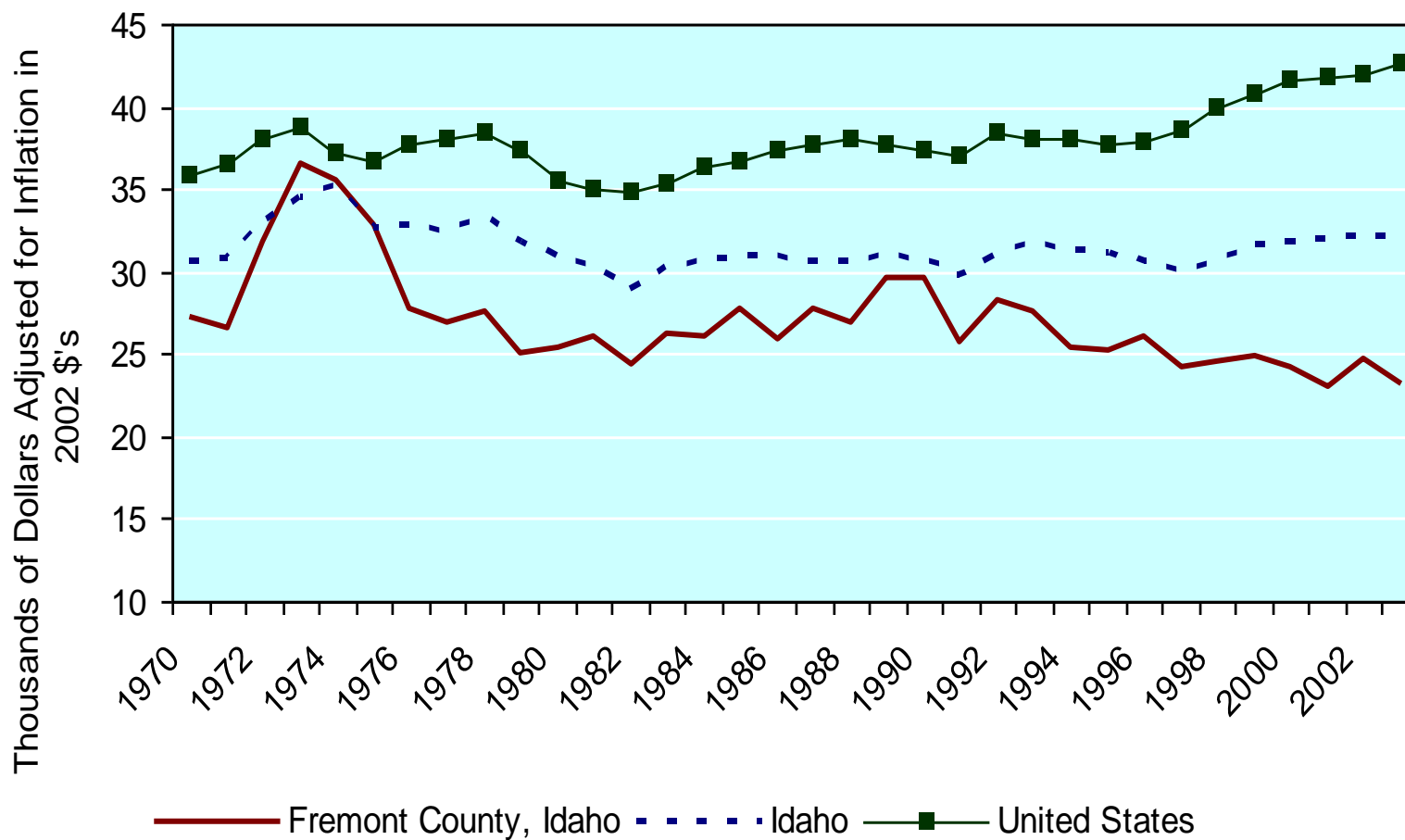


Figure AE

The next three graphs demonstrate that Fremont County residents earn less and have lower incomes than the average Idahoan or American. Figure AE above shows average earnings per job in inflation-adjusted terms over time. Fremont County earnings have been flat in real terms since 1970, but have trended downward over the last decade. By 2003, earnings per job were \$23,212 in Fremont County, but had grown to \$42,553 in the U.S. and \$32,197 in Idaho. The flat to falling real earnings in the county could be due to several things: loss of high-wage jobs over time, the addition of women to the workforce and the lower wages they have historically received, and/or growth in lower-wage sectors of the economy, such as retail trade, or arguably agriculture and call centers. Note that this graph leaves out self-employed proprietors.

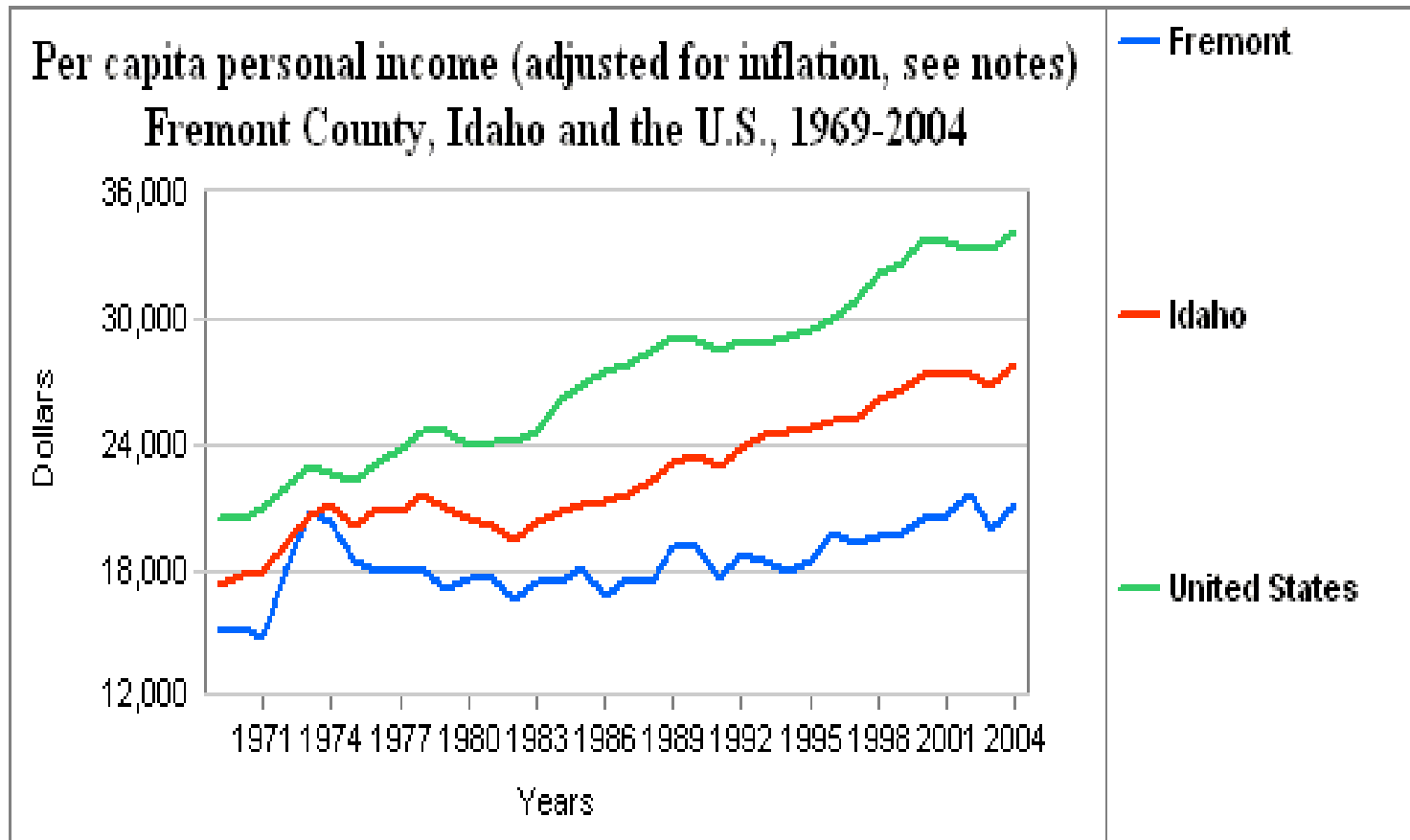


Figure AF

Moving from average earnings to per capita income, we see a more strikingly divergent pattern in Figure AF above. This income concept divides total personal income by the population, so it includes non-labor income sources like retirement income. Still, it shows Fremont County per capita income staying relatively flat while Idaho and U.S. income levels rise faster. Per capita in Fremont County in 2004 was \$21,158, compared to \$27,788 for Idaho. Fremont County's per capita income was only 63% of the national per capita income in 2003! Fremont ranked 39th of Idaho's 44 counties in this measure.

### Key Point #6: Fremont County incomes are quite low.

Median household income may be a better measure, given that the county's households are a bit larger than the national average. Yet Figure AG still shows the same pattern of lower incomes in Fremont County. Although real household income in Fremont County has increased slightly since 1979 to \$38,340, it was higher in 1999 at \$39,184. Household income in Fremont County ranked 18th in Idaho in 2003, so it does compete better by household income than by per capita income. The base year for Figure AG is 2005 dollars.

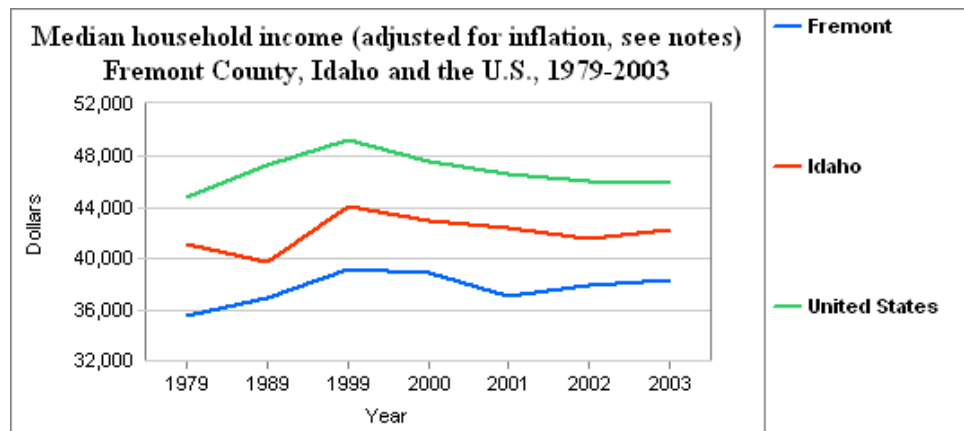


Figure AG

In 2000, median household income was highest in Newdale of Fremont County communities. The City of Island Park had the lowest median household income. It is interesting to note that the income of households in the Island Park Census County Division was \$10,000

higher. Workshop participants thought this was because residents of the Island Park area live in newer and larger homes off the highway, while city residents tend to work in retail businesses along the highway.

How do these income measures play out in terms of poverty? Fremont County has a persistent pattern of poverty higher than the Idaho average, as shown in Figure AH, but the gap appears to be closing. The federal definition of poverty for 2006 is \$19,350 for a family of four.

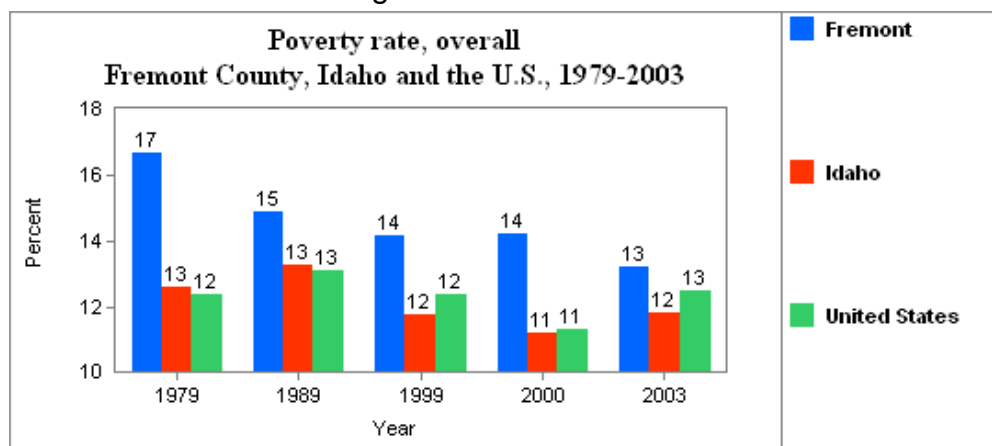
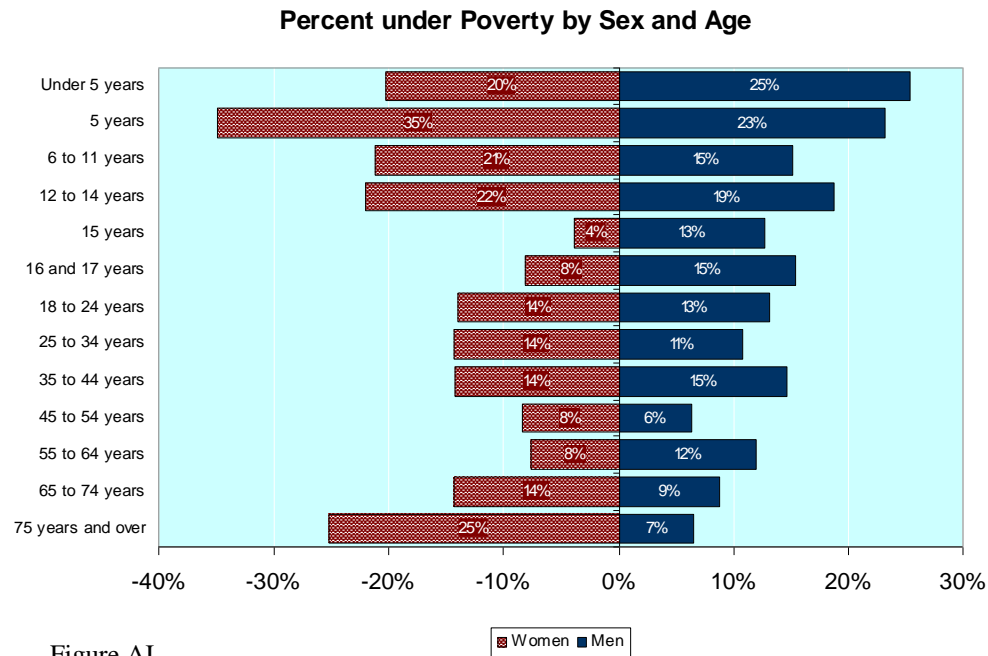


Figure AH





Poverty is a special problem for three groups of people. Figure AI above shows poverty in Fremont County by age and sex cohorts. Note the significantly higher poverty levels for children under 15 years of age. Nineteen percent of households with children under 18 years of age were living in poverty in Fremont County. The second group of concern is elderly women over 75 years old, a whopping 25% of whom live in poverty. This is likely caused by the death of spouses who carry most of the pension and retirement income. Finally, an astounding one-third of Hispanic households are living under poverty levels of income in Fremont County. Workshop participants wondered if this figure was partly due to unreported cash payments for odd jobs in the underground economy. Nevertheless, Hispanic poverty is an issue of special concern.

Finally, it should be noted that poverty in Fremont County is concentrated within the city limits of its communities. In 2000, the county poverty rate was 14%, but in St Anthony and Parker, it was 16%, in Ashton 20%, in Teton 21%, and in Island Park 24%. Clearly poverty is less of an issue for residents of the open countryside.

Figure AJ below shows how education attainment levels have been improving over the years. There has been a strong reduction in the proportion with no high school diploma from 28.5% in 1980 to 19.6% in 2000, but this is still higher than the 15.3% average for the state of Idaho. Similarly, there has been a strong increase in the number of adults with some college,

but not in the proportion of college graduates. Only 12% of adults in Fremont County had a bachelor's degree or higher, compared to the 21.7% state average. Newdale, Ashton, and St. Anthony have especially high rates of adults with less than high school educations.

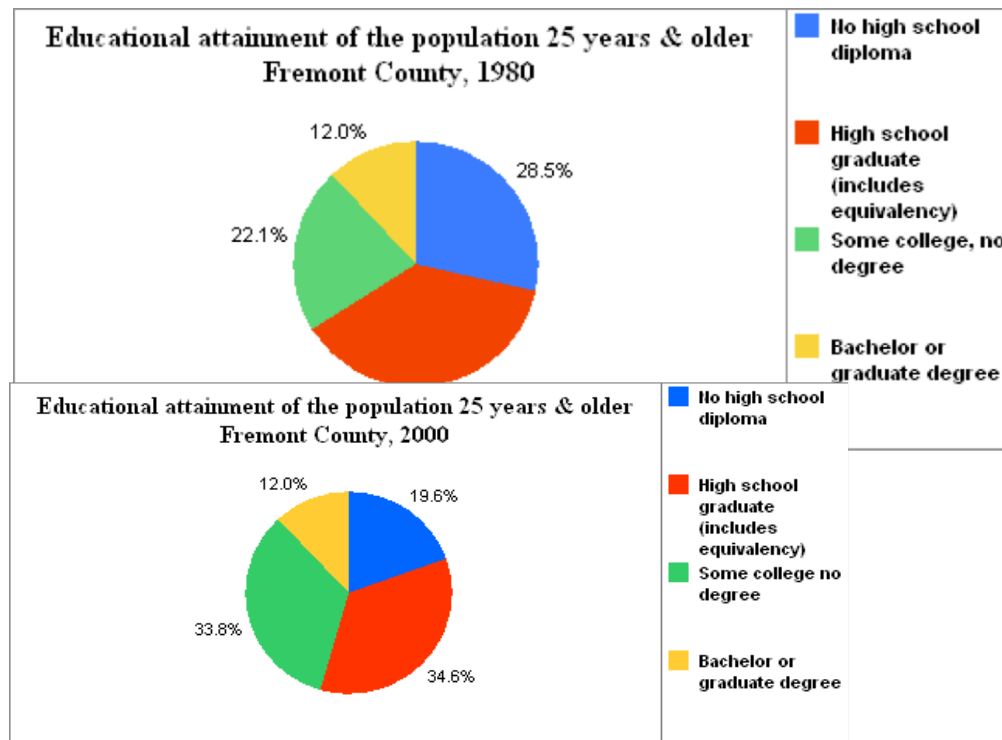


Figure AJ

Additional work to complete the County's Economic Development Plan will be available in March, 2008.

## 2.5 LAND USE –

Fremont County residents enjoy a landscape made memorable by its diversity. Sweeping vistas to the Teton and Centennial Mountains and the thunder of waterfalls are complemented by swans gliding across the quiet lakes of Harriman State Park and the pastoral scenes of the county's farmlands. The active sand dunes to the southwest are balanced by the wooded hills along the Wyoming border, while the courses of the Henrys Fork, Falls River, and other streams may be marked by basalt cliffs or broad bands of cottonwoods. Elevations range from 10,240 feet at Targhee Peak to about 4,820 feet where the Henrys Fork winds across the county line. Climate, vegetation, and land use all vary as a function of elevation, with the snowy winters, pine forests, and resorts of Island Park providing contrast for the longer growing season and extensive croplands of the southern part of the county.

Maintaining the diverse natural attractions of the Fremont County landscape while accommodating both traditional land uses and new development is a challenge that can be met only with a sound understanding of the existing pattern and the natural limitations on human activity which have determined that pattern.

### **LAND OWNERSHIP AND LAND USE**

Agriculture continues as a major land use and economic base and contributes to the pastoral character of the county's landscape, but other uses, like residential subdivisions, can fulfill such a dual role only with careful planning. Two other important features of Fremont County's land use pattern are 1.) the dominance of public lands and 2.) extensive subdivision of private lands in the Island Park area.

Fremont County is a rural county covering an area of 1,895 square miles. This ranks it 16<sup>th</sup> in size out of the 44 Idaho counties. Of the total square miles in Fremont County there are:

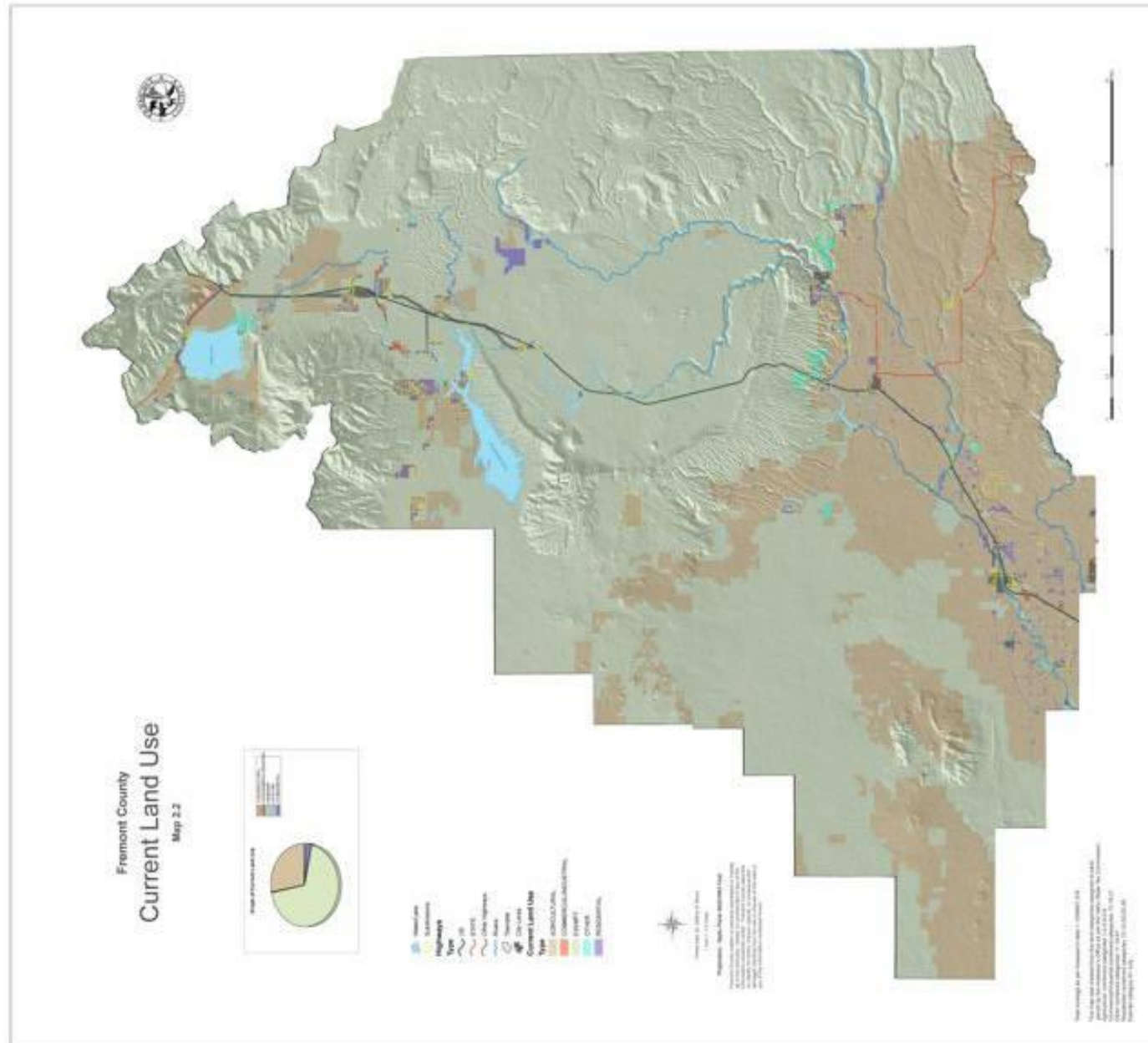
- 600 square miles of agricultural land
- 935 square miles of National Forest System land
- 496 square miles managed by the Bureau of Land Management (BLM) (some of which is included in the agricultural land mentioned above in this list)

Within Fremont County borders, there are also 58 square miles of Yellowstone National Park. The combination of large amounts of public land, numerous part-time residents and fertile farm ground create unique demands in Fremont County.

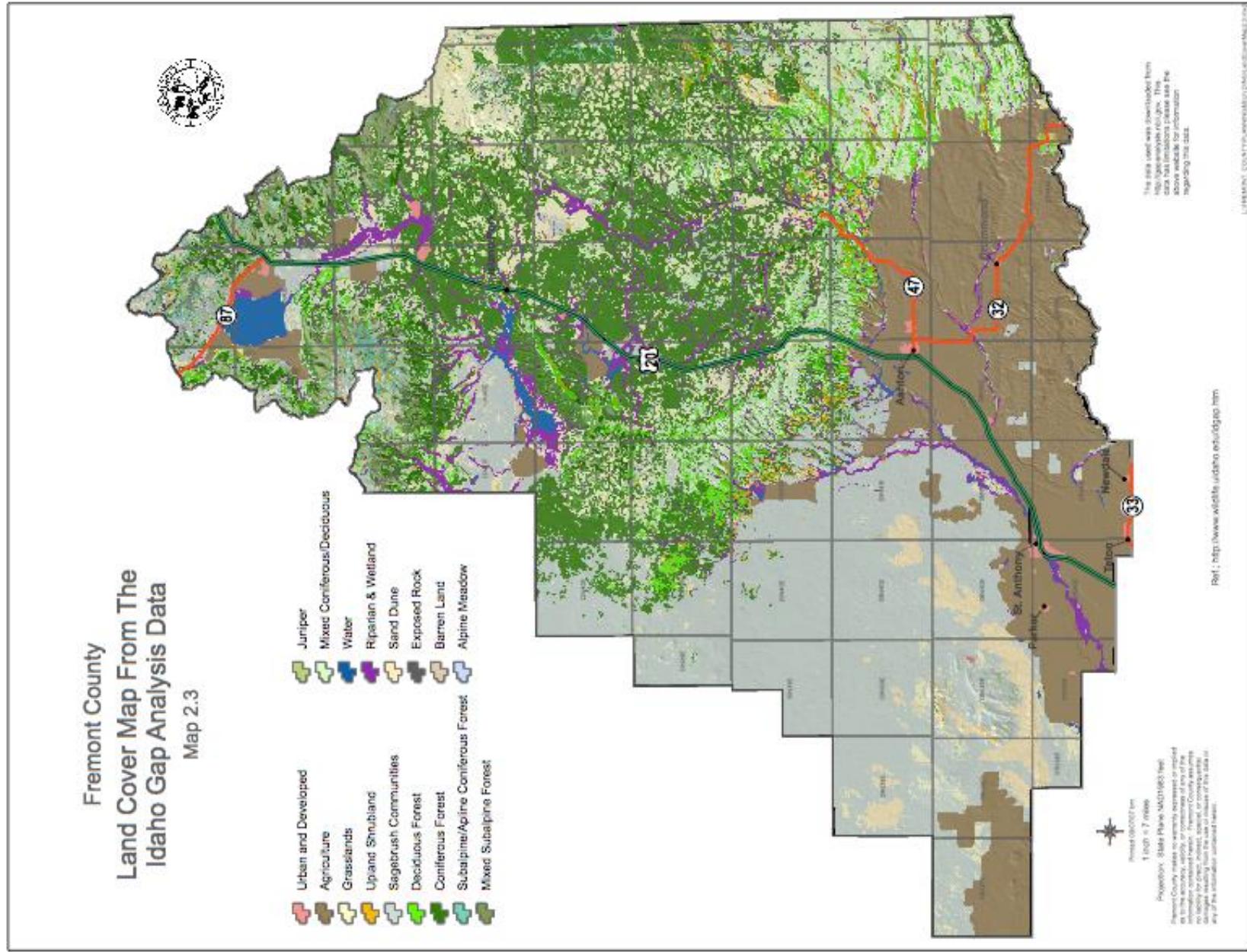
**Table 2.7. Land Ownership in Acres—Fremont County (2000)**

Type of Land Ownership	Acres	Percent of total
<b>Total</b>	1,194,752	100 %
<b>Federal</b>	708,023	59.3%
Bureau of Land Management	141,969	11.9%
U.S. Bureau of Reclamation	8,700	0.7%
National Forest	525,866	44.0%
National Park Service	31,488	2.6%
<b>State</b>	115,827	9.7%
Endowment	85,659	7.2%
Fish and Game	18,342	1.5%
Parks and Recreation	11,826	1.0%
<b>Private</b>	370,316	30.1%
<b>County</b>	486	.04%
<b>Municipal</b>	100	.008%

Source: Fremont County Transportation Plan, 2006







## Percentages of Total Land Ownership

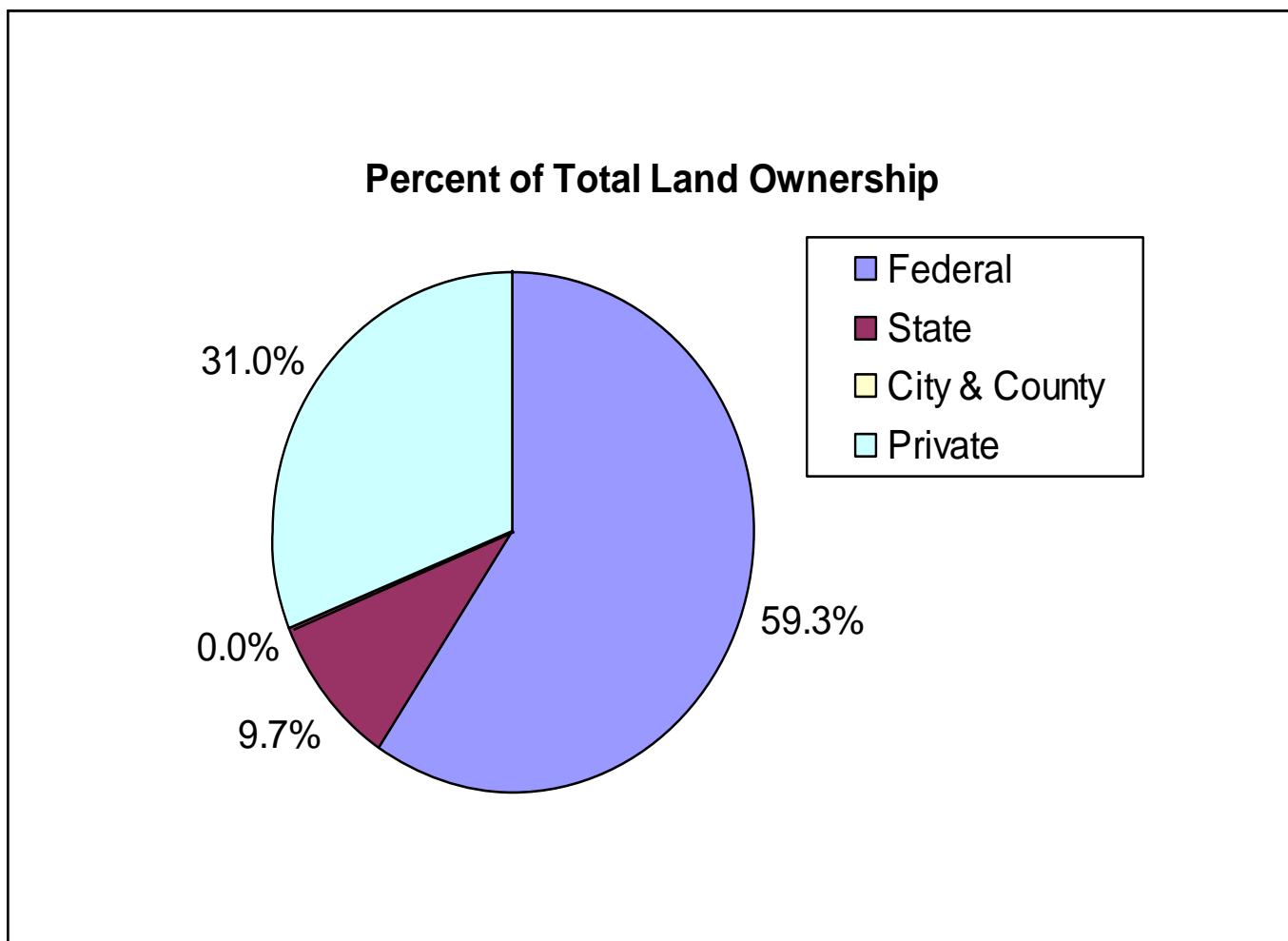


Figure AK

Source: Fremont County Transportation Plan, 2006

A current land use map (Map 2.2) has been prepared based on tax assessor's categories, including agricultural, residential, commercial and industrial, and other land, which includes lands categorized for tax purposes as recreational, "waste," or "other." Exempt lands include lands managed by federal, state, and local governments. Agricultural lands include irrigated and non-irrigated lands used for grazing and crop production as well as meadows and forested lands. Tax assessor's categories provide the most current information on the uses of property in the County, however the map does have some constraints, for instance subdivided property is not assessed as residential land until improvements are made to the property. For this reason the current land use shows some land that has been platted for residential development categorized currently as agricultural land. Percentages for exempt land are consistent with other estimates with 69% of total land under either state or federal agency jurisdiction. The remaining land is largely taxed as agricultural land making up nearly 29% of the total. 1.6 percent of total land is currently taxed as residential land and lands taxed as commercial and industrial as well as "other" lands each make up less than one percent of land in the county.

