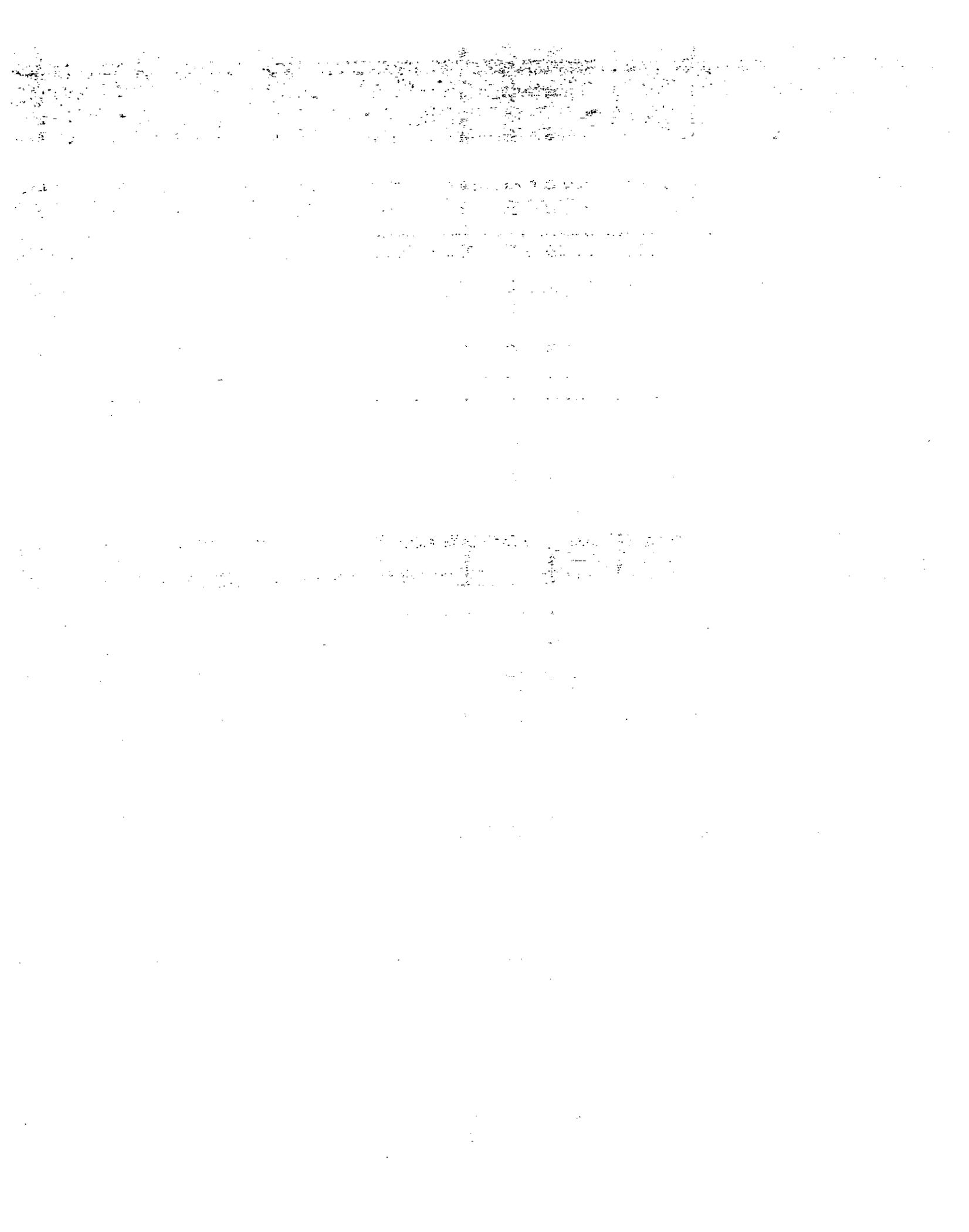


**BLAINE  
COUNTY**

**COMPREHENSIVE  
PLAN**

INVENTORY

PREPARED BY:  
BLAINE COUNTY PLANNING AND ZONING COMMISSION  
(WITH CITIZEN INPUT)



- CONTENTS -

	<u>Page</u>
DEDICATION AND FUNDING . . . . .	I
ORGANIZATION . . . . .	II
ACKNOWLEDGEMENTS . . . . .	III
ADOPTION . . . . .	V
LOCATION Map . . . . .	VI

- INTRODUCTION -

INTRODUCTION . . . . .	1
PURPOSE . . . . .	2
AMENDMENT PROCEDURE . . . . .	3

- INVENTORY -

INTRODUCTION . . . . .	4
NATURAL RESOURCE	
Purpose . . . . .	5
Topography . . . . .	6
Geology . . . . .	14
Soils . . . . .	16
Climate . . . . .	20
Water . . . . .	26
Wildlife . . . . .	29
Vegetation . . . . .	30
Conclusions . . . . .	31
LAND USE	
Purpose . . . . .	34
Agricultural . . . . .	37
Recreation . . . . .	42
Residential . . . . .	45
Commercial . . . . .	50
Industrial . . . . .	53
Density Transfer . . . . .	55
Conclusions . . . . .	57
POPULATION	
Purpose . . . . .	60
Historic and Present Population . . . . .	61
Population Projection . . . . .	70

	<u>Page</u>
Density . . . . .	77
Conclusions . . . . .	78

TRANSPORTATION AND UTILITY SYSTEMS

Purpose . . . . .	80
Road System . . . . .	81
Railroad System . . . . .	86
Air Transit System . . . . .	88
Recreational System . . . . .	89
Utility and Other Systems . . . . .	91
Conclusions . . . . .	95

SOCIAL, HISTORIC AND AESTHETIC VALUES

Purpose . . . . .	97
Social Environment . . . . .	98
Historical Values . . . . .	98
Aesthetic Values . . . . .	100
Conclusions . . . . .	102

ECONOMY

Purpose . . . . .	103
Employment and Personal Income . . . . .	104
Taxation . . . . .	105
Land Ownership and Value . . . . .	106
Conclusions . . . . .	108

GOVERNMENTAL COORDINATION

Purpose . . . . .	110
Public Lands and Agencies . . . . .	113
County Agencies and Jurisdictions . . . . .	115
Conclusions . . . . .	118

- LAND USE MAPS -

INTRODUCTION . . . . .	119
USING THE LAND USE MAPS . . . . .	121

COMPREHENSIVE PLAN  
BLAINE COUNTY, IDAHO

DEDICATION

The report is dedicated to the memory of John C. Fox. His love for the area combined with his foresight, dedication and quiet leadership initiated and established a planning program in Blaine County. His understanding, warmth and rare sense of humor gave that program both purpose and meaning.

Funding:

The research and preparation of this report was made possible through funds provided by Blaine County and by the State of Idaho Division of Budget, Policy Planning and Coordination as made available by the Department of Housing and Urban Development under the Provisions of Section 701 of the Housing Act of 1954.

## ORGANIZATION

The Blaine County Comprehensive Plan was prepared under the auspice of the Blaine County Board of County Commissioners, by the Blaine County Planning and Zoning Commission, with the assistance of Blaine County Planning and Zoning Office staff and citizen input throughout the planning process.

### Board of County Commissioners:

C. W. "Andy" Gardner, Chairman  
Ray Sweat  
Ivan J. Gustafson, Dr.

### Blaine County Planning and Zoning Commission:

Nick Purdy, Chairman  
Mary Jane Marin, Vice-Chairwoman  
Lee Eldredge  
Fred Jenkins  
Robert Gardner  
Jack Basolo  
Jack Maguire  
Jim Pigg  
Don Angell  
Martha Poitevin

### Blaine County Planning and Zoning Office Staff:

David Vhay (Planning Consultant) -- Project Supervisor  
Alan Reynolds, Assistant Planner  
Kathleen Duignan, Secretary  
Robert Barnes, Planning and Zoning Administrator

## ACKNOWLEDGEMENTS

Special acknowledgement is given as follows:

To the Planning and Zoning Commission's members for the long hours spent in review and preparation of the Inventory and Plan, and specifically to Nick Purdy, Chairman of the Commission, for the tireless support, direction and political leadership he has provided in the development of the Comprehensive Plan for Blaine County.

To Doug Bishop (Soil Conservation Service) for his assistance in the preparation of portions of the Inventory.

To the Ketchum Community Project for some of the data and methodology used in this report.

To the State Planning Agency, especially Ray Mickelson and Jim Weaver, for their support and guidance.

And to the many individuals, too numerous to list, who have contributed to the preparation of the Comprehensive Plan.

In addition, grateful acknowledgement is made to the following agencies for their contribution to this report:

### UNITED STATES GOVERNMENT (Department of:)

Army Corps of Engineers -- Walla Walla District  
Agriculture Stabilization & Conservation  
Bureau of Wildlife and Sports Fisheries  
Agricultural Research Service  
Forest Service  
Soil Conservation Service

### STATE OF IDAHO (Department of:)

Health and Welfare  
Transportation  
Soil Conservation Commission  
Water Resources  
University of Idaho Cooperative Extension Service  
Fish & Game  
Division of Budget, Policy Planning and Coordination  
Parks and Recreation

BLAINE COUNTY (Department of:)

Cooperative Extension Service  
Agriculture Stabilization & Conservation Office  
Prosecuting Attorney's Office  
Roads Department  
Soil Conservation Service  
Engineering  
Public Works  
Recorder's Office  
Soil Conservation District  
Assessor's Office

## INTRODUCTION

Blaine County is a county of contrasts, both social and physical. Large segments of the population have farmed the land for generations. From Hailey north, the mountainous Wood River tributary system has provided summer recreation for Idaho residents for many years. More recently, Sun Valley ski resort has attracted increased national attention to Blaine County by combining an aggressive promotional land development campaign with an expansive year-around recreational program. Increasing numbers of people are moving from metropolitan areas hoping to find in this rural county something they found lacking in urban areas.

Agriculture and recreation form the economic base of the county. The Plan addresses the possible compatibility of the two uses in the future planning of the county's limited private land area. Each requires a high quality environment to maintain its economic vitality, and neither in itself is destructive to the land.

As population has increased phenomonally in the Kethcum/Sun Valley area over a short period of time, creating both local and county problems, it has become important that county-wide comprehensive planning be undertaken. High quality environment is the basic recreational attraction to the area. For this environment to be preserved, policies must be established now that will direct growth to occur in an orderly manner. The Idaho Local Planning Act of 1975, (I.C. 67-6501 et seq.) provides the enabling legislation and direction for this Comprehensive Plan.

The prime agricultural acreages of the county are threatened with subdivision developments. It is imperative that agricultural land be protected both for private and public interests. Since patterns of land use accrue from day to day decisions, it is necessary that these decisions be made within the framework of long-range goals. By establishing policies now, and enlisting citizen participation, the framework will be provided for achieving the goals of the Comprehensive Plan.

Blaine County is a unique and special place; we cannot permit its deterioration. People choose to live here because the area has the beauty and spirit that has been lost to most of the country. Once these qualities are destroyed, they cannot be restored, and nothing can replace them. This Plan was commissioned by the people of this community because of the respect and regard for the oasis of natural beauty in which they live.



## COMPREHENSIVE PLAN AMENDMENT PROCEDURE

Amendments to the Comprehensive Plan may only be made because of an error in the original plan or because of a substantial change in the actual conditions in the County which results in a material discrepancy or disparity between the conditions in the area and all or part of the Plan. The Blaine County Planning and Zoning Commission ( Commission) may recommend amendments to the plan to the Blaine County Board of County Commissioners (Board) not more frequently than every six (6) months. Said six (6) month period shall be measured from the date that the Commission submits its recommendations to the Board.

An amendment may be initiated by any person or organization upon submitting an application on a form to be supplied by the Commission. The following procedure shall be followed when amending the Comprehensive Plan:

1. The Commission, prior to recommending amendments to the Board, shall conduct at least one (1) public hearing in which all interested persons shall have an opportunity to be heard. At least fifteen (15) days prior to the hearing, notice of the time and place and a summary of the plan amendments to be discussed shall be published in the official newspaper or paper of general circulation within Blaine County. The Commission shall also make available a notice of such hearing to other papers, radio and television stations serving Blaine County for use as a public service announcement.
2. Following the Commission hearing, if the Commission makes a material change in the amendment, the Commission shall hold one additional public hearing in which all persons interested shall have an opportunity to be heard. At least fifteen (15) days prior to the hearing, notice of the time and place and a summary of the proposed plan amendments shall be published in the official newspaper or paper of general circulation within Blaine County. The Commission shall also make available a notice of said hearing to other papers, radio and television stations serving Blaine County for use as a public service announcement.
3. The Commission shall maintain a verbatim of all hearings pertaining to plan amendments; the Commission shall also maintain a written record of all findings made and actions taken at all such hearings.

## PURPOSE

A comprehensive plan is valuable mainly for its ability to articulate policy choices with an inventory of hard data, and must provide the basis on which specific decisions can be made. The policies set forth in a plan provide public statement of goals and direction which will be implemented through such means as zoning and subdivision regulations, and assure that the process of land use legislation, administration, and enforcement will be neither arbitrary nor capricious.

The process of implementation associated with a comprehensive land use plan is a valuable opportunity for a community, forcing it to make conscious choices about its future.

The Board of County Commissioners will have the responsibility to further the aims of the Comprehensive Plan consistent with their duties as elected officials of the County.

The purpose of this plan shall be to promote the health, safety, and general welfare of the people of Blaine County as follows:

To protect property rights and enhance property values.

To ensure that adequate public facilities and services are provided to the people at reasonable cost.

To ensure that the economy of the County and localities is protected and enhanced.

To ensure that the important environmental features of the County and localities are protected and enhanced.

To encourage the protection of prime agricultural, forestry, and mining lands for production of food, fibre, and minerals.

To encourage urban and urban-type development within incorporated cities.

To avoid undue concentration of population and overcrowding of the 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.

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COMPREHENSIVE PLAN AMENDMENT PROCEDURE CONT.

4. The Board, prior to amending the plan shall conduct at least one (1) public hearing in which all interested persons shall have an opportunity to be heard. At least fifteen (15) days prior to the hearing, notice of the time and place and a summary of the proposed plan amendments to be discussed shall be published in the official newspaper or paper of general circulation within Blaine County. The Commission shall also make available a notice of such hearing to other papers, radio and television stations serving Blaine County for use as a public service announcement.

The Board shall not hold a public hearing, give notice of a proposed hearing, nor take action to amend the plan until recommendations have been received from the Commission.

5. Following the public hearing before the Board, if the Board makes any material change in the amendment, the Board shall hold a public hearing on said proposed amendments, and at said hearing all persons interested shall have an opportunity to be heard. At least fifteen (15) days prior to the hearing, notice of the time and place and a summary of the proposed amendments shall be published in the official newspaper or paper of general circulation within Blaine County. The Commission shall also make available a notice of said hearing to other papers, radio and television stations serving Blaine County for use as a public service announcement.
6. No plan amendment shall be effective unless adopted by resolution or ordinance by the Board. An ordinance enacting an amendment of the plan may be adopted, amended or repealed by reference as provided for in sections 31-715 and 50-901, Idaho Code; provided, however, that three (3) copies of any material which is proposed to be adopted, amended or repealed by reference shall be filed with the Blaine County Clerk prior to the publication of any notice of any such proposed adoption, amendment or repeal.

## INTRODUCTION

The Blaine County Comprehensive Plan Inventory has been prepared as the basis of and logical predecessor to other Comprehensive Plan Documents.

The Inventory is divided into seven chapters which identify natural resource, land use, population, transportation, social, economy, governmental coordination, and other related subjects. Under each chapter heading, specific topics, such as: hazardous areas, public services, recreation, special areas, housing and community design are discussed. Each section provides background information, discusses existing problems, and identifies related criteria. At the end of each chapter, conclusions are given by the Blaine County Planning and Zoning Commission.

This Inventory was prepared with limited funds within a limited time period. Continued refinement, modification and expansion of the material contained herein is anticipated on a regular basis.

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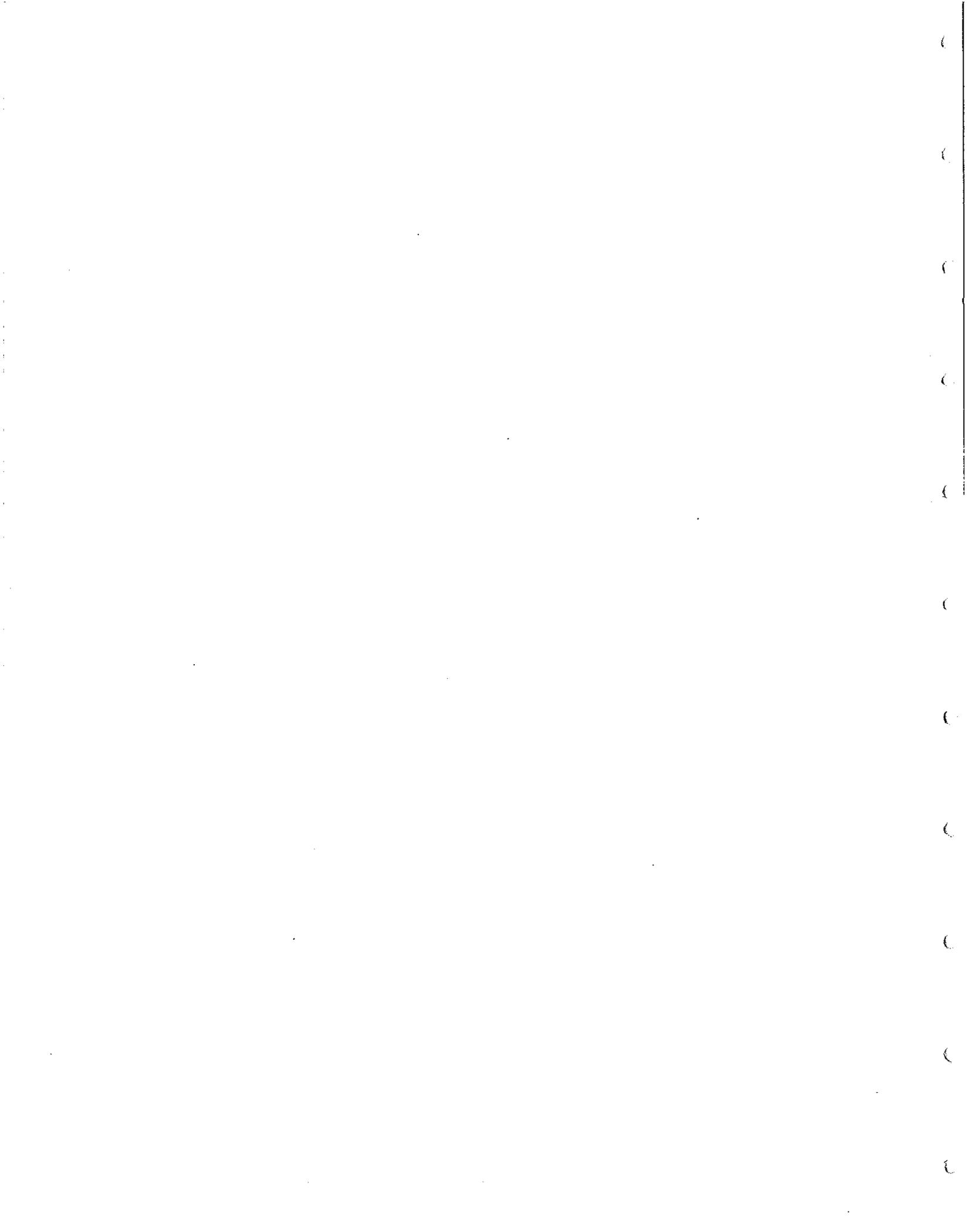
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NATURAL  
RESOURCE



## PURPOSE

The topographic geographic location, season variation in climate and abundance of water in Blaine County create a unique and varied natural environment which ranges from the scenic high alpine country in the Northern portions of the county to the desolate lava plains and desert mountains in the southern portions of the county.

As a recreational area, the county is known throughout the United States and the world for the quality and variety of the natural environment and recreational opportunities. Those who read this inventory might consider a few of the following examples of the county's unique offerings:

Silver Creek, located in the lower Wood River Valley, is a legend to fly fishermen throughout the world.

Bald Mountain, due to terrain and snow conditions is one of the finest ski facilities in the United States.

The Sawtooth, Boulder and Pioneer mountain ranges provide high alpine country as beautiful and inspiring as any to be found in the United States.

Nasa Astronauts inspected the lava formations in the Southern portion of the county to familiarize themselves with the lunar landscape.

It is this diversity of environment and recreational opportunities that has attracted many people to Blaine County, and it is from the recreation industry that a majority of Blaine County residents, directly or indirectly derive their income. Preservation of this environment is mandatory if Blaine County is to retain its desirability as a recreational area. In addition, these resources (especially as related to water utilization) are also of critical importance to the agricultural industry which predominates the Southern portion of the county. Historically, minerals and timber have been vital to the local economy and may be of importance in the future.