### **Impacts of Public Ownership**

Extensive public land ownership has mixed impacts on Fremont County. The public lands offer numerous outdoor recreation opportunities for county residents, and developed recreational facilities that need not be maintained at local expense, although the County does contribute to the provision of certain boating facilities and maintains a system of snowmobile trails on national forest lands. The Targhee National Forest is among the largest local employers, and public lands also contribute to the operation of county government through the payment-in-lieu-of-taxes (PILT) program and the sharing of revenues from timber sales and other commercial activities conducted on public lands. BLM disburses PILT monies to counties for all federal lands. These payments amounted to \$679,200 to Fremont County in 2006 and \$ 677,688 in 2007. National Association of Counties (NACo) tracks these federal payments to counties which have tended to increase annually since 2003 and amounted to over \$16 million in revenues for all counties in Idaho in 2006 and 2007. On the other hand, the fact that the federal agencies must balance local interests in the public lands with the concerns of regional and national constituencies sometimes results in serious disagreement about the appropriate use of those lands. Examples might include balancing timber harvests, recreational uses, fire reduction, and public access with such broader concerns as the protection of wildlife habitat.

### **Local Jurisdiction Over Public Lands**

Fremont County has no jurisdiction over the use of the federal lands, but federal land managers are directed to coordinate their plans with those of local governments. The Federal Land Policy and Management Act of 1976, under which the BLM operates, states:



(9) to the extent consistent with the laws governing the administration of the public lands, coordinate the land use inventory, planning, and management activities of or for such land with the land use planning and management programs of other federal departments agencies and of the states and local governments within which the lands are located . . . Land use plans of the Secretary [refers to Secretary of the Interior] under this section shall be consistent with state and local plans to the maximum extent he finds consistent with Federal law and the purposes of this Act.

Similar guidance for the Forest Service appears in the Forest and Rangeland Renewable Planning Act of 1974. Idaho's Local Land Use Planning Act does give Fremont County planning jurisdiction over state lands (see I.C. 67-6528.).

## **Public Lands Planning**

Some 69% of the Fremont County landscape lies in the public domain, and is managed by the Targhee National Forest, the BLM, and other federal or state agencies. Given this predominance of public lands, the development of additional recreational facilities, timber sales, land trades, and other federal actions can have major impacts on the local quality of life. The County has no direct jurisdiction over the use of federal lands, but does have a statutorily-provided opportunity to influence their administration through participation in the planning processes of the management agencies.

Both the US Forest Service (USFS) and the Bureau of Land Management (BLM) have adopted plans for their lands in Fremont County. The Forest Service lands in Fremont County fall within the Caribou - Targhee National Forest and there are local management offices in Ashton and Island Park. Lands in Fremont County managed by the BLM fall within the Upper Snake River Field Office.

A full summary of the USFS *1997 Revised Forest Plan* for Targhee National Forest is beyond the scope of this document. The forest plan provides detailed direction for the management of forest resources, including recreation, visual resources, wildlife, range, timber, minerals, soil and water conditions. The plan's proposed actions for achieving the desired future condition are organized by forest-wide standards and guidelines, and secondarily, forest subsections, three of which are at least partially in Fremont County, specifically the Centennial Mountain subsection, Island Park subsection, and Madison Pitchstone Plateaus subsection. The forest is further divided into management prescriptions. Management prescriptions designated in Fremont County include: recommended wilderness (there are no designated wilderness areas shown in Fremont County), non motorized, semi-primitive motorized, research natural areas, elk summer range, visual quality maintenance and improvement areas, eligible wild river, eligible recreation river, and eligible scenic river, some developed recreation and camping sites, and large sections of grizzly bear habitat and timber management with various restrictions.

The *Medicine Lodge Resource Management Plan and Final Environmental Impact Statement* sets a general management direction for Fremont County lands administered by the BLM. More specific direction for the management of federal lands along the Henrys Fork below St. Anthony is provided by the BLMs *SNAKE RIVER ACTIVITY / OPERATIONS PLAN* currently under

revision, and the agency intends to prepare a specific management plan for the St. Anthony Sand Dunes Special Recreation Management Area.

Other public lands plans that could have some affect on Fremont County include the US Bureau of Reclamation's *Teton River Canyon Resource Management Plan* (October 2006), the various planning documents prepared for Yellowstone National Park, and the Idaho Fish and Game Department's plan for the Sand Creek Wildlife Management Area. Currently, there is no comprehensive planning document for other lands in state jurisdiction, but the Idaho Department of Lands has platted one moderately large (136 lots) subdivision on its holdings in the Mack's Inn area. The lots in that subdivision have not been sold, but there is a potential for similar state actions on several other parcels in the Island Park area.

The Idaho Department of Lands (IDL) manages state endowment lands. These lands are held in trust for beneficiary institutions like the public schools. Endowment lands are "working lands" and should not be confused with the traditional concept of "public lands." IDL is under a constitutional mandate to maximize long-term financial returns from these lands for the beneficiaries. Chris Morris, Senior Lands Resource Manager of IDL, stated that he was not aware of any significant exchange or sales of state lands since the 1992 Comprehensive planning effort, and that there were no high priority lands identified for disposal in Fremont County at this time.

### **Subdivision Inventory**

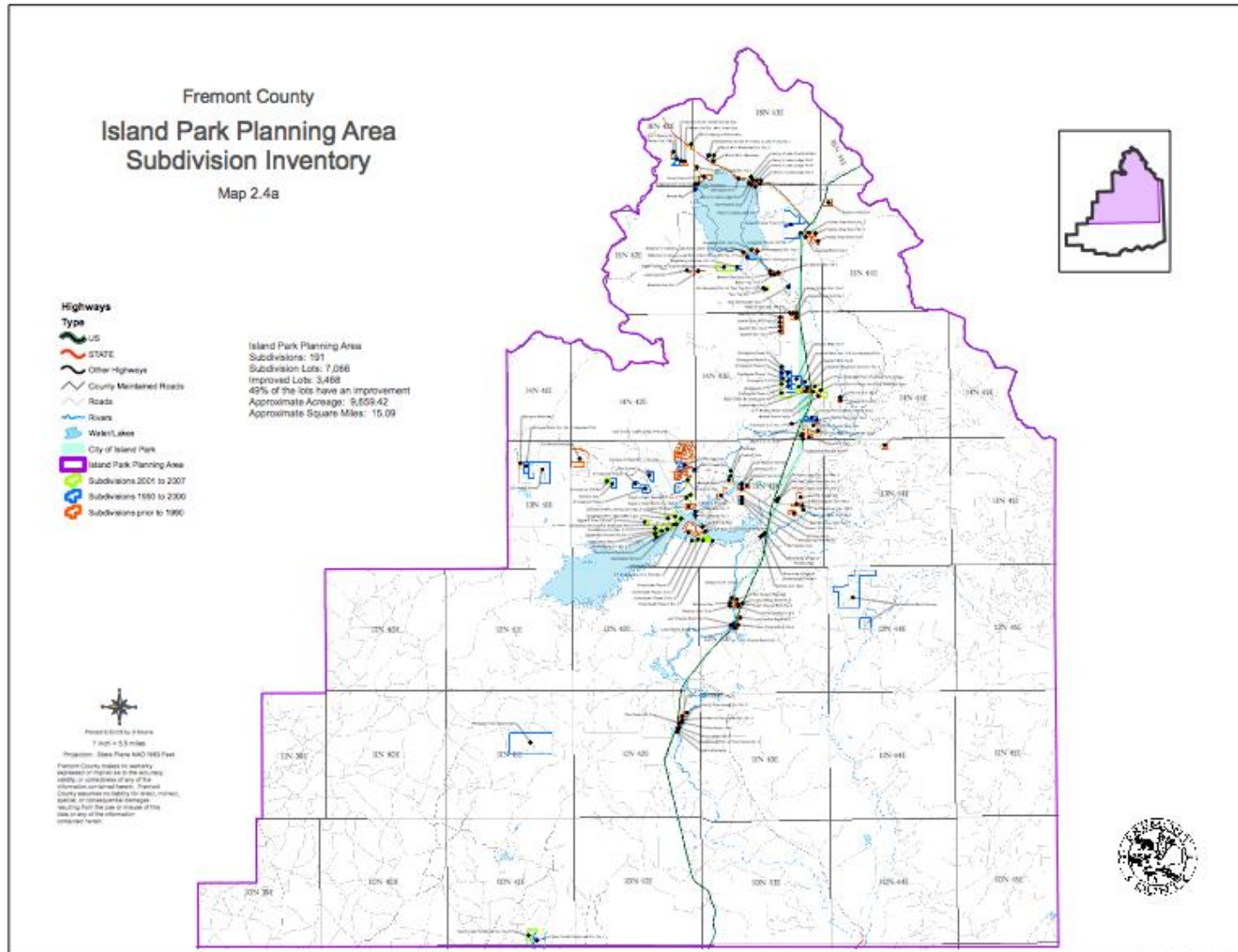
A subdivision inventory completed by the County's GIS department in early 2008 found that there were 263 platted subdivisions including multiple phases, replats, and amended plats, with a total of 8,464 platted lots (including common and open space lots and designated well and boat access areas, etc.). These figures also contain lots in subdivisions within the City of Island Park, as some subdivisions have lots that are in both the city and county and even lots divided by the city/county border. These subdivisions and lots are shown on subdivision inventory maps 2.4.a–c by planning area. The Island Park planning area contains approximately 83 % of the total subdivision lots in the county with the North Fremont and South Fremont planning areas containing the remaining 10% and 7% respectively.

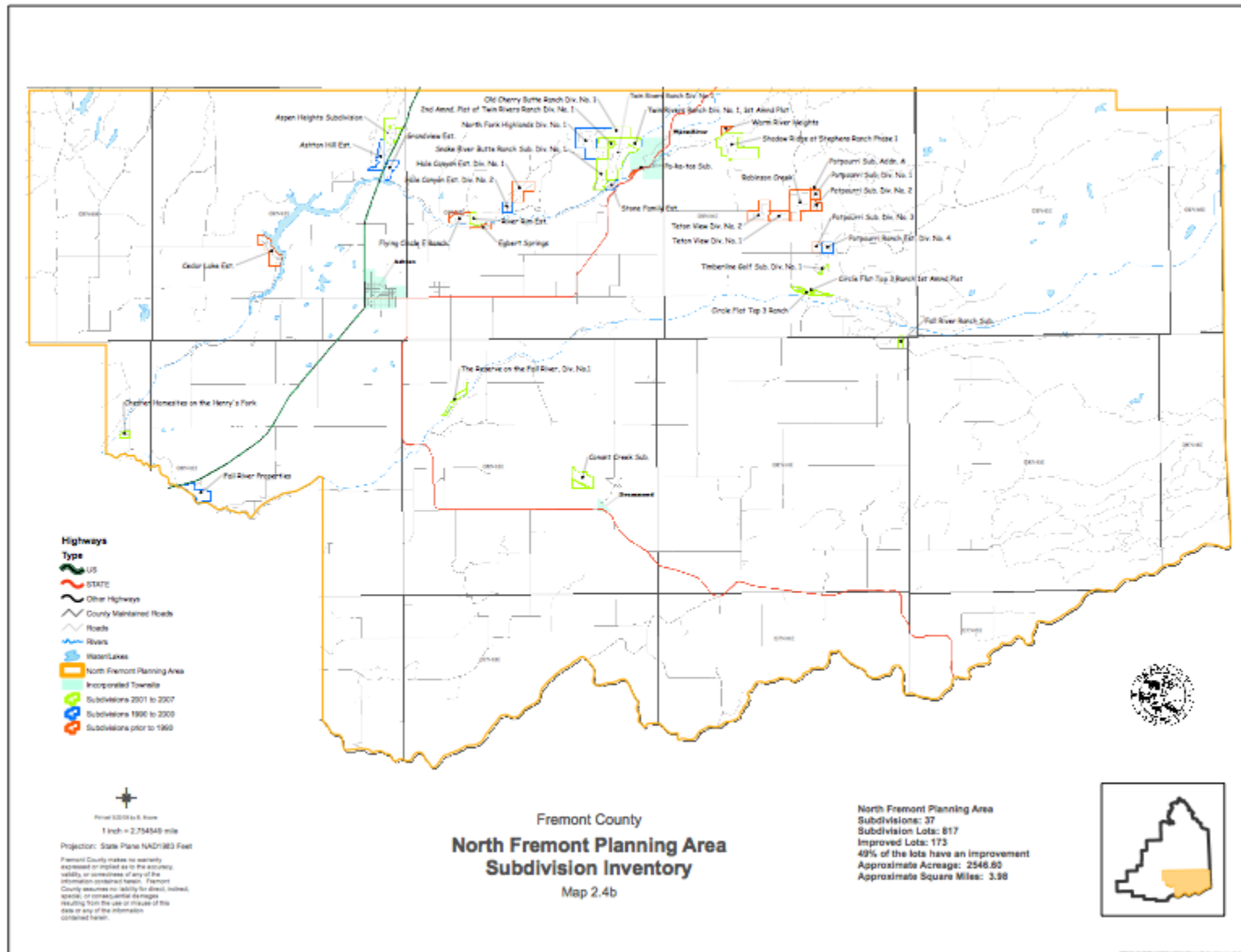
These subdivided lands occupy approximately 13,897 acres or 21.71 square miles. About 44% of the lots in Fremont County are occupied by some taxable improvement, though not necessarily a home or cabin. In the Island Park Planning area about 2,054 of the 7,066 total lots are within the service area of one of the county operated sewer systems, and about 44% of these lots are developed.

### **FORESTRY**

Most of the forested land in the county is under the jurisdiction of the US Forest Service, Caribou – Targhee National Forest, although there are some private forested lands that border National Forest System (NFS) lands. Interviews with local loggers

involved in the timber harvest industry suggest that much of the harvestable timber on private lands in the county has already been harvested. The Forest Service has different prescribed practices for timber harvest in different sections of the forest as outlined in their *1997 Revised Forest Plan*. Extracting timber resources from NFS lands has become increasingly difficult due to regulations and lawsuits.

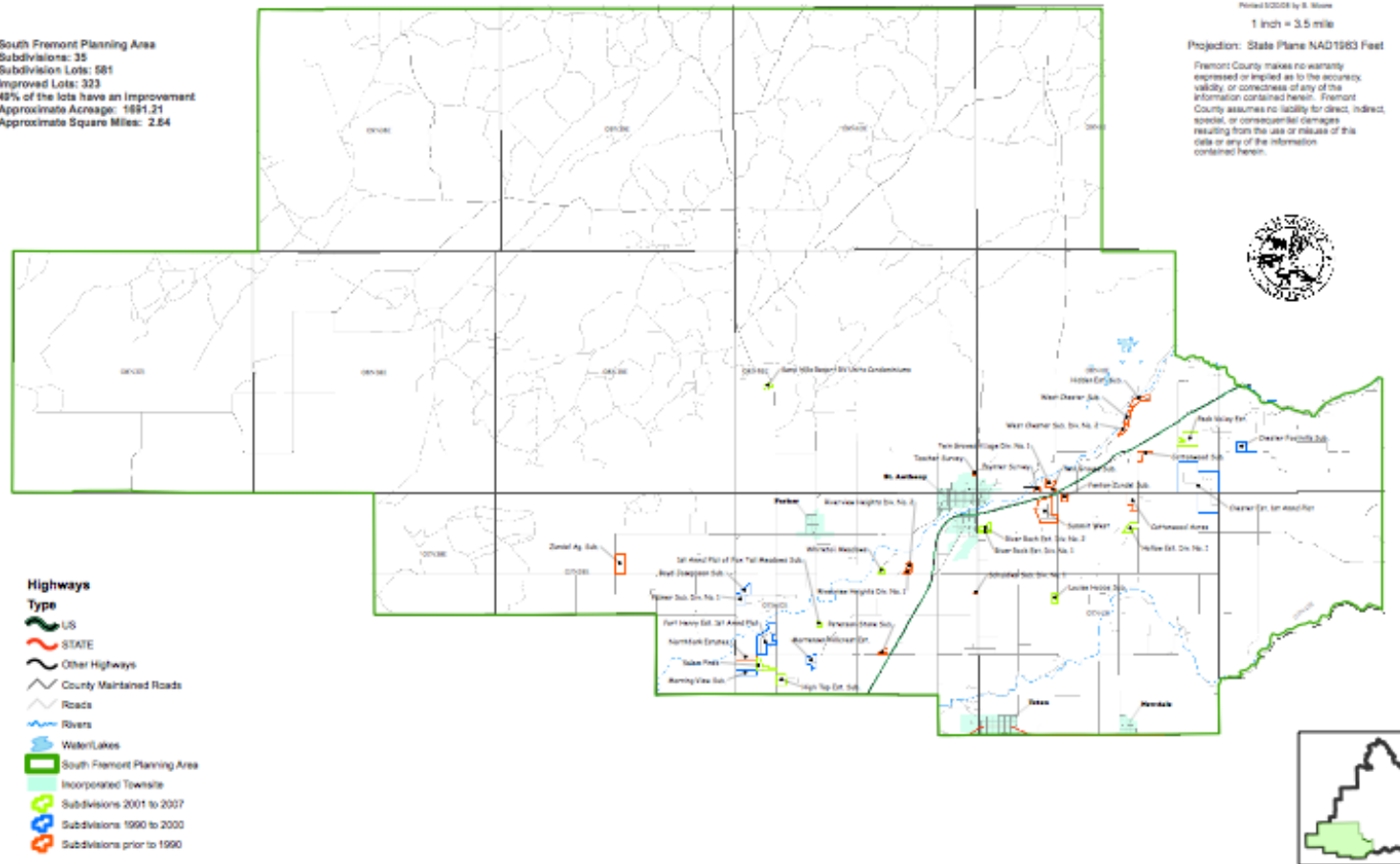




Fremont County  
South Fremont Planning Area  
Subdivision Inventory  
Map 2.4c

South Fremont Planning Area  
Subdivisions: 35  
Subdivision Lots: 581  
Improved Lots: 323  
49% of the lots have an improvement  
Approximate Acreage: 1891.21  
Approximate Square Miles: 2.64

North Arrow  
Printed 12/2008 by S. Moore  
1 inch = 3.5 miles  
Projection: State Plane NAD1983 Feet  
Fremont County makes no warranty  
expressed or implied as to the accuracy,  
validity, or correctness of any of the  
information contained herein. Fremont  
County assumes no liability for direct, indirect,  
special, or consequential damages  
resulting from the use or misuse of this  
data or any of the information  
contained herein.



The St. Anthony Stud Mill, which historically processed these resources, phased out production and finally closed in January of 1993 with a loss of jobs to 78 employees. Lumber milling in the county has declined to only about 5% of the historical outputs from the Stud Mill by one estimate.

## **AGRICULTURE**

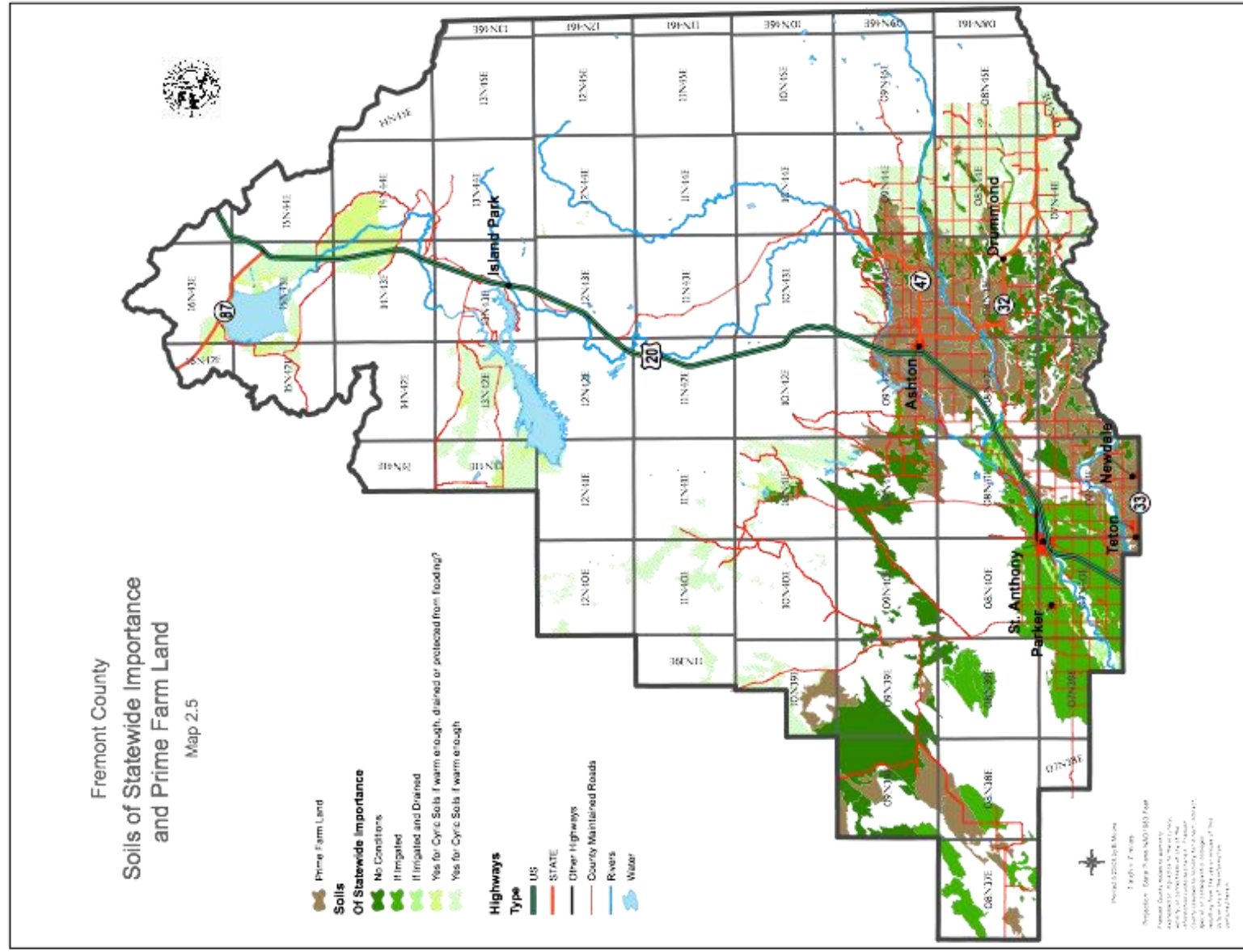
Prior to adoption of the 1992 Comprehensive Plan, Fremont County prepared several studies including the *Land Evaluation Site Assessment System* ((LESA January 1992, Nellis et al.) to help develop policies. LESA has provided a systematic means of evaluating cropland quality based on assigned soil productivity and has provided a tool for policies discouraging conversion of croplands to other uses. The LESA analysis is a two part process that first considers soil suitability through the use of a productivity index in which soils in the county are assigned scores that rate their potential productivity. Under the LESA system and previous versions of the development code the base density for residential development on productive croplands has been limited to one unit per forty acres. If the site is found to be “productive cropland,” due to the average soils productivity, a site assessment is done to see whether characteristics of the site might exclude the property from the designation of productive cropland. Some landowners voiced concerns related to the LESA system during public input hearings held by the county in the comprehensive planning process.

Agricultural land use remains a major land use in Fremont County. Data from the Current Land Use map prepared for this plan estimates that 343,690 acres or 92 % of private land in the county is assessed in some type of agricultural category (Assessors categories 1-5). Soil suitability for agricultural crop production is rated by the US Department of Agriculture in their designation of “prime farmland.” State agencies may also categorize additional soil types as “unique soils” or “soils of statewide importance.” The location of these soils in Fremont County is shown on Map 2.5. No soils in the county have been designated as unique soils.

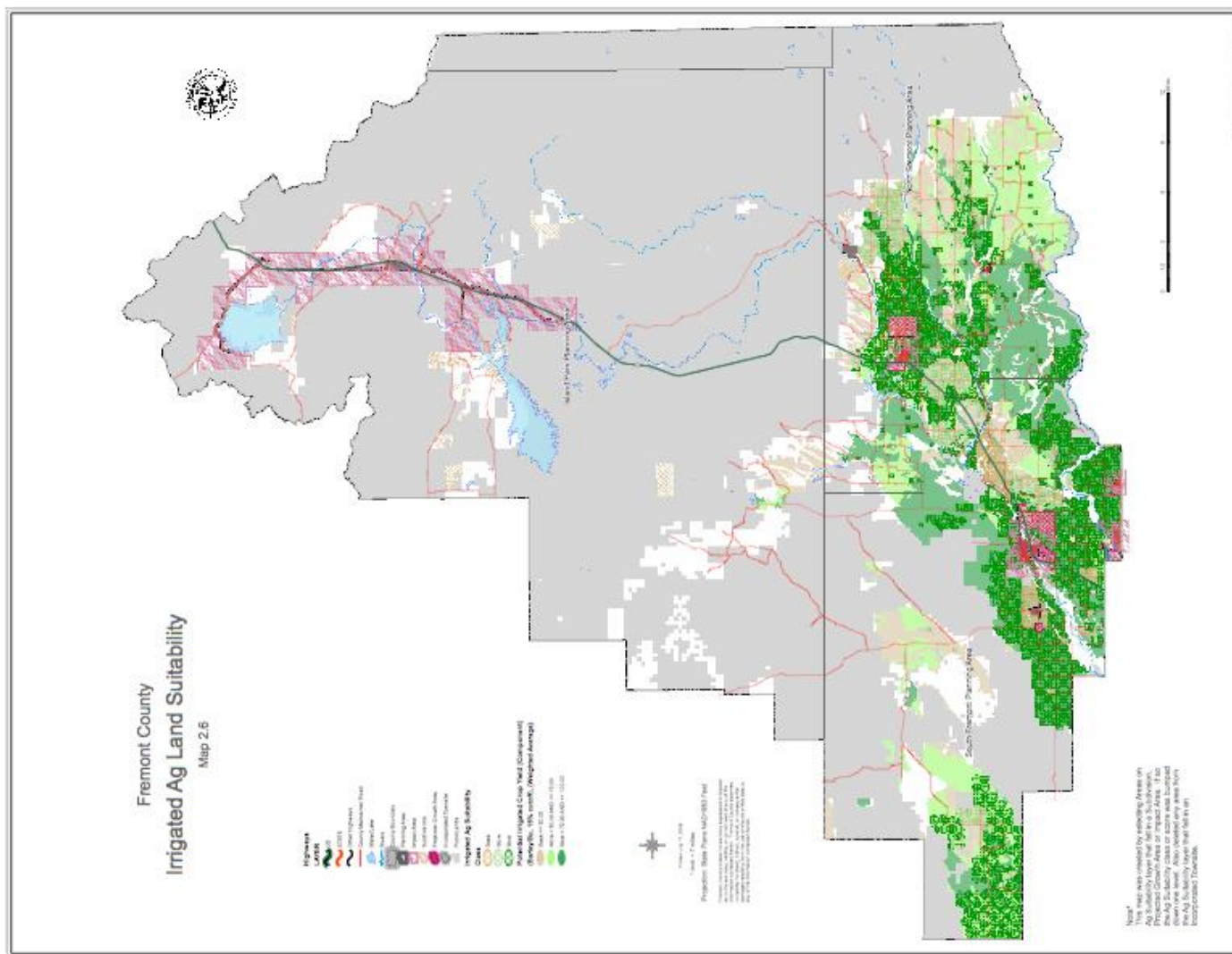
## **RANGELAND**

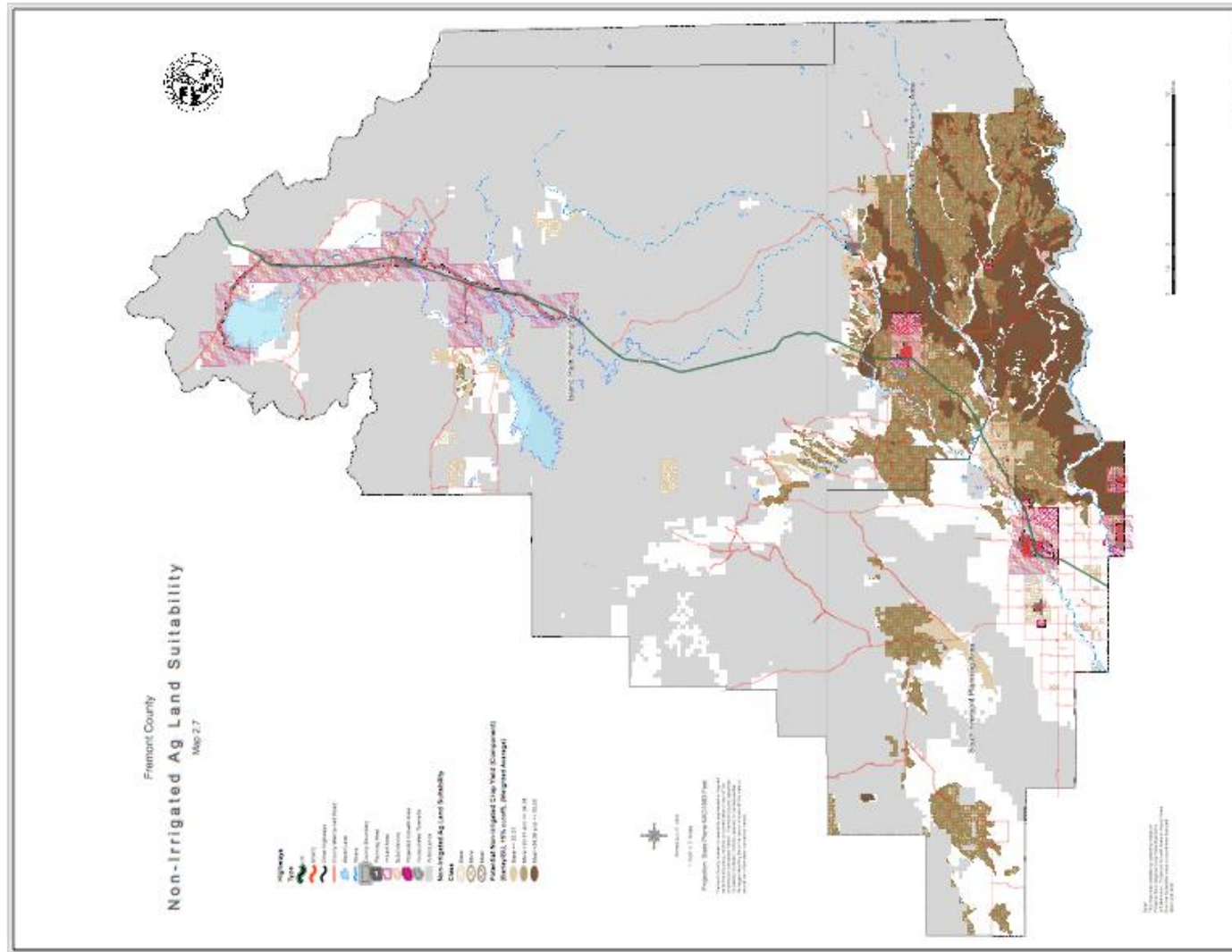
Glen Gunther of the Upper Snake BLM office explained that most of the land BLM manages in Fremont County is available for grazing. Around 114,000 acres or roughly 80 % of total BLM acreage (141,969 acres) in the county is authorized for grazing. This is equivalent to 21,000 Animal Unit Months (AUMs), a measure of the amount of forage needed by an “animal unit” grazing for one month. Josh Rydalch, manager of the Idaho Fish and Game Sandcreek Wildlife Management Area explained that BLM lands that connect portions of the WMA have been restricted by the BLM from grazing to facilitate wildlife migration.

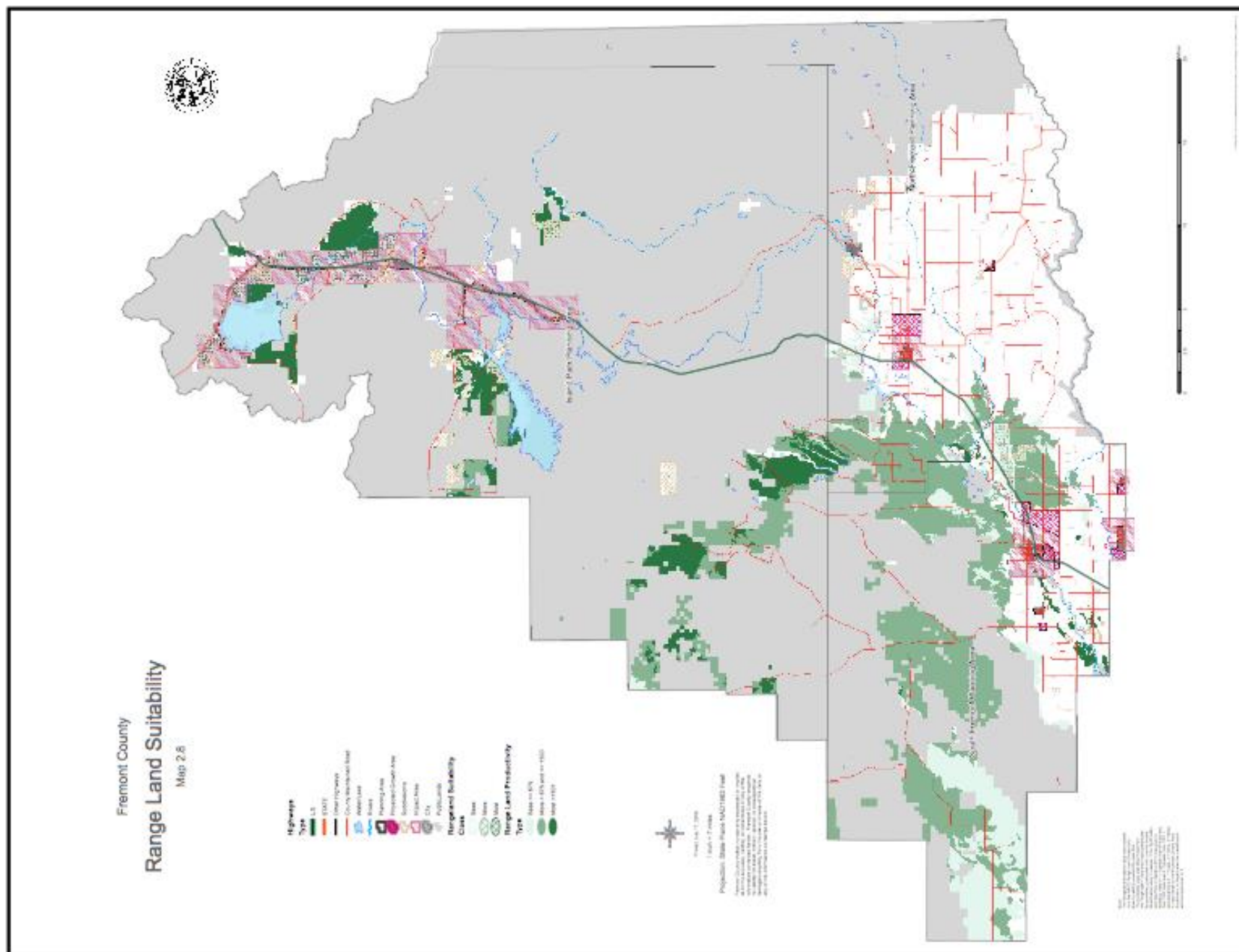
Additionally, about 156,240 acres of private land are taxed as grazing lands (Assessor's tax categories 4 and 5) in Fremont County. The USDA National Agricultural Statistics Service which tracks agricultural information including livestock production has information available for cattle, both dairy cattle and beef cattle, and sheep in the county beginning in 1979 with no data available for 1981-85. This data shows that there has been a decline in cattle production in the county with a high of 27,000 head in 1979 down to 12,700 head in 2007. Sheep production has also fluctuated from a high in 1980 of 25,500 head and a low of 11,000 in 1987 and 14,600 head reported for 2006.([http://www.nass.usda.gov/QuickStats/PullData\\_US\\_CNTY.jsp](http://www.nass.usda.gov/QuickStats/PullData_US_CNTY.jsp))











## **MINERAL SAND GEOTHERMAL RESOURCES**

A review of the USGS Mineral Resources Data System (MRDS) maps shows limited resources for metals in Fremont County, but a wide distribution of sand and gravel resources. Mineral extraction in the county includes an iron prospect north of Henrys Lake. Other non-metal mineral resources indicated by these maps include talc and soapstone north of Henrys Lake, semiprecious gemstones south and east of Henrys Lake, and limestone, pumice, crushed and broken stone, and dimensional stone in the Island Park Planning area. The South Fremont Planning area resources shown are exclusively sand and gravel. The North Fremont planning area is also limited to sand and gravel on these maps. MRDS maps indicate geothermal resources in the Big Springs area of Island Park, Lily Pad Lake on the southwestern border of Yellowstone National Park, Warm Springs near Ashton, and near the City of Newdale. Another source for geothermal data, a map produced by Patrick Laney and Julie Brizee at the Idaho National Engineering and Environmental Laboratory, identifies one additional site in the area of Harriman State Park which has a geothermal well with water temperatures greater than 20 degrees Celsius. Their map indicates that most of the county except for the southwestern corner, have known or potential geothermal resources. <http://geothermal.id.doe.gov/maps/id.pdf>

## **PRESERVATION OF CRITICAL AREAS**

The 2002 version of the Fremont County Comprehensive plan included policy language to “Maintain the natural assets” in the county’s three planning areas. This included, in some cases, encouraging development away from naturally hazardous areas and “critical areas.” The Planning and Zoning Commission determined to maintain these policies and felt it would be important to define what critical areas are. In this plan “critical areas” include but are not limited to wetlands, stream and lakeshore corridors, steep slopes, wildlife habitat and corridors, and visually sensitive areas (See Policies 8-12). For more information on hazards see Section 2.6 of this document.

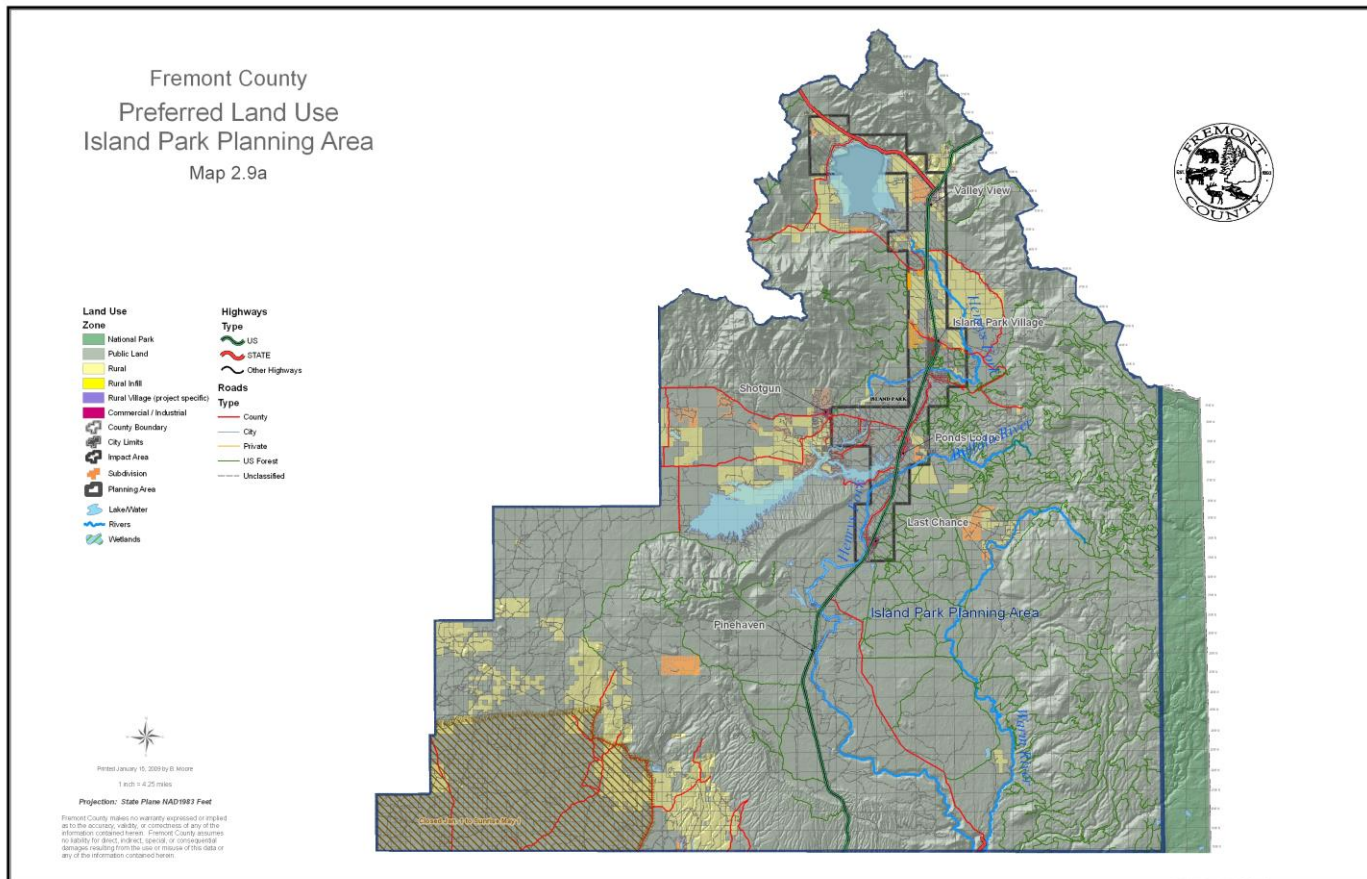
## **RECREATIONAL LANDS**

As described above, over 59 % of lands in Fremont County are public lands managed by the B.L.M. or U.S. Forest Service. Much of these lands including Mesa Falls and sections of the Caribou-Targhee National Forest and the St. Anthony Sand Dunes, are managed for and include facilities for various types of public recreation. The Idaho State Parks and Recreation Department manages the Harriman and Henrys Lake State Parks and Idaho Fish and Game manages the Sand Creek Wildlife Management Area for a variety of recreational uses. Regionally Fremont County sits within an area termed the Greater Yellowstone Ecosystem and is connected to a web of recreational areas on its borders. Section 2.9 of this plan includes more information on recreational facilities and programs in Fremont County.

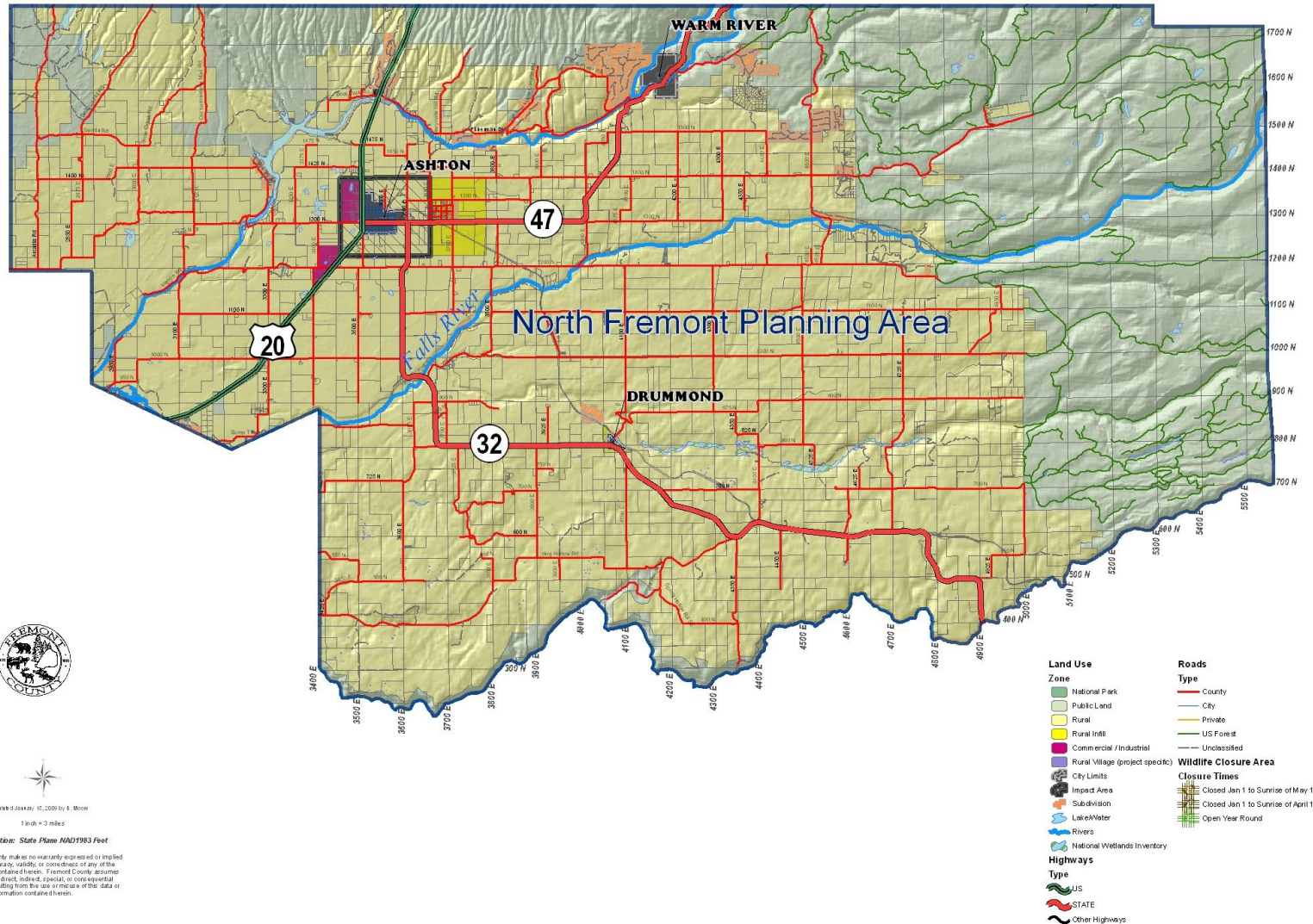


## HOUSING

Residential development has traditionally been centered in and around the incorporated cities and unincorporated townsites within the county. Although much of the private land in the county may be suitable for development, centering development near previously developed areas makes provision of services and utilities to residential development more efficient. The balance of population has recently shifted with greater than half of the county's residents living outside of the cities of the county according to census data estimates. Additional information on housing availability is located in Section 2.12. Housing and Housing Assistance Programs.

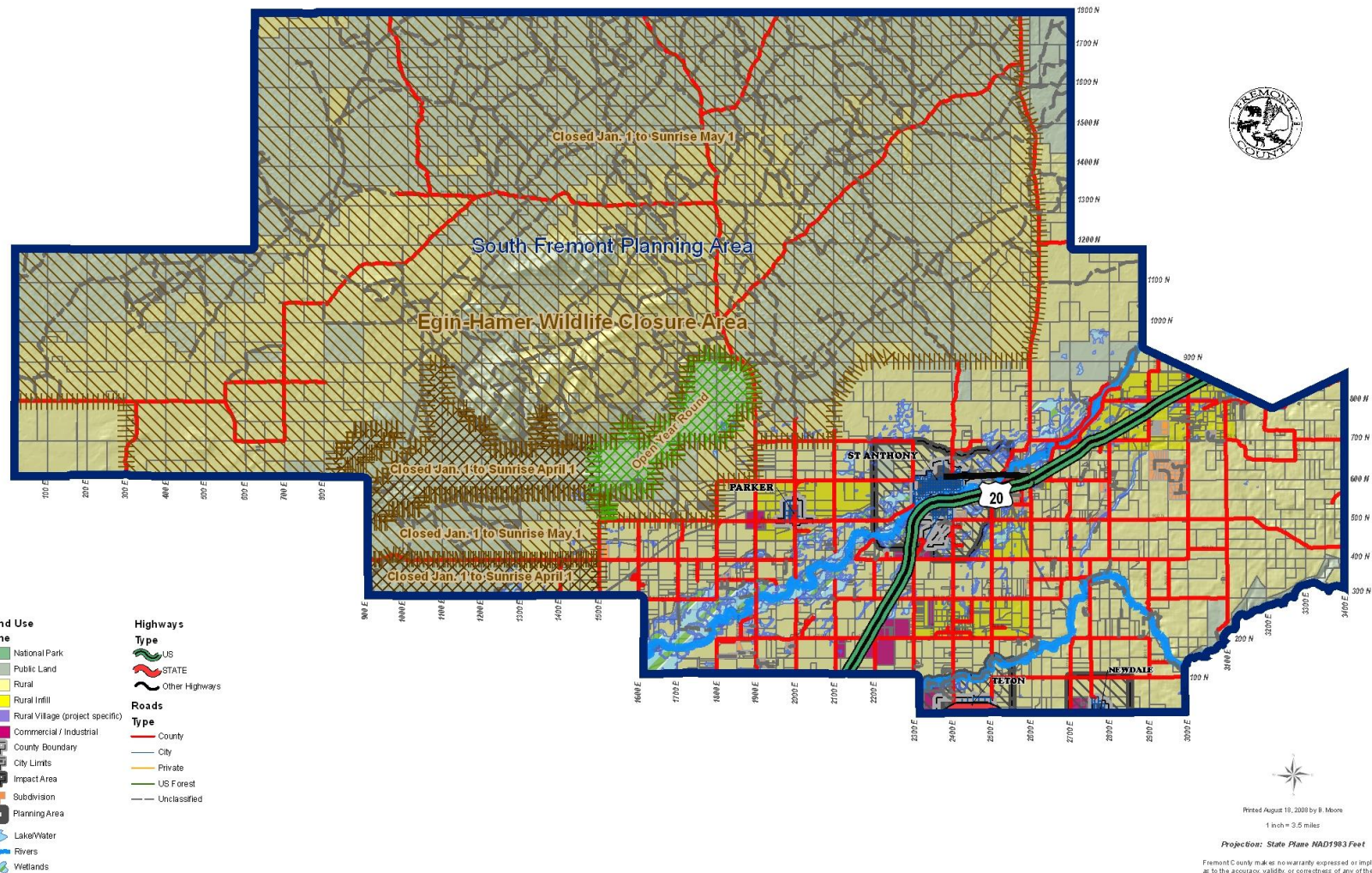


Fremont County  
Preferred Land Use  
North Fremont Planning Area  
Map 2.9b





**Fremont County**  
**Preferred Land Use Map**  
**South Fremont Planning Area**  
 Map 2.9c



## **COMMERCIAL, INDUSTRIAL, AND PUBLIC BUILDINGS**

The majority of public buildings as well as commercial and industrial buildings in the county are located within incorporated cities. Many of the cities in the county offer services such as sewer and water connections and are therefore desirable locations for these uses. The Current Land Use Map shows the location of commercial and industrial operations within the county. Previous versions of the Fremont County Development Code have generally limited commercial development within the Island Park Planning Area to designated “commercial areas,” and additional regulation protecting visually resources within the Island Park Planning Area by prohibiting commercial and industrial uses from areas designated as “visually sensitive.” These regulations were not applied in the South and North Fremont Planning Areas.

## **PREFERRED LAND USE MAP**

A preferred land use map (maps 2.9. a-c) has been prepared as a component of the comprehensive plan. This map is required by Idaho Code 67-6508 (e) which states “A map shall be prepared indicating suitable projected land uses for the jurisdiction.” The process of developing the map is discussed in section 2.16 of this plan. Preferred land use designations used on the Preferred Land Use Map include the following:

1. Rural: Land areas that may include recreation land, conservation and natural preservation lands, agricultural lands, lands with low to very low residential density, very limited commercial and rural villages.
2. Rural Infill: Land areas including existing development clusters with potential for future access to public infrastructure. Areas may include recreation lands, conservation and natural preservation lands, agricultural lands, lands with low to medium residential densities and limited commercial.
3. Commercial, Industrial: Land areas with excellent access to transportation and other required public facilities needed to support proposed commercial/industrial uses and may include historically approved commercial sites and developments. Designation may also include recreation lands, conservation and natural preservation lands, agricultural lands, and lands with buffered low to medium residential densities.

Additional “Land Use Designations” on the Comprehensive Plan Preferred Land Use Map are: Yellowstone Park, Public Lands, and Waterways/Wetlands. These have been omitted as they are usually not subject to development.



## 2.6 NATURAL RESOURCES –

### SURFACE WATER

The 1992 *Comprehensive State Water Plan – Henry's Fork Basin*, developed by the Idaho Water Resource Board describes and evaluates water resources and related economic, cultural, and natural resources of the Henrys Fork Basin. The Basin covers most of the surface water resources in Fremont County, adjacent Teton and Madison Counties, and smaller portions of Clark and Jefferson Counties. The Fall River and Teton River drainage basins are also included in the Henrys Fork Basin. Basin water plans have not been prepared for portions of the county not covered by the Henrys Fork plan. Goals and recommendations are found in the plan to improve, develop, and conserve water resources of the Basin.

The State Water Plan describes a water budget and estimates that the average amount of water entering the Henrys Fork Basin annually through precipitation is approximately 4.1 million acre-feet. The amount of surface water that leaves the basin as annual flow is 1.4 million acre feet, and an additional 700,000 acre feet leave the basin as ground water flows. 500,000 acre feet of surface water and 200,000 acre feet of groundwater are used consumptively in the basin. The remaining 1.3 million acre feet are consumed through natural evapotranspiration. The plan points out that there is “great annual variability of the water supply” resulting in problems for water users.

**Table 2-8. Water Budget – Henrys Fork Basin (1992)**

Drainage Area	3,220 square miles	
Average Precipitation	24.1 inches	4,139,000 ac-ft
Average River Output	2,100 cfs	1,407,000 ac-ft
Surface Diversions:		
Madison and Fremont Co. – Watermaster Records		1,100,000 ac-ft
Irrigation consumption	300,000 ac-ft	
Return Flow	100,000 ac-ft	(100,000 ac-ft)
Ground Water Recharge	700,000 ac-ft	
Other Madison and Fremont Co. Consumption		100,000 ac-ft
Teton County Consumption		100,000 ac-ft
Ground-water Consumption (all counties)		200,000 ac-ft
Natural and Dry Farm Evapotranspiration plus Ground-water Recharge		1,300,000 ac-ft

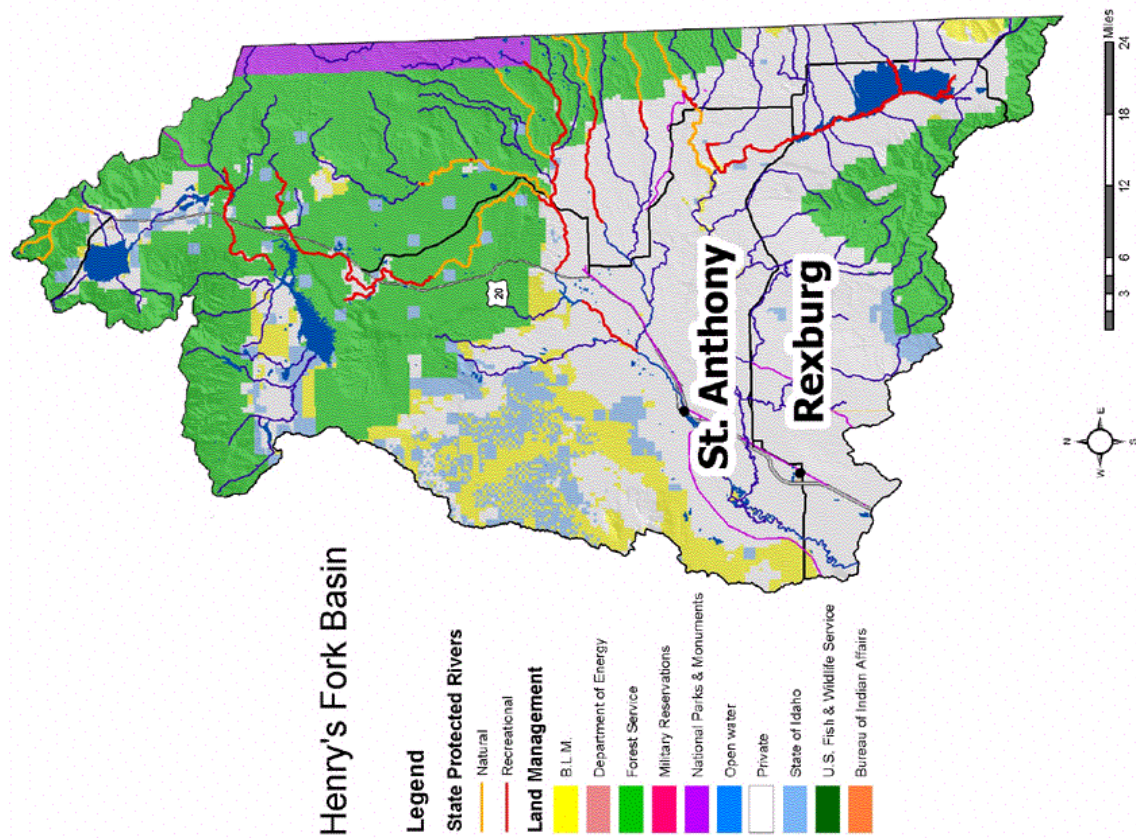
The state water plan also designates state protected stretches of streams. The plan states “In river reaches designated for protection, the purpose of the plan is to protect the streambed from disturbances that are not in the public interest,” and therefore designation for protection has no direct impact on existing irrigation rights and uses, timber harvests, and stockwater use. Approximately 200 miles of the 3,000 miles of streams in the basin are designated for recreational or natural river protection. A list of the river reaches in the Henrys Fork Basin designated for protection and recreation is provided in Appendix A of this plan.

Five broad goals for the basin are stated in the plan:

- The protection of existing water rights,
- Coordinated use of water to achieve optimum economic development,
- Adequate and safe supplies for human consumption and maximum supply for beneficial uses,
- Minimum stream flows for aesthetics and recreation, to support aquatic life, and to minimize pollution, and
- Encouraging sound watershed conservation practices

Additionally 17 recommendations are made in the plan. They include:

- Encouraging economic development related to water resources,
- Provision of minimum stream flows,
- Protection of riparian areas,
- Screening irrigation diversions to protect fisheries,
- New irrigation development, while retaining environmental values,
- Water conservation incentives and programs,
- Cooperative basin planning,
- Flood control studies for several river reaches,
- Studies of the groundwater resource availability east of St. Anthony, and
- Stringent regulation of activities that would alter stretches of the Henrys Fork, Teton, and Fall Rivers



Source Idaho Department of Water Resources, 2007

[http://www.idwr.idaho.gov/waterboard/Planning/Henrys%20Fork/henrys\\_fork\\_basin-map.htm](http://www.idwr.idaho.gov/waterboard/Planning/Henrys%20Fork/henrys_fork_basin-map.htm)

# Fremont County, Idaho Surface Water Resources Map 2.10

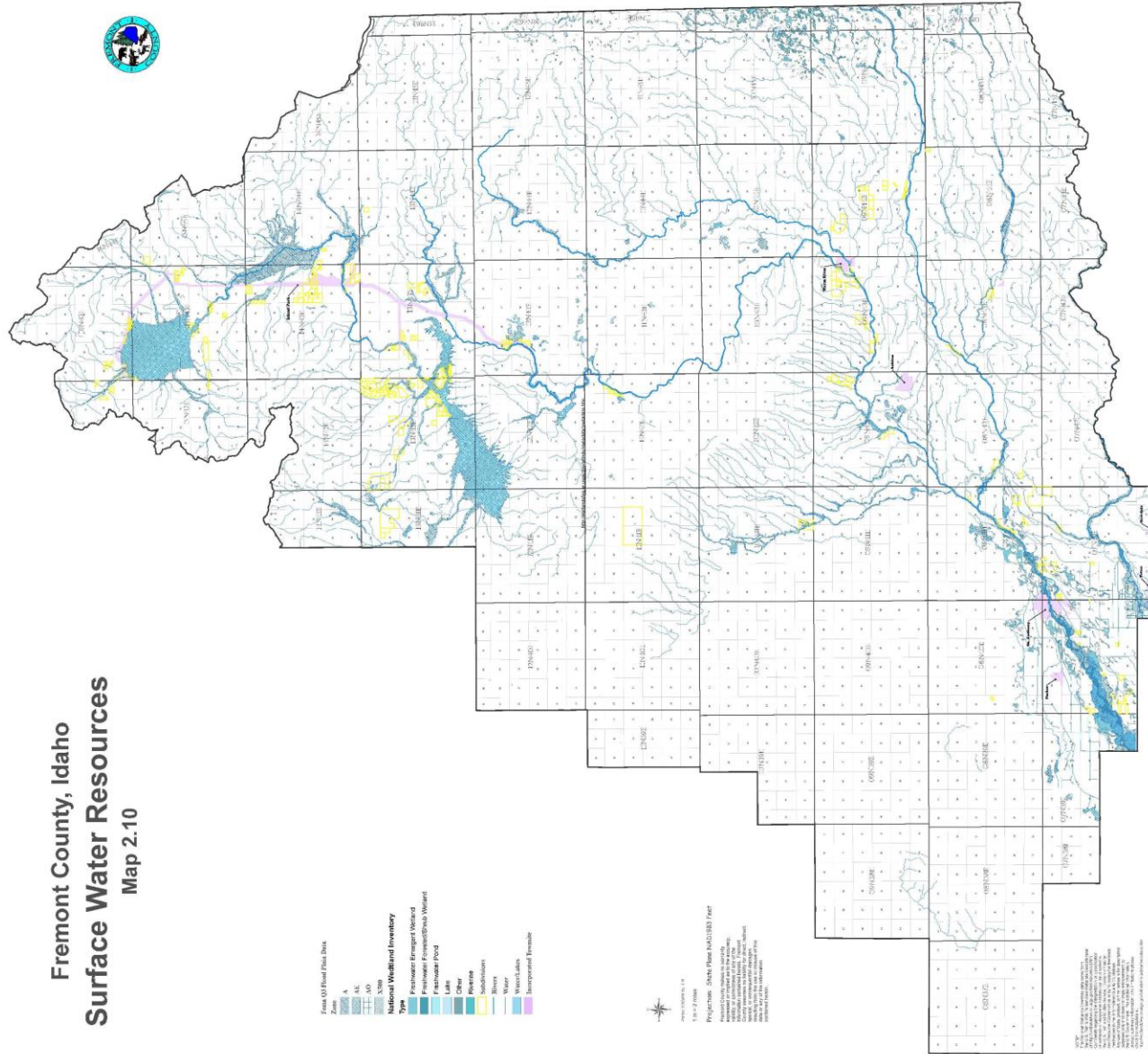


Zone A1 Road Flow Data  
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Zone AE  
Zone AD  
Zone A2  
Zone A3  
Zone A4  
Zone A5  
Zone A6  
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Zone A8  
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Zone A100



Projection: State Plane NAD83 (110) Feet  
Datum: NAD83  
Units: Feet  
Scale: 1 inch = 1 mile  
Map Date: 10/2010  
Map Author: [Name]  
Map Reviewer: [Name]  
Map Approved: [Name]

This map was prepared by the Idaho Department of Water Resources (IDWR) as part of the Idaho Water Resource Inventory Project (IWRIP). The IWRIP is a multi-year project to inventory and assess the water resources of the state of Idaho. The map shows the surface water resources of Fremont County, Idaho, as of 2010. The map includes information on the location, extent, and characteristics of surface water resources, including rivers, streams, lakes, and wetlands. The map is intended to provide a general overview of the water resources of the county and is not intended to be used for legal or regulatory purposes. For more information on the IWRIP, please visit the IDWR website at [www.idwr.idaho.gov](http://www.idwr.idaho.gov).



In 1993 Fremont County adopted ordinance 1993-01 which closed three sections of rivers in the county to motorized water craft. These are:

- The Henrys Fork of the Snake River, from Big Springs to the Coffee Pot Rapids.
- The Buffalo River, from headwaters of the Buffalo to the confluence with the Henrys Fork.
- Henrys Fork from the 'Stone' Bridge to Lower Mesa Falls.

The ordinance explains that the purpose for the closure was that it is in the best interest of the citizens of the county "that certain stretches of rivers and streams in Fremont County remain in their pristine and natural state for the use by the citizenry without the intrusion of motorized watercraft." The ordinance was subsequently amended to allow for the use of motorized watercraft not in excess of 15 horsepower on the Henrys Fork from the Macks Inn Bridge to the Trestle Bridge (Ordinance 1993-02).

Other agencies that regulate surface water in Fremont County include the Idaho Department of Environmental Quality (IDEQ), Idaho Department of Water Resources (IDWR), and Army Corps of Engineers (Corps). IDEQ establishes and enforces water quality standards under provisions of state law (see Idaho Administrative Procedures Act (IDAPA)) to protect the public health and welfare, enhance the quality of water, and meet the purposes of the Clean Water Act. The Idaho water quality standards program is a joint effort between IDEQ and the U.S. Environmental Protection Agency (EPA). The EPA reserves authority to approve state established standards. IDEQs water quality standards are established to protect beneficial uses such as drinking water, cold water fisheries, industrial water supply, recreation, and agricultural water supply. Designated beneficial uses for specific stream reaches in Fremont County are found in IDAPA 58.02.01.150 Upper Snake Basin.