All too frequently, patterns of land and water use exploit to the fullest these resources with little or no concern for their protection until they have been damaged beyond repair. The purpose of this inventory is to identify these resources so that they can be protected (or in some cases restored) for the well being of present and future generations.

In addition, climate and terrain create unique natural hazards which can result in the loss of life, property and extraordinary public expenditure for protection and relief.

The Blaine County Planning and Zoning Commission desires:

1. To protect and maintain existing natural resources in Blaine County.
2. To preserve and protect the scenic and aesthetic values of Blaine County.
3. To protect the public health and general welfare, and to minimize property loss and public expenditure from flooding, avalanche, and other natural hazards.

## TOPOGRAPHY

Blaine County is located on the southern edge of the mountainous wilderness area which dominates the central portion of Idaho. The irregular northern boundary of the County follows the watershed demarcation line of the Pioneer, Boulder and Sawtooth mountain ranges. Hyridman Peak, located in the Pioneer Range, (approximately 18 miles northeast of Ketchum/Sun Valley) is the highest point in the county at an elevation of 12,078 feet. The higher peaks along this boundary and within the northern portion of the county normally exceed 10,000 feet. It is in these high mountain ranges that the Salmon, Big Wood, and the Little Wood Rivers originate.

The headwaters of the Salmon River run north into the Stanley Basin and Custer County. The Stanley Basin, a broad, high mountain valley (elevation approximately 7,000 feet), is flanked by the Sawtooth Range to the west and the White Cloud Range to the east. The public and private lands of this area are within the newly formed Sawtooth National Recreational Area.

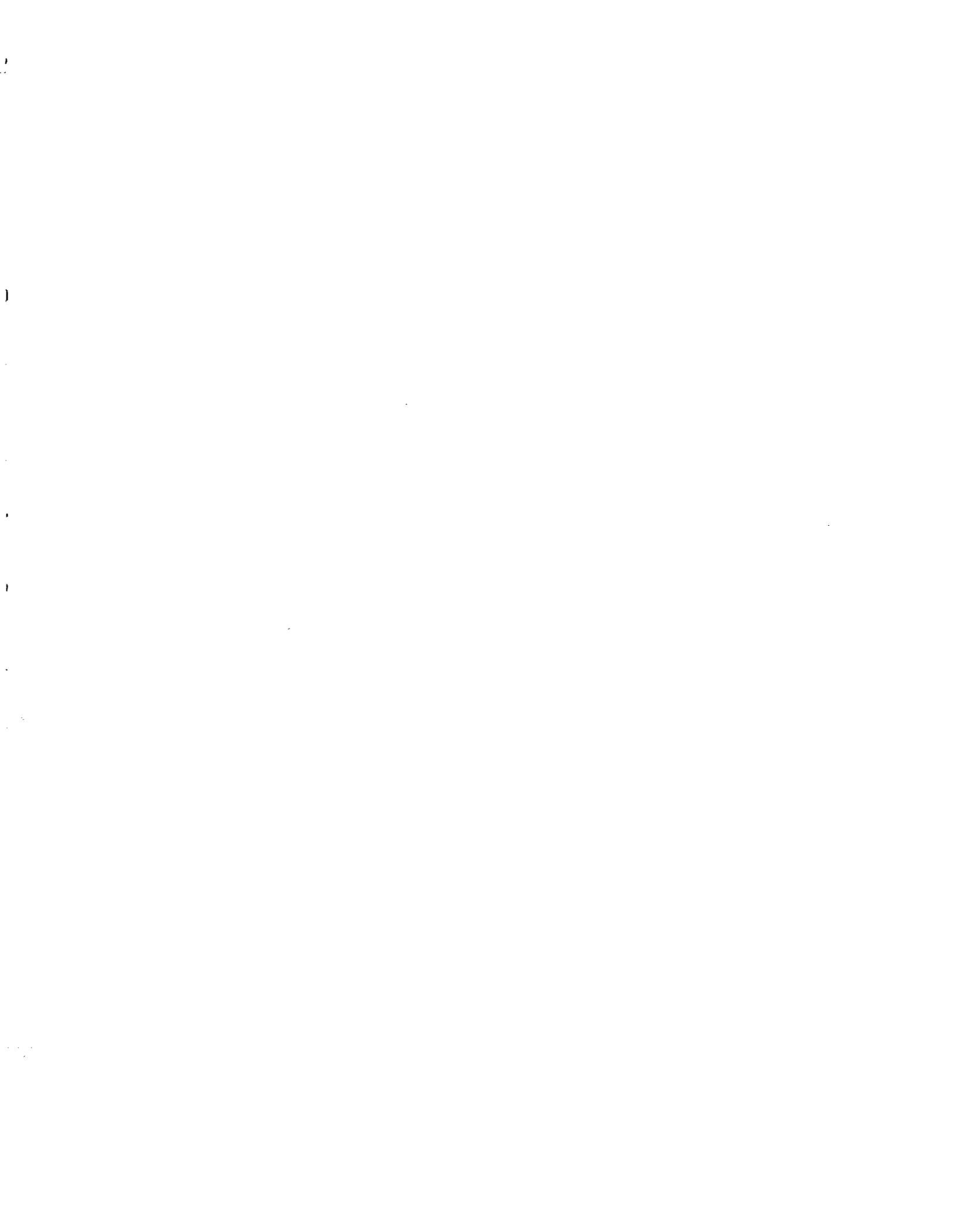
The Big Wood River and its numerous tributaries, North Fork, Warm Springs Creek, Trail Creek, East Fork, Deer Creek, Croy Creek, and other minor streams form the Big Wood River Valley. Although far from uniform, the average width of the valley increases from one-half mile in the upper Sun Valley/Ketchum area to one and one-half miles in width in the Hailey/Bellevue area. Below Bellevue the high mountains terminate, and the valley fans out with the Big Wood running westerly into Magic Reservoir.

At the base of this fan subsurface waters of the Big Wood Aquifer feed Silver Creek, which runs east into the Little Wood River. The lower Big Wood Valley area is contained by low desert mountains running east/west along the southern boundary of the county.

To the east, the Little Wood River and Fish Creek originate off the southern face of the Pioneer Range. These streams form the Upper Little Wood and Fish Creek Valleys, which fan out into the agricultural areas around Carey. These agricultural terraces are skirted to the south by the broad lava flows which run south across rolling lava flows to Lake Walcott, a National Wildlife Refuge, on the Snake River. General contours of the county are shown on Topographic Map, p. 7. Elevations of landmarks, topographic areas and vegetation zones are shown on Comparative Elevation Graph, p. 12.

### TOPOGRAPHIC ANALYSIS

The topography of the Upper Wood River Valley can be divided into three general categories; mountainous hillside areas; terrace areas; river zone areas. These areas have distinct natural characteristics and are schematically illustrated in the following diagram:



R13E

T8N

114° 45'

CUSTER CO.

R14E R15E

R16E R17E R18E

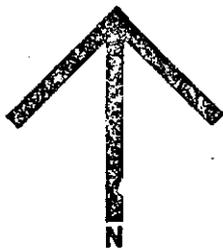
114° 15'

T6N

R19E

R 20 E

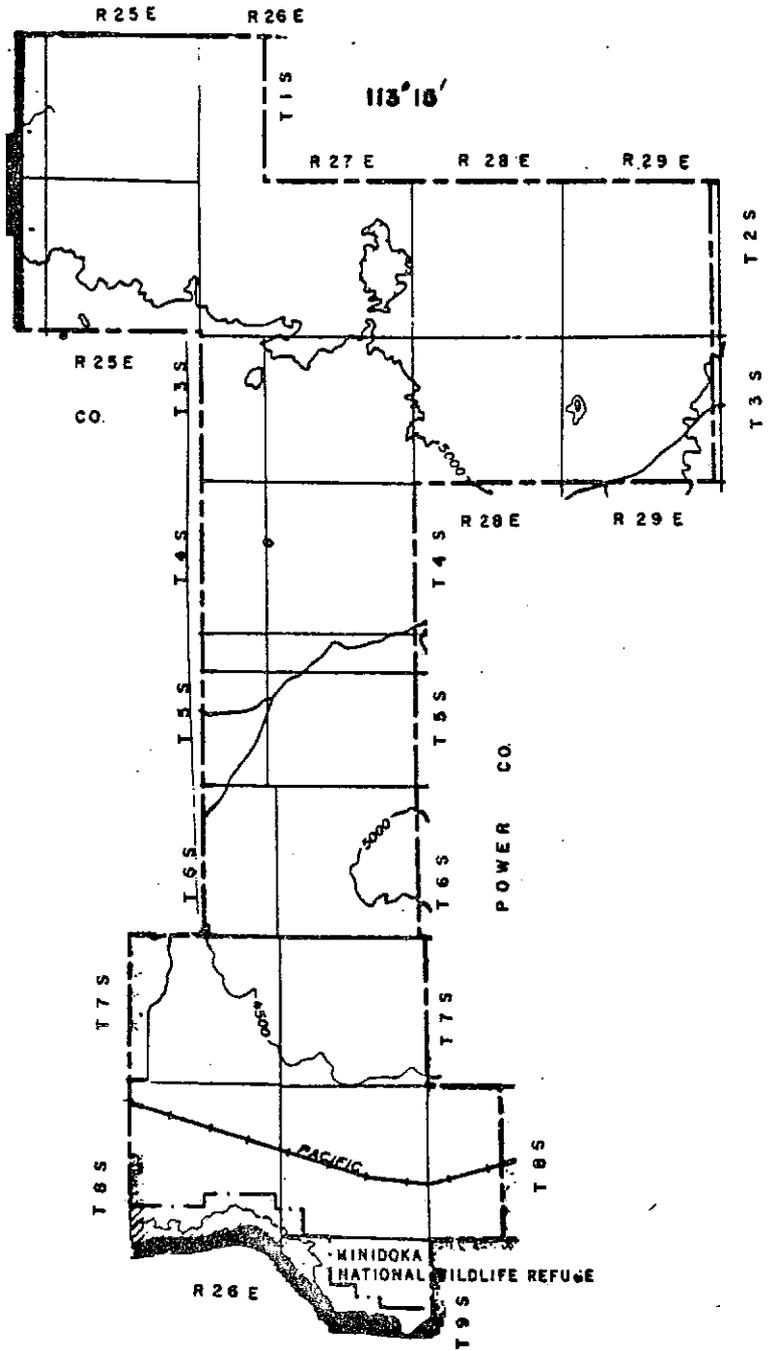
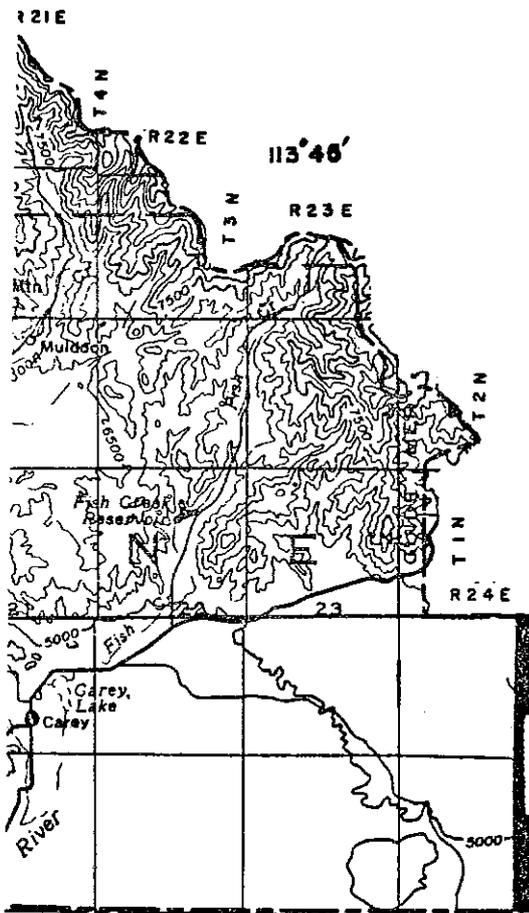
T5N



# TOPOGRAPHIC MAP

BLAINE COUNTY  
MAP

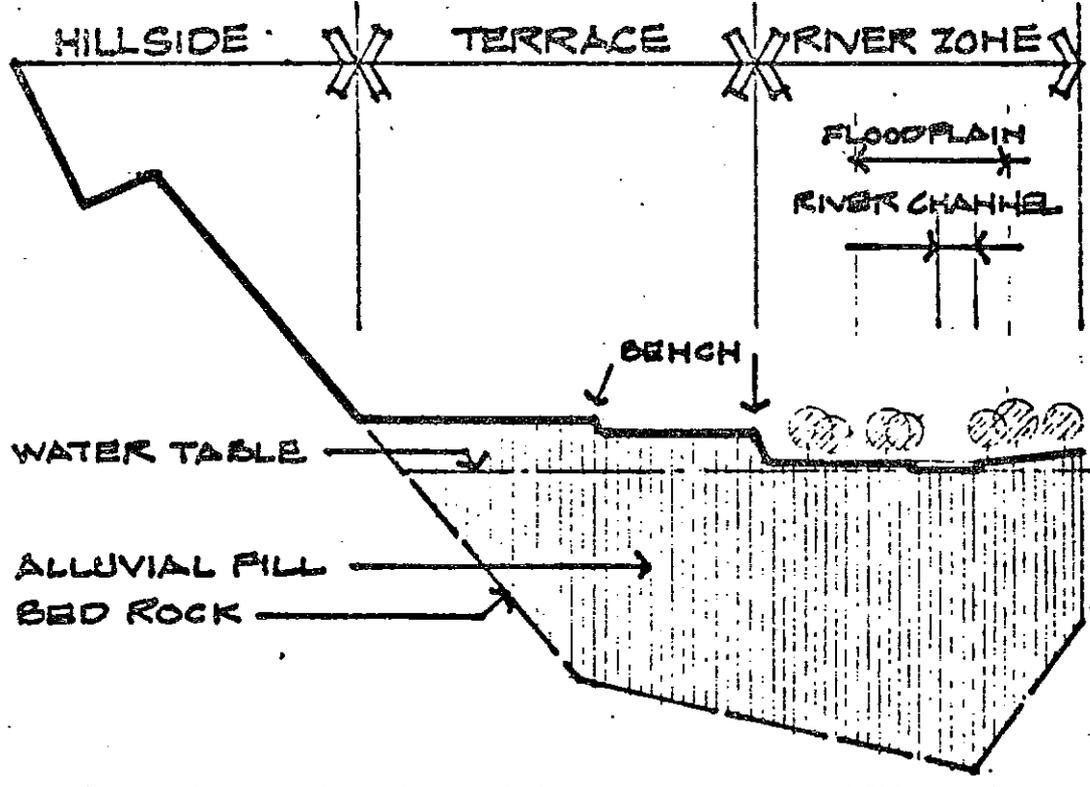
IDAHO  
2.21 A



**Legend**

Contour Interval 500 feet





**Hillside Lands**

Steep mountainous topography predominates the central and northern portions of the county. These hillside areas normally exceed slopes of 40 percent. Within the central areas of the county (Mountain Zone), north and east slopes generally support and contain dense forest with open and semi-arid south and west slopes.

Further north, in the higher alpine zones, more hillside areas are forested. These land areas support a mixture of forestry, grazing and recreational uses and are a major element contributing to the scenic limitations. Excessive grazing can destroy vegetation and cause erosion that damages adjoining lands as well as the used land itself. Snow and ice during winter months create severe vehicle access limitation. Blaine County's mountains and hillsides have the highest degree of visibility in the county and the scars created from roads or buildings distract from the scenic quality. Due to these limitations, present county zoning regulations prohibit development on lands in excess of a 25 % slope.<sup>1</sup>

**Terrace Lands**

As indicated in the preceding diagram, there is usually a distinct break which occurs in the transition from hillside to the valley floor. The alluvial fans and terraces which characterize the valley floor normally range from zero to 10% slopes.

<sup>1</sup> Blaine County Ordinance #77-5, Section 21.41.

These terraces are often narrow ribbons of land separated by distinct benches which vary from five to forty feet in height. Vegetation on upper terraces rely on normal precipitation and the alluvial soils which dominate the area have a low water retention characteristic; as a result, in their natural state, these areas are semi-arid and support sage brush and various grasses. The depth to subsurface ground water is the basic factor which differentiates terrace lands from river zone lands.

### River Zone Lands

In contrast to terrace areas, the river zone areas which have a water table varying from zero to five feet in depth support extensive vegetation in the form of ground cover and dense stands of cotton wood and aspen trees. The vegetation and the streams which occur in the river zone provide the primary fish and game habitat within the valley and are of major recreational value. In addition, portions of the river zone are subject to flooding. As such, the consideration of river zone areas is of primary concern.

In the past most high intensity development that has occurred in the Upper Big Wood River Valley areas has taken place on the terraces. The Sun Valley Resort complex, the central business district of Ketchum, development in the Red Top area, developed areas of Hailey and Bellevue have all occurred on these terraces. However, the recent growth in urban and rural areas, combined with a lack of geographical land area and common sense, has resulted in an increase of development in flood plain areas and pressures to develop hillside areas.

The hillsides, terraces and benches and river areas of the Big Wood River Valley provide a distinct physical and visual setting which must be considered in a total plan for the valley.

### TOPOGRAPHY AND PLANNING

Land forms are an important consideration in virtually all land development work. The integration of aesthetics and development within the context of a varied topography is vital to the success and function of any project. Numerous examples exist within the county of the problems created when topographic features are ignored. The original grid street pattern laid out for the city of Ketchum, Lake Creek and other subdivisions in Blaine County provide examples of inefficient land utilization resulting from poor topographic planning. In combination with other physiographic considerations, the following review criteria would encourage efficient and creative development design tailored to the specific site characteristics.

#### Circulation

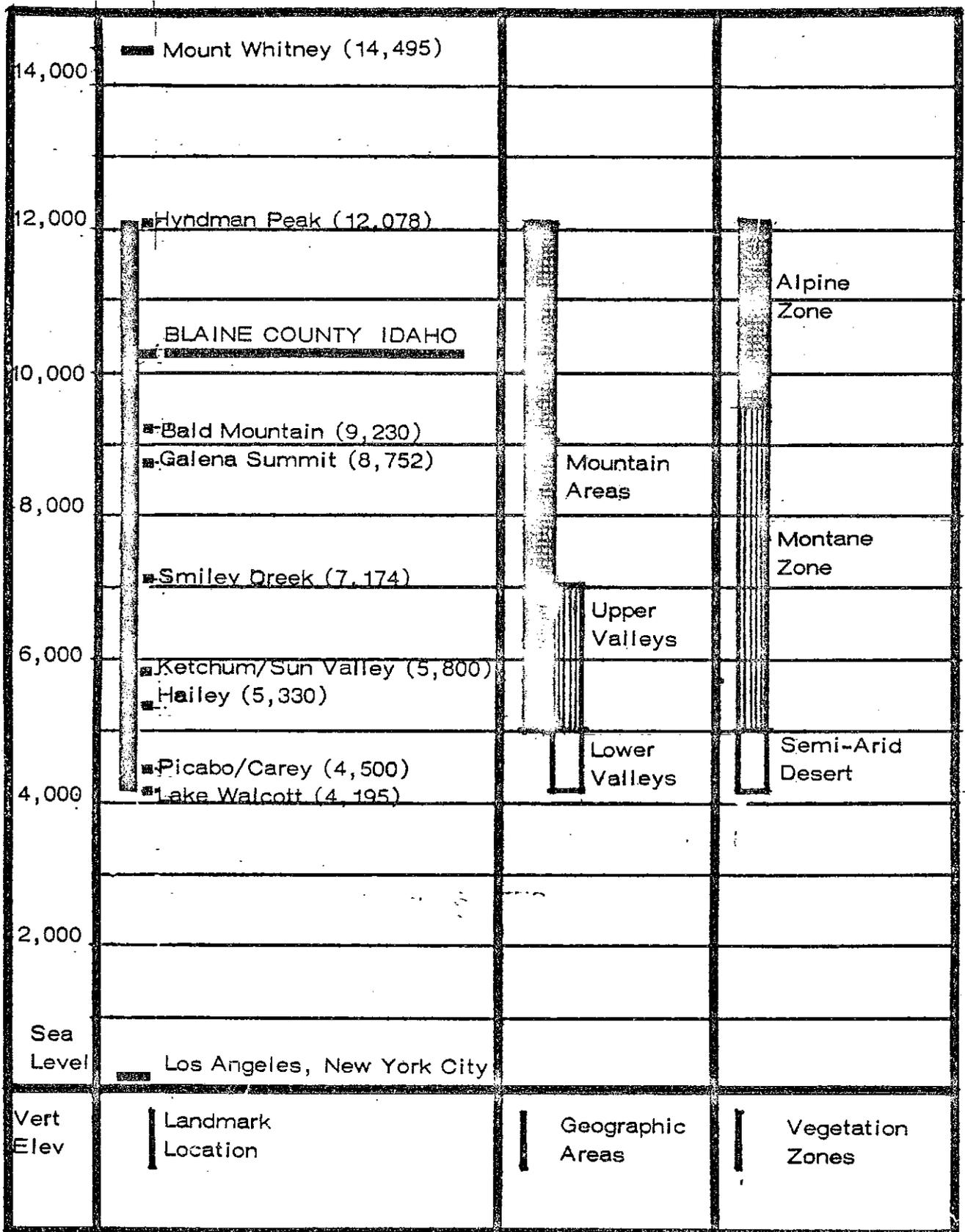
1. Compatibility to existing contour, % grade and cut/fill requirements.
2. Maintenance of efficiency.
3. Disturbance of natural site characteristics.