A water quality standard defines the designated beneficial uses of a water segment and the water quality criteria necessary to support those uses. Criteria may be either numeric, (e.g. not to exceed certain concentrations) or narrative (e.g. a body of water must be free from some type of nuisance). A water quality standard consists of three elements: an antidegradation policy, a description of designated uses, and water quality criteria to protect those designated uses.

Antidegradation describes policies designed to maintain water quality which may exceed levels necessary to support designated beneficial uses. Federal water quality standards regulation requires Idaho to establish a three-tiered antidegradation program. Tier 1 requirements are applicable to all surface waters in the state and protect existing uses as well as designated uses. Tier 2 regulations protect "high quality" waters with existing conditions that are better than those necessary to support Clean Water Act uses such as swimming and fishing. Tier 3 regulations maintain water quality in outstanding resource waters (ORWs). ORWs may also include waters of exceptional ecological significance. These ORWs are determined by the state, and although some waters have been considered, none have been legislatively approved.

A water quality standard defines the water quality goals for a water body or portion thereof, in part, by designating the use or uses to be made of the water. The designated beneficial use must consider its actual or existing uses or presumed uses, the ability of the water to support in the future a use that is not currently supported, and the basic goals of the Clean Water Act that all waters support aquatic life and recreation where attainable.

IDEQ has established water quality criteria to identify specific benchmarks that describe the water quality needed to support the designated uses as discussed above. Both numeric and narrative requirements must contain sufficient parameters to protect the designated use. Numeric criteria have been established for temperature, dissolved oxygen, pH, turbidity, bacteria, ammonia, and a list of 121 toxic substances. The criteria values and the applicability of the criteria to a specific body of water depend on the designated uses of the water body. Narrative criteria are often used to protect against pollutants that are difficult to quantify such as color or odor, or where natural occurrence and variability makes general limits impractical such as sediment or nutrients. Site specific criteria may be required for regulating pollutants that are not included in those listed earlier, however these must be based on sound scientific principles and designed to protect the designated use.

IDEQ is required under the Clean Water Act to review water quality standards with EPA on a three year basis. The review is intended to ensure that standards meet public concerns, reflect new scientific standards and technical information, and follow EPA guidelines. Many of the streams in Idaho have not been assigned designated beneficial uses, however there are presumed uses for these waters and they are protected under the three tiered system described above. Where beneficial uses for streams have been established, there is a regular review, typically every five years, to reevaluate the adequacy of the designations. The majority of the designated streams in the county are currently being reevaluated by IDEQ through a process that allows for public and stakeholder participation.

IDEQ follows a similar geographic system of mapping sub-basins for evaluating water resources as used in the Henrys Fork Basin component of the State Water Plan. It breaks the Henrys Fork Basin shown on page 68 into sub-basins including the Upper and Lower Henrys Fork sub-basins and the Teton sub-basin. Most of Fremont County lies in the Upper and Lower Henrys sub-basins with small areas of the county in the Beaver – Camas Sub-basin to the West, the Idaho Falls Sub-basin to the southwest, and the Teton Sub-basin to the south. This document will consider the data provided for the Upper and lower Henrys Sub-basins.

IDEQ recognizes 204 stream segments within the Upper Henrys Fork Sub-basin, not all of which are located in Fremont County. Of these, 91 segments were assessed in the IDEQ *Idaho 2002 Integrated Report* to determine whether they are meeting their designated beneficial uses. Forty-four of the assessed stream segments were identified as not supporting one or more of the designated uses. Many of these segments (23 in all) including Warm River and its tributaries, and many of the streams north of Henrys Lake, failed to support designated uses based on thermal modifications. Thermal modifications may be due to natural (e.g. hot springs) or manmade (e.g. removal of vegetative canopy reducing stream shade) causes and are not differentiated in the determinations. These streams typically failed to support cold water aquatic life. Twelve stream

segments including Porcupine Creek north of Fall River, and several stream segments to the north and west of Island Park Reservoir failed to meet designated beneficial uses due to siltation. These streams were determined not to support the beneficial uses of salmonid spawning as well as cold water aquatic life. For three segments including a portion of the Buffalo River and tributaries, the cause for failure or the pollutant is identified as “unknown.” For the six remaining segments including Fish Creek and streams feeding the Henrys Fork between Henrys Lake and the Island Park Reservoir, the cause for failure is “none listed” and the streams failed to support salmonid spawning and cold water aquatic life.

In the Lower Henrys Sub-basin 63 individual stream segments are identified and 11 are assessed. Of these, six failed to meet designated beneficial uses due to “unknown” pollutants or “unknown pathogens.” Notes under four of the stream segments feeding Conant Creek state that “Dry Creek exceeded 5 sample e-coli threshold.” These four streams were listed as not supporting secondary contact recreation and all of the six streams mentioned failed to support cold water aquatic life and salmonid spawning. Much of the Henrys Fork River is not assessed in the 2002 report. Those segments which were assessed were listed as fully meeting the water quality criteria for designated beneficial uses.

Idaho Department of Water Resources (IDWR) has jurisdiction for regulating development or modification of stream banks under the Stream Protection Act of 1971 (I.C. 42-3801). This act requires a permit for modification of stream channels including channel stabilization. The act gives IDWR jurisdiction of lands from the mean annual high water mark towards the river for all perennial streams in the state. This also includes streams that would be perennial, but go dry seasonally because of irrigation withdrawals. Perennial streams are generally identified with solid lines on USGS maps while intermittent streams are delineated with dashed lines.

## **Riparian Corridors**

Development setbacks and other regulations in riparian corridors such as protection of existing riparian vegetation serve at least four purposes:

- 1) **Protection of the public health, welfare and safety.** Construction in floodplains can add debris and pollutants in a flooding event that can increase hazards downstream. Additionally there is increased potential for loss of property and lives from construction in floodplains.
- 2) **Water Quality.** Riparian buffers or setbacks allow vegetated landscapes to slow water movement, reduce surface flows, and increase soil absorption, allowing for filtration before wastewater or stormwater reaches the water body.
- 3) **Wildlife and fisheries habitat protection.** Protection of riparian vegetation allows for habitat protection and food sources for many species.
- 4) **Aesthetics and community economic values.** Development setbacks can protect visual resources that make streams and lakes a desirable place for recreation and viewing.



Various documents and sources identify a number of factors that should be considered in establishing appropriate distances for accomplishing one or more of the purposes listed above. These include:

The stream channel migration zone or CMZ should be considered in determining development setbacks for streams located in soils and geologic types that allow for significant channel migration. Public health and safety are concerns that should be considered when locating development next to streams that have a high potential for migration during large flooding events.

Slope and soil type surrounding the stream should be considered in establishing appropriate corridor setbacks for the protection of water quality and development investments. Increased slopes have an increased potential for runoff and erosion that could lead to water quality degradation and pollution as well as loss of property. Soil type and permeability and underlying geology affects the length of time it takes for wastewater to reach the water body.

Vegetative cover should be considered in establishing setbacks where aesthetic values are a concern. Vegetation and surface roughness also affect the travel time for wastewater and runoff to move through a riparian buffer. Vegetation type also affects the species of fish and wildlife that are likely to use the stream and riparian area.

Impervious surfaces allowed in stream corridors should be considered for preserving water quality. Studies show that water quality degradation occurs when greater than 15 % of a watershed is hardened or contains surfaces that cannot absorb and transmit water into the soil. Parking lots, compacted or paved roads and trails, and other impervious surfaces reduce the filtering capability of individual buffer areas, increase surface erosion, and lead to higher and faster storm flows in streams. In order to ensure that buffers are effective in accomplishing their desired objective impervious surfaces should be limited in buffer areas.

Floodplains. *A Planning Guide for Protecting Montana's Wetlands and Riparian Areas* recommends that setbacks extend at least to the edge of the 100 year floodplain wherever possible and cites scientific studies showing that protection of the entire floodplain of a stream or river provides significant contaminant removal – and – naturally minimizes flood damage.

## **Wetlands**

A number of Federal laws including the Clean Water Act (33 U.S.C., Sec. 1251 et seq.) and Executive Order 11990, signed by President Jimmy Carter in 1977, have been established to protect the nation's wetlands. Draining, filling and construction in wetlands is regulated by the Army Corps of Engineers under Section 404 of the Clean Water Act, which requires a permit and potentially mitigation for these activities.

During the spring of 1992 the Idaho Department of Parks and Recreation (IDPR) contracted with the Idaho Department of Fish and Game (IDFG) to develop a prioritized list of wetland areas in the state. This was done to satisfy the State



Comprehensive Outdoor Recreation and Planning (SCORP) requirement of the federal Land and Water Conservation Fund (LWCF) Act of 1965. Both programs are administered by IDPR with oversight from the National Parks Service.

The Idaho Wetlands Prioritization Plan is intended to be consistent with the National Wetlands Priority Conservation Plan, which provides a planning framework, criteria, and guidance intended to meet the requirements of section 301 of the Emergency Wetlands Resources Act of 1986 (P.L. 99 645). In general, wetlands to be given priority consideration are those that provide a high degree of public benefits, that are representative of rare or declining wetland types within an eco-region, and that are subject to identifiable threat of loss or degradation.

One way that this wetlands prioritization works with the state's recreation plan is that it identifies lands that may be preferable for acquisition by the state as recreational resources. The state may then request money through the LWCF to aid in acquisition of these wetlands. Other means for protecting wetlands areas include but are not limited to: local planning regulations, Idaho Fish and Game funds (federal, Pittman Robertson and Dingle Johnson funds), mitigation for construction of roads and highways, mitigation for FERC licensing, conservation easements, wetlands reserve programs in "farm bills," and voluntary agreements with land owners.

In order to qualify for LWCF grant money a wetland must:

- 1). Include predominantly (50% or greater) wetland types which are rare or declining in the eco-region. Relevant types in this category are found in Idaho are palustrine emergent (PEM), palustrine forested, (PFO), and palustrine scrub-shrub (PSS).
- 2). Be threatened with loss and/or degradation.
- 3). Offer Important values to society in two functional areas such as recognized recreation values, proximity (within 50 miles) of a major urban area of tourist destination, rare plants, animals, or fish, flood protection, of unique wetland type.

In 1992 IDFG completed a study to identify wetlands areas in Idaho that were significant for wetlands conservation. The 2003-2007 *Statewide Comprehensive Outdoor Recreation and Tourism Plan* (SCORTP) included a "Top Ten Prioritized Wetlands" table which included two sites in Fremont County, specifically Targhee Creek and Henrys Lake, rated 7th and 8th respectively. Later, in December 2005, the Idaho Conservation Data Center, a part of the IDFG, published a plan titled *Idaho Wetland Conservation Prioritization Plan*. This plan identified the top ten priority in Idaho as well. It designated a complex of wetlands within Fremont County and adjacent Madison, Jefferson and Bonneville counties as the number one wetlands of concern in the state of Idaho. This wetlands complex includes lands surrounding the South Fork of the Snake River

downstream of Palisades Dam and the Henrys Fork directly downriver of the City of St. Anthony to its confluence with the South Fork.

In a wildlife habitat mapping effort completed for Fremont County, Idaho Fish and Game identified “Important and Rare Wetlands” on the north and east shoreline of Henrys Lake and another wetlands area southwest of Henrys lake. These wetlands areas will be shown in the Fremont County Development Code.

(The term “wetlands” means those areas that are inundated by surface or ground water with a frequency sufficient to support, and under normal circumstances does or would support, a prevalence of vegetative or aquatic life that requires saturated or seasonally saturated soil conditions for growth and reproduction. Wetlands generally include swamps, marshes, bogs, and similar areas.)Executive Order 11990

## **GROUND WATER**

Use of ground water is regulated by the Idaho Department of Water Resources. Installation of wells for pumping ground water for uses including residential, commercial and industrial, municipal, and agricultural require a permit from IDWR. Most of these wells also require an associated water right. Wells for one single family dwelling are exempt from the requirement of a water right, (community wells serving a number of single family dwellings are not exempt from this requirement). Permits for single family dwelling wells allow for the use of 13,000 gallons per day for culinary uses and for the irrigation of up to ½ acre. Monitoring of total consumption of water and irrigated acres has not historically been closely enforced.

No comprehensive mapping has been done to show the distribution of groundwater resources or depth to groundwater in Fremont County, according to Dennis Dunn of the Idaho Department of Water Resources. However, various data is available for wells in many locations in the county. The 1992 *Comprehensive State Water Plan – Henry’s Fork Basin*, provides estimates for the total use of groundwater resources and the annual groundwater flows out of the Henrys Fork Basin which includes the majority of the land in Fremont County. See Table 2.8, in the subsection on surface water above for specific estimates.

IDEQ in cooperation with Idaho health districts also monitor ground water quality through regular monitoring of community wells and municipal wells to ensure that drinking water meets certain standards. Additional information on groundwater quality is found in section 2.8, Public Facilities and Utilities, under water and sewer systems.

## **FISHERIES**

One truly outstanding and unique characteristic of Fremont County is its natural and recreational fisheries resource. Henrys Lake and the Henrys Fork River are known throughout America, in fact throughout the ‘angling world,’ as premier angling

destinations. In 2003, Idaho Fish and game conducted a mail survey by sending out 48,000 surveys to Idaho fishing license holders. The 25,583 completed responses were used to establish results for the *Idaho 2003 Angler Economic Activity*. In Idaho, Fremont County is the top ranked county in terms of average dollars spent per angling trip (\$304 per trip), and total estimated angler expenditures (over \$50 million spent annually; IDFG, Idaho 2003 Angler Economic Activity survey)."

In 2005, an additional study, *The Economic value of Recreational Fishing and Boating to Visitors & Communities along the Upper Snake River*, was prepared by Dr. John Loomis, professor of agriculture and resources at Colorado State University. The study quantifies the economic benefits, local employment, and income effects for different stretches of the Upper Snake River. The Henrys Fork from its headwaters to the confluence with the South Fork is estimated to provide 851 jobs and \$29 million dollars to the region's economy from fishing. Additional estimates are provided for increased incomes and jobs if land and water management resulted in additional catches and larger fish. For the Henrys Fork, these estimates increase in either scenario to \$49 million and, 1,435-1,438 jobs. Estimates for jobs and income related to boating and general recreation on the Henrys Fork add another 22 jobs and \$796,208 in revenues.

The Planning and Zoning Commission included a recreation policy in this plan to protect these and other recreational resources, which connects the need to protect of both water quality and quantity in order to maintain fisheries in the county.

## **WILDLIFE**

Fremont County has a variety of wildlife resources. The Idaho Fish and Game (IDFG) which manages Idaho's wildlife resources for the people of the state adopted the *Compass*, a strategic planning document guiding fish and wildlife management efforts, in January 2005. IDFG also prepared the *Idaho Comprehensive Wildlife Conservation Strategy* which attempts to coordinate efforts of other partners in conservation of wildlife habitat and identifies species of greatest conservation need in the various ecological section of Idaho. In Fremont County, the Sandcreek Wildlife Management area, which is discussed in more detail in section 02.10 of this document, was established to protect wildlife habitat for many species including trumpeter swans, and elk wintering range. IDFG was established in 1935 and issues licenses, permits, and tags for hunting and fishing the wildlife resources of Idaho. Other federal agencies like the Forest Service manage their lands for the protection of various animal and plant species including the grizzly bear.

Primary responsibility for species classified as federally endangered or threatened under the Endangered Species Act rests with the US Fish and Wildlife Service (USFWS). However, the Secretary of the Interior does negotiate cooperative agreements to provide financial assistance to states for the conservation of endangered and threatened species. The goal is to de-list species based on recovery, such as the Peregrine Falcon. Two species of mammals, the grizzly bear, *Ursus arctos*, and the lynx, *Lynx canadensis*, and one plant species, the Ute ladies tresses, *Spiranthes diluvialis*, all currently listed as threatened, are shown as being present or having habitat in Fremont County by IDFG. A current list of species in Fremont County is located at [www.fws.gov/idaho/agencies/COLists/fremont.pdf](http://www.fws.gov/idaho/agencies/COLists/fremont.pdf). <http://fishandgame.idaho.gov/cms/tech/cdc/t&e.cfm>

In July of 2007 IDFG prepared and presented the County with wildlife maps at the request of the County's Planning and Building Department and Planning and Zoning Commission to update maps prepared in 1992 for the first comprehensive plan and development code adopted by the County. These maps provide geographic information and narrative recommendations for the following wildlife resources:

- Bald eagle territories
- Known and probable gray wolf habitat
- Known and probable grizzly bear habitat
- Important wetlands on private lands
- Big game information
- Known grouse leks
- Columbian sharp-tailed grouse habitat
- Sage grouse habitat

Much of the specific data available for wildlife populations in terms of hunting permits or tags issued and species harvests are available only statewide or under regional groups of IDFG game management units. *The National Survey of Fishing, Hunting, and Wildlife-Associated Recreation* is conducted by the USFWS about every five years since 1955. It provides information on the number of participants in fishing, hunting, and wildlife watching (observing, photographing, and feeding wildlife), and the amount of time and money spent on these activities.

The USFWS survey is one of the Nation's most important wildlife recreation databases. It is the only source of comprehensive information on participation and expenditures that is comparable on a state-by-state basis. It is used for estimating the economic impact of wildlife-related recreation for each state.

The 2006 USFWS survey indicates that 13 percent of the US population age 16 and older participated in fishing, while hunting has declined to approximately 5 percent, and wildlife watching has increased to about 31 percent of the same population. Hunting and fishing have remained an important economy in Idaho with hunting and fishing participation estimated above the national average with 20% of the population age 16 or older fishing, 11 % participating in hunting, and 39% participating in wildlife watching in 2006, for a total of 51% participation in one or more of these activities. The USFWS survey estimates that statewide these activities amounted to expenditures in Idaho of \$295.3 million on fishing activities, \$271.6 million on hunting activities and 273.3 million on wildlife watching activities in 2006. The report estimates that 43 percent of anglers and 36 percent of hunters in Idaho came from out of state.

## **2.7 HAZARDOUS AREAS –**

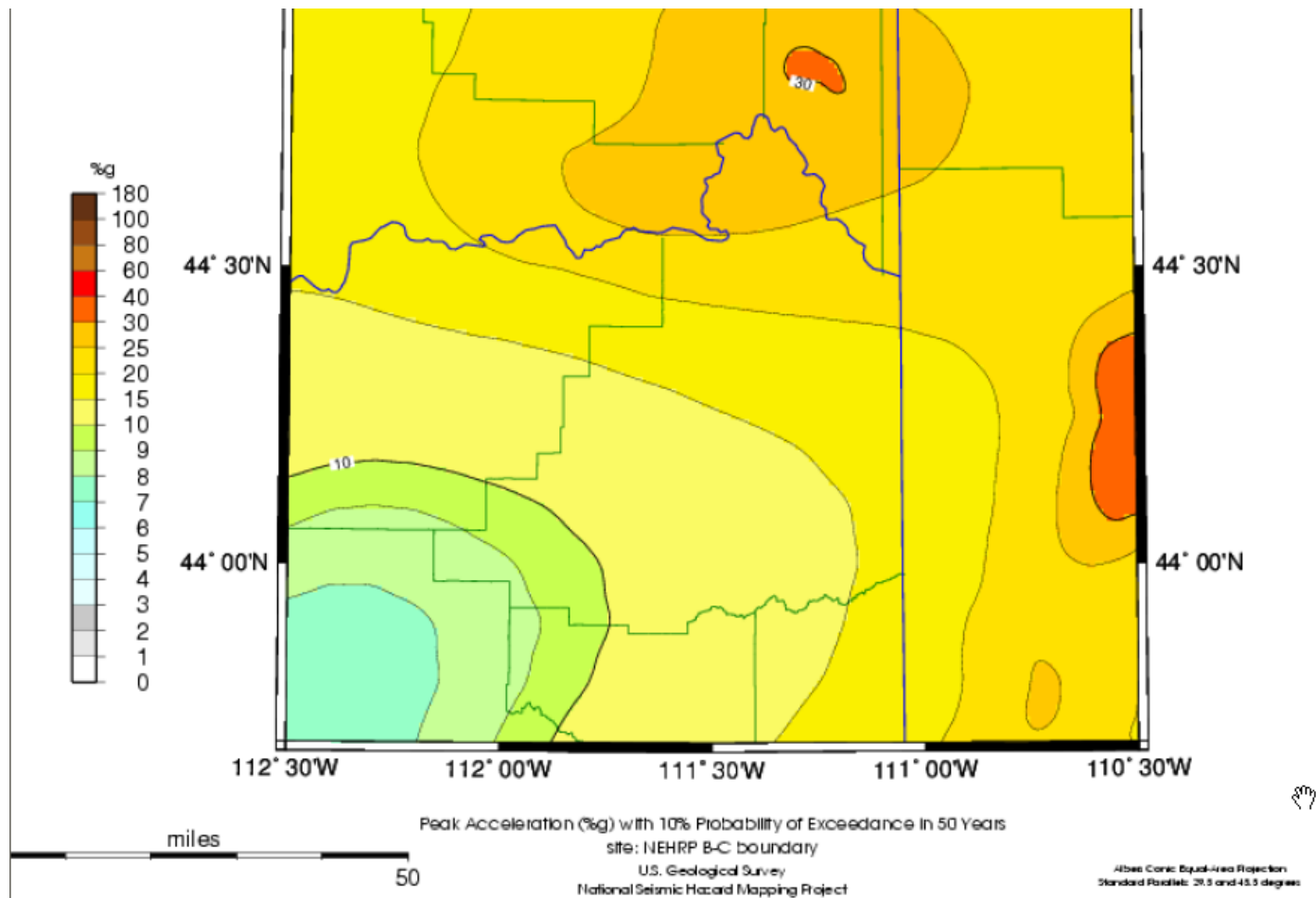
Hazardous areas in Fremont County may include those vulnerable to wildfire, flooding, seismic hazards, avalanches, and landslides. Whisper Mountain Engineering is currently preparing an All Hazards Mitigation Plan for Fremont County to assess hazards, determine methods to reduce property damage and ensure safety of the county's residents from the identified hazards. Relevant data from this information will be incorporated into the Comprehensive Plan when it becomes available.

### **SEISMIC HAZARDS**

According to Bill Phillips of Idaho Geological Survey (IGS), the Snake River Plain itself experiences very little seismicity, so Fremont County is relatively unlikely to have an earthquake directly in the county. However, there is some seismicity along the Wyoming border and north of Island Park in the area of Yellowstone National Park (Yellowstone has hundreds of generally small earthquakes per year). Fremont County is subject to considerable shaking from earthquake faults located just outside the county. The worst offender is probably the Teton Fault (a portion of which is labeled 768A near the bottom of map 2.12 below) but other dangerous faults are located in the Madison Range of Montana, the Centennial Range of Montana-Idaho, and Beaverhead and Lemhi Ranges of Idaho-Montana (see fault map). Seismic hazard potential in Fremont County is shown below using a USGS program that allows the user to input different parameters. This map estimates the peak acceleration (%g) with a 10 % probability of exceedance in 50 years. As shown on the map the % g, a measure of the level of ground motion likely to cause problems in the western US, increases from about 9 % in the south western part of the county to about 25 % in the northernmost part of the county. The International Building Code and International Residential Code adopted by the County include requirements for construction in Fremont County based on USGS seismic potential mapping.

Liquefaction occurs when soils saturated with water act more as a liquid during an earthquake event. Liquefaction could be a problem for some Fremont County areas underlain by thick, water-saturated sand dune deposits. Unfortunately, studies that document liquefaction potential in Fremont County have not been done (engineering studies of properties of soils and Quaternary deposits must be done to document liquefaction potential).

#### **Map 2.11 Seismic Hazard Map for Fremont County**



Fault lines

**Map 2.12, Unnamed faults of the Island Park caldera**, in Quaternary fault and fold database of the United States: U.S. Geological Survey website, <http://earthquakes.usgs.gov/regional/qfaults>, accessed 11/15/2007 02:47 PM.

## LANDSLIDES

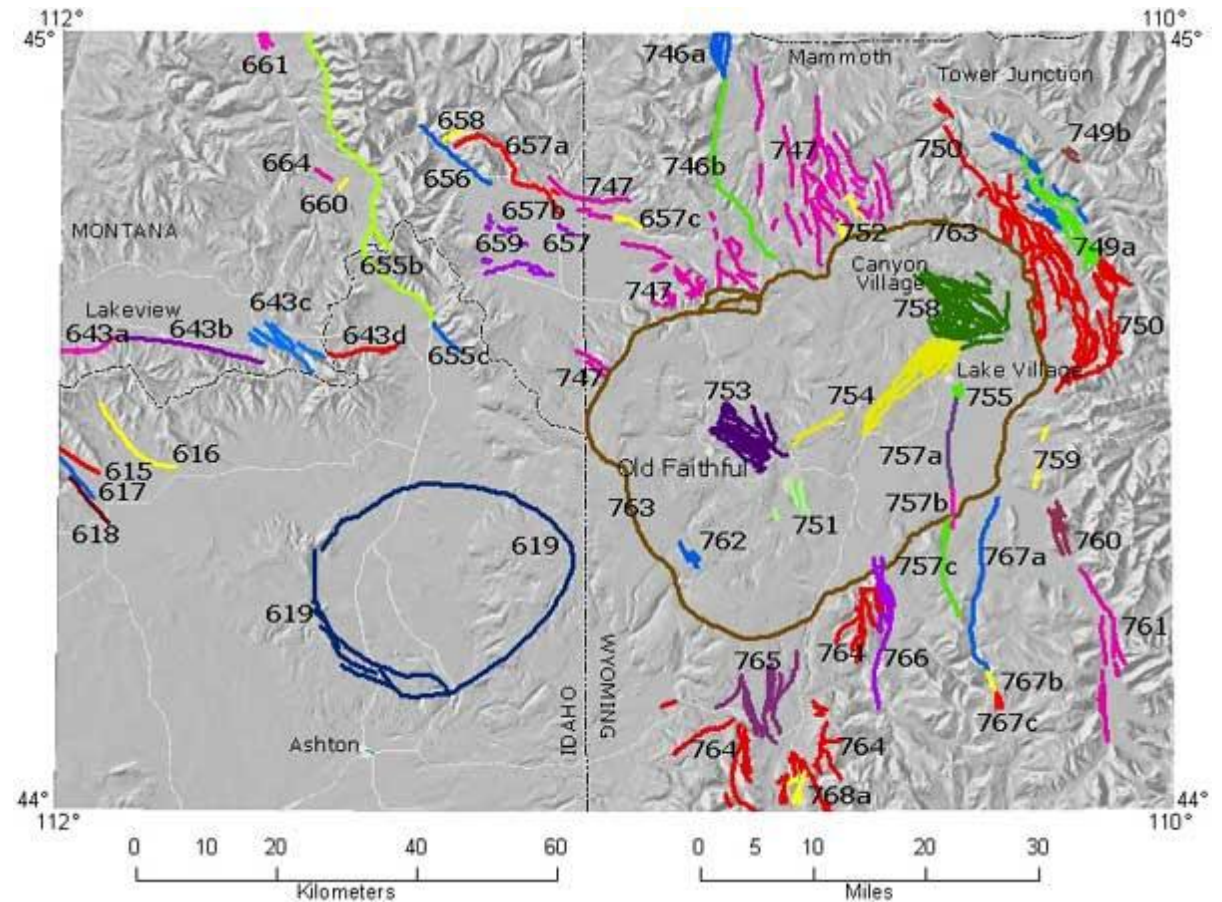
Expansion of urban and recreational developments into hillside areas exposes more people and structures to the threat of landslide hazards each year. Landslides commonly occur in connection with other major natural disasters such as earthquakes, volcanoes, wildfires, and floods.

There is a low historic occurrence of landslides in Fremont County according to Bill Phillips of the IGS. An IGS publication on landslides shows a group of earth flows and unclassified slides in far northern Fremont County (north of Sawtell Peak). No other historic landslides are shown for Fremont County.

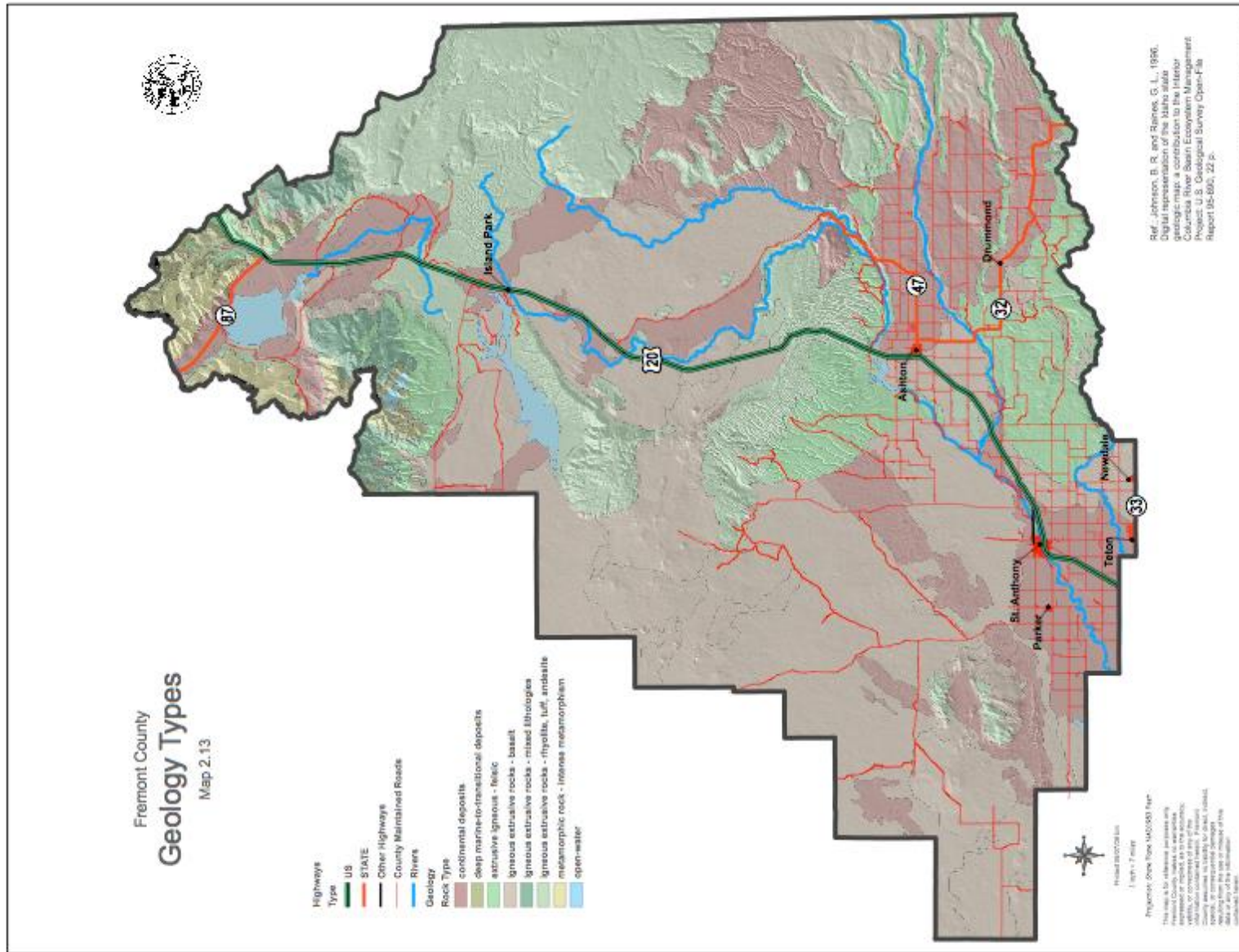
Landslides in Idaho by Wayne C. Adams, Roy M. Breckenridge, Kurt L. Othberg, 1991, Idaho Geological Survey SGM-1, scale 1:500,000.

Factors increasing landslide hazard include:

- 1) Slope >20 degrees
- 2) Location on an alluvial fan (subject to flash-flooding and debris flows)









- 3) Geological factors (e.g. stiff lava flow lying on top of weak clay-rich layer)
- 4) Human or natural activities that undercut the base of a steep slope
- 5) Poorly constructed or poorly maintained roads on steep slopes (plugged culverts and movement of side-cast)
- 6) Removal of vegetation on steep slopes by wildfires (particularly for the first couple of years after a fire)
- 7) Activities that load slopes with water, e.g. irrigation, leaky canals, septic systems

The USGS *Landslide Hazards Mitigation Strategy – A framework for Loss Reduction* shows a general map for landslide potential. It places lands in Fremont County in the lowest category for landslide incidence at less than 1.5% of the area involved in landslides. This map is not suitable for local land use decisions however. The USGS document has recommendations for local governments including:

- Map and assess landslide hazards for use in planning mitigation and preparedness
- Monitor landslides and establish warning systems
- Participate in trainings
- Develop and implement public awareness programs

## WILDFIRES

After the record-breaking wildfire season of 2000, Congress approved funds for federal and state agencies and local communities to develop and implement a national strategy for preventing loss of life, natural resources, private property and livelihoods. The result of that planning and preparation is commonly known as the “National Fire Plan” (NFP) (U.S. Department of Agriculture [USDA] 20022). This plan, approved in September of 2000, is titled *Managing the impacts of Wildfire on Communities and the Environment: A Report to the President in response to the Wildfires of 2000*. The NFP includes five key points: firefighting preparedness, rehabilitation and restoration of burned areas, reduction of hazardous fuels, community assistance, and accountability. In 2001, Congress issued another directive requiring the Departments of Agriculture and the Interior to engage governors in the development of a national ten-year comprehensive strategy that would implement the NFP. For this effort, the *Idaho Statewide Implementation Strategy for the National Fire Plan* (Kempthorne, et al. 2002) was developed. The primary goals of the plan are to improve prevention and suppression of wildfire, reduce hazardous fuels, restore fire-adapted ecosystems, and promote community assistance.

In December of 2003, Congress passed the Healthy Forests Restoration Act (HFRA). This act requires communities to develop Community Wildfire Protection Plans (CWPPs) and requires the County, local fire districts, and the state entity responsible for forest management mutually agree to the final contents of the CWPP. CWPPs contain the following elements: (1) Demonstrate collaboration among local and state government representatives, in consultation with the federal agencies

and other interested parties, (2) Identify and prioritize areas for hazardous fuel reduction treatments and recommend the types and methods of treatments that will protect one or more at-risk communities and essential infrastructure and, (3) Recommend measures that homeowners and communities can take to reduce the ignitability of structures throughout the area addressed in the plan.

In 2004, North Wind Inc. prepared a *Wildland Fire Hazard Mitigation Plan* for Fremont County to fulfill the requirements of the CWPP. This plan was designed as a guide for the County and local fire management agencies to mitigate the risk and hazard of wildfire in the Wildland Urban Interface (WUI) areas of the county. The WUI is defined in the plan as “an area where improved property and wildland fuels meet at a well defined boundary.” A map indicating the Wildland Urban Interface in the Island Park area of the county was produced by ISU which uses a 500 foot buffer around subdivisions in Island Park to represent the interface. This map doesn’t estimate any variability of risk in the identified areas however. The county mitigation plan addresses criteria established by FEMA as well as the Idaho implementation strategy described above.

The county plan finds that “Wildfire risk within and around Fremont County is generally moderate due to the proximity of large areas of agricultural land, the relatively high precipitation zone and the short burning season.” The plan also reports that fire history data show the Island Park and Ashton Ranger Districts on the Caribou-Targhee National Forest experience approximately 13 ignitions per year, which burn an average of 688 acres per year. One notable exception was the North Fork Fire, which occurred in 1988, which burned 427,680 acres both in the Targhee National Forest and Yellowstone National Park. (17,700 of these acres were in Fremont County). The core of the fire season occurs during the months of July-September. These months account for approximately 81% of the fire ignitions occurring between 1970 and 2003. The primary specific cause of wildfires in these area is lightning which accounts for approximately 43% of the fire ignitions with the remaining 57 % of fire ignitions being caused by humans in various ways. Most of the ignitions, approximately 95%, have been successfully controlled with less than 10 acres being burned.

The Plan assesses the resources and assets available to the fire districts in the county as well as the interagency cooperation that currently exists. The plan notes that firefighter and public safety are the number one priority and consideration when assessing subdivisions or individual homes for protection. Areas with narrow roads, no turn-around space or turn-outs, dense vegetation, no defensible space, and little or no water create added risks for firefighting. In 2006-07, Keith Richey, director of the County’s Emergency Management Department directed a Red Zone program which including compiling surveys to identify these hazards in wildfire prone areas and to educate property owners on how to protect themselves from wildfire hazards.

The 2004 County plan concludes with assessments of relative fire hazards for communities and structures and the fire districts themselves, with a variety of criteria and recommended mitigations for improving existing conditions.

## FLOODING

The Federal Emergency Management Agency (FEMA) has prepared Flood Insurance Rate Maps (FIRM) for Fremont County and administers the National Flood Insurance Program (NFIP). Fremont County opted to participate in the NFIP in 1991 with the adoption of Ordinance 91-02, a flood damage prevention ordinance, and Resolution 91-01. FEMA produced FIRM maps effective on March 18, 1991 which delineate special flood hazard areas in the county which would be inundated by the base flood or 100 year flood (the 100 year flood includes those lands with a 1% chance of being inundated in any given year). The incorporated cities within the county are not represented on the FIRM maps. The County has historically used these maps to establish building setbacks and other regulations and requirements in its development code.

FEMA generally recommends that local governments exceed the minimum regulations established by the NFIP and this may result in reductions on the cost of individual insurance policies. The County's development code has historically exceeded FEMA requirements by requiring buildings to be set back from the "stream corridor" which includes the FEMA delineated 100 year floodplain for larger rivers in the county including the Henrys Fork of the Snake River, Fall River, Teton River, and Warm River as well as lakes and reservoirs.

Additionally maps have been prepared which estimate flooding hazards in the event of a dam failure for dams at the Henrys Lake outlet, Island Park Reservoir, and Grassy Lake Dam located approximately 46 miles east of the Chester townsite. Private lands that may not be affected by the base flood or are not represented in the FEMA floodplain maps may be inundated by flooding resulting from dam failures. The southern part of the county has been affected by flooding historically with the failure of the Teton Dam on June 5, 1976.

### Alluvial Fans

FEMA produced a publication titled *Alluvial Fans: Hazards and Management* in 1989. It states "With rapid growth continuing throughout the West ... hillside building sites have become more popular as the supply of prime developable land becomes depleted. This has resulted in an increasing amount of development occurring in floodplain areas called *alluvial fans*."

An alluvial fan is defined as a sedimentary deposit located at a topographic break such as the base of a mountain front, escarpment, or valley side, that is composed of streamflow and/or debris flow sediments and has the shape of a fan, either fully or partially extended. These triangular shaped, gently sloping landforms typify the floodplain management dilemma facing many western states today: fans provide attractive development sites due to their commanding views and good local drainage, yet harbor all the severe flood hazards which endanger arid western communities. Alluvial fans are typically found along the base of mountain fronts in the western US including Idaho. Here infrequent but typically intense storms typical of arid and semi arid climates combined with abrupt changes in topography create the necessary conditions for fan formation. Alluvial fan flows are subject to lateral migration and sudden relocation during the course of a flood, and may not even follow

the same path in subsequent floods (in active fans); in any flood event a part of the fan will always be subject to flood hazards. Thus, with active alluvial fans it is generally not appropriate to utilize the location of past flow paths in the prediction of future hazards. The full range of hazards that may be encountered on fans include:

- High-velocity (as high as 15-30 feet per second) flow producing significant hydrodynamic forces (pressure against buildings caused by the movement of flowing water)
- Erosion / scour (to depths of several feet)
- Debris flows / impact forces
- Mudflows
- Inundation, producing hydrostatic / buoyant forces (pressures against buildings caused by standing water)
- Flash flooding (little, if any, warning times)

Although alluvial fans were addressed in previous versions of the Fremont County comprehensive plan and development code, the hazards have never been identified county wide and the planning documents made recommendation to identify and address alluvial fans on a site by site basis. Tools for addressing alluvial fan hazards may include structural tools such as levees, basins and channels or regulatory restrictions.

FEMA published a subsequent document *Guidelines for Determining Flood Hazards on Alluvial Fans* in February of 2000. This document further clarifies the definitions of the terms associated with alluvial fan flooding and describes methods to identify those alluvial fans or portions of fans which present the greatest dangers to development.

## **AVALANCHE HAZARDS**

In the document, *Snow Avalanche Hazards and Mitigation in the United States*, produced by the Committee on Ground Failure Hazards Mitigation Research and published by the National Research Council, it states "Snow avalanche is a type of slope failure that can occur whenever snow is deposited on slopes steeper than about 20 to 30 degrees. Avalanche-prone areas can be delineated with some accuracy, since under normal circumstances avalanches tend to run down the same paths year after year, although exceptional weather conditions can produce avalanches that overrun normal path boundaries or create new paths."

The report also notes that "In the United States, as elsewhere, snow avalanches are a mounting threat as development and recreation increase in mountain areas: the recorded incidence of avalanches is greater, and the number of people affected by avalanche events is also increasing. Data from avalanche accidents show that avalanche activity occurs in about one-third of the states and is a significant hazard in much of the West, where avalanches are the most frequently occurring lethal form of

mass movement. Present annual mortality due to snow avalanches exceeds the average mortality due to earthquakes as well as the average mortality due to all other forms of slope failure combined.”

There are two basic types of avalanches caused by slope failure: loose-snow, and slab avalanches. The particular type of failure depends on the snow characteristics in the avalanche starting zone. Loose-snow avalanches occur when weak surface snow is on a slope that is steeper than its critical [angle of repose](#). Typically the cohesionless snow is either dry unsintered fresh snow or wet snow formed from melting. These are called dry loose-snow and wet loose-snow avalanches respectively. Slab avalanches involve tremendous amounts of snow and are potentially hazardous. As the name indicates a slab of snow breaks loose from the slope and travels downslope under the forces of gravity. The slab itself is formed as snow is packed down and redistributed by wind.

Since the speed of a loose-snow avalanche is relatively slow and the initial mass of snow is small, they typically do not cause much destruction. Nonetheless hazards are still involved. Even though the avalanches are small, they are large enough to carry a person downslope breaking bones and on a rare occasion causing death. Large loose-snow avalanches also pose a threat to cars and other facilities. Loose-snow avalanches could potentially trigger devastating slab avalanches. This can happen in two ways. Snow from loose-snow avalanches may build up into large deposits which may be released as a slab or the loose-snow avalanche may provide enough external loading to cause shear stress collapse which triggers slab avalanches.

## **2.8 PUBLIC FACILITIES AND UTILITIES –**

Assuring the adequate provision of public facilities is recognized as one of the basic functions of planning by Idaho's Local Land Use Planning Act, which lists one purpose of community planning as: "...to ensure that adequate public facilities and services are provided to the people at a reasonable cost" (I.C. 67-6502 (b)).

The importance of adequate and well planned public facilities provision has received increasing national attention due to enormous losses of property and lives from natural disaster. Concerns of national security due to terrorism, power outages, and bridge failures throughout the U.S. have also brought infrastructure planning to the forefront. These concerns may suggest different strategies for provision of services and infrastructure than massive centralized systems, which have a greater impact if they fail. Understanding the role of natural systems in dealing with issues like flood protection, storm water runoff retention, and other hazard mitigation are also important components of infrastructure planning.

Fremont County provides a variety of services and utilities for residents in the county including solid waste disposal sites, road and bridge construction and maintenance, sewage treatment and disposal for two service areas, and police and emergency management services. Additional services are provided by other agencies and municipalities and 23 independent taxing districts. This section describes the major public facilities and services provided within Fremont County by these various entities with a focus on the services provided by the County in the lands under the jurisdiction of the County.

This Section of the plan serves as a basis for the assessment of the capacity of these facilities utilities and services to accommodate growth, support economic development and provide a quality living environment for Fremont County. This inventory, when supplemented with the 2006 *Community Economic Profile, Fremont County, Idaho* and an understanding of fiscal impacts of different types of local land development will provide a basis for discussion of how the adequate provision of public facilities to the county's residents can best be assured.

### **WATER AND SEWER SYSTEMS**

Most of the homes served by central utilities in Fremont County are in incorporated cities, but many recreational homes in the Island Park area are served by central water systems, and around 2,000 subdivision lots in Island Park are within a central sewer service area. This section of the Inventory describes the central water and sewer systems in the unincorporated areas of Fremont County. It also discusses the possible need for new or expanded central utilities in areas where ground and surface water may be vulnerable to contamination.

## **Central Water Systems**

The Idaho Department of Environmental Quality (IDEQ) oversees monitoring of public water systems in Fremont County that meet certain minimum thresholds based on the number of connections or users, including the municipal systems serving Ashton, Newdale, Parker, St. Anthony, and Teton. The Eastern Idaho Public Health District (EIPHD) monitors public water systems with 25 or fewer year round users or their equivalent. The City of Ashton is currently under increased monitoring due to elevated levels of nitrates in ground water wells, and the cities of Teton and Newdale are also under increased monitoring due to elevated levels of arsenic which occurs naturally. IDEQ has compliance agreements with these cities and reported that none of the wells IDEQ oversees are currently out of compliance. The state has adopted a wellhead protection plan outlined in the *Idaho Source Water Assessment Plan* and it has and continues to be the County's policy to participate in plans adopted by the cities for the protection of important lands to ensure protection of the cities wells.

With the exception of those serving national forest campgrounds and the Juvenile Correction Center, none of the central water systems in rural Fremont County are operated by public agencies. There is little information on the capacity of the private systems to accommodate growth or handle firefighting needs. Nearly all private central water systems in the county rely on wells. A 1984 inventory of water systems monitored by the Idaho Water Quality Bureau found that private water systems seldom have significant storage capacity. This is a serious limitation during power failures or fires. Interviews with the fire districts serving in the county indicate that they largely rely on water onboard their fire engines or, when possible, on drafting from streams or canals because of the limits of onsite water sources.

## **Individual Water Systems**

Outside of the community well systems described above, homeowners in rural Fremont County rely on individual wells. Individual wells are not public facilities, but new public facilities may be needed if development occurs where such wells do not yield adequate quantities of potable water. Obtaining permits for individual wells for culinary use has seldom been an issue in Fremont County historically (the natural resources section, 2.6, of this document discusses local groundwater resources), but groundwater quality problems have affected both individual and central water supply systems. One strategy for the future is to require central water systems in new development meeting certain thresholds in order to ensure adequate water resources for firefighting capability and domestic uses, and to ensure regular monitoring for water quality.

## Groundwater Quality

Studies conducted during the early 1970s found serious surface and ground water pollution throughout the Island Park area. The results of those studies were summarized in a 1975 *North Fremont County Sewer Facilities Planning Study*, which eventually led to construction of the central sewerage systems described below. Those systems serve areas of relatively dense development. In addition, the 1975 study recommended sewer systems in other water quality vulnerability sites that were not then economically feasible. These areas are shown on Map 2.14.

In 2005, Fremont County contracted with Keller and Associates to conduct a study and prepare a *Wastewater Facilities Planning Study for the Island Park Area*. The purpose of this study was to evaluate the impacts of the septic and sewer systems on surface water throughout the region. In addition, this study was designed to evaluate the feasibility of providing sewer service to various developed areas in the Island Park area. This study's findings stated:

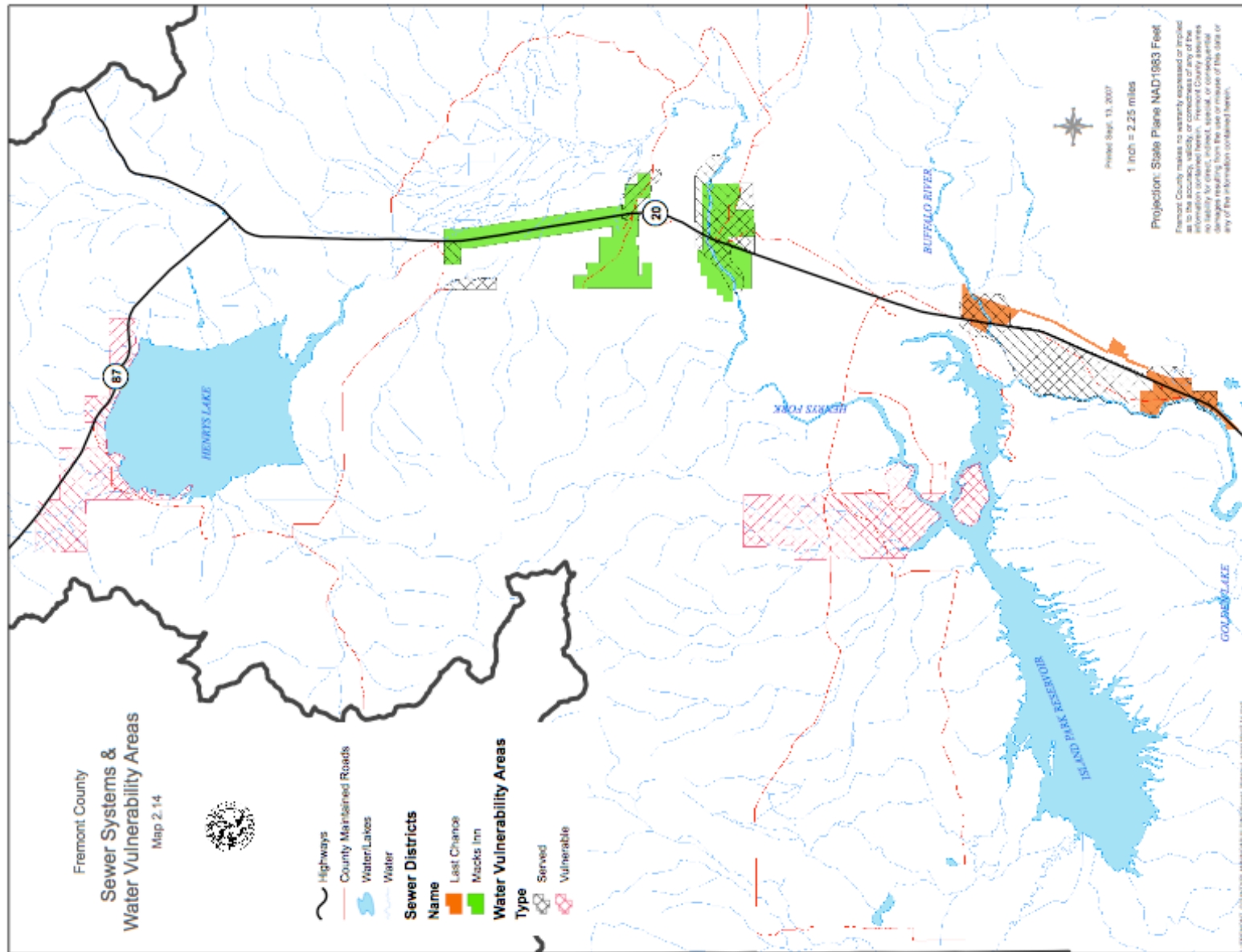
“At this point, it appears that the septic systems are not having a significant impact on the shallow ground water. However, the surface waters do appear to be somewhat influenced by either septic systems or other contamination sources. Bacteriological contamination in the Buffalo River tends to increase through the Buffalo River Estates and Elk River Estates area. In addition to the human presence, it was observed that there are several areas in this stretch that contain cattle throughout the summer. This bovine presence may also contribute to the bacteriological contamination of the Buffalo River.”

Due to the high costs of the installation of new central sewer systems by the County, the Wastewater Facilities Planning Study recommends no construction at this time but continued monitoring in order to advise the County when new facilities may be mandated due to increasing levels of contaminants.

Owen McLaughlin, EIPHD Environmental Health Specialist for Fremont County, noted that there is potential for groundwater contamination in areas with high water tables and areas with Rhyolitic soils with a tendency for excessive drainage. McLaughlin agreed with the statement in the 1989 *Fremont County Public Facilities* are areas with potential for groundwater contamination the county's generally low population density has prevented widespread groundwater contamination problems.

Two areas in Fremont County have been identified as nitrate priority areas by Idaho Department of Environmental Quality, specifically the Ashton and St. Anthony areas, which were ranked as number 8 and 16 of concern in the state, but recently re-ranked number 11 and 27 in an August 2008 report with the addition of new areas of concern within the state. Since 1996 the City of Ashton has been under increased monitoring due to elevated levels of nitrates. The cities of Teton and Newdale are also under increased monitoring due to elevated levels of arsenic which occurs naturally. These cities have entered compliance agreements with IDEQ to improve water quality and none of the wells IDEQ oversees monitoring of are out of compliance at this time.





## 2008 NITRATE PRIORITY AREAS

25% OF SAMPLES ARE GREATER THAN OR EQUAL TO  
ONE HALF THE DRINKING WATER STANDARD FOR NITRATE

Drinking Water Standard for Nitrate is 10.00 mg/L  
mg/L = milligrams per liter

Rank in order of most  
significant degradation

### Legend



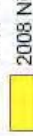
DEQ Regional Offices



Interstate



Major Highway



2008 Nitrate Priority Areas

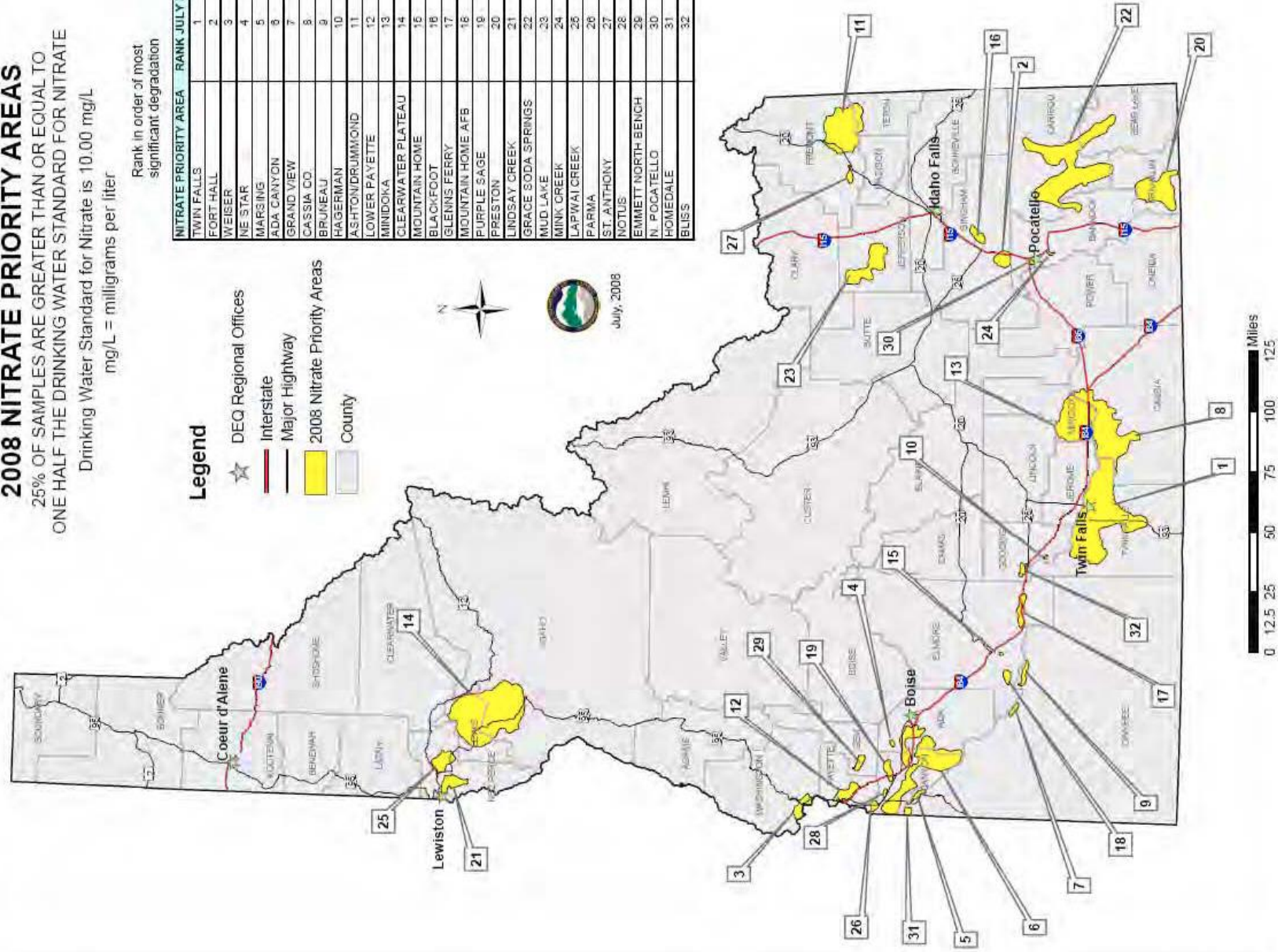


County

NITRATE PRIORITY AREA	RANK JULY 2008
TWIN FALLS	1
FORT HALL	2
WEISER	3
NE STAR	4
MARSING	5
ADA CANYON	6
GRAND VIEW	7
CASSIA CO.	8
BRUNEAU	9
HAGERMAN	10
ASHTON/DRUMMOND	11
LOWER PAYETTE	12
MINDOKA	13
CLEARWATER PLATEAU	14
MOUNTAIN HOME	15
BLACKFOOT	16
GLENNS FERRY	17
MOUNTAIN HOME AFB	18
PURPLE SAGE	19
PRESTON	20
LINDSAY CREEK	21
GRACE SODA SPRINGS	22
MUD LAKE	23
MINK CREEK	24
LAPWAI CREEK	25
PARMA	26
ST. ANTHONY	27
NOTULS	28
EMMETT NORTH BENCH	29
N. POCAATELLO	30
HOMEDALE	31
BLISS	32



July, 2008



## Central Sewer Systems

The cities of Ashton, Newdale, and St. Anthony / Parker, operate sewer collection and treatment systems. The City of Teton is served by a sewer treatment facility in neighboring Madison County. As Map 2.14 shows, a portion of the City of Island Park and the surrounding unincorporated area is served by two central sewer systems operated by the County. The system serving the Island Park Village and Mack's Inn area was installed in 1982 and the system serving the Last Chance and Pond's Lodge areas became operational in 1986.

The Island Park Village-Mack's Inn system consists of gravity and pressure collection mains, pump stations, aerated lagoons where the sewage is treated, and an irrigation system for land application of treated sewage during the summer. There is also a snow application system for converting waste water to snow for land application during the winter months. The lagoons and summer land application area (which occupies around 58.0 acres) are located on Targhee National Forest lands. The winter snow application land is adjacent to this on Forest Service lands and currently 12 acres are being used with additional acreage being reserved for a total of 25 acres available for snow application. The system's service area is outlined on Map 2.14. Dan Lostutter, manager of the Island Park Village-Mack's Inn sewerage system estimates the system is operating at 94% of its summer capacity. Winter snow application has reached 10 million gallons of a total 16 million gallons permitted, however Lostutter explained that the existing snow system is unable to physically reach the full permitted capacity due to limitations of pumps and condensers in the system.

The service area of the Last Chance-Pond's Lodge system is shown on Map 2.14. This system is similar to the Island Park Village-Mack's Inn system. It includes gravity flow and pressure sewage collection lines, pump stations, aerated lagoons, a snow system for winter application on 24 acres (14 acres are currently used) and an irrigation system for summer land application of treated sewage on approximately 25 acres of Targhee National Forest land. The Last Chance Sewer District operates under the same management as the Mack's Inn system. Estimated summer use capacity for this system is around 75%.

Surface and ground water pollution from on-site waste disposal systems has been documented in areas that are not served by the existing sewer systems. The Aspen Ridge Subdivision connected to the Island Park Village-Mack's Inn sewer system in 1990-1991 to reduce reliance on individual septic systems there. The 1975 sewer facilities study referred to earlier also recommended that central sewer systems be constructed on the north shore of Henrys Lake, in the I.P. Bill's Island and McCrea Bridge areas, and in the Shotgun Village Estates and Yale Creek area. Those areas are also shown on Map 2.14 as water quality vulnerability areas. These recommended systems have never been constructed and the Board of County Commissioners has determined to re-evaluate areas designated as water quality vulnerability areas along with the monitoring currently being done by Keller and Associates. The 1989 *Fremont County Public Facilities Inventory* indicated that enforcement of state health regulations in developments along the north shore of Henrys Lake may have reduced sewage

disposal problems in that area. Discussions with health district officials confirm that work has been done to improve individual systems to state requirements in this area of the county.

As of October 2006, The Mack's Inn system served 1,078.45 Equivalent Dwelling Units (EDU) and the Last Chance system served 377.26 EDUs. Based on the current capacities of the sewer systems, an inventory of the status of build out of the developments served by the existing Island Park systems reveals that the systems will not be able to accommodate full build out of these developments. Only about one third of the lots of some newer subdivisions in the service area of the sewer systems have improvements. Some older subdivisions may be largely built out, but due to small lot size, multiple adjacent lots are often held by a single cabin owner and may have the potential for additional development. With estimates of 75% and 94% capacity, the County operated sewer systems likely cannot meet future demands within the existing designated service areas, let alone new development outside of them, without additional facility expansion.

### **Municipal Sewer Systems**

All of the municipal sewer systems in Fremont County are monitored by the Idaho Department of Environmental Quality (IDEQ). Although not serving many unincorporated parts of the county, an understanding of capacity of municipal systems for cities within Fremont County can indicate the potential for expansion of the cities services into the designated city impact areas shown on the Preferred Land Use Map 2.9. a-c, and future areas potentially annexed into the cities.

St. Anthony's sewer system manager estimates that the facility is operating at about 47% of its potential capacity currently (2007). The city has been replacing mainline pipes and other infrastructure over the last several years. This system also collects wastewater from the City of Parker. Residents in the county along this connection have not connected to the system, however the Juvenile Corrections Center located between Parker and St. Anthony is connected to this system. The sewer system has lagoons which empty treated wastewater into the Henrys Fork River downstream of the City of St. Anthony.

Ashton's sewer manger was unable to provide an estimated capacity at which it is currently operating but estimated that additional residential development in the cities impact areas could be accommodated by the existing facility. Retention ponds south of the City of Ashton on the west side of Highway 20 treat water that is discharged into the Henrys Fork River. Willie Teuscher of IDEQ explained that his agency has been working with the City of Ashton wastewater managers to improve their system which has been under violation of EPA regulations for nitrate contamination since 1996, therefore additional capacity may be limited at this time.

IDEQ has also been working with the City of Newdale which is preparing an operations plan for its system and is undergoing improvements to its facilities. Additional capacity of this system may also be limited at this time. The system has historically relied on lagoons and land application or total containment rather than discharging into streams.

The City of Teton rejected a proposal for a central sewerage system in 1988 and currently sends wastewater out of the county to adjacent Madison County for treatment. The small cities of Warm River and Drummond do not operate central sewer systems.

### **Individual On-Site Sewer Systems**

Individual sewerage systems are not public facilities, but areas with frequent system failures may point to the need for new public sewer systems. Owen McLaughlin, EIPHD Environmental Health Specialist, agreed with statements in the 1989 *Public Facilities Inventory* that “occasional failure of on-site sewage disposal systems in the county [can be attributed] to poor design, construction, and maintenance,” and that “there are no areas of widespread or consistent system failure due to soils or other natural conditions.” EIPHD often assesses individual septic systems when homes are sold due to requirements of lenders. The health district also respond to complaints of failed systems and have done work in Fremont County to address failed or inadequate individual septic systems however limited resources don’t allow for routine inspections of all individual systems.