## Development

4. Availability of vehicle access/private and service vehicles.
5. Proposed use interrelationships:
  - a. Vehicle, pedestrian, and other circulation to proposed development location to open areas.
  - b. Integration of elements within existing site characteristics.
6. Orientation analysis:
  - a. Sun exposure
  - b. Wind direction and impact
  - c. Primary views
7. Degree of visibility

Some of the above considerations are presently included in the Subdivision Ordinance # 77-6.

COMPARATIVE ELEVATIONS

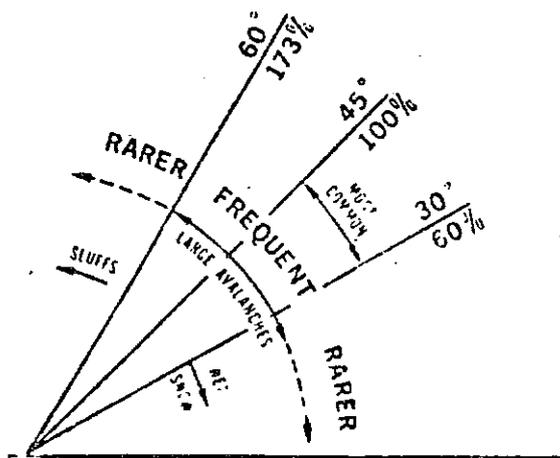


## AVALANCHE HAZARD

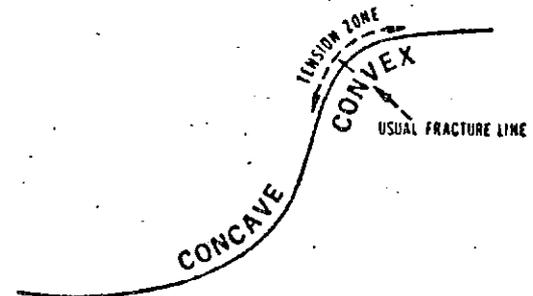
Within the mountainous regions of Blaine County there are numerous hillside and adjacent valley floor areas which are subject to periodic avalanches. The destructive force of an avalanche on buildings and other development located within the avalanche path is well documented. Avalanches can occur at any time during the winter season. The diagrams below indicate certain avalanche situations.

### TERRAIN FACTORS

**Slope Steepness** – Avalanches are most common on slopes of 30 to 45 degrees (60 to 100 percent), but large avalanches do occur on slopes ranging from 25 to 60 degrees. The diagram below shows the slopes where avalanches are most common.



**Slope Profile** – Dangerous slab avalanches are more likely to occur on convex slopes, but may also occur on concave slopes. Short slopes may be as dangerous as long slopes!



**Slope Aspect** – Snow on north-facing slopes is more likely to slide in midwinter. South-facing slopes are dangerous in the spring and on sunny days. Leeward slopes are dangerous because wind-deposited snows add depth and create hard, hollow-sounding wind slabs. Windward slopes, generally, have less snow; and the snow is compacted, but usually strong enough to resist movement. <sup>1</sup>

In addition to terrain factors, hillside vegetation, wind conditions, depth and composition of snow layers and other factors affect avalanche potential.

In the East Fork Canyon, the Warm Springs Canyon and other areas, specific avalanches occur with regular frequency (1 to 5 years) and can be identified by on site evidence. Additional evidence is provided on aerial photographs taken of specific avalanche areas in February of 1971.<sup>2</sup>

In areas of less frequency (5 to 50 years) specific site evaluation and technical experience is normally the only means of determining potential hazard. Such technical expertise is locally available through the Ketchum Ranger District office staff.

Revised city of Ketchum zoning maps (April 1974) specifically delineate low and high hazard avalanche areas within the city. Similar delineations in county areas is beyond the scope of this report.

1 Forest Service Information Pamphlet #

2 Photographs courtesy of 22 TAC Recon Sq. USAF on file at Blaine County Planning and Zoning Office

## GEOLOGY

An excellent description of the formation and characteristics of the geology of Blaine County is presented in Wildlife Communities of Sun Valley.<sup>1</sup>

The alluvial deposits which underlie most valley floor lands present few limitations to normal types of development and construction. However, the identification of geologic characteristics is of value in identifying possible limitations and understanding ground water and other natural systems.

### EARTHQUAKE CHARACTERISTICS

Blaine County is given a Zone 2 designation on the seismic risk map of the Uniform Building Code. Zone 2 is designated as a moderate damage zone and corresponds to intensity VII of the MM scale (modified Mercalli scale, 1931).<sup>2</sup>

Detailed geological information gathered for the Ketchum Community Project indicates known and probable fault contact locations in the Ketchum/Sun Valley Area based on geological evidence. Historically, minor earthquakes have occurred but have not resulted in noticeable damage. The lack of intensity and frequency of earthquake movement in the area makes assessment of the potential hazard at such fault locations difficult and is beyond the scope of this inventory.

### ENGINEERING CHARACTERISTICS

Specific engineering characteristics of the geologic units found in Blaine County have not been identified within this report. However, these characteristics can have a bearing on potential development. Evaluation of major projects should include the following engineering characteristics of the geologic units involved:

- |                           |                             |
|---------------------------|-----------------------------|
| 1. Ease of excavation     | 5. Drainage                 |
| 2. Foundation suitability | 6. Ground Water             |
| 3. Slope stability        | 7. Special features of unit |
| 4. Seismic stability      | 8. Potential resource use   |

### GEOHERMAL RESOURCES

Geothermal activity in the form of natural hot springs is present in various areas of Blaine County.

The rate of flow, temperature, and other characteristics of some of these springs has been identified in USGA data.<sup>3</sup>

The extent to which geothermal activity occurs in the area also suggests the possibility of additional geothermal sites as yet undiscovered. Utilization of these sites as an energy source may be of major importances to the area in the future.

- 
- 1 Wildlife Communities of Sun Valley, K.W. and E. S. Kinucan, 1972
  - 2 Uniform Building Code, 1970 Edition, Page 122
  - 3 Great Hot Springs of the West, Bill Kaysing, 1974, Pages 74, 75

Guyer Hot Springs, West of Ketchum, was developed in 1929. Still in use today, this system is utilized to heat homes and domestic water and services the Bald Mountain Hot Springs Pool in Ketchum. To a lesser extent the Hailey Hot Springs West of Hailey has been developed for similar use. Clarendon, Easley, and other springs are or have been developed for public and private recreational use. In most cases the full resource potential of these sites has not been realized.

Given the recreational orientation of the area and the potential need for additional energy sources, known and potential geothermal sites constitute a primary natural resource.

## SOILS

Soil characteristics vary considerably throughout Blaine County. A General Soil Map and information pertaining to soil characteristics within the County can be found in the Wood River Resource Area, Resource, Conservation and Development Plan, Idaho, July 1973 (M 7-L-22682). These maps can provide general information useful for broad area planning. Planning for specific sites requires detailed soils information in order to identify specific characteristics which may impose hazards or limitations that will affect land use.

USDA - Soil Conservation Service, working in cooperation with the Blaine Soil Conservation District, has completed soil surveys relating to the majority of private lands in the Upper Wood River Valley. This detailed survey published as the Upper Big Wood River Soil Survey Interim Report. The map portion of the interim report is now in use in conjunction with county planning maps at a scale of 1" = 2,000 ft. Detailed soils information for the majority of private land in the southern portion of Blaine County is published in another report - Soils of Minidoka Area. The remainder of private land in Blaine County is being mapped by the SCS in cooperation with the Blaine County Soil Conservation District, at the rate of about 5,000 acres per year. This mapping is being done on a request basis. Blaine County does not presently have a priority for Soil Survey completion on the Soil Conservation Service schedule.

### ENGINEERING CONSIDERATION

Inherently, soils possess varied characteristics and physical properties. Once identified, these soil characteristics can identify suitability, hazard and limitations with respect to the use of the land. In anticipation of any land use change, it is vital to identify and detail the soil characteristics. The identification of a soil hazard or limitation does not necessarily represent a formidable obstacle in the path of development. It merely points out the need for engineering design fitted to the limitations of the soil.

We are dealing with a fixed amount of land which must serve the needs of a growing population. A good understanding of the soils will enable us to use the land to its fullest capabilities and treat the land in accordance with its needs. Whether land use change considers bringing new land into agriculture or intensive urban development, it will pay to consider the soil first.

In order to maintain quality in the environment through the protection of soil resources and to provide for the general public health, safety and moral well being, it shall be the objective of the land use plan, through a review process, to insure that soil characteristics are accounted for and understood on those sites undergoing land use change.

The following is a list of major soil characteristics which should be subject to review in land use change proposals:

#### Characteristics

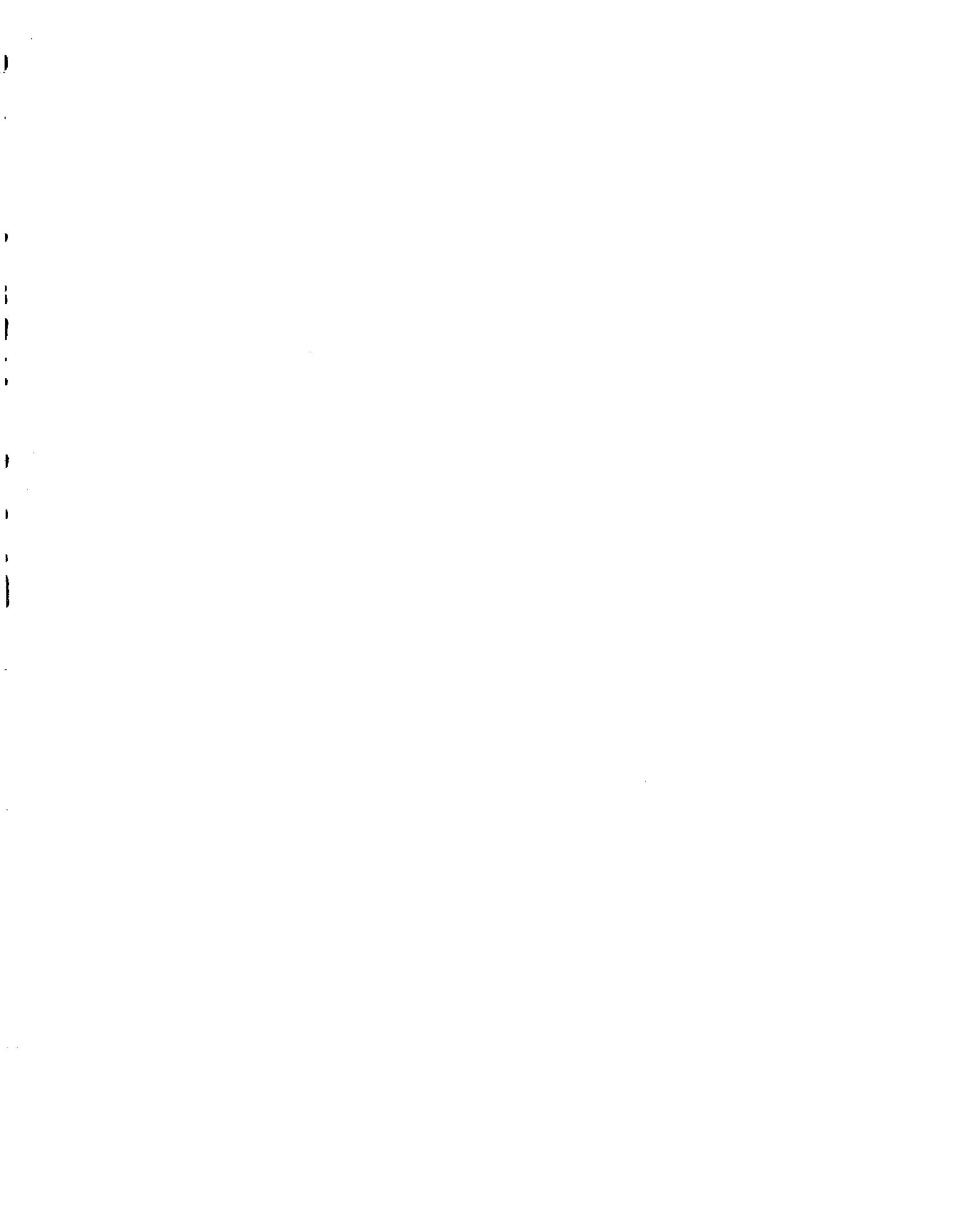
1. Slope exposure
2. Depth
3. Texture
4. Structure
5. Drainage (surface/sub-surface)
6. Salinity-Alkalinity/pH
7. Natural fertility
8. Susceptibility to flooding

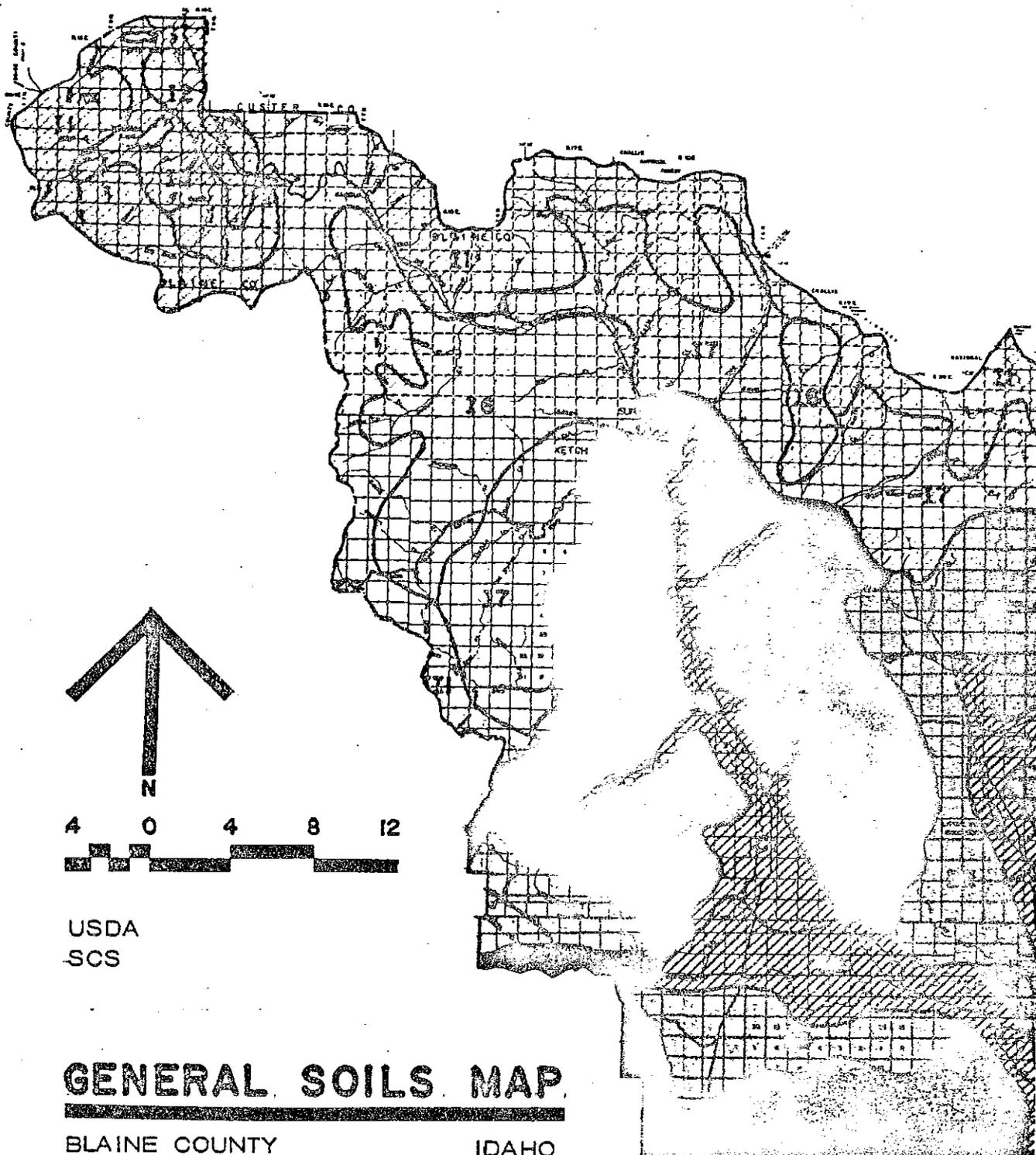
The following is a list of potential hazards or limitations that may be present, depending upon a given combination of soil characteristics. Whether or not a soil condition represents a potential hazard or an actual hazard will depend upon the intended use for a given site:

Potential Hazard/Limitations

- |                            |                                      |
|----------------------------|--------------------------------------|
| 1. Erosion                 | 9. Plasticity                        |
| 2. Sedimentation           | 10. Shrink-Swell                     |
| 3. Pollution               | 11. Compressibility                  |
| 4. Vegetation/Revegetation | 12. Coarse Fragments                 |
| 5. Stabilization           | 13. Available Water-Holding Capacity |
| 6. Shear Strength          | 14. Corrosivity                      |
| 7. Bearing Strength        | 15. Flooding                         |
| 8. Frost Action            | 16. Permeability                     |







USDA  
SCS

# GENERAL SOILS MAP

BLAINE COUNTY

IDAHO

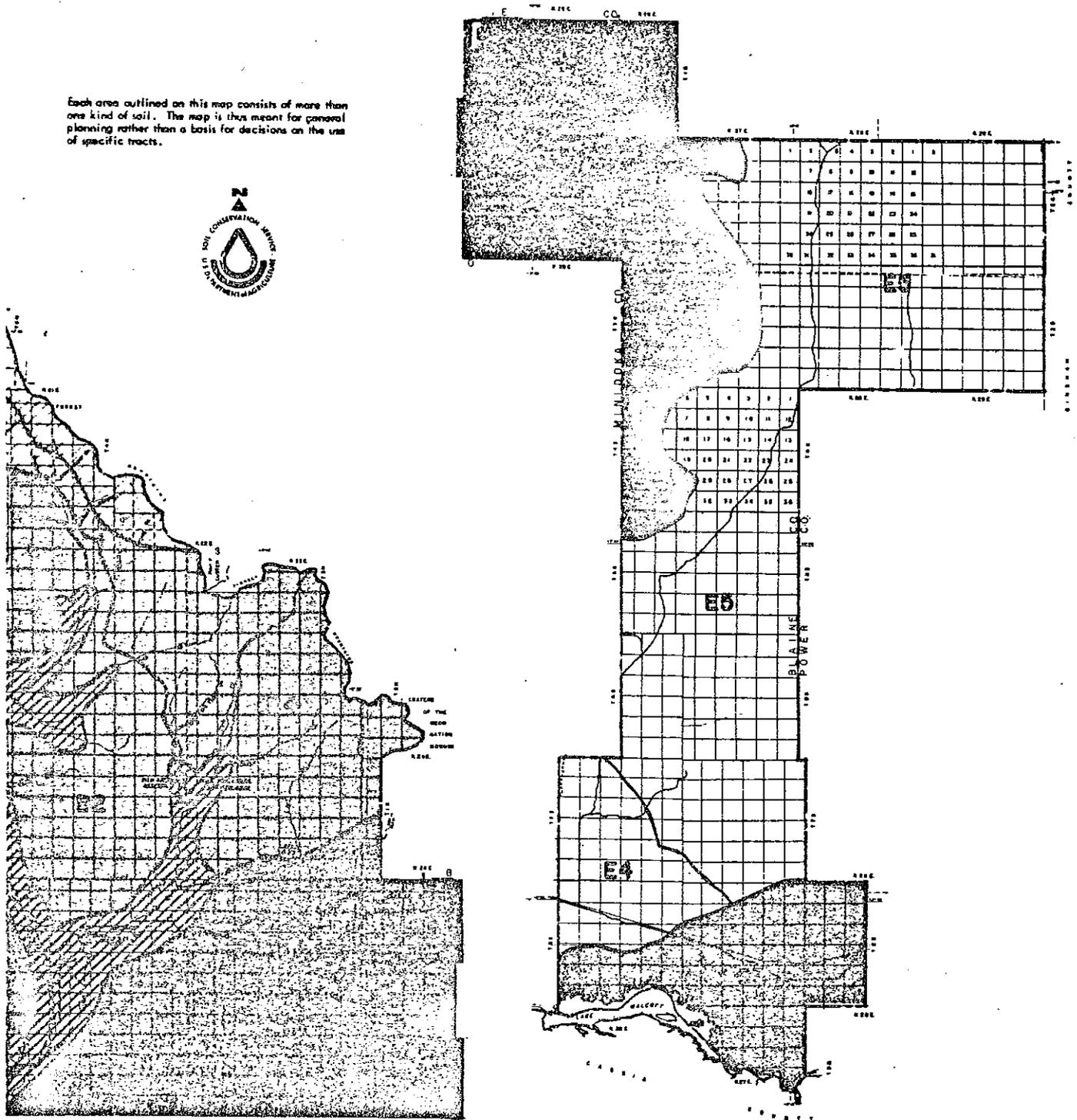
## LEGEND

Also, See Exhibit 2.41B

- AI-A5 Areas dominated by well-drained, dark and slightly dark-colored, shallow to deep, sandy to clayey soils, on strongly sloping or steep mountains.
- BI-B5 Areas dominated by well-drained, slightly dark-colored, shallow to deep, loamy and clayey soils, on sloping foothills or steep mountains.