### **SOLID WASTE DISPOSAL**

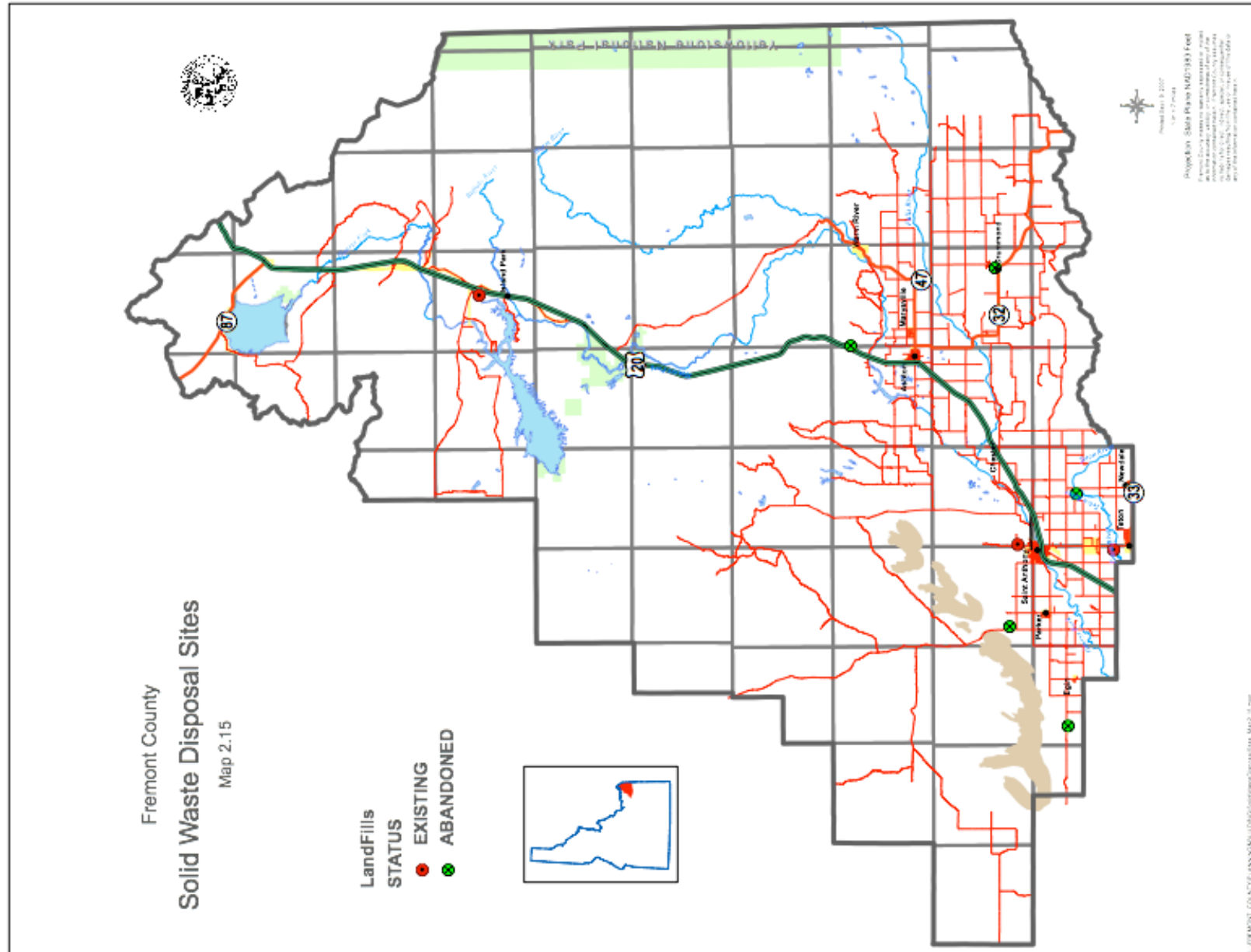
According to the US Environmental Protection Agency, the average American generates about 4.6 pounds of solid waste each day, an increase from the 1989 *Public Facilities Inventory* estimates of three pounds. The National Council on Public Works Improvement (1985) reported that the cost of disposing of that waste rose rapidly from the 1960’s to the mid 1980’s, from \$11.93 to \$21.44 per capita. Fremont County's 2006 landfill budget was about \$996,000.00, or about \$81.00 per capita based on 2005 population estimates. Water quality and hazardous waste management concerns are a factor in increased regulation of landfills and the increased costs of waste disposal. Since 1989 BioCycle Magazine has tracked state reports regarding tons of Municipal Solid Waste (MSW) land filled, recycled or composted, and burned to produce energy. They estimate that America as a whole recycled about 28.5 % of MSW in 2006, however the Rocky Mountain Area averaged only 14% for recycling and the state of Idaho reported only an 8% recycling rate in 2000, compared to neighboring Oregon which reported the highest rate of recycling at 45.8 % of MSW.

## Landfills

Fremont County does not provide solid waste collection services. The County operates two landfills, the location of which is shown on Map 2.15. The landfill serving southern Fremont County is located north of the City of St. Anthony. The Island Park landfill is operated on 20 acres of Targhee National Forest lands. The County has operated on the understanding that there would be additional acreage for expansion of the site; however this is uncertain at this time.

Dennis Alan who has been involved in the operation of the Island Park landfill for the last ten years explained that within the last nine years the landfill has filled seven pits and he estimates there are an additional 15 pits available on the site until full capacity is reached. Marla Vik, Public works director for Fremont County stated that estimates for time until the Island Park landfill will reach capacity are at 3-5 years. Vik also explained that the limiting factor for operation at the St. Anthony landfill is not additional space but material required to cover solid waste daily. Woody debris brought into the landfill which is chipped may help to fill this need. Increasing regulation has made expansion and the creation of new landfills increasingly unlikely and in the period of the mid 1980's to the turn of the century two-thirds of all municipal landfills in the U.S. were closed.

The County's landfill located north of St. Anthony, began a recycling program in the late 1990s collecting car batteries and used motor oil burned for heating. With encouragement from EPA and DEQ requirements, the recycling program expanded to include cardboard, milk jugs, plastic soda cans and aluminum cans, and newspaper. These items are collected by a recycling center in Idaho Falls. This center does not currently recycle glass, and the County landfills do not collect it. There are not currently recycling bins for steel cans or mixed paper. The landfill in Island Park has similar recycling services but does not currently collect plastics.





In December of 1997, Fremont County Commissioners granted a permit, as required by Idaho Code 31.4401, to Ard's Construction and Demolition Site for a construction and demolition materials landfill located south of the Wilford townsite. Besides County approval, landfills are required to be licensed by and have site and design approval from the IDEQ and to file reclamation plans with this agency. They are also required to submit operating plans to EIPHD and are inspected quarterly by the health district to ensure compliance with their operations plan. Kellye Eager of EIPHD explained that Ard's is categorized as a Tier II non-municipal solid waste landfill and is not permitted under this designation to accept household wastes. The two County operated landfills are categorized as municipal solid waste landfills and are approved for receiving municipal household wastes.

Since 1997, Ard's Landfill has an on-going history of violations with the County and Health District and violations noted in an October 2007 letter include excessive waste tire piles, inadequate signage, acceptance of un-permitted wastes including household wastes, inadequate waste monitoring and reporting, deficiencies in the operations plan, and setback encroachments. Additionally, the IDEQ has withheld approval for continued operation because necessary siting and design plans were not submitted by the landfill. Other concerns include the landfill's location in a FEMA mapped floodplain of the nearby Teton River and past un-permitted gravel mining and fires.

Map 2.15 also shows the locations of some known abandoned landfill and dump sites in Fremont County. Other abandoned disposal sites may exist. Some of these sites are on private land. They could be successfully reclaimed for other uses, but their re-development for other uses does merit special regulatory attention.

## **LAW ENFORCEMENT**

The primary responsibility for law enforcement in Fremont County rests with the Sheriff's Office, but it should be noted that the Cities of Ashton and St. Anthony provide police protection for their citizens and an officer of the Idaho State Police is stationed near Ashton. The state police force for highways in Fremont County is increased on popular holidays allowing local officers to focus on recreation and resort areas.

### **Fremont County Sheriff's Office**

The Fremont County Sheriff's Office has 33 full time employees, all of whom are sworn officers, but only ten officers are available for patrol duties. Other personnel serve as jailers, dispatchers, or clerks. Additionally, there is a sheriff's reserve of 11 officers. Deputy Sheriffs are stationed in Ashton, Teton, Wilford, Island Park, and St. Anthony.



The Fremont County Sheriff's Office oversees a 35 person search and rescue team. Team members are volunteers, receiving dispatch service and fuel from the Sheriff's Office.

The Fremont County Jail can accommodate as many as 27 adults, but requirements for the separation of different types of prisoners reduce the effective capacity of the facility. Currently there are crowding problems and Fremont County sends inmates to facilities in Madison, Jefferson and Bonneville Counties. Fremont County participates with other eastern Idaho counties in the operation of a Five County Detention Center South of St. Anthony.

Sheriff Ralph Davis commented on the growing use and population of ATV users at the St. Anthony Sand Dunes which has typically increased by about ten percent per year, but in the last couple of years has increased by 40 percent per year. This has put a strain on the Sheriff's Office. The county's population also increases seasonally as a result of the recreational opportunities in the Island Park resort area. The popularity of snowmobiling and ATV use in Island Park makes law enforcement in this area a year round issue.

Sheriff Davis explained that due to the limitations of the existing jail facilities Fremont County is doing feasibility studies to look at the construction of a new law enforcement complex. The sheriff's office has two officers in Island Park and in time the sheriff would like to increase this number to four. In the southern part of the county he would like to add two additional patrol officers, one additional jail worker, and one investigator.

Relatively low crime rates are an asset for Fremont County. In 2002, there were 115 crimes per 10,000 people in Fremont County, compared to 317 per 10,000 for the state of Idaho (Figure AK below). During the 1990-2002 timeframe, Fremont County's crime rate dropped 25%, compared to a 21% drop in Idaho's rate, while the national rate dropped by nearly a third.

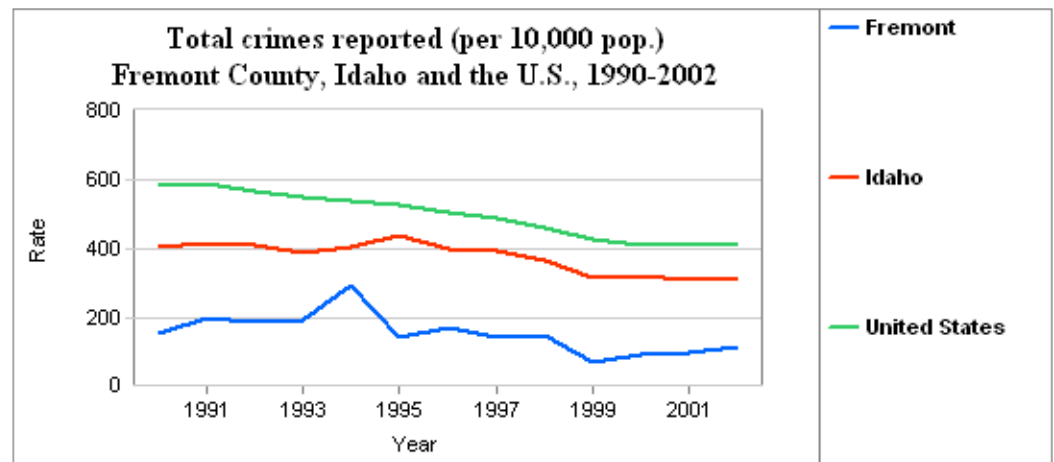


Figure AK

## **FIRE PROTECTION**

Rural fire protection in Fremont County is provided by one of the four fire protection districts as shown on Map 2.16. The City of St. Anthony also supports a local volunteer fire department which is operates in conjunction with the South Fremont Fire District.

### **Hamer Fire District**

The Hamer Fire District includes nine square miles in southwestern Fremont County. Reed Sanders, secretary for the district, stated that Fremont County provides about 20.0% of the district's budget. Sanders noted that the response time to the Fremont County portion of the district is about 20 minutes and that the most frequent call outs for district firefighters are "agricultural" fires in crop stubble, haystacks, and similar situations. An in-depth analysis of the Hamer Fire District is not given here because it serves only a small portion of Fremont County.

### **Island Park Fire District**

The Island Park Fire District includes most of the City of Island Park and most of the unincorporated private land in the Island Park area of the county. The district supports 20 volunteer firefighters. Firefighters are dispatched by pagers through the Fremont County Sheriff's Office.

Kenny Strandberg, reports that response times have improved from the estimates in the 1989 *Fremont County Public Facilities Inventory* of 30 minutes. This is largely due to new satellite stations that have been added since that time. There are currently four stations: one on the Big Springs Loop Road near Mack's Inn, which is centrally located, with satellite stations in the Last Chance area, on the north side of Henrys Lake, and in the Shotgun Valley. Response times are now down to no more than 15-20 minutes to remote areas. The district has no plans for further expansion currently.

The Island Park Fire District has four fire engines with a combined 8,500 gallons of water capacity. Mr. Strandberg stated that the equipment is adequate for current needs. Strandberg also stated that access has not generally been a problem, except during the winter months in some areas. The Island Park Fire District relies on the water carried on its trucks.

## **North Fremont Fire District**

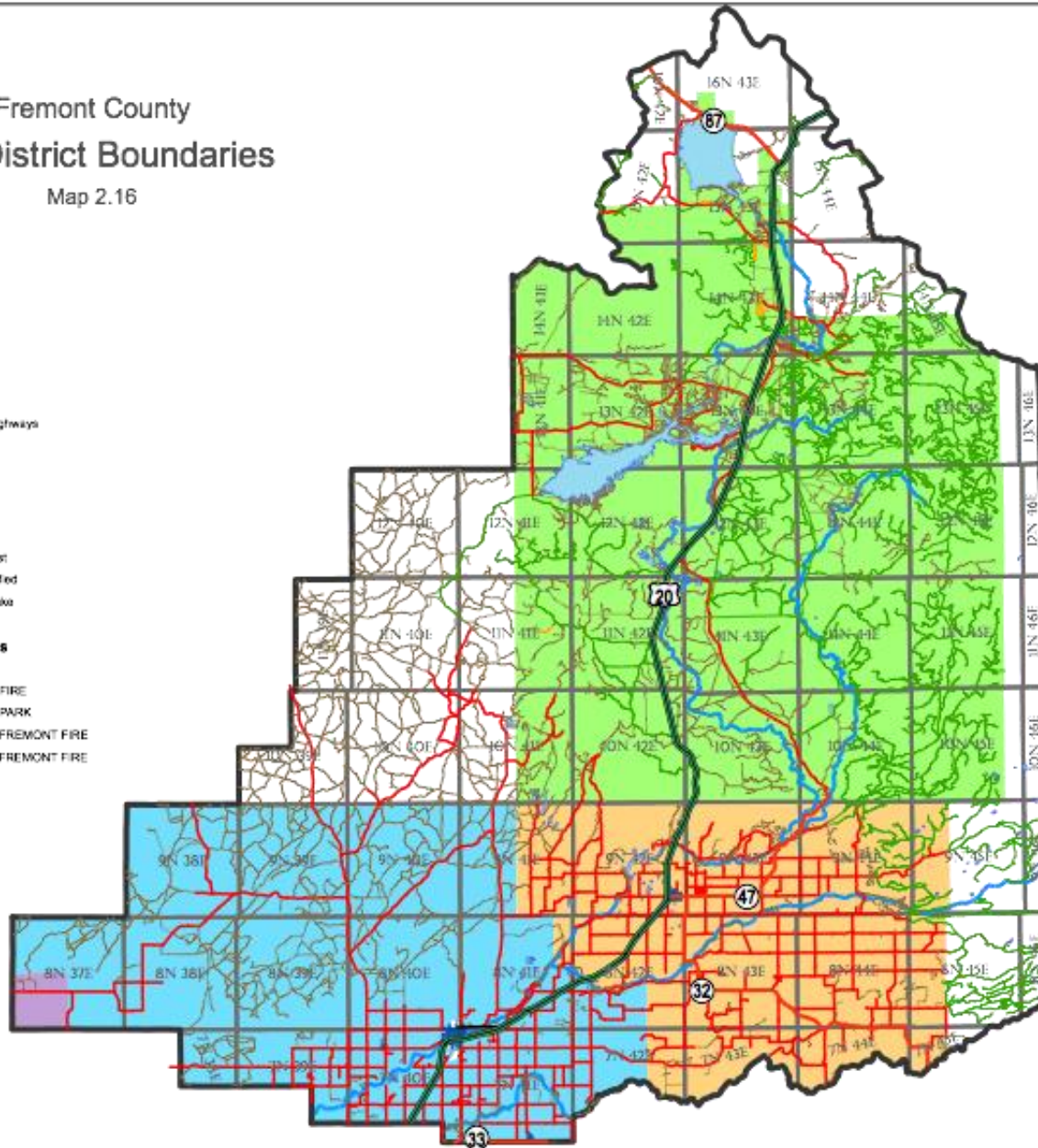
The North Fremont Fire District supports a 21 member volunteer crew that also serves the City of Ashton. The fire district will respond to fires in Drummond but the city is outside of the districts jurisdiction. Volunteers are dispatched by the Fremont County Sherriff's Office. One limitation on the district's capabilities is that only four or five members are actually in Ashton during the day (most commute to work elsewhere). Response times range from four to five minutes in the City of Ashton to 20 minutes or more at the district's perimeter. The district has a mutual aid agreement with its counterpart in St. Anthony and other fire districts and federal land management agencies.

North Fremont firefighters have eight vehicles: two brush trucks with 500 gallon tanks and 500 gpm pumping capacity, one also has foam spraying capabilities; three engine pumpers with 1,000, 1,250, and 1,500 gpm pumping capacity and 750, 1,000, and 1,000 gallon tanks respectively; two 4,000 gallon tank 10 wheeler trucks; and one 3,000 gallon tank 10 wheeler truck. Mr. John Grube stated that the districts equipment was adequate for their current needs except for old personal fire protection equipment including uniforms which may cost \$1,800.00 apiece. The district is seeking grants to replace this old equipment.

The volunteer fire district relies primarily on the water carried by its pumpers and tanker and has a combined capacity of 11,000 gallons. Mr. Grube stated that this was adequate for the average residential fire which may require 7,000 – 8,000 gallons of water. The district also has portable pumps and direct drafting capabilities to use streams or canals, when possible. Mr. Grube explained that a principal access concerns are adequate bridges and culverts to support fire trucks which may way as much as 56,000 lbs. and adequate road widths. The district's comments on specific developments reflect these concerns. Mr. Grube also stated that a concern with consistent addressing stated in the 1989 public facilities inventory has not been an issue.

# Fremont County Fire District Boundaries Map 2.16

- Highways**  
Type  
US  
STATE  
Other Highways
- Roads**  
Jurisdiction  
County  
City  
Private  
US Forest  
Unclassified  
Water/Lake  
Rivers
- Fire Districts**  
Name  
HAMER FIRE  
ISLAND PARK  
NORTH FREMONT FIRE  
SOUTH FREMONT FIRE



**NOTE:**  
The villages of Drummond and Ashton are excluded from the North Fremont Fire District as per Commissioner Book K page 348. The Corporate limits of the City of Newdale and the City of St. Anthony are excluded from the South Fremont Fire District as per instrument number 326726.



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1 inch = 7.5 miles

Projection: State Plane NAD1983 Feet.  
Fremont County makes no warranty expressed or implied as to the accuracy, validity, or correctness of any of the information contained herein. Fremont County assumes no liability for direct, indirect, special, or consequential damages resulting from the use or misuse of this data or any of the information contained herein.

## South Fremont Fire District

The service area of the South Fremont Fire District is shown on Map 2.16. The district contracts with the 21 member (25 are authorized) South Fremont Volunteer Fire Department for services. The same volunteers serve the City of St. Anthony. The District maintains its own 24 hour dispatchers and calls out volunteers with pagers. The constant presence of dispatchers allows for a reasonably fast response time. Dave Fausett of the South Fremont Fire District states that response times are under 10 minutes. The District has a mutual aid agreement with the North Fremont Fire District, The US Forest Service, BLM, and with fire departments in Madison County.

The district uses a 1,250 gallon pumper, a 3,000 gallon pumper and tanker, and two brush trucks with 250 and 300 gallon capacities. The St. Anthony Volunteer Fire Department uses two additional vehicles for fire calls within the city: a 1,000 gallon and a 500 gallon pumper.

The municipal water systems in Newdale, Parker, Teton and St. Anthony as well as the Juvenile Corrections Center include fire hydrants. Elsewhere, the district relies on the water carried by its pumpers. The district also has direct drafting capabilities to use streams or canals, when possible. Mr. Fausett stated that there are no widespread access problems within the district but some areas near the Henrys Fork of the Snake River and BLM lands are difficult to access. He also commented on the importance of multiple points of access within subdivisions and adequate bridge capacity.

**Table 2.9 – Fire District Facilities**

District	Staff– Full Time and Volunteer	Trucks	Capacity
Island Park	20	4	8,500 gallons
North Fremont	21	8	10,000 gallons
South Fremont	21	4	4,800 gallons

Source: Fire Districts

## **Wildfire**

Keith Richey, Emergency Management Coordinator for Fremont County, conducted field surveys and a public education program to assess conditions and inform the public on urban wild land interface wildfire hazard risks. This program used Red Zone software and protocol to create an information database linked to geographical information to assist in emergency management.

The County received grant money from a BLM grant for \$40,000 in 2006 and an additional \$20,000 in 2007 to do this work. The survey consisted of forty questions and data collection included information showing site layout including access, buildings, and utilities, and fuel hazards and evacuation concerns to assist in emergency response. This system also identifies areas of greatest concern for wildfire in the county and educates landowners on how to protect their properties from wildfire hazards. The work completed in 2006 covered about half of the Island Park area that includes private land bordering public lands and all of the area around the City of Ashton in the North Fremont planning area. Work in 2007 will largely complete the work in the Island Park area. Urban-wildland interface in the South Fremont Planning Area has not been identified to be as high risk as the other planning areas in the county. For additional information see section 2.6 Hazard Areas of this plan.

## **EMERGENCY MEDICAL SERVICES**

Fremont County Emergency Medical Services has six state licensed ambulances; two each housed in Island Park, Ashton, and St. Anthony. These ambulances are on call at all times and are staffed by approximately 50 – 60 volunteer personnel who are trained, tested, and certified under the same requirements as paid providers. Fremont County EMS is licensed at the Advanced EMT level, and personnel are certified at one of three levels; Emergency Medical Responder, Basic Emergency Medical Technician, and Advanced (Intermediate) Medical Technician. By law, the County must have a Physician Medical Director, and Dr. Larry T. Curtis currently serves in that capacity.

The ambulance service is funded by a county-wide Ambulance Taxing District (established in 1990), fees for service, grants, and donations. The Fremont County Board of Commissioners also serves as the Ambulance Taxing District Board. The tax district has one paid employee whose duty is to supervise and coordinate all ambulance related activities as dictated by state and county laws and guidelines.

Increases in population result in increased ambulance calls. Recreational homes in the county are often purchased by middle aged or senior citizens. This age demographic is the most frequent user of ambulance services. Fremont County is a premier vacation/recreation destination and US Highway 20 is a major tourist and trucking route. Fremont County provides the ambulance service for a population that far exceeds the number of county residents. It is the goal of the EMS department to provide quality pre-hospital medical care. To do this they must have adequate funding.

Throughout rural America, there is a shortage of volunteers. The average age of volunteer EMTs in the United States is in the late 40s and more people have full time jobs and must work outside their communities. As the county grows and the volunteer pool shrinks, there will be an additional need for paid personnel to staff ambulances. Ideally new development in the county should provide monies to help with equipment, training, vehicles, and facilities costs.

## **HEALTH CARE FACILITIES**

The declining availability of local health care in Fremont County was identified as a major concern in a public meeting held to identify the limits of infrastructure to economic development. Only two active physicians were identified in Fremont County and five active dentists. The local rate of physicians per 1,000 population, based on the 2005 estimated population of 12,242, is 0.16, just 10 % of the state average of 1.6, and 7 % of the national rate of 2.3 doctors per thousand. The rate of dentists per 1,000 is 0.41 which is closer to the national rate of 0.58 per thousand. In addition to limiting access to health care, the local shortage of health services professionals is an economic development issue.

### **Hospitals**

Fremont County no longer has a hospital. The St. Anthony hospital was closed and the Ashton Memorial Hospital closed in 1988. The nearest hospitals are the Madison Memorial Hospital in Rexburg, the 323 bed Eastern Idaho Regional Medical Center (EIRMC) in Idaho Falls and the 13 bed Teton Valley Hospital and Surgicenter located in Driggs. The Madison Memorial Hospital is currently in the middle of an expansion from the previous 53 bed capacity to a 73 bed capacity, and anticipates completion by early 2009. Mary Lou Davis with Fremont County's EMS department estimates that 80% of Fremont County residents needing hospital services use the Rexburg facilities, only about 2% use the facilities in Driggs, and most of the remaining patients use the Idaho Falls facilities. She also commented on the difficulty of drawing new medical professionals into the area without construction of new health care facilities.

Because of Fremont County's inadequacies for health care service, it is eligible for a federal grant to establish a new health clinic. There have been efforts to pursue this grant, and, if awarded, a facility would be operational within four months as a requirement of the grant. The facility would offer free services to people without insurance but would also serve patients with insurance. This may serve to alleviate the shortage of health care professionals in the county for the long term if the facilities can remain viable after the three year grant expires. By the end of the term of the grant it is anticipated that the facilities will have four doctors and supporting staff, one dentist, and a mental health specialist operating in two buildings in St. Anthony and a satellite building in Ashton.

## **Care for the Elderly**

Fremont County has two facilities for the care of the elderly; Spring Creek Manor located in the City of St. Anthony which can accommodate 30 people, and the Ashton Living Center which can accommodate 38 people. The Ashton Living Center also offers physical and occupational therapy.

## **Public Health Services**

Fremont is one of eight counties served by the Eastern Idaho Public Health District (EIPHD). Joint funding from County property taxes and the state general fund provide about 37% of the funding for the health district and the remaining funding comes from contracts and fees. EIPHD provides health education, physical health clinics, consultation services and referrals for medical care, environmental health protection, and epidemiological investigations throughout eastern Idaho. The District is headquartered in Idaho Falls, but has a St. Anthony office as well as eight other local offices. The EIPHD reviews proposed subdivisions to assure that their residents have access to safe drinking water and acceptable means of disposing of sewage and solid wastes. EIPHD also issues permits for on-site sewage disposal facilities and monitors private drinking water supply systems as described earlier.

## **LIBRARIES**

There are three public libraries in Fremont County. The St. Anthony City Library is located in the St. Anthony City building and the Ashton Public Library is located in the Ashton Community Center. Island Park has added a library since the 1989 *Fremont County Public Facilities Inventory* was completed. It was formed by a library friends group and is currently operating in a building located behind Fremont County's storage shed at 4377 County Circle Road in Island Park.

In November 2002, the citizens of the county voted to have the St. Anthony, Ashton, and Island Park Libraries become a district with each of the three libraries forming a branch of the district. The Libraries are funded by County tax monies. At this time there are nineteen employees working for the district. The libraries have a combined total of approximately 40,000 books, CD's, DVD's, MP3 players, and other items available for public checkout. Computers for internet access are available to the public with computers for children also available. The Libraries have weekly story times for children with a summer reading program for adults, teens, and children. Because of space limitation and location of some of the libraries, relocation of the libraries may occur in the future. Since 2002 the Library District has expanded services, increased employees, hours, computers, and books in all branches of the libraries. Robine Singleton who sits on the library district's board of directors commented that the district is prepared to handle additional growth throughout the county.



## **ELECTRICITY**

There are two electricity providers serving Fremont County residents. Dave Peterson of Fall River Rural Electric explained that his company largely provides electricity utilities north of the Ashton hill, in Island Park and north into Montana. In the southern part of the county, and part of the area north of the City of Ashton, services are provided by Rocky Mountain Power as well. There are some territorial laws governing which of the providers will service an area but there are cases where adjacent houses in a development will be served by the two different providers. Transmission corridors are also often the same but the companies maintain their own power lines within the corridors.

Mr. Peterson also explained that there are areas in Fremont County, largely in the Island Park Area, where costs of providing electricity are prohibitive. Some of these areas may include properties west of the Shotgun Valley and West of Pine Haven. According to Peterson however, costs that may be unreasonable to some people are acceptable to others and power has moved into areas that were lacking electricity services historically including private in-holdings in US Forest Services lands such as the Boy Scout Camp in the Buffalo Basin. Mr. Petersen explained that he has not seen many instances of use of alternative power sources to service remote areas and those instances in Fremont County that use alternative power would likely rely on generators rather than renewables such as wind or solar power.

Vance Whitaker of Rocky Mountain Power explained that his company primarily provides services in the cities of Ashton and St. Anthony and those along the Madison and Fremont County border. His company does not provide services in the Island Park area or the Southeastern part of the county including Lamont and Drummond. He could not think of instances in the southern part of the county where services are not available though some areas may not have three phase power. He has also not seen many instances of the use of alternative power sources and commented that solar power was generally not feasible without subsidies and that some states subsidize solar power systems to make them feasible. Large scale wind power may be a more realistic option in some areas including ridgelines and there are legal requirements for power companies to purchase power from these sources once they become established. Development of wind power should take into consideration potential visual impacts of wind turbines.

## **TELECOMMUNICATIONS**

Fairpoint communications is the sole provider of land line based telecommunications in Fremont County. In addition to residential and business telephone services Fairpoint provides both dial-up and DSL internet access and data and T1 lines. Fairpoint provides services to all of the cities in the county and many of the unincorporated areas with residential development. There are a number of cellular telecommunications providers that have service areas in the county.

## PUBLIC FACILITIES AND INFRASTRUCTURE ISSUES

Whenever significant population and economic growth are anticipated, *increased demand for all public services* is also anticipated. As part of an economic development planning process a meeting was held in St. Anthony to discuss services, infrastructure, and facilities that potentially limit new economic development. Areas of concern that were identified included:

**The need for additional affordable housing.** The increase in BYU-Idaho commuters has served to absorb much of the available housing in south Fremont County. Property values in the resort areas within the caldera have made housing difficult to afford for the permanent labor force there. Finding affordable housing for seasonal workers in both private businesses and the land management agencies is especially difficult. Existing programs to provide affordable housing do not address seasonal workers.

**Sewer and Solid Waste Capacity in Island Park.** Fremont County operates two sewer systems in the Island Park area. The Mack's Inn system is running at 94% of its capacity for average daily load. The Last Chance system is operating at 75% of capacity. Additional application of snow effluent in the winter may increase system capacities to a small degree. Some of the existing subdivisions within the service areas of these two systems have homes built on only about one-third of the platted lots, according to Fremont County Planning Department. There is little to no remaining capacity to even meet the County's obligations to the remaining platted lots, let alone approve new subdivisions or developments that are within the service areas of the sewer systems. Both sewer connection and use fees are very high by state standards. In addition, the Island Park landfill is expected to reach its capacity within three to five years.

**Wildfire Risk.** Wildland fires affecting the rural/urban interface are a large and growing problem in the county. The combination of more and larger structures in the forest and fuels build-up associated with forest health issues has served to increase the risk. It is further exacerbated by proposed changes in Forest Service policy to let lightning fires burn and to not risk firefighter lives with actions to protect structures. This may lead to either increased rates or dropped fire insurance coverage by insurers. Situations where narrow roads lack fire truck turnaround spaces and only contain a single ingress/egress are an issue in the Island Park area. Firefighters will not enter areas under those conditions. Absentee ownership is a problem for implementing individual *Firewise* protection plans. In fact, \$695,000 of \$750,000 in federal funds earmarked for cost-sharing fire protection measures in Fremont County was turned back recently to BLM.

**Well Permits for New Developments.** The process of obtaining new well permits for developments throughout the county will require mitigation plans under the new rules for conjunctive management of surface and ground water by the Idaho Department of Water Resources.

**Island Park School.** There is an acute need for a K-3 elementary school in the Island Park area. Children must now be bussed to Ashton, which means long commutes and long days for very young students. There are several barriers to getting a school built, including 1) finding land, 2) getting a bond passed to fund construction, and 3) meeting state guidelines for numbers of students. An alternative could be to bus students in the northern part of Island Park to West Yellowstone, but again there are obstacles of tuition reimbursement across state lines. Nevertheless, the lack of a school creates a significant barrier to families considering moving to the Island Park area. It becomes a Catch-22 situation, because without the presence of a school, families will not move to Island Park and the number of students cannot increase to the critical mass needed to for state guidelines. It is in the County's best interests to keep this issue before the Fremont School District and to continue the search for creative solutions.

**Adaptive Re-use of Historic Buildings.** There are a number of older buildings in most communities in the county that are vacant and/or in various stages of disrepair. Finding new uses for these buildings, preferably ones that add jobs or improve the quality of life, is important to the future of Fremont County. Investments in downtown corridors tend to become contagious, creating a positive cycle of investment, community self-image, and activity. In most cases, these adaptive re-use plans are best initiated by private developers, who are in the best position to sort through feasibility issues. The County and cities may play a catalytic role by removing barriers to development, or by gaining access to public funding in a partnership project. Occasionally, the public or non-profit sectors will take the lead for public purpose uses like community centers, public theaters, senior centers, or health facilities.

## **2.9 TRANSPORTATION –**

Transportation infrastructure is a primary determinant for new development. As infrastructure improves new growth often occurs requiring more road improvements. This cyclical process makes the need to integrate road improvements with other infrastructure improvements and with land use planning critical.

Fremont County is linked with the rest of Idaho and the nation by state and federal highways. U.S. 20 passes from south to north through the county, carrying traffic to and from the trade centers of Rexburg and Idaho Falls (to the south) and to West Yellowstone, Montana. State Highway 87 connects the Island Park area with the Madison River Valley in Montana. State Highway 47 serves a rural area east of Ashton. It connects with county roads that provide access to Cave Falls in the southwest corner of Yellowstone National Park and recreation areas in the Targhee National Forest. State Highway 32 runs southeast from Ashton, through Drummond, into Teton County, Idaho. State Highway 33 runs east from Sugar City along the Fremont-Madison County line through Teton and Newdale. Highways 32 and 47, along with the Salem Highway and Red Road which travels north from Rexburg to the Sand Dunes and from there north into Island Park, have been designated as Scenic Byways by the Idaho Transportation Department (ITD). The ITD maintains federal and state highways in Fremont County.

## THE FREMONT COUNTY TRANSPORTATION PLAN

Fremont County contracted with J-U-B Engineers to develop a transportation plan for the County, which it completed in 2006 (Ordinance 2006-14). The plan explains that public funds from ITD supported transportation planning for “virtually every city and county throughout Idaho.” A Transportation Advisory Committee of over 20 people was organized to direct the planning effort in the county, and public hearings were held in Island Park. Many of the cities in the county including St. Anthony and Ashton also completed their own transportation plans concurrently with the County’s. Roads in the cities of Warm River, Drummond and Island Park are included in the County’s transportation plan. Concerns from the public included the updating of the Highway 20 corridor plan under the jurisdiction of ITD District 6 which recently completed a study for the U.S. 20 corridor as well as the Idaho portion of State Highway 87.

*The Fremont County Transportation Plan* was adopted by the Board of County Commissioners in 2006. It is adopted here by reference to fulfill the requirements of the transportation analysis and a summary of that document as well as updated information from the 1989 *Public Facilities Inventory* follows.

The Transportation plan is a 20 year plan which reviews land use trends and projects growth trends for 20 years. It identifies safety concerns and bridge deficiencies, functional classification and levels of service for road sections and intersections, and describes a five year capital improvements plan. Planned ITD projects identified include work on sections of US 20 and US 87. County projects in the planning stage or in process identified in this document include:

- Replacement of the Salem Bridge and realignment of the Salem Road connecting to the bridge
- Fun Farm Bridge replacement
- Improvements to the Stanford Field Airport near St. Anthony
- Replacement of the Stone Bridge, near Warm River, awaiting confirmation of funding

Additionally the transportation plan identifies a number of recommended design standards to include or change in the *Fremont County Development Code*. This includes standards for spacing of access, right of way widths for different classes of roadways, cul de sacs and dead end streets, pavement marking and signing, construction of new culverts and bridges, and general roadway design criteria. The plan prioritizes roads for snowplowing and identifies strategies for managing transportation assets.

## **The Fremont County Road System**

While many miles of road are maintained by state and federal agencies, the principal responsibility for rural transportation in Fremont County is the County's. Fremont County maintained 707 miles of roads in 2005 (an increase from 534.3 miles recorded in the 1989 *Fremont County Public Facilities Inventory*, and the 600.83 miles recorded in the *Fremont County Comprehensive Plan*, 2002). The County maintained road system includes 360 miles of paved roads, 226 miles of gravel roads, 28 miles of improved earth roads, 93 miles of unimproved roads and 95 bridges. Map 2.17 shows the functional classes of existing roads. The Fremont County Road and Bridge Department provides 18 jobs and had a 2006 budget of roughly \$2.8 million. The County also administers about \$1million in grant money to contract for project work. The County maintains road and bridge facilities in Ashton, Island Park, and St. Anthony.

### **Roadway Functional Classification**

A roadway network is typically comprised of a hierarchy of roadways that are defined by their respective functional classification. Generally, roadways serve two primary functions—access and mobility—and the degree to which the roadway serves these functions define its functional classification.

Fremont County presently has a functional classification map that is maintained and published by the Idaho Transportation Department. The functional classification map is updated and republished every five years. However, modifications to the map can be requested at any time by highway jurisdictions depending on land use changes and/or traffic use fluctuations on the roadways.

Functional classification maps are an important part of the highway system for state and federal funding requests, as generally only roads rated major collector or above are eligible for these funds.

### **Principal and Minor Arterials**

- Principal arterials carry longer-distance major traffic flows between population centers and important activity locations, including statewide or interstate travel. Minor arterials also provide direct transportation links between cities and major traffic generators.
- US 20 is the only principal arterial in Fremont County. This is the main north-south route through Fremont County and leads into the State of Montana. State Highway (SH) 87 near the northern border and SH 33 along the southern border are the only minor arterials in the Fremont County roadway network. All three are maintained by the ITD.
- ITD generally requires a minimum right-of-way width of 120 feet for principal arterials and 80 to 100 feet for minor arterials.

- Arterial design speeds in Fremont County range from 30 mph (through urban areas) to 70 mph (through rural areas). Design speeds are typically 5 mph higher than posted speeds.

#### **(a) Major Collectors and Minor Collectors**

- Collectors link local streets with the arterial street system and provide “intracounty” and “intracity” travel corridors.
- Travel speeds and volumes are generally more moderate than arterials and the travel distances shorter.
- Collector design speeds range from 35 to 55 mph.

### **Section 12.02 Local Roads**

- The primary function of local roads is to provide access to adjacent residential and business land uses.
- Local roads are generally low-speed, two-lane roads that carry relatively low traffic volumes.
- The local road standards listed in the *Fremont County Development Code, Appendix B*, indicate a minimum right-of-way width of 60 feet for local roads.
- Design speeds for local roads range from 20 to 55 mph.

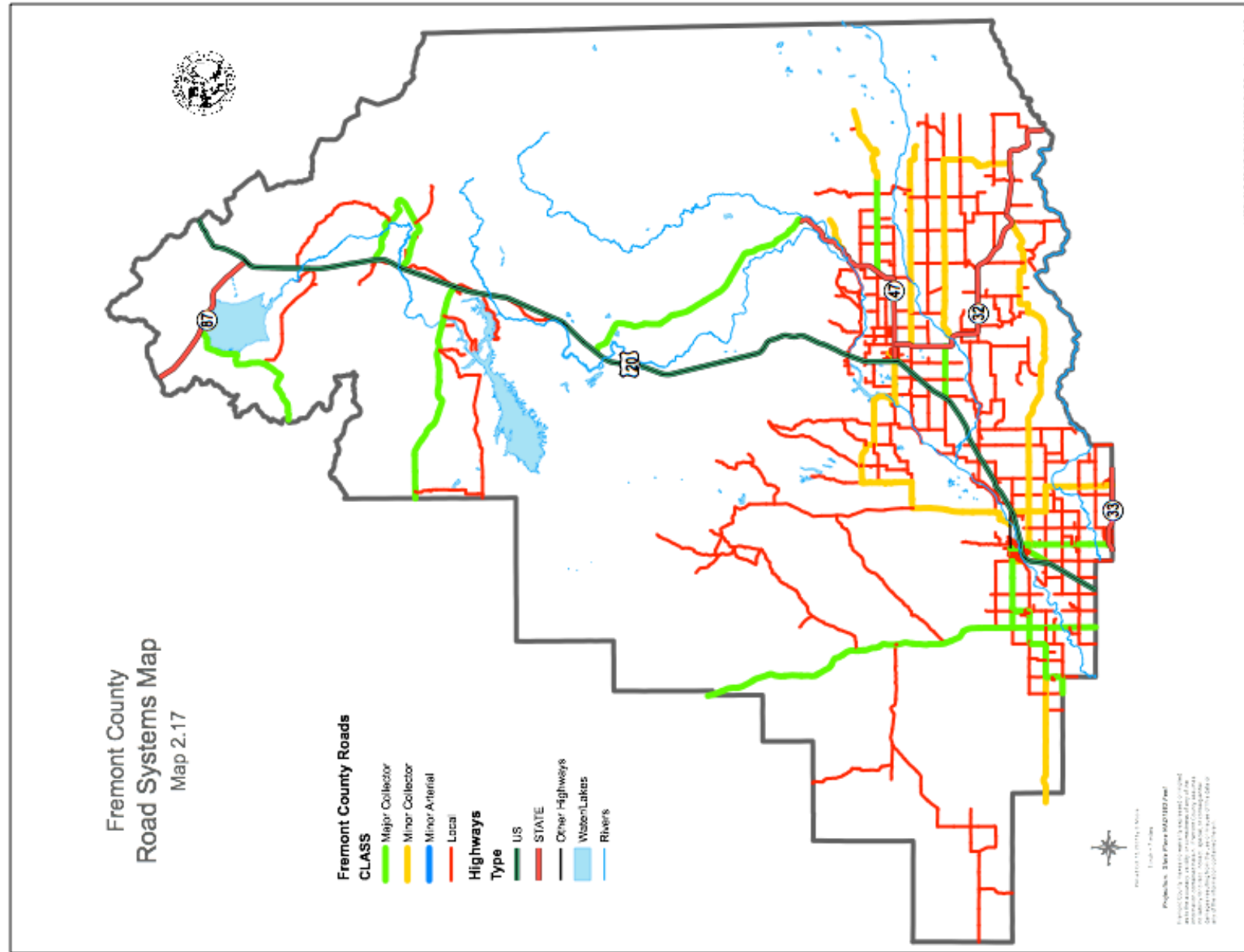
### **Recommended Changes**

The transportation plan recommends pursuing changes to the Fremont County Functional Classification System to designate the following roads as “collectors”

- Sand Creek Road from Old Yellowstone Hwy to 1200 N, 1200 N to Arcadia Road, Arcadia Road from 1200 N to 1500 N, 1500 N from Arcadia to 3000 E, 3000 E to 1425 N, 1425 N from 3000 E to 3125 E, 3125 E to 1300 N, 1300 N from 3125 E to US 20
- Hog Hollow Road / 500 N from 2400 E to Hwy 32
- Egin-Hamer Road (400 N from 900 E to 1600 E)

### **Road Capacity**

The 2006 Transportation Plan states, “Generally, traffic volumes in the county are low enough that existing facilities perform well and are expected to operate at an expected [level of service] for the foreseeable future, as demonstrated by the level of service calculations that are included in [the transportation plan]. The calculations do not include peak recreational volumes that occur during summer holiday weekends that may create traffic operational problems for short periods.” The document also lists access concerns identified by the EMS department which include:



- The need for additional signage, especially areas of St. Anthony.
- Intersections on US 20 and 200 North, and 500 North and 1900 East.
- A dangerous turn on the lower Parker Road.
- Tight, narrow roads near Hog Hollow Road at “Monkey Rock.”

## **Funding sources**

The Transportation Plan reports that over the past three years, funding sources have been between:

- 50 percent and 65 percent from the state (fuel tax)
- 30 percent and 40 percent from local tax sources
- 5 percent federal.

The 2006 plan states, “Federal funds are available for large construction projects through a competitive application process. Fremont County has successfully augmented their budget with these sources in the past and intends to continue pursuing these and other grants in the future.” The new federal transportation act increases allocations for transportation spending by 5% adjusted for inflation over the previous act. Federal money is disbursed through a number of programs with different eligibility requirements.

## **Section 12.03      Scenic Byways**

Within Fremont County there are three byways:

- **Mesa Falls Scenic Byway**  
In 2005-2006, the local Mesa Falls Scenic Byway committee wrote a Corridor Management Plan (funded by the state of Idaho) to improve access and interest in the byway.
- **Teton Scenic Byway**  
The Teton Scenic Byway extends along SH 32 from Ashton to Tetonia, then connects with SH 33 to Victor, where it turns to SH 31 to complete the loop between Victor and Swan Valley.
- **Fort Henry Historic Byway**  
This byway begins in Island Park and follows the Yale-Kilgore Road into Clark County, where it follows A2 to Red Road. The Byway then enters Fremont County again to follow Red Road and the Salem Highway to US 20.



Scenic Byways may be eligible for grant money to assist in projects. The project must be on a highway or local road designated as a scenic, historic, or backcountry byway and have a corridor management plan. The local match requirement is 20 percent.

Eligible projects include development and implementation of corridor management plans, safety improvements as a result of designation, pedestrian/bicycle facilities, turnouts, shoulder improvements and interpretive and tourist information facilities.

Fremont County adopted the *Mesa Falls Scenic Byway Corridor Management Plan* in January of 2006, (Resolution 2006-03).

## **CAPITAL IMPROVEMENT PLAN**

The transportation plan includes a Capital Improvements Plan (CIP) which identifies major projects requiring the expenditure of public funds over and above the annual operating expenses for the purchase construction or replacement of physical assets. The CIP lists selected projects and estimated costs for each. At the conclusion of the county transportation plan analysis, the Transportation Advisory Committee and the public recommended, selected, and prioritized projects to be listed in the CIP.

Transportation concerns that need to be met include providing for safe pedestrian walkways, improving several intersections and paving certain roadways in Fremont County. These concerns can be addressed through a combination of improvements and additions to the existing transportation system that focus on capacity and safety issues and roadway upgrades. Fremont County will continue to maintain existing transportation facilities for the traveling public and sustain local and county economic development.

The following list summarizes the five-year capital improvements that are recommended for the Fremont County transportation system. Additional mid-range and long term projects (out to 20 years) are also identified in the transportation plan. A list of these additional projects identified in the CIP section of the transportation plan can be found in appendix B. This list of projects is the culmination of the cooperative and creative effort of Fremont County staff, elected officials and Fremont County residents.

## Priorities for Road Improvements

The transportation plan identifies 10 projects as priorities for the five year Capital Improvement Plan. These are shown below

1. **Ashton-Flagg Ranch Road, 1200 North**  
Build base and pave 5 miles of roadway, 4000E to 4500 E
2. **1900 E - Salem-Parker Highway**  
Roadway improvements – 100 N to 700 N
3. **Yale - Kilgore Road**  
Reconstruct 3 miles of roadway, 3200 E to 3500 E
4. **Fisherman's Drive and Cherry Butte Road.**  
Widen, improve base and pave (2 miles)
5. **Fish Creek Road**  
Major widening, clear right-of-way (2 miles)
6. **Red Rock Road/Henrys Lake Drive**  
Obtain right-of-way, perform environmental review and begin improvements to base for future paving.
7. **2600 E**  
Rehabilitate from 300 N and pave 350 N to 400 N
8. **Old Kilgore Road**  
Build base and pave 4.5 miles of roadway, 3400 E to 3600 E
9. **500 N**  
Improve from 2000E to 2200 E
10. **Fisherman Drive**  
Rebuild and pave from 3750 E to Cherry Butte Road

Fremont County has entered agreements with the Forest Service for maintenance of a number of roads under Forest Service or County jurisdiction including portions of Robinson Creek Road, Fish Creek Road, Cave Falls Road, and Willow Creek Cutoff among others.

## OTHER MODES AND MEANS OF TRANSPORTATION

Alternatives to motor vehicles whether for cost savings, convenience, recreation, or exercise are a growing component of the transportation infrastructure

## Section 12.04 Pathways and Trails

The U.S. Department of Transportation acknowledges that “ongoing investment in the nation’s transportation infrastructure is still more likely to overlook...than integrate bicyclists.” In response, the U.S. Department of Transportation encourages transportation agencies “to make accommodation of bicycling and walking a routine part of planning, design, construction, operations and maintenance activities.”

Although no Fremont County pathway network now exists there is interested discussion by many folks about possible pathway links. These bike/pedestrian trails could eventually traverse the county, connecting its cities while providing healthy recreation and supporting local economic development. St. Anthony’s beautiful Henrys Fork Greenway Trail and the State of Idaho Parks and Recreation assistance with Ashton’s Rails-to-Trails projects are exciting and only the beginning of what could someday become an elaborate pathway system connecting Jackson to Yellowstone Park.

Current and proposed local pedestrian and bike pathways include:

- Henrys Fork Greenway Trail in St. Anthony
- Rails to Trails from Ashton to Tetonia
- Big Springs Loop Road
- Recreation Bridge on Henrys Lake Outlet
- Henrys Lake Area bike path
- Henrys Lake – Meadow Creek Road

### (a) ATV / Snowmobile Trails

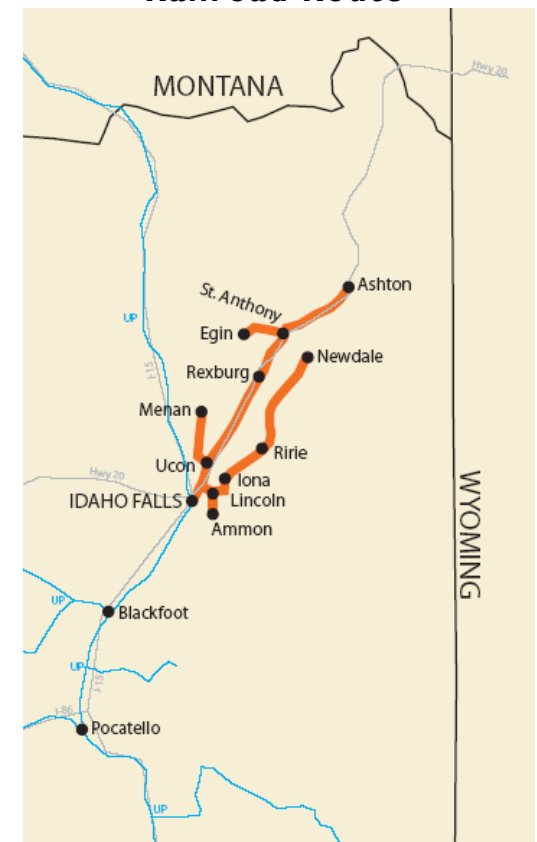
ATV trails are located on Forest Service lands and primarily use the old Union Pacific Railroad right-of-way that runs north-south on the eastern side of the county. The Forest Service’s extensive snowmobile trail system is an economic development amenity for the county and cities.

## Section 12.05 Rail

The Eastern Idaho Railroad (EIRR), made up of 270 mainline miles, is one of the largest single short line spin-offs in the country (**Figure AL**). It has an annual capacity of



**Figure AL Eastern Idaho Railroad Route**



approximately 35,000 car loads and carries passengers as well as a wide variety of products. The EIRR is administered out of Twin Falls, Idaho and provides freight service to the southeastern section of Fremont County. (Source: <http://www.watcocompanies.com/Railroads/eirr/>)

There are 31 railroad crossings on county roads. Several of the railroad beds have been abandoned and or sold and the tracks removed. Some have been converted to trails and others are in the process of being converted to a trail system.

## **Section 12.06      Public Transportation**

In September 2005, CART and Targhee Regional Public Transit Services merged. It is anticipated that this collaboration will expand the limited public transit service to the Cities of St. Anthony and Ashton. Additional transportation services may be available in Fremont County if demand warrants.

## **Air Transportation**

There are two airfields in Fremont County. The Henrys Lake emergency landing field is maintained by the Aeronautics Division of the Idaho Department of Transportation. Stanford Field is owned and operated by the City of St. Anthony, but Fremont County historically has assisted in maintenance of the airport. The proximity of the Rexburg airport and poor land use planning, which permitted development of incompatible uses in the airport operating area have combined to limit the viability of Stanford Field. Improvements of the airfields are not eligible for Federal aid.

Both airports are designated general aviation airports providing service to small single engine aircraft. Neither of the airports is designated in the federal National Plan of Integrated Airport Systems (NPIAS). As such, they do not qualify for federal funding. **Table 2-10** provides facility data about these airports.

**Table 2-10. Facility Data about Regional Airports**

Item	Description
<b>Stanford Field Airport, St. Anthony</b>	
Identifier	U12
Location	1 mile SE of St. Anthony
Airport use	Open to the public Aircraft based on the field: 18 (12 single-engine airplanes, 1 helicopter, 5 ultra lights) Aircraft operations: average 61/week 78% transient general aviation, 19% local general aviation, 3% air taxi
Control	Unattended No control tower
Runway	Dimensions: 4,500 by 50 feet Asphalt surface, Medium-intensity edge lighting, Runway edge markings, No runway end identifier lights
Parking	Parking tiedowns
<b>Henrys Lake Airport, Island Park</b>	
Identifier	U53
Location	3 miles SE of Island Park business district
Airport use	Open to the public, Aircraft operations: average 54/week, 89% transient general aviation, 11% air taxi
Control	Unattended, No control tower
Runway	Dimensions: 4,600 by 170 feet, Turf surface, Runway edge markings, No winter maintenance Livestock and big game animals have access during fall, winter and spring
Parking	Parking tiedowns

Source: <http://airnav.com/airport>

## **Section 12.07      Helipads**

Emergency Medical Service (EMS) personnel manage helicopter operations for emergency needs at the following helipad locations:

- Southwest corner of Yale-Kilgore Road and US 20
- Stanford Field Airport, St. Anthony
- Ashton Stake Center and Elementary School parking lots

They have indicated a need for future helipads at the following locations:

- US 20 across from Valivue Truck Stop near Henrys Lake
- Behind the ITD shed in Ashton

Fremont County Emergency Management Coordinator, Keith Richey also noted that the only “official” helibases in Fremont County are at the two airports and at the Yale Kilgore/US 20 junction. A helibase is defined by the Incident Command System (ICS) as “a main location for parking, fueling maintenance and loading of helicopters.”

Other locations such as the parking lots in Ashton at the elementary school & LDS church are classified as helispots, which is pretty much any place where a helicopter can take off or land. Medevacs routinely land at the Warming Hut south of the South Big Springs Road in Island Park, the BLM-maintained Sand Dunes Campground, and the Sand Dunes Resort

## **2.10 RECREATION**

An abundance of outdoor recreation opportunities is among the most important factors in the quality of life enjoyed by Fremont County residents. It is also the basis of the local tourism industry. This section describes the outdoor recreation areas and facilities currently available in the unincorporated portions of the county provided to facilitate enjoyment of the county's scenic landscapes and wildlife.

Major outdoor recreation facilities in Fremont County are shown on Map 18. The provision of outdoor recreation facilities involves local, state, and federal agencies, and some facilities are cooperatively funded and managed by several agencies.

## **The Fremont County Parks and Recreation Department**

The Fremont County Board of County Commissioners appoints two advisory committees to oversee a snowmobiling program and the Fremont County Golf Course. The Fremont County Parks and Recreation Department manages the snowmobiling program, the County's largest recreation program, with approximately 500 miles of snowmobile trails. State-shared revenues from snowmobile registration fees (authorized by I.C. 67-7106) support grooming of these snowmobile trails and employs seven seasonal grooming machine operators. Some of these trails rely on key private lands to connect trails on public lands and there is a chance that if land ownership changes or is developed some of these trails will be inaccessible or disconnected.

In summer, the County supplies boat docks and other improvements at Ashton and Island Park Reservoirs and Henrys Lake (I.C. 67-7012 earmarks proceeds from state boat licensing fees and fuel taxes for improvements to benefit the boating public). The County maintains five boating facilities on US Forest Service lands: the McCrea Bridge, Millcreek, Buttermilk, Island Park Dam, and Island Park Reservoir West End facilities. The County also manages Bill Frome Park on the west side of Henrys Lake. This park occupies approximately 128 acres (some of which is underwater) and offers camping and boating access to the lake. During the summer, if fishing is good, the park may receive one hundred visitors per day and represents the only free public access to Henrys Lake. Bill Frome Park allows for public camping but exists primarily for fishing access to the Lake. The County has also been involved in partnerships to establish access to the Henrys Fork of the Snake River as it cuts through private lands in the southern Part of the county. In partnership with the County, Henrys Fork Foundation helped find funding for purchase of a public access, Stonebridge, on the Henrys Fork just beyond its confluence with Warm River.

## **Idaho Fish and Game Department**

The Idaho Fish and Game Department (IDFG) enforces the state's hunting and fishing laws. It also administers facilities that provide access for hunters and fishermen and manages wildlife habitat areas. In Fremont County, IDFG operates the Sand Creek Wildlife Management Area (WMA) which has expanded to more than 32,000 acres and includes the Chester Wetlands Segment of 1,506 acres. The Chester Wetlands is located 6 miles northeast of St. Anthony along the northwest bank of the Henrys Fork of the Snake River. The WMA includes parcels extending from two miles north of Parker to Big Bend Ridge, the southwestern edge of the Island Park Caldera. Its purpose is to provide winter habitat for elk, mule deer, and moose and year-round habitat for sharp-tailed grouse and other wildlife. In 2005, IDFG estimated that the Sand Creek WMA supported almost 40,000 visitors. The most popular activities are fishing, hiking, and wildlife viewing.

<http://fishandgame.idaho.gov/cms/wildlife/wma/sandCreek/info.cfm>

## Idaho State Parks and Recreation

There are two state parks in Fremont County: Harriman and Henrys Lake. The principal activity at both parks is fishing, but Harriman State Park also attracts birders, hikers, bikers, horseback riders, and cross-country skiers. In addition to recreation, Harriman State Park offers environmental education programs for approximately 2,000 local school children each fall and provides critical winter habitat for trumpeter swans. Moose, Elk, and Sandhill Cranes are also common. Harriman State Park is principally a day use area, however a group dormitory and other year round over-night accommodations including yurts and two cabins are available. Harriman State Park estimated day use visitation at approximately 49,623 for 2007 with 3,134 campers for the same year.

Henrys Lake State Park, located on 585 acres on the southeast shore of Henrys Lake, includes a 44 unit campground and there are camping-cabins also available for rent. All campgrounds offer electricity and two thirds offer water services with the remaining units having a common central water facility. Fishing opens the Thursday before Memorial Day and closes October 31st, weather permitting. The park offers campfire programs and a Junior Ranger program. Anglers fish for cutthroat, brook and rainbow-cutthroat hybrid trout. The park has a fish cleaning station near the boat ramp. Henrys Lake State park attracted approximately 44,181 day use visitors and 11,522 campground users in 2007.

Section 12.08 Idaho State Parks are operated by the Idaho Department of Parks and Recreation (IDPR). IDPR also provides statistical data for recreation in the state and estimated that there were 2,648,299 visitor days to all Idaho State Parks in 2005 with 1,536,665 visitor days from Idaho residents and 729,504 visitor days from out of state visitors (additional visitor days come from camping). IDPR provides information on grant money for recreational development to the individual Idaho counties. According to IDPR, grants provided to Fremont County in 2005 equaled \$82,165.00 for the following:

- Fremont County will receive \$9,300.00 from the Off-Road Motor Vehicle Fund for safety, education and enforcement countywide.
- Fremont County will receive \$9,799.00 from the Off-Road Motor Vehicle Fund for two snowmobiles
- The Idaho Department of Parks and Recreation will receive \$63,066.00 from the Recreational Trails Program Fund for repair of the Ranch Bridge at Harriman State Park.

In 2004 IDPR reported Fremont County would receive \$96,000.00 in recreational grant money as follows:

- The City of St. Anthony will receive \$96,000.00 from the Recreational Trails Program for the Henrys Fork Greenway.

Additionally, IDPR summarized data for registration of boats, snowmobiles and ATVs/motorbikes for the counties of Idaho. They reported that Fremont County had the highest number of snowmobiles registered for any county in Idaho from 2002 – 2006 with 10,127 snowmobile registrations in 2006. This was equal to more than a fifth of all snowmobile registrations in the



state in 2006. Primary boat registrations in Fremont County totaled 1,882 in 2006 and ATV/off highway motorcycle registrations were at 1,552 for the county in 2006.

## **Rails to Trails**

Over ten years ago the Union Pacific Rail Road offered a section of railroad for sale from Ashton heading southeast out of Fremont County to Tetonia in neighboring Teton County, Idaho. The Idaho Department of Parks and Recreation (IDPR) determined to purchase the railway with the intent to convert it to a non-motorized trail system. However, for several miles of the railroad route, easements or lands were not originally purchased by the railroad as they were on state lands. When these lands were disposed of and came into private ownership the proscriptive easements which were never purchased by the railroad reverted to new land owners which has presented problems in making the trail system a reality. IDPR has been working with the Idaho Transportation Department (ITD) to obtain use of their parallel easements or rights of way along State Highway 33 where necessary to make the trail connections complete.

Because of the involvement of federal grants totaling around \$1 million, environmental impact assessments have been required, but Garth Taylor with the IDPR stated that the necessary analysis is nearly complete and ITD who is administering the grants will hopefully be contracting for initial work to begin on the rails to trails from Ashton to Tetonia by the end of 2007.

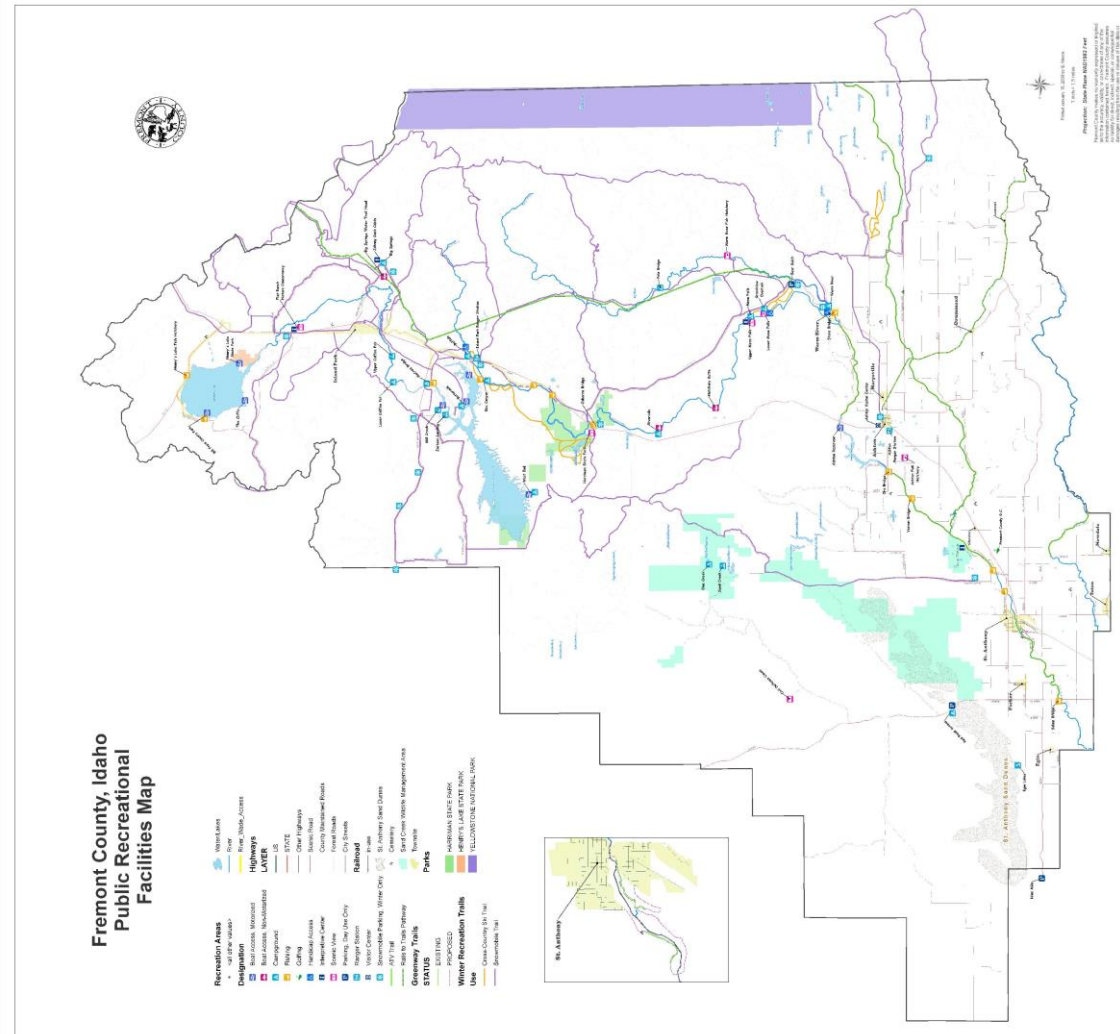
Additional railroad tracks have been converted to trails in Fremont County. The railroad tracks from Bear Gulch north and east of Ashton heading north to the Big Springs area have been converted to trails. Hiking horseback riding and bicycling are allowed on the trail and it forms the county's primary ATV trail through USFS lands.

## **RECREATION ON USFS LANDS**

All of the Forest Service lands in Fremont County are located within the 700,000 acre Ashton / Island Park Ranger District in the Caribou-Targhee National Forest. Recreation opportunities on National Forest System lands include fishing, camping, floating, sightseeing, hiking, hunting, cross country skiing, and snowmobiling. Big Springs, and Upper and Lower Mesa Falls are the most visited scenic attractions. Other recreation areas include the Cave Falls, Warm River, and Sawtelle Peak. There are 615 miles of roads open to motorized travel and 172 miles of hiking trails on the district including the Big Springs National Water Trail, Nez Perce National Historic Trail, and the Continental Divide National Scenic Trail located along the Idaho / Montana Border.

The Mesa Falls Scenic Byway which starts in the City of Ashton, off of Highway 20 connects several of these recreation areas. A paved two-lane road winds its way through scenic farm lands of potatoes, barley, and alfalfa before entering the Three Rivers Canyon area and climbing to a mixed forest of lodgepole pine, Douglas fir, and aspen. The byway rejoins Highway 20 approximately 28 miles to the north near Harriman State Park.