- CI-C7 Areas dominated by well-moderately deep or deep, moderately sloping alluvi.
- DI-D4 Areas dominated by well-loamy soils with clayey ft foothills.
- EI-E7 Areas dominated by well-soils, on nearly level and to hardpan.)

Each area outlined on this map consists of more than one kind of soil. The map is thus meant for general planning rather than a basis for decisions on the use of specific tracts.



drained to poorly drained, slightly dark colored, gravelly & loamy or clayey soils on gently to all fans and terraces.

drained, light colored, moderately deep or deep, subsoils on gently to strongly sloping plains and

drained, light colored, loamy soils with limy subsoils on strongly sloping plains. (Some areas are shallow

**G1-G4**



Areas dominated by excessively to well-drained, light colored, moderately deep or deep, sandy soils, on gently or moderately sloping plains.

**H1-H5**



Areas dominated by Rock outcrops, Lava Flows, and shallow soils.

**I1-I7**



Areas dominated by excessively to well-drained, slightly dark to dark-colored moderately deep to shallow, loamy to sandy soils on rolling hills and very steep mountains. These soils are in a cold climate having cool summers.



## CLIMATE

Blaine County's climate boasts a wide temperature range during the year. The typical mountain summer has cool nights and warm days; the winter is typical of mountain areas of this latitude and altitude.

### TEMPERATURE

In upper valley areas, high surrounding mountains prevent the usual mountain winds. Combined with moderate precipitation and cold temperatures, these factors create the nearly ideal skiing conditions for which Sun Valley is famous. At the Ketchum/Sun Valley weather station (elevation 5,870 feet), temperatures have ranged from a high of 96 degrees in August 1961 to a low of -46 degrees in February 1950. Mean temperatures range from 14.7 degrees in January to 59.6 degrees in July.

Hailey, at an elevation of 5,330 feet, has a yearly average temperature of 43.5 degrees, which is slightly higher than the 37.9 degree average for Sun Valley. In the Picabo area, an elevation of 4,500 feet, the yearly temperature average is 43.2. Although there is an elevation change of 830 feet between Hailey and Picabo, monthly and yearly average temperatures are almost identical. This is attributed to the degree of wind exposure which exists in lower county areas due to lack of mountain enclosure. Average monthly temperatures for Sun Valley/Ketchum, Hailey and Picabo are presented in the Temperature and Precipitation Table, p. 21

Average frost free growing days for communities within the county are as follows:<sup>1</sup>

Carey	105 days
Picabo	100 days
Bellevue	95 days
Hailey	90 days
Sun Valley/Ketchum	80 days (maybe)

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<sup>1</sup> Source: Jim Eakin, Agricultural Extension Service, Hailey, Idaho

MEAN TEMPERATURE AND PRECIPITATION  
SUN VALLEY/KETCHUM, HAILEY, PICABO

Station	AVERAGE MEAN TEMPERATURE			MEAN TOTAL PRECIPITATION		
	KETCHUM (1940-1969)	HAILEY (1931-1960)	PICABO (1956-1965)	KETCHUM (1940-1969)	HAILEY (1931-1960)	PICABO (1956-1965)
Elev.	5,870	5,330	4,500			
Jan	14.70	18.70	18.90	02.41	02.11	01.15
Feb	19.50	23.40	24.10	1.88	01.88	01.45
Mar	24.60	30.80	29.60	1.22	01.28	00.95
Apr	37.30	43.30	42.50	00.98	01.07	01.06
May	46.0	52.30	51.80	01.59	01.33	01.63
June	51.80	58.80	59.60	01.62	01.04	01.28
July	59.60	68.00	67.20	00.63	00.41	00.15
Aug	58.30	66.00	65.30	00.82	00.42	00.61
Sept	51.10	57.50	56.00	00.88	00.60	00.58
Oct	43.00	47.00	47.40	01.06	00.90	00.52
Nov	29.20	32.20	32.50	01.76	01.31	01.65
Dec	19.40	23.60	23.70	02.50	02.18	01.80
Yearly	37.90	43.50	43.20	17.35	14.53	12.83

U.S. DEPARTMENT OF COMMERCE  
ENVIRONMENTAL SCIENCE SERVICES ADMINISTRATION  
WEATHER BUREAU

## PRECIPITATION

Precipitation levels generally decrease as one moves from the higher mountainous regions to the lower desert regions. Average precipitation information for Sun Valley/Ketchum, Hailey and Picabo is provided on the Temperature and Precipitation Table, p. 21. In the Sun Valley/ Ketchum area snowfall averages 118.9 inches for the snow season. The greatest monthly mean of 31.7 inches is received in January. The greatest total recorded in any month has been 97.0 inches in December 1964 and the greatest seasonal total, 244.5 inches, recorded in 1951-1952. The greatest snowfall in 24 hours has been 38.0 inches recorded in February 1959. Snow load requirements are discussed in engineering considerations.

Fog, low clouds, and low visibilities are observed most frequently in winter and least frequently in the summer months. Sunshine is plentiful and the percentage sky cover clouds limited.

## WIND

In the upper valley areas, winds, in the presence of daytime heating or nighttime cooling, are convective winds of local origin. These winds can be quite variable. Greatest variations are noted when air is heated over nearby mountain slopes. Wind regulating influences combine in most instances so that the result is upvalley, upcanyon, upslope flow in the daytime, especially summer months, and downflow at night.

In lower county areas, the lack of mountain enclosure creates a greater exposure to prevailing westerly winds.

## AIR QUALITY

The questionnaire survey conducted by the Ketchum Community Project in 1973 reflected a strong public opinion in favor of establishing policies to control air quality in the upper Wood River Valley. The extensive research required to define the potential problem is beyond the scope and budget of this inventory. However, the Blaine County Planning and Zoning Commission in combination with the State Department of Health and Welfare began an air sampling program to establish existing air quality levels in the Big Wood River Valley. This survey is now in progress at the Wood River Journal. The air sampling results obtained at three stations in Blaine County during the first quarter of 1974 are shown on the Air Sampling Results Graph, p. 24.

By comparison, Pitkin county and the City of Aspen, Colorado, located in a geographic situation similar to the Big Wood River Valley and with a population of approximately 20,000 residents (seasonal maximum), experiences inversion conditions during approximately one-third of the winter season. To a lesser extent

this type of inversion can be seen in the Wood River Valley during certain periods of the year. Specific air quality figures were not available for Aspen; however, the existing condition was attributed primarily to wood burning with auto emissions contributing to a lesser degree. It is interesting to note that during periods of inversion, the smoke cloud layer moves down the valley during the evening and back up during the day.<sup>1</sup>

Industrial emissions are subject to recently established state standards and regulation.<sup>2</sup> Stricter county regulations may be desirable for some facilities. In addition, future planning would isolate nuisance facilities where fugitive dust and fume emissions are unavoidable. Uncontrolled burning at the sanitary land fill (Ohio Gulch) often contributes noticeably to smoke conditions in the valley. This problem can be overcome through enforcement of present burning regulations.

#### ENGINEERING CONSIDERATIONS

Areas which fall in the shadow of severe north facing slopes often receive little or no sunlight during the winter months. At these locations, temperatures are colder and general living quality of such sites is greatly diminished. Adjacent locations in close proximity often have better sun exposures.

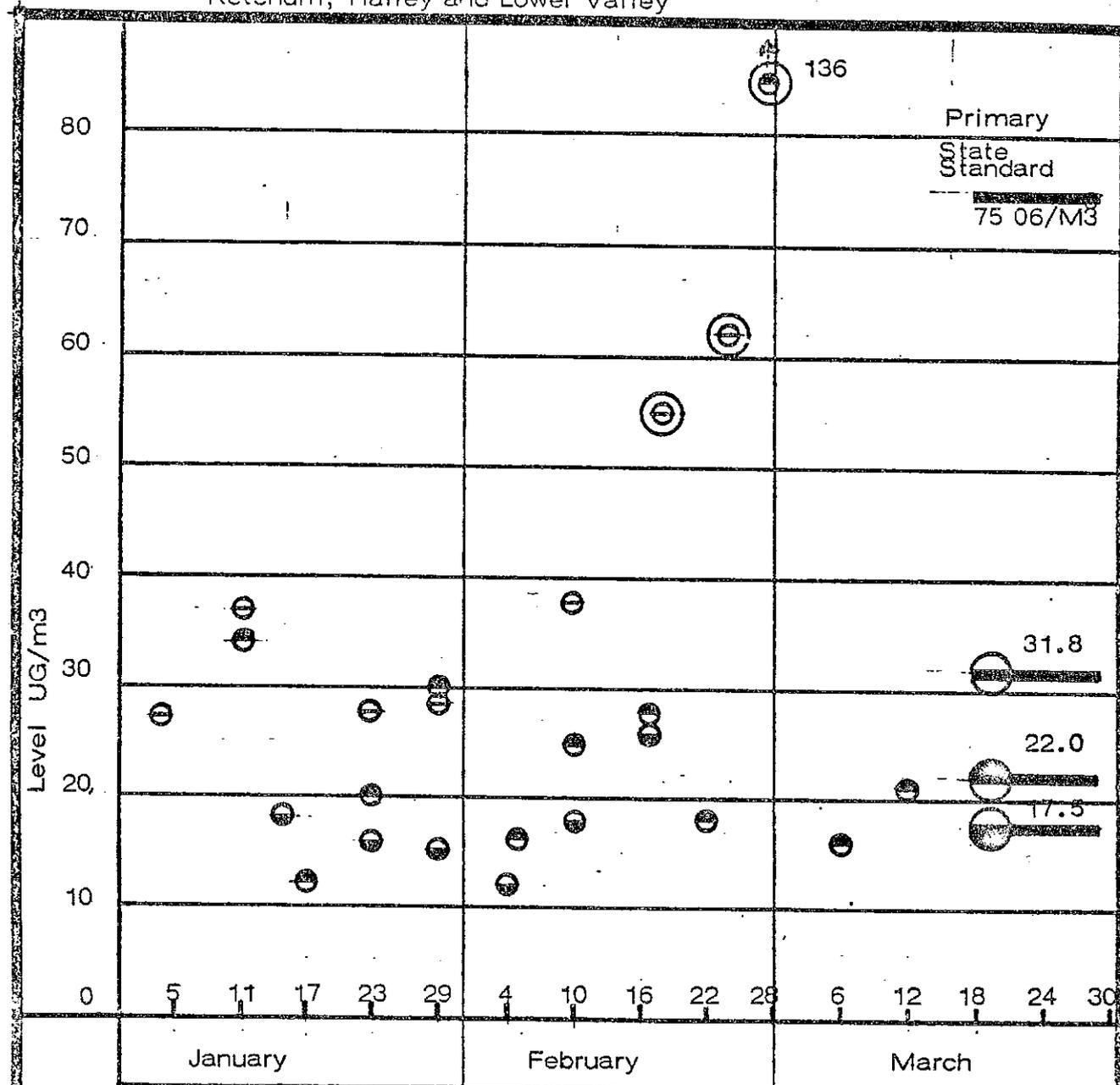
Evaluation of snow loads is a major consideration in the design of any structure in the county. At present, design load requirements have been established. However, these requirements tend to vary according to the judgment of the building inspector. For the purpose of establishing consistent design standards based on information available, Snow Load Computation Table, p. 25 gives average and maximum accumulated precipitation data, equivalent weight, and recommended design requirements for different areas of the county. The derivation of these figures is based on assumptions which are noted. These standards should apply to all habitable structures in the county, including imported pre-fab and mobile dwelling units.

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1 Personal interview by David Vhay, Jimm Wooden, Pitkin County Planner, Colorado, 1973

2 Rules and Regulations for the Control of Air Pollution in Idaho, Idaho Department of Environmental and Community Services, October 25, 1972

Ketchum, Hailey and Lower Valley



Scheduled Sampler Reading Dates

LEGEND

- Station K-1, Ketchum, Air Sampler located on roof of Environment West Building, 4th Street between East and Walnut Avenue/monitored by Dick Meyer
- ⊖ Station K-2, Hailey, Sampler located on roof of County Planning and Zoning Office, Croy Street, between Main and First Avenue/monitored by Planning and Zoning Office Staff
- Station K-3, Lower Valley, Sampler located at Eakin farm, Pero Road and U. S. 93, monitored by Jim Eakin
- ⊙ Assumed Error, Reading discounted.
- Average of Station Readings

SNOW LOAD COMPUTATION TABLE

Reference Station	Redfish Snow Course	Sun Valley Station	Hailey Station	Picabo Station
Approximate Station Elevation in feet	7,500	5,870	5,330	4,500
Average precipitation accumulated October through April in inches	11.5 <sup>1</sup>	11.81 <sup>2</sup>	10.73 <sup>2</sup>	8.58 <sup>2</sup>
Maximum precipitation <sup>3</sup> accumulated March or April in inches	17.2	17.6	16.0	12.8
Equivalent weight (lbs./sqft.) "water" x 62.4 = x 12 (1" = 5.2 lbs.)	89.2	91.0	83.0	66.5
Recommended Design Standards Required Design Load =	100#/sqft.	100#/sqft.	100#/sqft.	75#/sqft.
Recommended Design Load =	125	125		

- 1 Snow course reading
- 2 From mean precipitation
- 3 Maximum precipitation figures were not available, the figures used here are estimated.

## WATER

General information pertaining to surface water, ground water, and water quality in Blaine County is provided in the "Comprehensive Rural Water and Sewage Planning Study" Idaho Water Resource Board, January 1972, pages 27 through 32. It recommends the immediate authorization of a sewage master plan oriented toward the eventual development of a trunk line sewer which would service the upper Wood River Valley. The report does not evaluate future densities, effectiveness of industrial disposal systems, alternative treatment systems, or capital improvement costs.

### WATER RESOURCES AND WATER QUALITY

Specific information pertaining to the water resources of the Lower Big Wood River Valley is contained in the Idaho Department of Water Administration's Big Wood River-Silver Creek Study.<sup>1</sup> This study recommends that no restrictions on ground or surface water development be initiated. However, the reduction of water applied to the land due to sprinkler irrigation, land speculation, and land subdivision may be affecting traditional aquifer recharge systems and in this region altering Silver Creek outflows. The impact of these land use changes is being evaluated by related agencies.

Prior to 1972, permits for industrial sewage disposal systems were issued by the county in coordination with state health personnel. Due to the vagueness of state regulations pertaining to the installation of such systems the county, with the assistance of the State Health Department, had established specific installation policies. In 1972, the South Central Health District assumed responsibility for such systems. Since that time (and at additional costs to county residents) the above policies have not been enforced, and the regulation of individual treatment systems has been inconsistent, arbitrary and sometimes non-existent.

Numerous specific water quality studies have been conducted in the county by the State Department of Health and Welfare and other state agencies. However, it is difficult to identify a consistent water quality monitoring program which should be established.

Sanitation systems have been an obvious consideration in the review of proposed development in the past. The criteria and procedure used for future project review should be formalized in future performance ordinances.

Procedures should be coordinated with State Health, Water Administration, and other related agencies. Development which may deteriorate existing water quality levels should be prohibited.

### FLOOD PLAIN AREAS

Areas adjacent to the Big Wood and its tributaries, portions of Fish Creek and the Little Wood, are subject to periodic flood inundation which normally occurs during the main spring run-off in late May and early June. Flooding can cause hazard to human life, severe damage of property and results in extensive public expenditures for flood control and other relief.

In their natural state streams and rivers in the county have had a high degree of resistance to flooding. Dense natural vegetation which occurs in flood plain areas stabilizes the soil and creates the meandering stream channels which effectively reduce water velocity during periods of flooding. Old river channels that lack vegetation serve as a relief valve to main channels by taking some of the excess water and sediment loads. Inundated flood plain areas absorb large quantities of water, reduce run-off, and "recharge" the aquifer. At the same time, the Big Wood and its tributaries are in a state of constant change. Run-off water each spring moves at a velocity which carries soil, rocks and debris into the main channel resulting in a process of continual channel movement and relocation. Flood Plain Management Policies should seek to understand and preserve these natural stream characteristics.

Residential development which has occurred in flood plain areas of the Big Wood River and its tributaries has resulted in the need for emergency channelization, diking and other remedial action. At a high public cost, these actions have destroyed existing fisheries, wildlife habitat, streamside vegetation and the aesthetic qualities of the stream. Approximately 22% of the Big Wood River in the upper valley has been damaged by such stream alteration.<sup>1</sup>

Flood control work, authorized by the County Flood Control District and the Department of Water Resources on a crisis basis, is often in direct conflict with County zoning regulations. The County should establish a means of coordinating the policy and actions of agencies having jurisdiction over flood plain areas.

The Army Corp. of Engineers Flood Plain Reports designate the floodway limits and the 100-year flood plain for the upper Big Wood River and its major tributaries.<sup>2</sup> Although these studies provide a general description of flood plain areas, they do not provide the specific information often needed to make necessary planning decisions. The following types of information should supplement these reports.

1. Existing direction of water forces, areas of critical erosion, potential for channel movement or relocation and other hydraulic consideration.
2. Potential depths of flood inundation.
3. Existing or potential overflow channels.
4. Retention capability of vegetation and soils.
5. Fish and streamside wildlife habitat.

Based on Army Corp. of Engineer Reports, present County Zoning Ordinances prohibit development in floodway areas and require special review for improvements within the 100-year flood plain.<sup>3</sup> The cities of Ketchum and Hailey have adopted similar regulations. These regulations have not been effective in controlling flood plain development. Issued on a piecemeal lot-by-lot basis, construction permits are often issued without consideration of (or policy related to) the overall pattern or development. As a result, many homes encroach upon the floodway. Continuation of such development will result in the extensive channelization required to keep the river within designated floodway limits.

1 Draft Environmental Statement, Idaho Department of Highways, Project No. F-2392 (10), February 1974

2 Ketchum, Idaho and Vicinity. (June 1970); Bellevue-Hailey, Idaho and Vicinity (June 1971); Warm Springs Creek, Ketchum, Idaho and Vicinity (October 1971); East Fork Big Wood River, Gimlet-Trimph, Idaho (November 1973); Corps of Engineers, U.S. Army, Walla Walla, Washington District

3 Blaine County Ordinance 77-5, Chapter 17, Page 17

At the same time, some areas at the edge of the 100-year flood plain subject to minimal flood inundation are appropriate and highly desirable for residential use.

#### FLOOD PRONE AREAS

The term flood-prone is used to describe areas which may be subject to flooding but have not been specifically evaluated. At present, Corps. of Engineers maps are available which designate flood prone areas on the Big Wood River. South of Bellevue, specific evaluation should be scheduled for future Corps study.

According to past records, it is evident that the areas immediately adjacent to major streams are not the only areas in the county subject to significant periodic flooding.

One such area is located between the railroad tracks and the hill mass on the east side of the Big Wood River Valley. This area extends roughly from the Ohio Gulch drainage south to and including the Seamen's Creek drainage east of Bellevue. Other drainages which contribute to flooding in this area are Indian Creek and Quigley Creek, east of Hailey.

On occasions when this area has flooded, the railroad bed has prevented the water from making its way to Big Wood River. The flood waters have been confined by the railroad bed and forced to run south through the area located at the East edge of Hailey and Bellevue, to be finally dispersed several miles to the south of Bellevue.

This type of flood that affects the area east of Hailey and Bellevue results from an unusual or extreme weather condition at the time of year when floods are not normally expected. The last flood of this type occurred in January, 1965. The conditions at that time subjected 12 to 18 inches of snow, on frozen soils, to a sudden warming trend with rain. The result was a near flash flood situation which did significant damage to the cities of Hailey, Bellevue and adjacent farmland.

When flooding in this area has occurred in the past, it has affected primarily agricultural land. Since 1972, however, four sub-divisions have been constructed in that area, and proposals for more are being developed. As a result, property values have changed drastically since the last flooding.

At least one of these subdivisions, the McCulloch "Woodside" housing development, has recognized this flood potential and included drainage facilities within its design. The Woodside drainage system, however, only affords protection to the Woodside project area. Flood waters released from the Woodside drainage system would still flow south as in the past, leaving Bellevue in at least the same jeopardy as always.

Blaine County and the cities of Hailey and Bellevue should give high priority to working with appropriate local, State, and Federal agencies in order to obtain a flood hazard study of the Ohio Gulch, Indian Creek, Quigley Creek, and Seaman's Creek drainage area.

To the extent practical, other flood prone areas will be identified and flood hazard studies requested and programmed as needed.

## WILDLIFE

Wildlife is an integral part of the natural environment of Blaine County. Although historic game populations and fisheries have been greatly diminished by the encroachment of civilization, county policies can assist in preserving present wildlife values. Management of wildlife in Blaine County is under the jurisdiction of the State Fish and Game Department. This section identifies specific land use/wildlife conflicts. Background information on wildlife and wildlife habitat is provided in Wildlife Communities of Sun Valley.<sup>1</sup>

### FISHERIES AND STREAM SIDE HABITAT

The destruction of fisheries and stream side habitat by residential development in flood plain areas is discussed in the flood plain section. Adoption of flood plain management policies and implementation of recreational programs which seek to preserve the natural character are of major importance in future wildlife values in these areas.

In addition, review criteria should be adopted to assess the potential impact of development adjacent to Silver Creek and other streams not specifically defined as flood plain areas.

### DEER MIGRATION CORRIDORS

Mule Deer occupy high mountain terrain during the summer and migrate to lower elevations during the winter. Migration movements fall under two general classifications; those animals that winter in upper valley areas, and those which make a major migration into southern desert areas of the county. Disruption of these routes by development forces animals into less favorable wintering areas and reduces summer populations. Migration routes and wintering areas should be protected by restriction of development in such areas.

### WINTER RANGE AREAS

During the winter months, elk herds move to winter range areas located along upper draws in the county. These animals have little toleration for human habitation, and the growth of the Ketchum, Sun Valley, Warm Springs and Elkhorn canyons has reduced traditional winter range area. Continuation of this trend will further reduce winter range areas. The following have been identified as critical elk and deer winter ranges:

Trail Creek & Corral Creek	Warm Springs Canyon
Above Sun Valley	Upper Lake Creek
Elkhorn, Keystone, Parker Gulches	East Fork Milligan Canyon, Quiggley Canyon
Greenhorn Gulch	Martin Canyon
Slaughter House	Muldoon Canyon
Canyons South of Hailey on West	
Side of the Big Wood River	

Deer and elk winter in the Big Wood River bottoms along the flood plain although their numbers have decreased due to increased human habitation.

<sup>1</sup> Wildlife Communities of Sun Valley, K. W. and E.S. Kinucan, 1972

## VEGETATION

It is vitally important that the vegetative characteristics and values be fully understood and considered in the growth and development process in Blaine County. Without this consideration and understanding, it is certain that the quality of the Blaine County environment, the quality of the Blaine County natural resource base, and quality of the Blaine County standard of living will be diminished.

Three major vegetation zones are found in Blaine County; sub-alpine, mountain, and semi-arid desert. The location of these zones is indicated on comparative elevation graph, p. 12. Throughout all of these zones are riparian and meadow zones which are associated with valley bottoms and stream courses. A detailed evaluation of the type and characteristics of the vegetation found in these zones can be found in Wildlife Communities of Sun Valley.<sup>1</sup>

### VALUE OF INTRODUCED VS. NATIVE VEGETATION

In some situations native vegetation is the most desirable, and perhaps the only way to provide for the maintenance of a given vegetative value. In other situations it is possible that introduced species and native species will have equal ability to provide the required value, and in still other situations introduced species will be better able to serve the needed function. With respect to construction, it is important to consider the use of temporary vegetative cover to protect the site from erosion and sedimentation during the construction period. It is especially important in Blaine County to consider this practice where construction period may extend over the winter.

### VEGETATIVE CRITERIA

It shall be the objective of the comprehensive land use plan, through a review process, to insure the maintenance and/or establishment of enduring vegetative characteristics which will allow Blaine County the luxury of orderly growth without degrading the high quality natural environment.

#### Vegetative Review Criteria:

1. Watershed values.
2. Protection from erosion and sedimentation including the need for temporary protection during construction.
3. Beautification, scenic, and aesthetic values.
4. Wildlife forage and habitat values.
5. Livestock forage values.
6. Timber values.
7. Historic or natural area values.
8. Unnecessary removal of vegetation.
9. Noxious weed control.
10. Avalanche and flood retardation values.
11. Potential hazard from mature cottonwood windfall.

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<sup>1</sup> Wildlife Communities of Sun Valley K.W. and E.S. Kinucan 1972

## CONCLUSIONS

The evaluation of the natural resource inventory by the Blaine County Planning and Zoning Commission resulted in the following conclusions and recommendations:

### TOPOGRAPHY:

1. Revise present county ordinance to restrict development from occurring on steep hillside areas;
2. Establish technical review criteria and procedures to be used when evaluating topographic suitability of a proposed project;
3. Adopt specific review criteria and procedures to identify potential avalanche hazards and indicate a program to record avalanche areas (in connection with the local Forest Service agencies); and,
4. Prohibit development which is subject to avalanche damage, or increases the degree of avalanche potential.

### GEOLOGY:

1. Adopt technical criteria to identify the impact of major development projects on geologic units involved;
2. Support geologic studies which seek to identify ground water, geothermal and mineral resource characteristics; and,
3. Adopt policies which protect geothermal and mineral resources, and establish programs to encourage creative and efficient utilization of such resources.

### SOILS:

1. Request the Blaine Soil Conservation District and the Soil Conservation Service to give as much emphasis as possible to the completion of soil mapping and interpretations on the remainder of unsurveyed land in the county,
2. Identify unstable soils and apply appropriate soil conservation measures;
3. Identify and protect prime agricultural soils for agricultural use;
4. Protect steep slopes and erosive soils from development; and,
5. Govern development in all areas by the suitability of the soil for such development and establish review criteria and procedure.

CLIMATE:

1. Adopt emission standards or review procedures coordinated with State regulations and agencies;
2. Isolate nuisance uses and facilities where fugitive dust and emissions are unavoidable;
3. Adopt consistent snow load requirements for all habitable structures;
4. Encourage building practices which reduce energy consumption.

WATER:

1. Initiate a waste water management study in cooperation with city jurisdictions to:
  - a) Evaluate treatment systems and identify related feasibility cost, and land use ramifications.
  - b) Evaluate the impact of individual sewage disposal systems and establish related density limitations; and,
  - c) Adopt and implement a waste water management program.
2. Coordinate related government agencies to establish a consistent water monitoring program for the area;
3. Establish and enforce consistent standards and regulations for installation of individual water and sewer systems;
4. Coordinate with State Department of Health and Welfare and other state agencies to establish review criteria and procedure relating to water utilization and treatment. No future development should be allowed which may deteriorate existing water quality levels;
5. Coordinate future policies and activities with the County Flood Control District, State Water Administrator, Fish and Game and City/County Planning Commissions and other agencies having jurisdiction;
6. Identify specific problem areas where subdivision has occurred in the flood plain. Initiate specific studies to determine:
  - a) The value of Gabions, jetties, off-levees or other preventative flood control devices required for flood protection; and,
  - b) Overflow easements, building locations and elevations, limitations fill, vegetation removal and other specifications relating to future construction. Once adopted, these standards would become the "conditions" for future development and eliminate present "conditional use" procedures.

7. Encourage flood plain property owners to collectively evaluate flood plain areas with regard to necessary flood control improvements, and preserve flood plain characteristics;
8. Adopt specific development criteria which will attempt to maintain flood plain areas in their natural state as planned development open space areas;
9. Establish standards for the traditional diversion of irrigation water and protection of agricultural land areas.

#### WILDLIFE:

1. Encourage and support fish and game management policies and actions which preserve and promote wildlife;
2. Establish review criteria for the evaluation of development which may adversely affect existing wildlife or wildlife habitat;
3. Identify and maintain existing migration corridors;
4. Adopt flood plain management policies which preserve or promote natural fisheries and stream side vegetation; and,
5. Adopt regulations which restrict winter residency in critical winter range areas

#### VEGETATION:

1. Establish review criteria to evaluate the impact of development on vegetative values; and,
2. Support and encourage SCS and other agency programs which establish and maintain vegetative characteristics.

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## PURPOSE

Natural environment and related resources are the basis of primary land use in Blaine County.

Agricultural use predominates the less mountainous southern portions of the county. Modern farming techniques and the pressures of growth from northern areas of the county are changing traditional patterns of agricultural use.

Mining played a major role in early settlement of the upper Wood River Valley; however, mining uses are presently dormant.

Recreational use has replaced mining in the northern areas of the county and over the past decade has become the county's primary industry. The development of recreational facilities in the Sun Valley area combined with increased recreational traffic has resulted in major population growth. This recreational growth has generated the expansion of supportive residential, commercial, industrial and other land uses. In many cases, these secondary uses are in conflict with, and can reduce the viability of, primary agricultural and recreational use values.

A basic objective of the comprehensive plan is to anticipate and to establish patterns of future land use which will preserve and enhance existing agricultural and recreational use. This chapter identifies present land use, patterns of use and inherent use conflicts. Coordinated patterns of development and land use regulation are recommended as the means to achieve the objectives of the comprehensive plan.

Land use in Blaine County is delineated on Existing Land Use Map, p. 35. In addition, large scale USGS maps indicate specific higher intensity land use in the Upper Wood River Valley corridor. These maps and related existing land use information are on file in the Blaine County Planning and Zoning Office.

The Blaine County Planning and Zoning Commission desires:

- 1). To identify existing and future land use.
- 2). To secure appropriate land area for future growth.
- 3). To protect and maintain existing land use and value.
- 4). To identify alternative development patterns consistent with comprehensive plan objectives.
- 5). To identify alternative methods of land use regulation.

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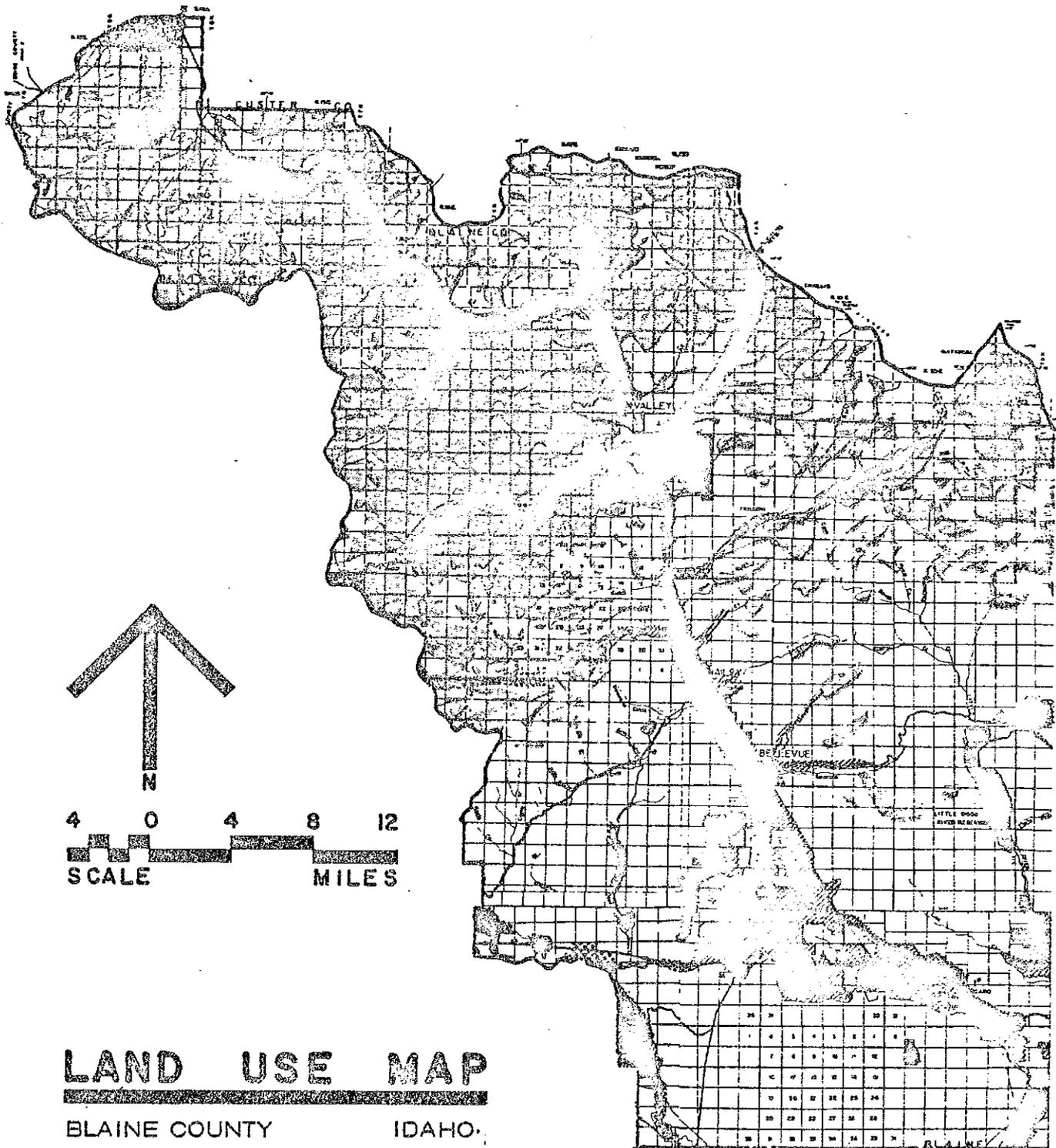
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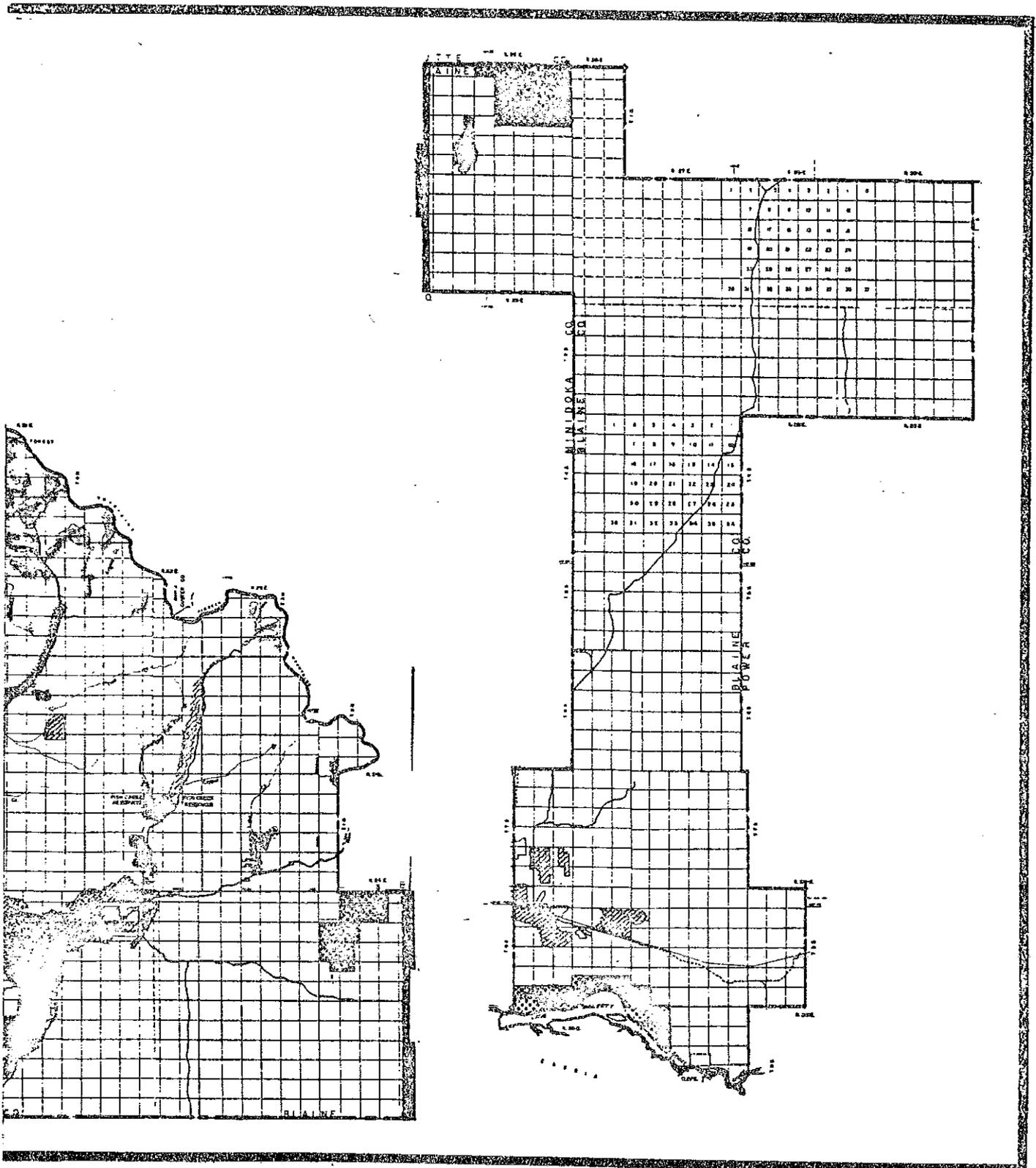


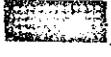
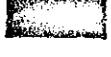


# LAND USE MAP

BLAINE COUNTY IDAHO  
 MAP 3.11 A

-  GRAZING AND OPEN LAND
-  FOREST LAND
-  DRY CROP LAND
-  IRRIGATED CROP LAND



-  RECREATIONAL LAND
-  LOW DENSITY RESIDENTIAL AREA
-  URBAN AREA



## AGRICULTURAL

Land areas used for agricultural purposes comprise approximately 4,156,645 or 68 percent of the total land in Blaine County. Of this area 56,500 acres or 3.3 percent of the total land area is utilized for dry or irrigated crop production. An additional 26,000 acres or 1.5 percent have been identified as potential crop areas given the development of adequate water systems. Dry and irrigated crop areas are indicated on the Existing Land Use Map, p. 35. Irrigated crop lands and areas of potential development are indicated by type of irrigation on Irrigated Land Map, p. 38.