Boat ramps are available to the public throughout the district to launch into reservoirs and rivers. Boat ramps, maintained in cooperation with the County, are located at Island Park Reservoir, West End Boat Ramp, McCrea Bridge Boat Ramp, and Millcreek Boat Ramp and are shown on Map 18. Several boat ramps have campgrounds nearby.



## **RECREATION ON BLM LANDS**

Recreation areas on BLM lands in Fremont County are located within the BLMs Upper Snake Field Office management area and include the St. Anthony Sand Dunes and Henrys Lake access area. BLM lands offer a diversity of recreational activities including fishing, camping, hiking and boating. The only developed fee site located in Fremont County is the Egin Lakes Campground. Developed sites are paved or hardened with natural materials and generally provide amenities such as picnic tables, fire rings, trash collection bins, restroom facilities, boat ramps and piers. Undeveloped sites generally consist of a rock fire ring and a hardened area of compacted dirt and grasses. Undeveloped sites on BLM lands in Fremont County provide access to Henrys Lake and the Henrys Fork of the Snake River and camping is allowed in non-designated areas on BLM land.

River Access Locations on the Henrys Fork include the Red Road Bridge on the Salem/Parker Highway): BLM plans to improve this site in 2008 with a boat ramp and parking

The St. Anthony Sand Dunes is a unique area which offers 10,000 acres of dunes rising to 400 feet. OHV opportunities can be enjoyed on 15 continuous miles of open sand. Other opportunities in the sand dunes include camping or horseback riding. Facilities and regulations at the Egin Lakes access area include:

- Parking
- Camping (\$12-\$30/day; depending on size of camping unit and amenities)
- Restrooms
- Concessions
- Idaho Air Rescue
- Regulations: Safety flags, annual ORV sticker, designated routes, ride only in open sand, no glass containers

## **YELLOWSTONE NATIONAL PARK**

Fremont County includes a portion of Yellowstone National Park on its eastern border. The National Park Service reported 2,870,295 visitors in 2006. U.S. Highway 20 passing through the county serves as one of the primary routes to access the park.

## 2.11 SPECIAL AREAS OR SITES –

The Idaho State Historical Society, whose mission is to educate through the identification, preservation, and interpretation of Idaho's cultural heritage, identifies objects and structures of historical importance in Idaho. These objects and structures are listed in the Document *The National Register of Historic Places in Idaho* which includes the following sites or structures in Fremont County.

### **ASHTON**

#### **Independent Order of Odd Fellows Hall**

97000763

Jct. of 6th Ave. and Main St., Ashton

07/09/97

### **BIG SPRINGS**

#### **Johnny Sack Cabin**

79000788

Island Park, Big Springs

04/19/79

### **GRAINVILLE**

#### **Conant Creek Pegram Truss**

#### **Railroad Bridge**

97000756

Over Conant Cr., 1 mi. S of jct. of Squirrel Rd. and Old Ashton-Victor RR spur tracks, Grainville

07/25/97

Pegram Truss Railroad Bridges of Idaho MPS

### **ISLAND PARK**

#### **Bishop Mountain Lookout**

86001184

Forest Rd. 80120, Island Park

05/23/86

#### **Island Park Land and Cattle Company Home Ranch**

96001508

U.S. 20, roughly 1 mi. SW of Island

Park at Harriman State Park, Island Park

12/20/96

#### **Sherwood, Joseph, House and Store**

94001452

ID 87 W of jct. with U.S. 20, Island Park

12/09/94

### **ST. ANTHONY**

#### **Fremont County Courthouse**

79000789

151 W. 1st St. N., St. Anthony

01/08/79

#### **Idaho State Industrial School Women's Dormitory**

82000344

W of St. Anthony on N. Parker Hwy., St. Anthony

11/17/82

Tourtellotte and Hummel

Architecture TR

#### **St. Anthony Pegram Truss Railroad Bridge**

97000761

Over the Henrys Fork. of the Snake R., 0.5 mi. S of jct. of S. Parker Rd. and West Belt Branch RR tracks, St. Anthony

07/25/97

Pegram Truss Railroad Bridges of Idaho MPS

#### **US Post Office—St. Anthony Main**

89000136

48 W. 1st North, St. Anthony

03/16/89

US Post Offices in Idaho 1900-1941

MPS

<http://www.idahohistory.net/NatRegister.pdf>

Two additional buildings in Fremont County have been added since publication of the 1997 document. These are:

**Crabtree, Glen and Addie, Cabin**

00000742

393 Cowan Rd., Island Park 2000

**Big Falls Inn**

94000131

West Bank of Henrys Fork at Upper Mesa Falls  
in Targhee NF, Island Park  
2002

Listing on the National Register of Historic Places does not provide for regulatory protection of the resources at the county level. Listing of a site may bring additional recognition locally and have implications if there is Federal money involved in modifying the resource. *The National Register of Historic Places in Idaho* states “Listing in the National Register does not restrict the rights of private property owners to alter, manage, or dispose of property.” Regulatory tools that provide for design review for modifications of historic buildings are available; however state law requires the formation of a Historic Preservation Commission and the establishment of Historic Districts with design guidelines for modification of structures within those districts. This is most often seen in cities with neighborhoods whose architecture is consistent with a particular style, construction method, or era.



Listings in the National Register of Historical Places may include districts, sites, buildings, structures, and objects. Listings in Fremont County are largely buildings or structures (bridges), with no designated sites or objects currently. Two of the listings, Bishop Mountain Lookout and Island Park Land and Cattle Company Home Ranch, are categorized as “districts.”

Listing in the National Register has the following results which assist in preserving historic properties:

- Recognition that a property is of significance to the nation, the state, or the community.
- Consideration in the planning for federal or federally assisted projects.
- Eligibility for federal tax benefits.
- Consideration in the decision to issue a surface coal mining permit.
- Qualification for federal assistance for historic preservation, when funds are available.

Listing in the National Register does not restrict the rights of private property owners to alter, manage, or dispose of property.

Two other historical resources in Fremont County are Fort Henry, south of Parker on the south bank of the Henrys Fork River which has the distinction of being the first white settlement in Idaho, and a portion of the Nez Perce Trail National Historic Trail which travels through the Island Park Planning area in a northwest direction. A public forum organized to identify historic sites, structures, and events in Fremont County was sponsored by Fremont Growth Solutions, an organization established in 2006, to provide information to the public on planning issues. The meeting included presentations from the Island Park Historical Society and local historians. Citizens participating in the meeting identified the following resources that they felt merited historic recognition in addition to many of the sites identified above:

- Flat Ranch on Henrys Lake Flats
- Ashton Grain Elevators
- Green Timber Schoolhouse
- Nelfert Hotel in Ashton
- Historic theater buildings including the Ashton and Star Theaters in Ashton, and the Roxy and Gray Theaters in St. Anthony.
- Historic Bank Building in St. Anthony
- Bridges including the Del Rio Bridge and Fun Farm Bridge outside of St. Anthony
- Railroad History / Traditions centered around the Orient Express
- Railroad Sites – Trude and Narrow gauge Tunnel / Bear Gulch
- Hess Herritage Museum in Ashton
- Historic Town sites of Marysville, Drummond, Newdale, Parker, Wilford, Lamont, Warm River, Squirrel, and Green Timber
- Historic Byways and Greenbelts / St. Anthony
- Historic Events and traditions including Dog Sled Races and Marathon.

## **2.12 HOUSING AND HOUSING ASSISTANCE PROGRAMS–**

### **Housing**

Housing stock is an important dimension of socio-economic vitality. Housing is a key ingredient for a productive workforce, often the major piece of household assets, and represents an important part of local assessed valuation for property taxes. According to *Community Economic Profile, Fremont County, Idaho*, 2006, housing in Fremont County is very affordable, with an Affordability Index of 158 meaning that only \$23,227 in income was required to buy the median house in 2000.

Figure AM shows the age of Fremont County's housing stock. There are numerous older homes, especially in Ashton, St. Anthony, and Parker. A large number of homes were built in the boom decade of the 1970s, especially in Teton and Newdale. Island Park's construction is nearly all evenly spread among 1970s, 1980s, and 1990s. Housing starts have been increasing in the years since 2000.

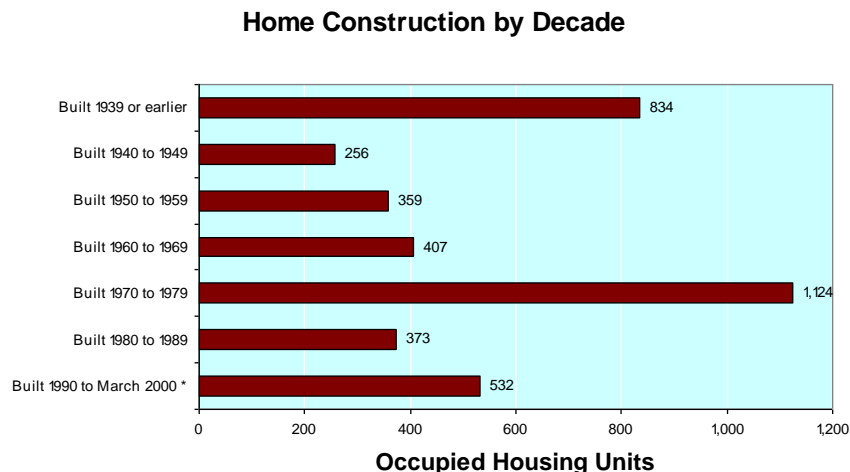


Figure AM

Only 56.4% of the 6,890 housing units in 2000 were occupied. Countywide, 34% of the housing stock is for seasonal, recreational, or occasional use. In the Island Park CCD, that proportion increases to 73.7%, nearly three-quarters of the homes there! This shows the degree to which part-year residents affect the local economy. On a busy three-day weekend, the population of the Island Park area could quadruple, not even counting tourists or campers.

By comparison, owner-occupancy is a more normal 68.3% in St Anthony, with seasonal use under 1%. Owner-occupancy is even higher in Newdale, Teton, and Parker, 79.1%, 82.5%, and 86.1% respectively. Rents are very reasonable in the county, with a median gross rent of \$420 in 2000, and rental vacancies were a surprisingly high 15.2% in 2000. This likely explains

why BYU-Idaho students have been coming into St Anthony and Ashton.

***Key Point #7: Part-year residents are a large and growing part of northern Fremont County.***

## Housing Assistance Programs

The U.S.D.A. Rural Development agency offers several programs to assist lower income families to purchase or construct affordable homes through low interest loans or payment assistance and to repair and rehabilitate homes through low interest loans and grants. The agency also provides community programs to develop and improve water and wastewater systems and to construct, enlarge, or improve community facilities that provide essential services in rural areas.

U.S.D.A. Rural Development reported that since October 1<sup>st</sup> 2005 they have approved at least 2 requests for loan assistance to purchase or repair single family dwellings in Fremont County, both located in rural areas of the county. Their office received at least 13 requests from Fremont County for assistance during that same period. Their Rexburg office which handles applications from six counties in Eastern Idaho, estimated 14 requests for assistance throughout the area for the 2005 fiscal year with 11 approvals, 7 of which were located in Fremont County.



In addition to working directly with the public, USDA Rural Development provides monies to the Eastern Idaho Community Action Program (E.I.C.A.P.). E.I.C.A.P. offers programs for self help construction and weatherization, and manages affordable rental properties.

E.I.C.A.P. manages eight 1 bedroom, and six 2 bedroom affordable rental units for Senior Citizens in Fremont County in the City of St. Anthony. The non-profit community action agency has also helped in the construction of six units through a Mutual Self Help program in the City of Teton. This program allows people to provide much of the labor in the construction of single family dwellings, reducing construction costs. There are no plans currently for the construction of additional rental units or self help projects. Dixie Campbell director of these programs explained that E.I.C.A.P. typically looks for projects within incorporated areas because of the existing sewer and water infrastructure but this is not the rule and E.I.C.A.P. has assisted in projects outside of cities. The self help program requires at least seven eligible applicants to begin a project.

E.I.C.A.P. also offers weatherization assistance for eligible low-income homeowners. This program provides assistance to improve energy efficiency and health and safety and can reduce the costs of heating and cooling. Brad Simmons, director of the weatherization program described that the bulk of the money used in the program goes towards installing insulation. Average costs for the work are around \$2,800.00 per home. Simmons suggested that many homes constructed prior to 1993 could benefit from the program and estimated that 15-20 homes are weatherized by his organization in Fremont County annually.

The Idaho Housing and Finance Association (IHFA) is a self supporting corporation that is also involved in providing affordable rental opportunities, homebuyer education, and low interest mortgage loans for eligible Idaho residents. Under contract with HUD, IHFA administers federal rental assistance programs that help low-income families and elderly or disabled individuals obtain decent, affordable rental housing.

To be eligible for rental assistance, tenants must qualify under HUD income limits and other eligibility criteria. Tenant incomes, allowances and family compositions are all verified and recertified annually by IHFA staff. Tenants under these [http://www.ihfa.org/pdfs/SEC8\\_LL.pdf](http://www.ihfa.org/pdfs/SEC8_LL.pdf) programs pay 30 percent of their adjusted gross monthly income for rent and utilities. Or, if they can afford it, a family may choose a unit where their portion of rent and utilities may not exceed 40 percent of their monthly adjusted income. As a tenant's income changes, the tenant's rent share changes proportionately.

The demand for rental assistance far exceeds the supply. Applicants are usually placed on waiting lists from two to 24 months, depending on their current housing status and the area of the state. Persons requiring rental assistance can apply at the IHFA Branch Office that serves their region. IHFA branch offices are located in Coeur d'Alene, Lewiston, Twin Falls and Idaho Falls.



## 2.13 Community Design

Historically the *Fremont County Development Code* has included a number of standards for development of different types in terms of, setbacks, road widths and construction standards, provision of utilities, signage, etc. Encouragement of the use of native plant materials for re-vegetation in required buffers as well as the standards for building height and the mitigation of nuisances are derived from the current Policy 13, *Assure Land Use Compatibility as Development Proceeds*. Other policies seek to limit development to appropriate densities based on various characteristics of the landscape and surrounding uses, and to protect visual resources. In general previous versions of the County's comprehensive plan have encouraged a pattern of clustered development resulting in open spaces. Many of the resulting development code standards have been relative standards; encouraged rather than required.

Additional community design standards for landscaping and plant materials outside of required buffers, building design, and construction materials, have not historically been established in the county except in the case of commercial development in visually sensitive areas in the Island Park Planning Area. A document titled *The Island Park Guide to Commercial Development* was created in 1996 to establish construction and site design guidelines for commercial development in the visually sensitive areas of the City of Island Park and the Island Park Planning Area of the county. The City of Island Park subsequently repealed these design guidelines but the County maintained reference to them in its 2003 development code. New policy changes seek to extend the protection of visually sensitive areas making the policy county-wide. Additional standards will be established in the development code to mitigate visual impacts of development in visually sensitive areas throughout the county with direction from consultants from Utah State University. The County contracted with researchers in the Landscape Architecture and Environmental Planning Program at the university to update maps of visually sensitive areas in the county in 2007.

In some instances a proposed subdivision will introduce its own codes, covenants, and restrictions (CC&Rs) which might designate building materials and establish additional criteria for building design beyond the requirements of the County. These are enforced solely by a homeowners association and not the County. These CC&Rs are generally more restrictive than the County's standards but if they result in less strict standards, the County's standards as outlined in the development code apply. Some exemptions have been included in the Development Code historically because many older subdivisions have densities much greater than the development code has allowed for and County required setbacks may not be feasible.

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

Many of the policy statements in Section I of this Comprehensive Plan offer strategies for the implementation of goals and policies. Additional studies, projects, programs, or actions that the Planning and Zoning Commission recommends to fulfill the goals and components of the vision for Fremont County include:

- Establish a Capital Improvements Plan
- Continued and expanded water quality monitoring and reassessment of Water Quality Vulnerability areas.
- Transfer of Development Rights studies on the real estate market to meet requirements of state law (I.C. 67-6515 A.) to implement a TDR system
- Establish an affordable housing program
- Conduct a historical and cultural resources study
- Establish a Fremont County Recreation Plan including mapping of a trails system
- Create an advisory committee, representative of the three planning areas, to analyze existing open space resources and identify open space needs of citizens of county to develop an open space system for the future.
- Create an advisory committee to identify issues, specific to the Island Park Planning Area, related to educational facilities needs, other public facilities, utilities, and services.
- Establish a future acquisitions map designating areas identified by other public agencies for acquisition.
- Adopt Area Master Plans for certain areas of the county which may include but are not limited to the St. Anthony sand dunes area, sections of the U.S. Highway 20 corridor, and towns of Chester and Wilford.

## **2.15 National Interest Electric Transmission Corridors**

Two National Interest Electric Transmission Corridors were designated by the U.S. Department of Energy (DOE) on October 2, 2007. These are located in the Mid-Atlantic and Southwest areas of the US. There are currently no areas identified in Idaho, including Fremont County, for which designations have been suggested by the DOE. Major Transmission lines (>or = 345 kV) travel north through Idaho into Montana to the west of Fremont County. The County will await notification by the public utilities commission concerning the likelihood of a federally designated national interest electric transmission corridor, prior to preparing an analysis showing the existing location and possible routing of high voltage transmission lines, including national interest electric transmission corridors.

## 2.16 The Planning Process

Efforts to update the Fremont County Comprehensive Plan under a contract with an engineering firm began in 2005 but were halted. In October 2006, Fremont County re-commenced updating of its Comprehensive Plan. Public meetings were held throughout the county to explain the purpose of comprehensive planning, review the existing policies, and take comment on whether these policies were still relevant and whether there were concerns that needed to be addressed through new policy. Initial meetings were held in Island Park on October 24<sup>th</sup>, in St. Anthony on October 26<sup>th</sup>, and in Ashton on November 2<sup>nd</sup>.

Primary concerns that were raised at the Island Park meeting included:

- How can the public push some pressing issues faster than the timeframe of the Comprehensive Plan update process? Specifically the public felt that the County should place a moratorium on further subdivision until a development impact fee ordinance is in place. Legal requirements to meet the criteria for a moratorium and the potential for citizen groups to use the amendment process to modify policies or regulation were discussed.
- Transfers of Development Rights should not be allowed from one critical area to another (e.g. areas identified as water quality vulnerability areas). Transfers should not be allowed from lands that are not able to be developed already due to site conditions such as wetlands.
- The County should provide input into federal/private land exchanges. There is a potential for use of land exchanges as a political pay off rather than as tool for directing development away from critical areas.
- Participation in FEMA's National Flood Insurance program should not encourage development in floodplains.

Comments and discussion at the meeting held in St. Anthony focused on the following issues:

- Differing opinions were expressed related to agricultural land preservation. Land traditionally used for agricultural purposes should be able to be developed so as to maximize profit. Agricultural lands should be preserved to allow surrounding farmers to continue to farm in accordance to "right to farm" laws. Surrounding development should be compatible with existing farming operations. Productive farmland is valuable to the county's economy and farmers can choose to make it profitable through management practices. Fundamentally the question is, "Do we want to protect and preserve productive cropland as the Fremont County Comprehensive Plan was originally written?"
- Discussion of need for transfer of development rights from critical areas to non-critical areas. Specifically, areas with steep slopes, wetlands, and water quality vulnerability should not have more dense development through transfer of development rights. The County needs to make clustering of development higher priority for keeping open space.
- Should our Development Code encourage additional development in the Floodplains through provisions of the FEMA program? Planning staff discussed what it would mean for people with existing FEMA insurance if the County decided to no longer participate in the FEMA insurance program.
- The County needs to work with cities to anticipate infrastructure for development in areas surrounding cities (City Areas of Impact).

- Comments were made to the effect that many of the policies are fine but should be more specific at the implementation level.
- Concerns were discussed about potential impact fees, specifically, Should they apply to smaller subdivisions as well?

At the Ashton meeting the following comments were presented and discussed:

- The existing plan policies are good and largely adequate, but the County is not able to implement some of the policies because of weak language in the County's Development Code (e.g. wildlife corridors are not sufficiently protected in the Development Code).
- The Land Evaluation Site Assessment system (abbreviated LESA, a system for identifying productive cropland in Fremont County) should be specific to different parts of county and types of agriculture. Concern that grazing lands not protected adequately. The LESA system is not adequate because of potential loopholes.
- Roads and access infrastructure costs of new development need to be paid by developers.
- Visually sensitive areas and wildlife need to be addressed through a county-wide policy because of the potential for land ownership changes (i.e. only mapping private lands for visually sensitive areas and wildlife habitat is insufficient because of the potential for land exchanges placing public lands in private ownership).
- Reduce the number of lots that constitute a large scale development.
- The County should move quickly on some issues the current Development Code doesn't adequately address rather than waiting for the expected length of time for the Comprehensive Plan update process and then the subsequent Development Code update. These include adverse impacts from potential tax costs to the County from new development and loss of critical wildlife habitat. One possibility called for was a moratorium on Class II permits for subdivisions until these changes are made. Other viewpoints stated that we should not "shortchange" the Comprehensive Plan update process by jumping to the Development Code because we can identify important issues through update of data and the public process.

In general much of the public comment affirmed the policies of the existing comprehensive plan but there was a desire for strengthened language in the policies and in the regulations of the *Fremont County Development Code*. Comments from the public on the planning process included encouraging use of the internet to make the existing plan widely available. The public also encouraged the use of public advisory committees as called for in existing policy.

Three additional meetings were held in the same locations early in 2007 to encourage additional public involvement and to confirm the information the County had received from the previous meetings. Continued discussion of the issues brought up at the initial meetings with additional information was lead by planning staff. Additional issues brought up in these meetings included:

- The Plan needs to have code specific to Island Park to deal with special needs such as recreation including snowmobile and ATV use and wildlife. Subdivisions should address ATV and snowmobile routes and access issues.

- Cluster development should be encouraged with lower minimum lot size where clustering is used.
- Provision of low cost housing units for workers in the Island Park area.
- Address concentrated animal feeding operations (CAFO's)
- Have better criteria for mitigating impacts of development in visually sensitive areas.
- Understand the market. Many people coming to the area don't want to build a cabin in the impact areas of cities.
- Property rights must be respected and compensated when there is a loss of economic value equal to the difference between value of the land for farming and the value of the land for development.
- Continue and promote the use of TDR's.
- Adopt policy to connect land use planning goals to infrastructure goals
- Consider county-wide water quality monitoring program
- Work with surrounding counties to insure that development on boundaries is compatible.
- Subdivision process should address traffic density, congestion, weeds mosquitoes, fire fighting access, and storm water retention.
- School system should be involved in the process.
- Sand dunes should be included in language of policy 22 in maintaining Natural assets of SF Planning Area.

In March of 2008 the Planning and Zoning Commission organized two advisory committees to look more specifically at land use issues in order to help complete a preferred land use map required by Idaho Code 65-6708.e, which states that "A map shall be prepared indicating suitable projected land uses for the jurisdiction." A current land use map, Map 2.X, was prepared by the county's GIS department to show current land use patterns in the county.

One advisory committee was tasked with looking at agricultural land issues, and to review and comment on existing policies related to agricultural land uses, and to identify agricultural lands with the best potential for continued agricultural use. The second committee was asked to look at other a number of other land uses including forestry, mineral exploration and extraction, preservation, recreation, housing, commerce, industry, and public facilities, and to make policy recommendations to address these land uses.

Local citizens were selected from a list of volunteers and from individuals recognized as having knowledge of the various land uses. The agricultural committee consisted of two representatives from the Planning and Zoning Commission, Cindy Miller and John Nedrow, and eight local farmers throughout the county: Brant Kerbs, Randy Hillman, Bruce Crapo, Vernyle Staker, Aaron Dalling, J.T. Beech, Laura Pickard, and Hal Harrigfeld Jr. The general land use advisory committee included two representatives from the Planning and Zoning Commission, Steve Pinther and Glen Pond, and nine local citizens: Mike Vickers, Stephen Loosli, Dirk Mace, Matt Lucia, Sid Keller, Steve Trafton, John Harrington, Judy Hobbs, and Mike Parker. Staff from the planning and building department provided assistance to the advisory committees.

Both advisory committees delivered written and oral comments to the planning and zoning commission at a meeting on July 17<sup>th</sup>, 2008. The agricultural Land Use advisory Committee developed maps showing lands most suitable for irrigated and non-irrigated cropland and rangeland with data from the NRCS soil survey's crop yield estimates and incorporated data from the general land use committee on potential growth areas. The general Land use committees work provided a basis for developing the Preferred Land Use Map, (Map 1.1 and detailed maps 2.9 a-c). Comments from the advisory committees were considered and integrated into the plan. The Planning and Zoning Commission held public hearings in St. Anthony on July 21<sup>st</sup> and July 28<sup>th</sup> of 2008 in Ashton. Many of the comments affirmed the changes that the Planning and Zoning Commission made. The Planning and Zoning Commission considered all of the public comments and several modifications were made to the plan, including rewording of some policy language which read as regulatory statements, and to the Preferred Land Use map, as a result.

On August 11<sup>th</sup>, 2008, the Planning and Zoning Commission directed staff to make these changes and voted to deliver the amended plan to the Board of County Commissioners.

The Board of County Commissioners held an additional public hearing on Dec 17, 2008. At this hearing several changes were made by the board and several changes were made as a result of public comment and petitions for changes.

## APPENDIX A.

### State Protected Rivers in the Henrys Fork Basin

1. Targhee Creek, including West and East Forks: from source to National Forest boundary (12.5 miles) – Natural
2. Henrys Fork: Big Springs to Island Park Reservoir (11 miles) and the lower 2 miles of Henrys Lake Outlet – Recreational
3. Henrys Fork: Island Park Dam to Riverside Campground (16 miles) – Recreational
4. Golden Lake, Silver Lake and Thurman Creek from Golden Lake to mouth (4 miles) -Recreational
5. Henrys Fork: Riverside Campground to Hatchery Ford (4 miles) – Natural
6. Henrys Fork: 100 feet upstream of the Hatchery Ford boat ramp to a point 300 feet downstream of the ramp (approximately 400 feet) – Recreational
7. Henrys Fork: Hatchery Ford boat ramp to National Forest Boundary near Warm River (13 miles) – Natural
8. Henrys Fork: Forest Boundary near Warm River to Ashton Reservoir (8 miles) – Recreational
9. Henrys Fork Ashton Dam to Falls River (6 miles) – Recreational
10. Buffalo River – (8 miles) and Elk Creek (1 mile) – Recreational
11. Warm River: Partridge Creek to the Forest Route 153 bridge (approximately ¼ mile) – Natural
12. Warm River: Forest Route 153 bridge area (approximately 200 feet) – Recreational
13. Warm River: Forest Route 153 bridge to Forest Route 154 bridge (7 miles) – Natural
14. Warm River: Forest Route 154 bridge area (approximately 200) – Recreational
15. Warm River: Forest Route 155 bridge to Warm River Campground (7 miles) – Natural
16. Robison Creek: from Yellowstone Park boundary to Forest Route 241 bridge (10 miles) - Natural
17. Robison Creek: Forest Route 241 bridge to mouth (4 miles)- Recreational
18. Rock Creek: form Yellowstone Park boundary to mouth (9 miles)- Recreational
19. Falls River: Idaho border to a point 100 feet upstream of the Yellowstone Diversion Dam (7 miles) – Natural
20. Falls River: from 100 feet upstream of the Yellowstone Diversion Dam to Kirkham Bridge (11 miles) – Recreational
21. Boone Creek: Idaho border to mouth (4 miles) – Natural
22. Conant Creek: Idaho border to National Forest boundary (6 miles) – Natural
23. Conant Creek: National Forest boundary to Conant Creek diversion structure (3 miles) – Recreational
24. Teton River: Trail Creek to Highway 33 (14 miles) – Recreational
25. Teton River: Highway 33 to Felt Dam (11 miles) – Recreational
26. Teton Creek: from the springs to mouth (3 miles) – Recreational
27. Fox Creek: From the springs to mouth (2.5 miles) – Recreational
28. Badger Creek: from the springs to mouth (3 miles) – Recreational
29. Bitch Creek: Idaho Border to the railroad trestle (5 miles) – Natural
30. Bitch Creek: Railroad trestle to Highway 32 (2 miles) – Recreational
31. Bitch Creek: Highway 32 to mouth 7.5 miles (2 miles) – Recreational

Note that some of the stream reaches identified above are not within the jurisdictional boundaries of Fremont County.

## APPENDIX B.

### Planned Transportation Projects

Fremont County has a number of transportation projects currently in the planning stage. Several are funded through Idaho's Surface Transportation Program (STP). These include:

- ✓ Salem Road Bridge replacement
- ✓ Reconstruction and realignment of Salem Road in conjunction with the Salem Road Bridge replacement
- ✓ Fun Farm Bridge replacement
- ✓ Improvements to the Stanford Field Airport near St. Anthony

Another project to replace the Stone Bridge, near Warm River, is awaiting confirmation of funding.

ITD District 6 has several STP projects planned within Fremont County:

- ✓ US 20, Major Widening, Last Chance to Montana state line (Key No. 08624) Scheduled for 2007, estimated construction cost – \$1,513,000.
- ✓ US 20, Intersection Improvement, Ashton (Key No. 08625) Milepost 360.3 to 361.1, Scheduled for 2009, estimated construction cost – \$2,000,000.
- ✓ US 87, Pavement Rehabilitation, Junction US 20 to Montana State line (Key No. 09388) Line, Milepost 0 to Milepost 9.1, Scheduled for 2007, estimated construction cost – \$1,770,000.
- ✓ US 87, 2 Henrys Lake Fish Passages, Short span replacement (Key No. 09658) Scheduled for 2006, estimated construction cost – \$1,431,000 and \$650,000.
- ✓ US 20, Pavement Rehabilitation, 2 miles north of Ashton (Key No. 10009) Milepost 360.103 to Milepost 364.966, Scheduled for 2006.

The remaining projects shown in **Exhibit 2-1** will be funded by the Fremont County Road and Bridge Department budget.



## APPENDIX C.

# Comprehensive Plan Amendment Application



## FREMONT COUNTY Comprehensive Plan Amendment Application Form

### Submittal Requirements

Complete this application, provide all supporting documents, and submit to the Fremont County Planning and Building Department.

\*IN CONFORMANCE WITH IDAHO CODE, MAP CHANGE REQUESTS WILL BE PROCESSED ON AN ONGOING BASIS BUT CAN TAKE EFFECT NO SOONER THAN SIX MONTHS AFTER LAST COMPREHENSIVE PLAN MAP AMENDMENT OR CHANGE. DEPARTMENT STAFF WILL ASSIST YOU IN CALCULATING LEAD TIMES FOR APPROVALS AND CHANGES TO TAKE EFFECT.

\*TEXT ONLY AMMENDMENTS ARE PROCESSED ON AN ONGOING BASIS AND ARE NOT REQUIRED TO WAIT SIX MONTHS BETWEEN REVISIONS.

Name: \_\_\_\_\_ Phone: \_\_\_\_\_

Address: \_\_\_\_\_

- |  |           |          |
|--|-----------|----------|
| 1. Does the amendment request(s) concern a specific property?                | YES _____ | NO _____ |
| 2. Is this request for a change in land use designated?                      | YES _____ | NO _____ |
| 3. Are you the owner or authorized agent of the property?                    | YES _____ | NO _____ |
| 4. Provide a description or a map of the area that this application affects. |           |          |

5. Provide a reference to the section(s) of the Comprehensive Plan that you propose to amend, including the page – if applicable )i.e., Comp Plan, Page xx, Line xx).

6. Provide proposed amendatory language. Attach separate sheet(s) if necessary.

7. Explain the reason(s) for this amendment proposal.

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8. Please describe how your proposed amendment meets the following selection criteria. Use a separate sheet(s) if necessary:

a. Was this proposed amendment denied during a previous Comprehensive Plan review cycle: YES \_\_\_\_ NO \_\_\_\_ If Yes, briefly explain why (if known):

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b. Explain how the amendment advances the goals and policies of the Comprehensive Plan:

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c. What are the cumulative effects of this proposed amendment to the Comprehensive Plan:

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Applicant's Signature \_\_\_\_\_ Date \_\_\_\_\_

Property Owners Authorized Agent: If you are the property owner's agent, you are required to provide a notarized signature from the property owner below authorizing submittal of this application.

**I hereby certify that I have read and examined this application and know the same to be a true under penalty of perjury by the Laws of the State of Idaho and am authorized to make this application as the owner of the property.**

Owners Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Print Name: \_\_\_\_\_ Phone: \_\_\_\_\_

Notary Public: \_\_\_\_\_ SEAL