### AGRICULTURAL LAND USE TRENDS

Speculation on agricultural land and to a lesser extent the actual subdivision of agricultural properties into one (1) to five (5) acre "ranchette" developments is a major problem. The pattern of speculative investment which has been generated by growth in the Ketchum/Sun Valley area is presently effecting the "triangle area" (south of Bellevue) in the lower Wood River Valley. Speculative interest has increased the value of these lands two and three times their actual producing worth. Problems relating to such investment and subdivision are identified as follows:

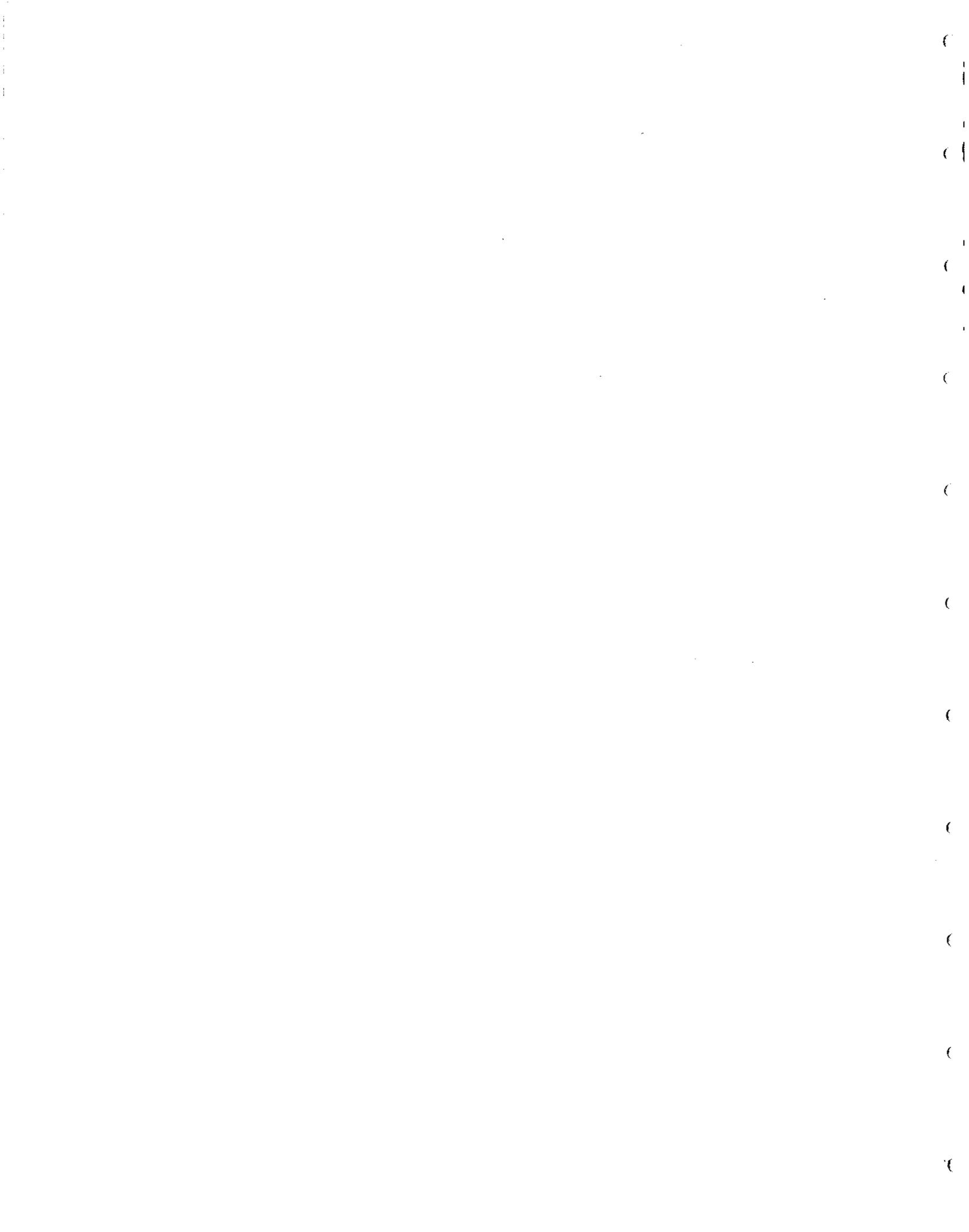
1). Large lot subdivision development, normally oriented toward a residential or recreational market, results in an inefficient use of once productive agricultural land. Where only one-half ( $\frac{1}{2}$ ) to one (1) acre of land may be actually utilized, the remaining 80 to 90 percent of developed lot areas become waste land. Once subdivided, it becomes difficult or impossible to retrieve such lands for efficient agricultural use. In addition, long road systems generated by large lot development have a low user/efficiency ratio which results in disproportionate county maintenance expenditures.

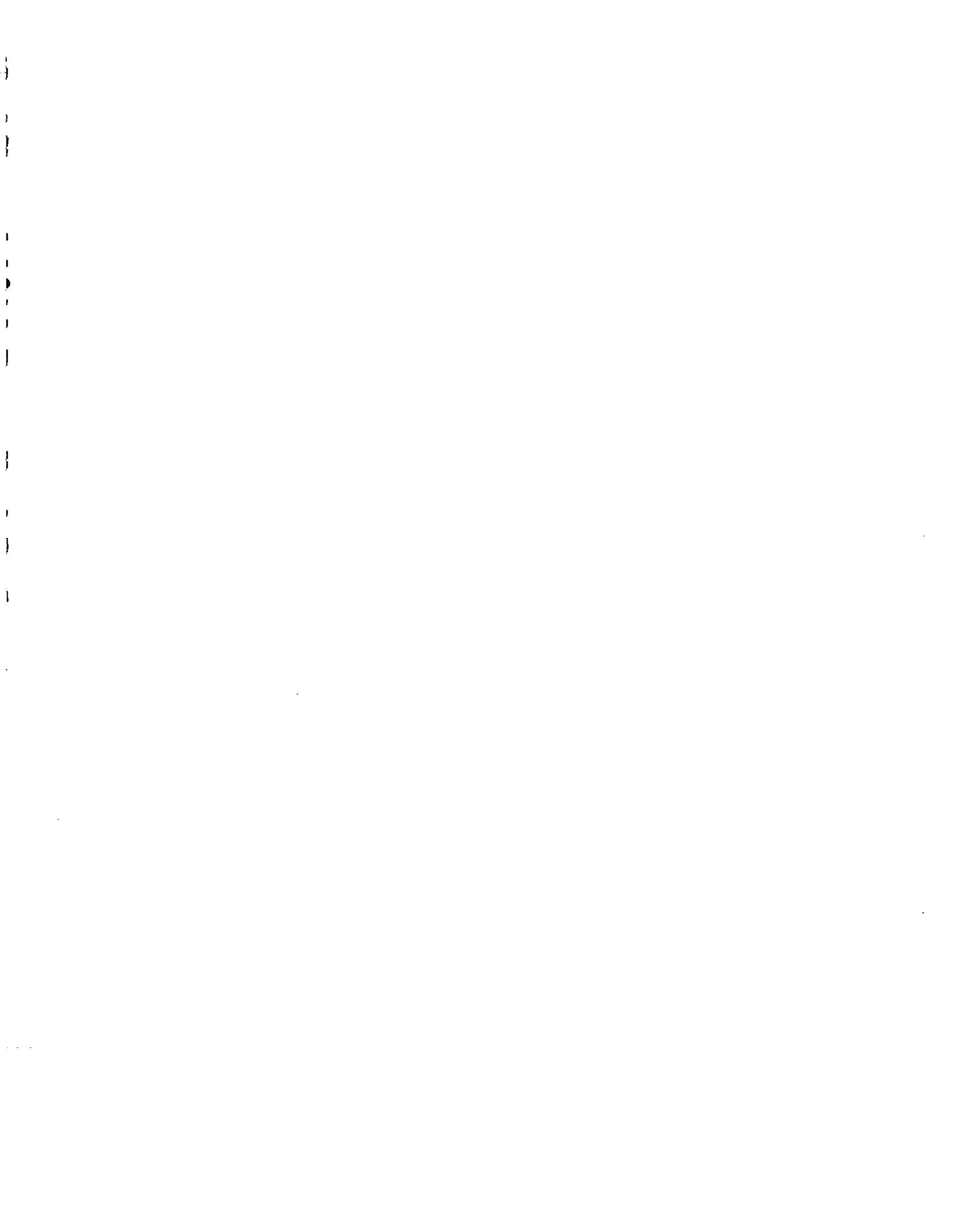
2). Spread "ranchette" type development with related roads, buildings and utility lines detracts from the rural quality of Blaine County.

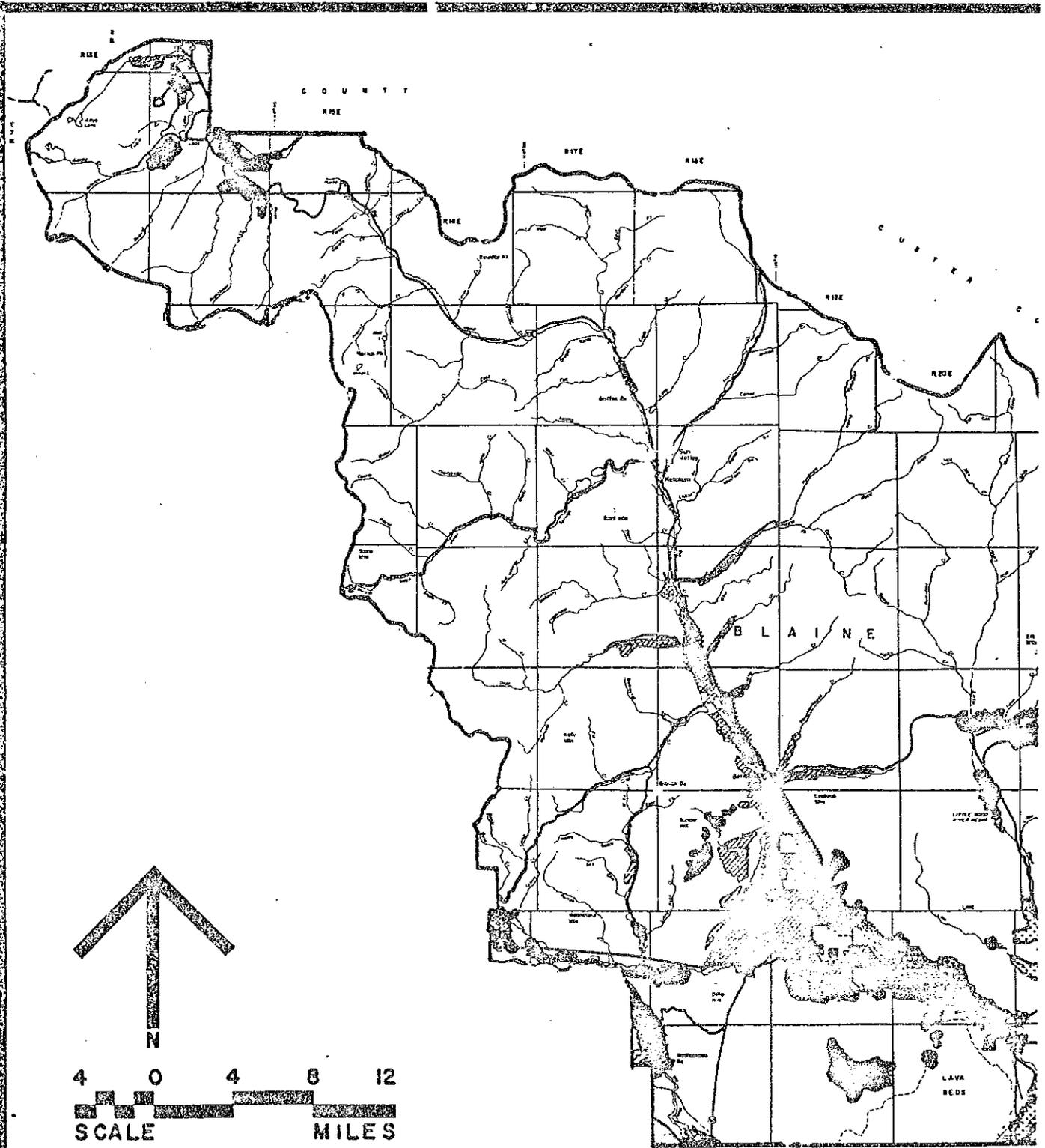
3). Residential development can often result in the impairment of adjacent agricultural operations.

4). Increases in land value and the potential for subdivision can result in related tax increases, reducing the viability of continued agricultural use. Under speculative ownership agricultural land may be taken out of production or maintained on a marginal basis.

5). Traffic generated, in addition to fire, police and other services required will result in major burdens on existing county systems and facilities due to remote location.



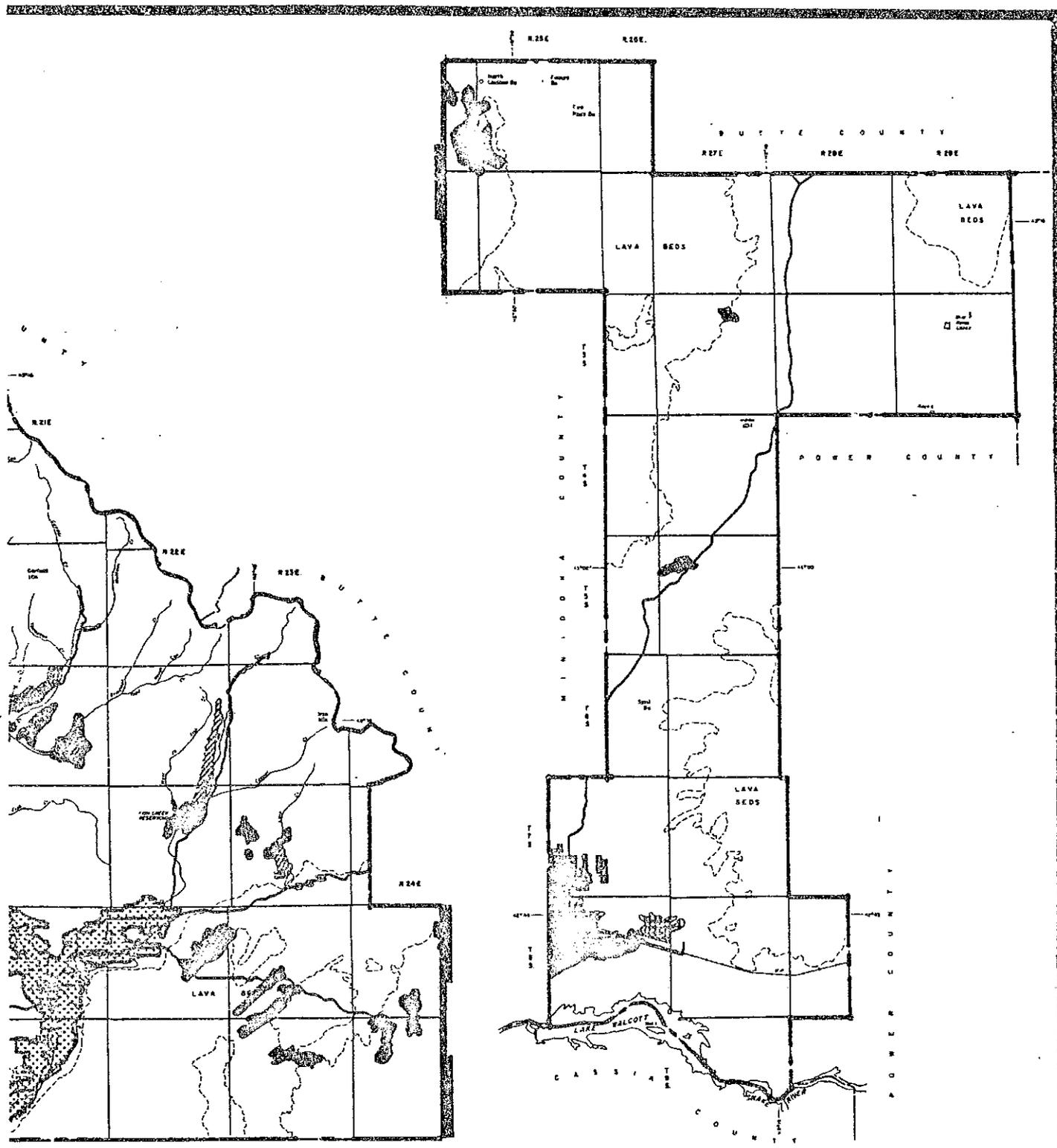




# IRRIGATED LANDS MAP

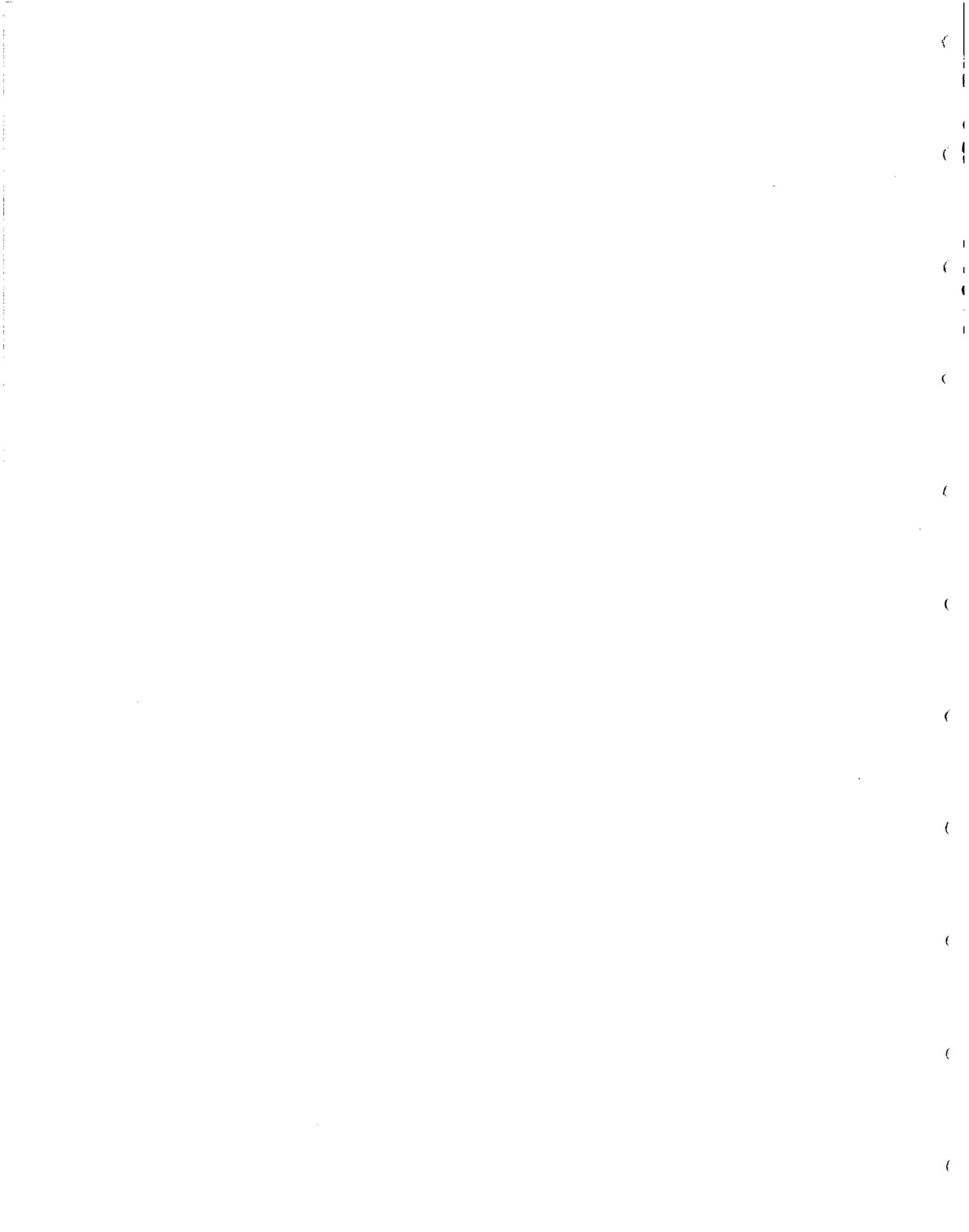
BLAINE COUNTY  
MAP

IDAHO  
3.21 A



-  Irrigated by Stream Diversion
-  Irrigated by Storage Water
-  Irrigated by Wells

 Potential Irrigated Land, Water not Developed



6) Modification or elimination of existing water systems and irrigation practices combined with the development of new wells for domestic and other uses, may have a detrimental effect on ground water systems and adjacent water users.

This pattern of development is reinforced by the present exclusive agricultural district (A-20) zoning which establishes a 20 acre lot minimum and prohibits planned development transfer of density. Limited residential and recreational development (if properly planned) can be compatible and appropriate within agricultural use areas.

The preservation of productive agricultural land in Blaine County is a primary objective of the comprehensive plan and the above pattern of land use is in direct conflict with this objective. This conflict has resulted in lengthy consideration of various planning techniques which restrict development on productive agricultural land yet allow for limited development on unproductive marginal lands and/or allow for the realization of speculative profit through the sale of potential development rights.

Modern methods of sprinkler irrigation on cultivated farm ground throughout the county is replacing traditional methods of flood irrigating. This conversion is resulting in increased crop yields and up to 50 percent reduction in actual water utilization. The resulting availability of water is stimulating the agricultural development of lands previously limited by lack of water. At the same time, concern has been expressed over the effect which sprinkler irrigation and the conversion of agricultural land to residential use will have on ground water systems in the lower Wood River Valley/Silver Creek area. The degree to which traditional irrigation methods support and recharge ground water systems and related Silver Creek outflow is unknown and presently under evaluation, (see natural resource section).

The mechanization of farming operation over the past 30 years has resulted in the increased size of individual farm units. Although productivity has been maintained or increased, related agricultural populations have been substantially reduced. In the recent past, there has been a renewed interest in small agricultural units which is considered under agricultural/residential use.

#### AGRICULTURAL/RESIDENTIAL

An increasing interest in the development of small agricultural units has been created by inflationary living costs, the attempt to achieve some degree of self-sufficiency, and the desire for a simpler life style afforded the urban refugee. This type of land use is viable for those who have supplemental occupations or means of support. In the past, most residential subdivision restrictions and city zoning ordinances have tended to restrict this type of use (especially as related to limited animal husbandry). In addition, large lot subdivisions seldom consider climate, soils, water and irrigation systems or analyze specific development compatibilities and land requirements necessary for this type use. It is felt that a market for this type residential/agricultural

use exists and is appropriate in many areas. Given implied residence/work relationships such use should be located in proximity to employment centers. Available information indicates that agricultural areas adjacent to Hailey and Bellevue provide the best growing season, soils, water, and proximity situations for this type of development. Performance criteria should identify specific needs and improvements required for the future evaluation of small agricultural unit development.

Agricultural/residential use areas are designated on the Comprehensive Plan maps and generally occur in the upper Wood River Valley and tributary area. In addition to the use discussed above, this designation is used to identify the following areas:

- 1) Areas where existing development has established a pattern of large lot, low density, exclusive residential use, and where continuation of this pattern is considered desirable. The North Fork area and to a lesser extent upper regions of the East Fork drainage provide examples of this type of development.
- 2) Areas where clustered residential, recreational, or small agricultural one (1) unit development is appropriate and anticipated in context with existing agricultural use. (Deer Creek, Indian Creek, Quigley Creek, Croy Creek, and areas between Hailey and Bellevue).
- 3) Areas where higher density development may over load the capacity of existing circulation systems (Broadford Road and East Fork Road).
- 4) Areas where critical resource values have been specifically identified and lower density development is desirable (i.e. critical soil areas, floodplain areas, etc.).

The present agricultural transition district (A-5) is analogous to the agricultural/residential designation. As a "transition" district it generally implies future uses of higher intensity. This intent should be revised to reflect the future lower density uses described above. Density allocated in this district should be reduced consistently with general density reduction: one unit per five acres is recommended. Specific inconsistencies in this zone (i.e. allowance for two family dwelling prohibited uses,) have been deleted.

## FORESTRY

Forested lands in Blaine County are indicated on Existing Land Use Map, p. 35. Almost all forested areas occur on Forest Service lands and are under the jurisdiction of the Sawtooth National Recreation Area or the Ketchum Ranger District. Those areas are managed under multiple use policies with primary orientation to recreation. The limited logging activity which does occur falls within the context of conservative timber management practice.

## RECREATION

The explosive growth which has occurred in Blaine County over the past decade is attributed to the development of recreational facilities and the desirability of public recreational lands which surround the Ketchum/Sun Valley area. During this period, the area has become the most prominent recreation complex in this State of Idaho. Consequently, recreational values must be interpreted more broadly than elsewhere in the country. The maintenance of a balance between residential and tourist-oriented development and the preservation of aesthetic and environmental values is of importance to the continuous recreational desirability of the area.

Land use for all types of recreation accounts for 690,577 acres in Blaine County consisting of 10 acres of municipal and, 3,417 acres of private land, and 687,150 acres of federal land.<sup>1</sup> Recreation Map, p. 42a, indicates private, semi-private, and public recreational facilities and area. In addition, detailed inventories of recreational use are available through the SCS, WRRRA, BLM, Forest Service and other related agencies. Seasonal recreation-oriented population is identified on the Seasonal and Permanent Populations Graph, p. 69.

Ketchum and surrounding U.S. Forest Service land areas have been used for summer recreation by lower-county Idahoans for over fifty years. In 1935 the Union Pacific Railroad constructed Sun Valley, built the first chair lift in the United States on Rudd Mountain, and developed skiing on Dollar and Bald Mountain. The accompanying advertising and ensuing popularity of the resort boosted Sun Valley to international fame as a ski resort. In 1964 the Sun Valley resort was purchased by the Janss Corporation and programs were initiated to broadly expand both ski and summer recreational facilities and to embark on an extensive land sales program. The second home market nurtured by Sun Valley's expansion has stimulated development throughout the country.

Private lands that are being developed in most of the Wood River Valley and in the Stanley Basin area are surrounded by lands under Federal ownership. Four federal agencies own and manage 1,297,366 acres of the total 1,695,360 acres of the county.<sup>2</sup> Blaine County is located on the edge of and provides access to the largest federal land reserves in the United States.

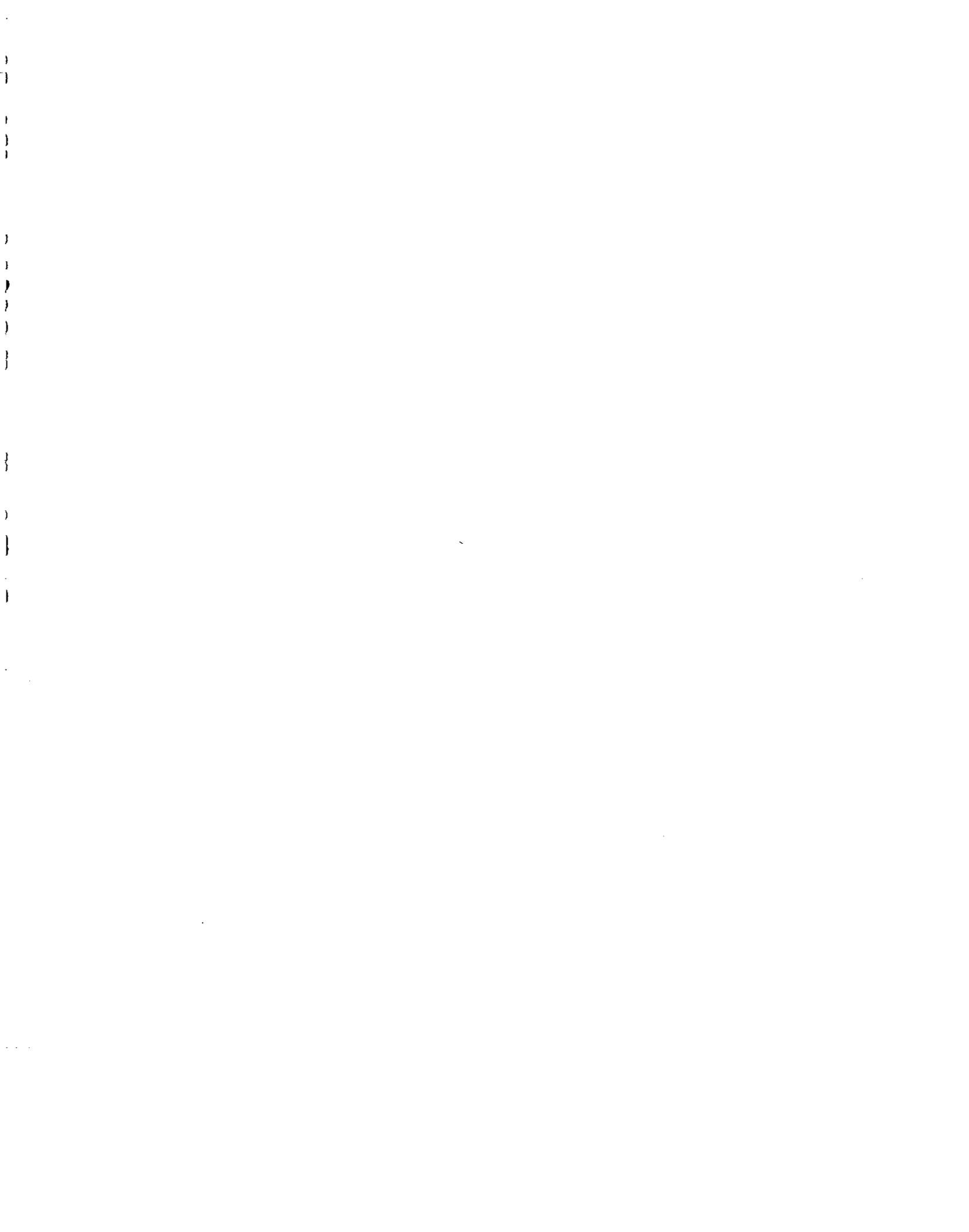
Recreational use of developed and undeveloped Forest Service lands continues to increase at about 6% annually. The Bald Mountain winter sports area was established in 1939, and the facilities now under the ownership of the Sun Valley corporation are under the Forest and Public Domain special use permit. The present permit includes 3,348 acres. Forest Service camping and picnic facilities in Blaine County are indicated on Recreation Map, p. 42a.

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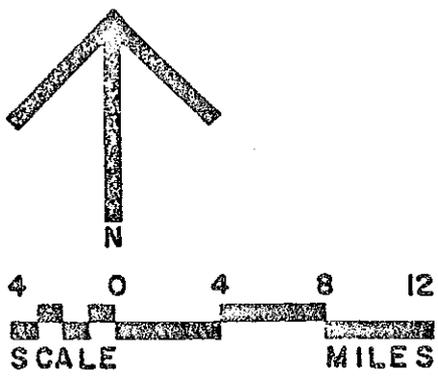
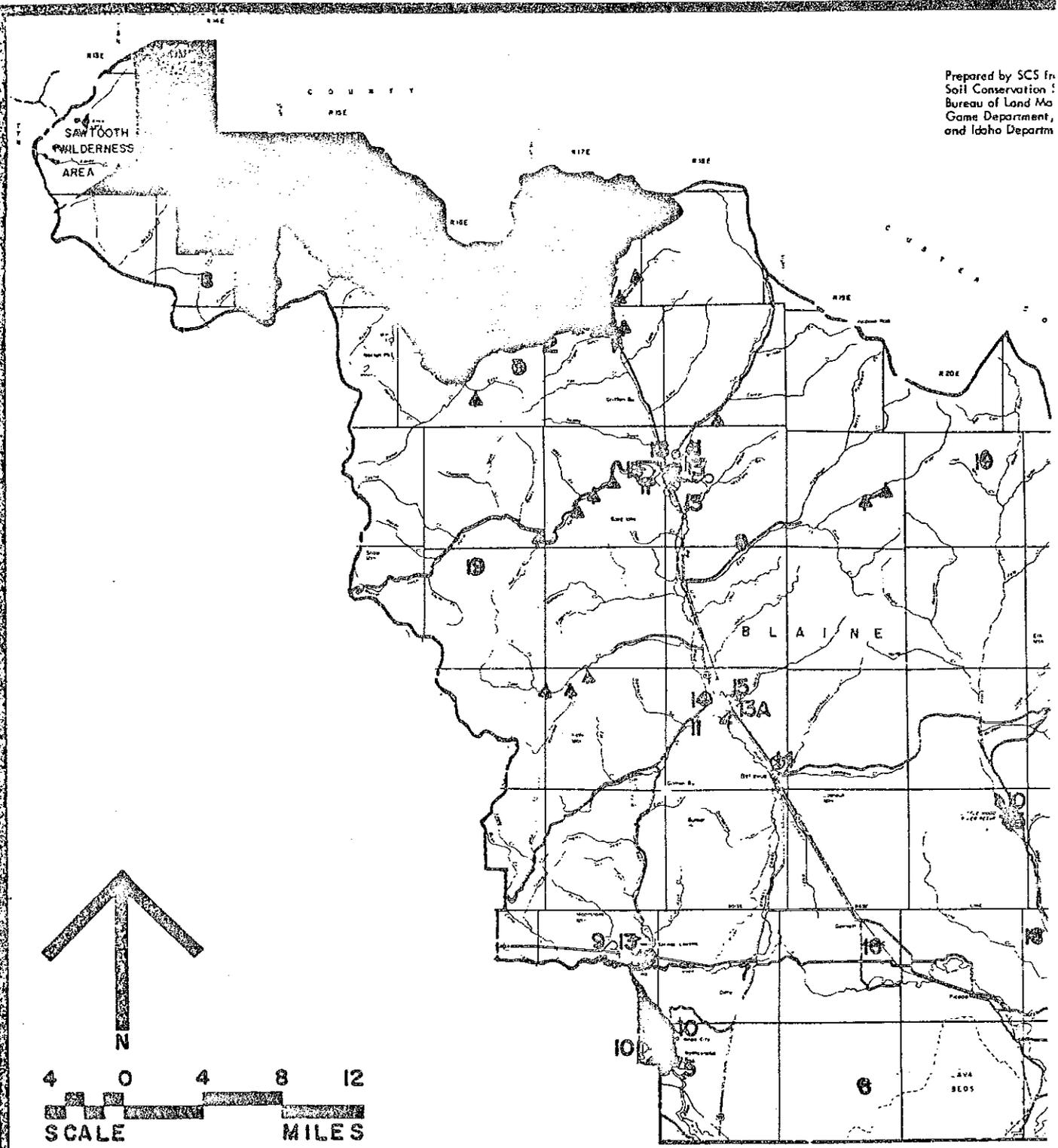
1 See Comprehensive Rural Water and Sewerage Planning Study; Idaho Water Resource Board, 1972. Page 13.

2 Same





Prepared by SCS for  
Soil Conservation  
Bureau of Land Management  
Idaho Department of  
Game Department, and Idaho Department



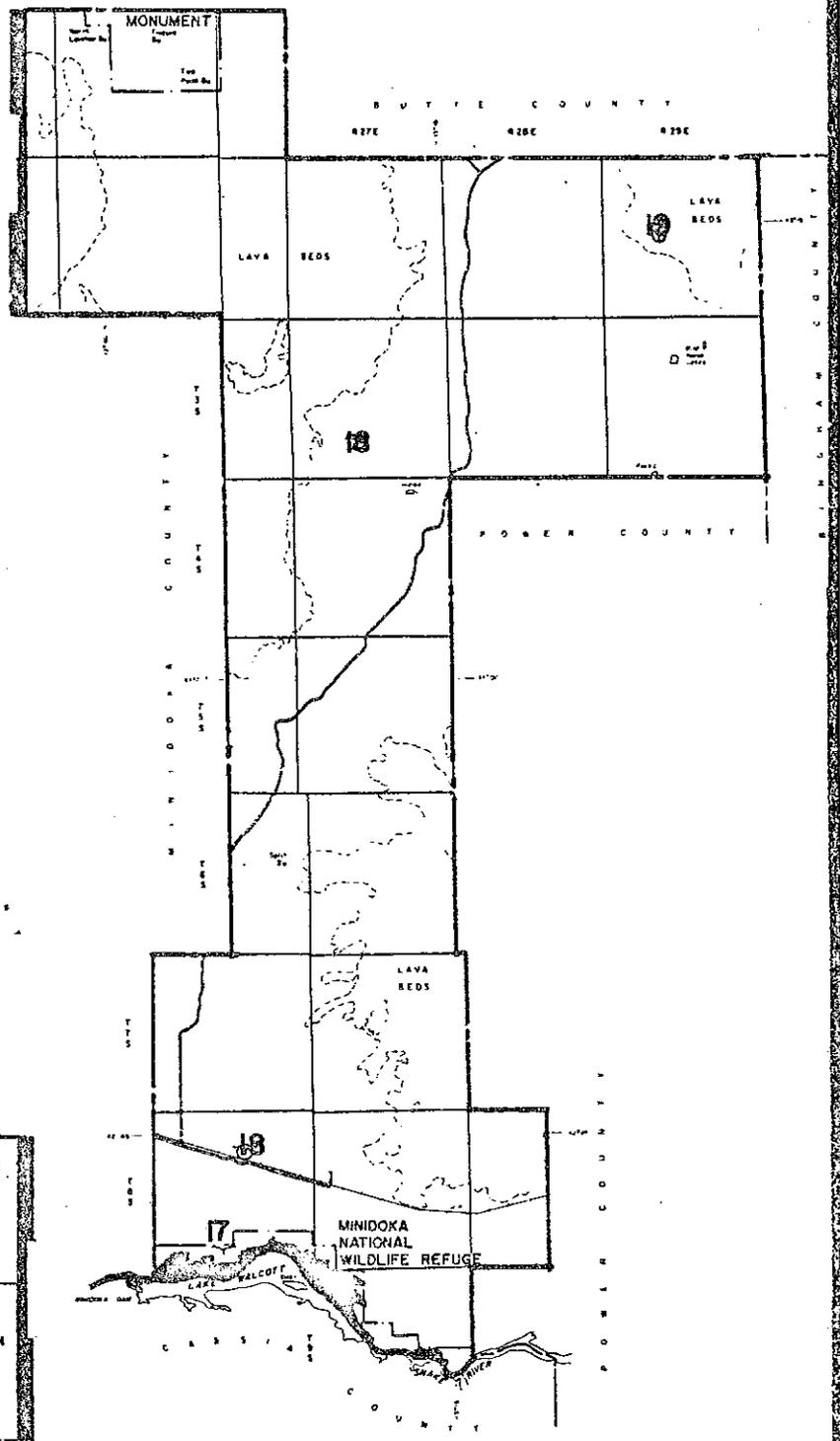
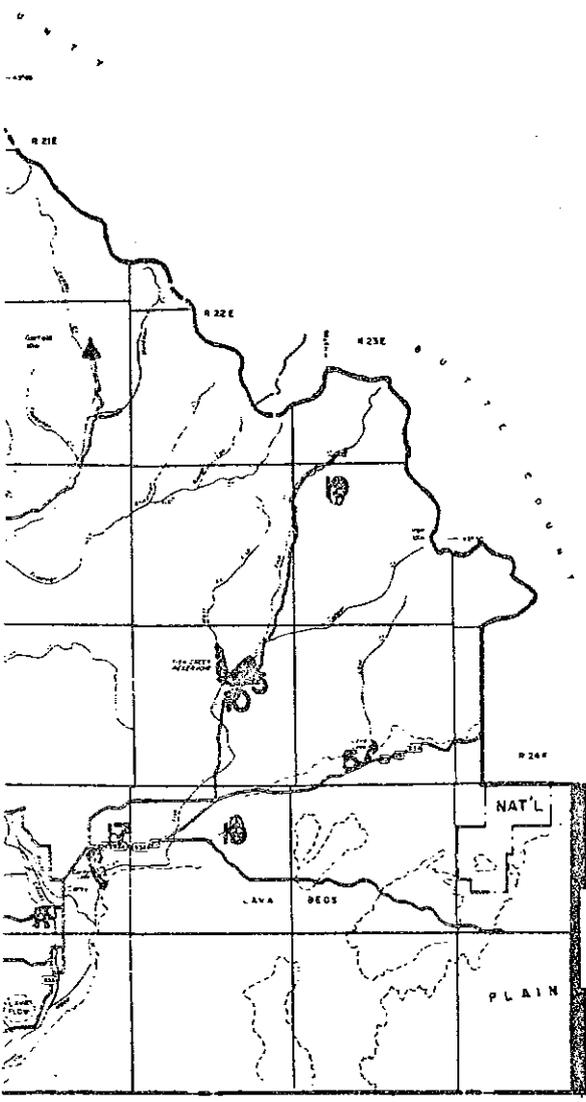
# RECREATION MAP

BLAINE COUNTY

IDAHO

- 1 Lakes, Reservoirs,
- 1▲ Federal Campground
- 2⊙ State Campground
- 3⊙ Organizational Camp
- 4⊙ Airport
- ⊙ Picnic Area
- ⊙ Rockhounds
- ⊙ Rest Area
- ⊙ Scenic, Historic

Information furnished by:  
 Service, Forest Service,  
 Management, Idaho Fish and  
 Idaho Highway Department  
 Department of Parks and Recreation.



- |    |                   |     |                              |    |                              |
|----|-------------------|-----|------------------------------|----|------------------------------|
| 10 | ⊕ Snowmobile Area | 13  | ⌘ Golf Course                | 16 | ↔ Fish Hatchery              |
| 11 | ⚡ Ski Area        | 13A | ⌘ Fairgrounds, Rodeo Grounds | 17 | ⌘ Bird Refuge                |
| 12 | ⚓ Boat Dock       | 14  | ⊗ City Park                  | 18 | ⊗ Bird Hunting, General Area |
| 13 | ⊙ Swimming Pool   | 15  | M Museum                     | 19 | ⊙ Big Game, General Area     |

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The 10,000 foot peaks of the Sawtooth, Boulder and Pioneer Ranges provide opportunities for climbing, hiking, back packing, horse-back riding, trail-bike riding and four-wheel vehicle use. Regulation of use (especially as relates to motorized vehicles) is established by Forest Service Policy. Ketchum Ranger District maintains numerous picnic and campgrounds on Upper Warm Springs Creek and Wood River.

Approximately 5,100 acres of private lands are included in the recently designated Sawtooth National Recreational Area. Of this land area 176 acres are developed for residential and commercial use with the remainder under agricultural use. SNRA policy seeks to preserve existing agricultural lands and has designated Sawtooth city as a townsite at the northern end of the Stanley Basin.

The National Park Service manages the Craters of the Moon National Monument, located in Butte and northeastern Blaine County on U.S. Highway 20-26. This is an 83 square mile region of desolate lava flow. A total of 275,000 persons visited the Craters of the Moon in 1971.

Magic Reservoir is under the jurisdiction of the Bureau of Land Management (BLM) and is located near the junction of Blaine, Camas, and Lincoln counties. The reservoir has 3,500 surface acres and 25 miles of shoreline. There are four summer recreation communities on the reservoir: Hot Springs Landing, Magic Resort, Magic City, and Moonstone Resort. Future recreational development of magic reservoir is presently under evaluation by the Bureau of Land Management. Expansion of summer communities on the reservoir is at present limited by availability of private land area and lack of adequate water and sewer facilities.<sup>1</sup>

Both hunting and fishing are major attractions, primarily during the summer and fall seasons. Streams, lakes and reservoirs throughout the county provide varied types of fishing. Silver Creek is a renowned, classic fly-fishing stream in the south and southeastern end of Blaine County. Big Game hunting is popular with local residents and draws many additional hunters from outlying areas. Deer hunts in Blaine County are open, as are some areas open for elk. Antelope hunts are on a permit basis. Blaine County opens into the Sawtooth Recreation Area and other U.S. Forest Service lands where hunting also remains open. Potential for the development of small hunting, fishing or other recreationally oriented complexes exists throughout the county (especially as related to Silver Creek and other areas of high recreational value). Properly planned and located, these uses can be compatible with agricultural and environmental values. Development should be allowed and encouraged as planned development projects. Private recreational facilities in the Ketchum/Sun Valley area provide for the majority of facility-oriented recreation.

During the summer months, golf and tennis are the most popular activities. The Ketchum/Sun Valley area presently has four golf courses and approximately seventy tennis courts. An additional golf course is also under construction at the Moonstone Resort. The Woodside Project, adjacent to Hailey, includes tennis,

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1. See Comprehensive Rural Water & Sewerage Planning Study; Idaho Water Resource Board, 1972, page 13.

swimming and other facilities. Horse-back riding, bicycling, swimming, hang-gliding, ice skating and numerous other summer recreational activities and programs are available.

During winter months, skiing is the major industry in Blaine County. The present and projected capacity of ski facilities and the impact on recreational growth is analyzed in the population section of this report. Bald Mountain presently includes 16 chair lifts, one T-bar lift, 64 major ski runs, three restaurants and related improvements. Dollar Mountain has three ski lifts and a restaurant. Elkhorn has one lift and three restaurants plus a developed shopping area in the adjacent village Roto-Run, near Hailey, accommodates about 300 skiers per day and offers night skiing. Scheduled new area development is indicated on Skier Capacity Projection Table, p.76.

The development in the Warm Springs area which concentrates around the Warm Springs access to Bald Mountain provides an excellent example of the high intensity use generated at ski facility access points. Future development of Bald Mountain is scheduled into the Cold Springs area and is anticipated into the Clear Creek drainage. Potential access into these areas will have a major impact on the Red Top/Cold Springs corridor, (especially given the present pattern of smaller lot property ownership). Similar development of the River Run access is anticipated within the next three years. Related planning studies for these areas should receive a high county priority.

The need for public recreational facilities, especially in the Hailey area, has been identified. The County Parks Commission has been inactive since its inception in 1972. If a County Bicycle Trail System is to be developed, both funds and personnel will be necessary for its maintenance. Hiking and equestrian trails are also under consideration and would similarly require maintenance. Consequently, the Parks Board should be revitalized and funded for such maintenance and responsibilities.

The Parks Commission shall also be responsible for inventorying potential County Park sites, assessing public opinion about future County recreation facilities and improving tourist information services. The Parks Commission could also establish a Land Trust for the purpose of accepting donations of land to the County. Finally, a County Recreational Plan will be forthcoming from the Planning Department because of the importance in satisfying the grant criteria set up by funding agencies such as the Bureau of Outdoor Recreation and the State Highway Department, and the Parks Commission could provide valuable citizen input.

## RESIDENTIAL USE

### INTRODUCTION

The historic settlement of Blaine County occurred within the present communities of Ketchum, Hailey and Bellevue, and in the smaller unincorporated communities of the county. The original plats for these communities were established at the turn of the twentieth century. They established small lot commercial and residential properties within a grid street pattern, which provided for the orderly growth of these towns. Most residential, commercial, governmental and other activities occurred within these community centers.

In the last thirty years the ease of movement provided by the automobile combined with high urban lot costs have created the trend towards the sprawling pattern of residential lot development which is typical throughout the United States. The lack of adequate guidelines for such growth has resulted in the spotted development pattern which has emerged. Specific areas in northern parts of the county have been used, historically, for recreation summer houses and camps. Over the past decade, the development of the second home condominium market related to summer and winter recreation has had a major impact on the Ketchum/Sun Valley area. Related increases in permanent population have resulted in outlying residential development which is apparent throughout the middle and upper Wood River Valley.

It is estimated that approximately 90 percent of present seasonal and permanent residential use in the county occurs in the upper Wood River Valley corridor. Residential unit evaluation has been used as a method of establishing population and development trends. The Residential Development Table, p. 68 summarizes residential development by location, use and number of developed units.

In this section, residential use is divided into two main categories, seasonal residence uses and permanent residential uses.

### SEASONAL RESIDENTIAL USE

Traditional summer home use exists in numerous outlying areas of the county, including Petit Lake and Sawtooth City (Smiley Creek), Baker Creek, Anderson Creek, Easily, Upper Board Ranch and Crony Cove, Little Indio and the Magic Resort, Magic City locations. These areas provide high recreational potential and were developed prior to growth increases which have occurred over the past decade. The limited degree of new construction in these areas and lack of pressure to expand such development indicates a general trend away from this type of use. The development of the "camper" as a mobile recreational unit is considered to be responsible for this trend. Potential permanent occupancy in these areas (especially Warm Springs) and related problems are discussed under Wildlife and Circulation. Recommended seasonal use overlay districts seek to discourage this type of use in the future.

Seasonal housing in the Ketchum/Sun Valley area is oriented to summer and

winter recreation facilities. When the Sun Valley resort complex was purchased in 1965, it was estimated that approximately 500 seasonal units existed in the area. These were primarily motel, hotel and boarding accommodations. Development of the second home condominium market accounts for most seasonal accommodation increases since that time. In the spring of 1974, it is estimated that there were a total of 1,868 seasonal units in Ketchum and Sun Valley. Recreation Population Projections Graph, p. 72, evaluates relationships which exist between recreational facilities, recreational housing and permanent housing. Based on scheduled condominium development, the related need for municipal services and desirability of close proximity to developed recreational facilities, it is anticipated that the majority of future second home development will occur in the immediate Sun Valley/Ketchum area. The potential for similar development in the Red Top/Cold Springs corridor is identified under Recreation and will be governed by future availability of sanitation facilities.

The Sun Valley comprehensive plan adopted in 1974 is oriented primarily toward second home development. The integration of such development within the city of Ketchum is a major planning consideration which must be addressed in future community programs.

#### PERMANENT RESIDENTIAL USE

The status of permanent residential development by area, and for both cities and county is indicated on Residential Development Status Table, p. 68. These figures indicate that 2,587 residential lots have been developed for single family residential use. This figure is the basis of estimated permanent population in the Wood River Valley: 7,761 (dwelling unit evaluation). In addition, Selected Housing Data, p. 66, gives census statistics relating to increases in residential construction by type and value from 1950 to 1970. Based on analysis of population trends over the past decade it is estimated that permanent population will approximately double over the next twenty years. A twenty year design population of 20,000 permanent residents is recommended in the Population section of this report.

Residential Development Status Table, p. 68, also indicates that there are presently 4,361 undeveloped residential lots available in the middle and upper Wood River Valley. Developed to maximum capacity these lots could accommodate an additional 13,000 people; thus providing enough residential property to accommodate the projected twenty year design population. However, these figures are tempered by the following considerations:

- 1) The percentage of subdivision build-out due to vacant lots, joint lot ownership, and speculative holding will never reach 100%. Based on existing development, a build-out of one-half to two-third actual lot development is considered realistic. This figure varies according to price, location, desirability and other factors.
- 2) The recent Woodside development accounts for approximately 38% of the

above undeveloped lots inventoried. Due to small lot size and location, it is anticipated that the development will attract only a small portion of future residential development resulting in a lower than normal build out.

3). Available residential land in Ketchum, Sun Valley and adjacent county areas (such as the Bigwood Area) will be preempted by development of seasonal accommodation.

Present county zoning in the middle and upper Wood River Valley areas combined with available developed residential properties in urban areas provides and equivalent design density of between 40,000 and 50,000 residents. Based on these design figures it is recommended that existing zoning densities be reduced to reflect anticipated permanent residential needs. Reductions to approximately one/half of presently allowed densities are considered necessary to equate allowed density and potential residential need.

Since 1971, development of permanent residential areas in the county has moved southward due to increased land values in Ketchum and Sun Valley. Residential Construction Trends Table, p.73, derived from building permit information, indicated a decrease of middle and lower income housing construction in Ketchum and an increase of such construction in lower county areas. Present county zoning patterns reflect this trend. The majority of land between Ketchum and Hailey within the Wood River Valley corridor is zoned for low density residential use (R-2). The North Fork Area (north of Ketchum), areas around Bellevue, and tributary canyons are normally designated for lower density residential and agricultural use (A-2). Land areas which have close proximity to existing communities are zoned for higher density residential use contingent on provision on municipal water and sewer facilities.

At the ownership meetings held in November and December of 1974, close to 100% of the property owners representing property in the middle and upper valley areas stated the intent to develop some degree of residential use over the next twenty years. Intent normally coincided with existing district use designations.

A large percentage of the land in the middle and upper valley areas continues to be used for agricultural purposes. However, due to shortness of growing season, proximity of urban areas and services, owner intent, and patterns of existing use and zoning, these areas are designated for varying degrees of residential use. It is not the intent of the comprehensive plan to eliminate agricultural use in these areas. It is the intent of the plan to allow degrees of residential development in conjunction with agricultural and other open space uses.

The criteria listed on page 79 of this Inventory serve as the guide lines for designation of future land use areas indicated on Comprehensive Plan Land Use Maps. Recommended permanent residential use areas are described as follows.

1). Agricultural/Residential - (See maps)

2) Low density Residential (see maps)

3) High density Residential

It is the opinion of this report that uses designated under present zoning are generally appropriate and the Comprehensive Plan designations reflect these existing zoning patterns.

It is the intent of the Comprehensive Plan to accomplish the following objectives:

- 1) To contain the future permanent residential land use (with the exception of agriculturally related farm communities) within the middle and upper Wood River Valley corridor.
- 2) To reduce present residential zoning densities in conformance with projected design populations.
- 3) To reduce present zone densities to reflect actual area residential carrying capacity based on identified criteria.
- 4) To identify general type and location of future land use and;
- 5) To encourage private individual transfer of densities through reclassification or PUD to specific areas suitable and appropriate for residential development through density, tax or other incentives.
- 6) To adopt tentative development pattern maps which suggest circulation and development patterns.

#### LOW COST HOUSING

The increasing lack of housing facilities providing accommodation for semi-permanent and permanent service personnel employed in the Sun Valley/Ketchum area is having a major impact on other county areas. This impact is reflected in the increased demand for rental and permanent housing in Hailey and Bellevue and the increased number of trailer units between 1960 and 1970.

Major resort projects, such as Elkhorn, have not provided for related service housing. High land costs have restricted development of low cost single family units, and many existing apartment complexes have been converted for condominium sale. In addition, Ketchum zoning excludes future mobile home development and no defined planning policies have been established to encourage the development of reasonably priced housing.

High land cost and the efficiencies realized through compact, high intensity, development mandate the high density characteristics normally associated with low cost

housing or mobile home development. These densities are inappropriate in outlying county areas and should be contained within ~~or~~ adjacent to municipal jurisdictions where adequate facilities and services are available. The county should encourage city jurisdictions, especially the city of Ketchum and Sun Valley, to evaluate and develop effective planning policies and specific programs which stimulate the development of service housing. This could be accomplished through:

- 1) Requirements for service housing in future condominium and resort complexes.
- 2) Establishment of incentives for such development.
- 3) Specific housing programs.

If effective, such programs could benefit the Ketchum areas and reduce present pressure to locate housing facilities in outlying county areas.

The development of housing for senior citizens in an identified need in middle and lower county areas, and programs to develop such facilities in Hailey are presently under consideration. It is recommended that these facilities be coordinated with specific community development programs suggested under the Government Coordination section.

FHA individual home loans have been the primary source of federal housing assistance in the county. By nature these loans, when legitimately used, service permanent residential needs and do not meet the need for semi-permanent service housing. In addition, these loans have been frequently used for speculative construction and profit. As a result the FHA has become more reluctant to issue such loans.

Funding which is available through HUD 702 low cost housing grants has not been utilized to date. Programs utilizing such funds in Ketchum and Hailey have been unsuccessful due to initial land costs and the relative lack of profit incentive.

## COMMERCIAL USE

### GENERAL DISCUSSION

Differing types of commercial development and use can be identified in Blaine County and are categorized in this section as follows:

General commercial services  
Farm community commercial.  
Recreational/tourist services

The future location of these services will have a primary effect on the future physical, social and economic character of the county.

### GENERAL COMMERCIAL SERVICES

General commercial use refers to the mixture of retail, entertainment, professional utility and other business activities which provide services for the general area. The majority of general commercial uses in Blaine County are contained within existing community centers. The adoption of present zoning ordinances in 1971 was largely prompted by the impending threat of strip commercial development between Ketchum and Hailey. Pressures have increased since that time to allow such development. Most commercial development which exists in county areas of the Upper Wood River Valley was established prior to 1971 and is located on U.S. 93 in the Cold Springs/Red Top area or on spotted sites north of Hailey. These uses are non-conforming under the present zoning ordinance.

The destruction of older community centers resulting from the creation of outlying commercial shopping facilities is evident in Twin Falls and other communities throughout the country. Arguments for this type of development in Blaine County are usually related to the following considerations:

- 1). Initial site cost differential discussed on page 106.
- 2). Urban Properties zoned for commercial use are often available only in small parcels unsuitable for large acreage commercial development.
- 3). Availability of parking.
- 4). Increased visibility on Highway 75.

The traditional community centers in Blaine County are still intact. These communities are of primary social value and represent a combined capital asset which is impossible to evaluate. The duplication of these centers in outlying areas will:

- 1). Seriously reduce the viability of existing community centers.
- 2). Generate related higher intensity uses in outlying areas.
- 3). Effectively reduce the rural character of Blaine County.

The Comprehensive Plan seeks to preserve these centers through the containment

of commercial, institutional, and other high intensity land use within present community centers. This objective lies in the renovation and revitalization of the existing community centers. This can be realized through the coordination with future city/county programs.

Land areas which are presently used for commercial or zoned for general commercial use are indicated on Commercial Land Area Table below. This table isolates commercial areas in the Upper Wood River Valley and Middle Wood River Valley and does not include limited business, (Hailey), Tourist (Ketchum), Industrial, (Ketchum) or limited commercial areas in the Sun Valley/Eikhorn complex. Farm community commercial areas in Gannet, Picabo, and Carey were not inventoried.

### GENERAL COMMERCIAL USE

	Zone Status	Vacant	Residential	Existing Commercial	Institutional	TOTAL	Remarks
<b>UPPER WOOD RIVER VALLEY</b>							
Ketchum	B-1	11.2	21.7	13.8	1.5	48.2	Excludes tourist & light industrial
Sun Valley	C	--	-	--	--	--	47ac/S.V. None for 10.9/Eik. Gen. Co
County areas	N.C.*			2.5		2.5	
<b>SUB TOTAL</b>		11.2	21.7	16.3	1.5	50.7	
<b>MIDDLE WOOD RIVER VALLEY</b>							
Hailey Proper	B	24.6	4.0	6.4	1.5	36.5	Excludes light busin district
Woodside	B	27.6				27.6	Excludes light bus. district
Bellevue	B	14.1	8.7	5.8	.4	29.0	
County	C-1	19.1	4.7	2.2		26.0	
County	N.C.*			2.0		2.0	
<b>SUB TOTAL</b>		85.4	17.4	16.4	1.9	121.1	
<b>TOTAL</b>		96.6	39.1	32.7	3.4	171.8	

\* Non Conforming

In the Middle Wood River Valley approximately 120 acres are available for General Commercial use. Of this area approximately 18 acres or 15% is utilized for commercial or institutional facilities. It is the opinion of the Commission that these areas provide ample room for anticipated future expansion of commercial facilities. In addition, the City of Hailey has specifically requested that no more county land be classified for commercial use (specifically north of the existing community).

Broken ownership and development patterns preclude the availability of larger acreages for some commercial needs. The anticipated development of a light industrial use district (discussed under Light Industrial Uses, p. 53) west of Friedman Airport may add an additional 75 acres for large acreage commercial use which is allowed in this district. This development and the liberally allotted commercial district in Woodside (27 acres) should provide ample opportunity for potential large lot commercial enterprises.

In the Upper Wood River Valley, approximately 50 acres are designated for commercial purposes, primarily within the city of Ketchum. Of this area approximately 35% is presently utilized for actual commercial facilities. Given modifications in present circulation patterns and the pattern of present zoning, it is anticipated that expansion of commercial use west of U.S. 93 in Ketchum will accommodate future commercial development. Commercial areas in Sun Valley and Elkhorn exclude heavier commercial uses and are not considered in this inventory.

The Comprehensive Plan recognizes the potential need for limited local commercial development in outlying areas. It is recommended that such uses be allowed, as warranted, under future planned unit development ordinances.

#### FARM COMMUNITY COMMERCIAL

The present zoning ordinance establishes a specific farm community commercial district. The purpose of this district was to identify the small farm communities of Picabo, Gannet, and Carey. Uses allowed within this district are identical to present and proposed general commercial use districts, and it is recommended that these areas be re-designated as general commercial use areas.

#### TOURIST SERVICE AREAS

Tourist services is discussed under Recreation section, p. 120. This district would allow limited recreational or tourist-related facilities and are projected in areas anticipated to need those services.

## INDUSTRIAL USE

This section considers higher intensity industrial land use which occurs in Blaine County. The uses are grouped into the following three categories:

- Mining and geothermal development
- Light industrial use
- Heavy industrial use

The encouragement of limited light industrial development to broaden the present economic base is discussed in the economy section.

### MINING AND GEOTHERMAL DEVELOPMENT

The future utilization of mineral and geothermal resources in Blaine County may result in serious potential implications on land use conflicts.

Although mining activity has been dormant in the recent past, numerous mine claims and patented mines exist and are maintained throughout the county. In addition, geothermal activity in the county has induced oil companies to lease geothermal development rights.

The encroachment of residential or recreational development on known mineral or geothermal resource areas and related access roads may lead to future industrial / residential use conflicts.

### LIGHT INDUSTRIAL USES

A number of light industrial facilities have developed commensurate with the general growth of the area. Scott USA, the major light industrial facility in the area, produces ski related products from two plants located in and south of Ketchum. This facility provides employment for 100 to 250 people, depending on production schedules. Natural Progression, Sun Systems and other firms have established smaller facilities.

County Zoning Ordinance # 77-5 provides one industrial district (LI) which identifies, warehousing, light manufacturing and similar "relatively unobjectionable" uses. This district allows some heavier use under special review and prohibits major nuisance uses. One industrial area is presently identified: the strip of land lying west of and adjoining the Friedman Memorial Airport (South of Hailey). Ketchum ordinances provide for a light industrial use north of the city between Hwy. 75 and the U.P.R.R. Hailey allows industrial use under its general business zone and has recently annexed an industrial subdivision south of the city, originally zoned for such use by the county.

Specific identification of future light industrial land area and location requirements

is beyond the scope of the inventory and should be evaluated as needs arise. However, it is known that Scott USA is presently seeking to centralize its plant facilities. Due to lack of existing physical structures suitable for conversion, high land costs, and zoning restrictions, such relocation is unresolved. In addition, other firms have indicated the desire to locate in the Valley.

Well planned light industrial facilities are generally compatible with and have often provided the natural focal point for residential and related commercial development. However, zoning regulations often tend to isolate such development. The Comprehensive Plan seeks to encourage light industrial use within the framework of existing or new community development.

Comprehensive Plan Maps designate light industrial use in areas presently zoned industrial to the west of Friedman Memorial Airport. Future development of this area will require the installation of the south Hailey access road designated on circulation maps. Light industrial uses should be allowed within planned development programs and related performance criteria should be established.

#### HEAVY INDUSTRIAL USES

Heavy industrial uses are generally defined as uses having inherent characteristics which unavoidably create air, noise, visual and other forms of pollution. These uses are incompatible and should be isolated or buffered from most other types of land use.

Within the spectrum of city and county zoning, there is an established district which allow junkyards, sawmills, processing and refining plants, and other highly objectionable uses. The county has established a heavy industrial district. These uses should require special review, Consideration and approval should be coordinated with the State Health and Welfare, and other agencies.

The following criteria should be used to identify potential heavy industrial use areas.

1. Established existing uses and previous policy.
2. Access to arterial highways.
3. General proximity to developing areas.
4. Low degree of visibility.
5. Isolation from existing or potential residential or recreational use.
6. Low intrinsic value for other uses. The Poverty Flats area is identified on comprehensive plan maps as heavy industrial use area.

Ohio Gulch is presently zoned for A-10 use and is the site of the county sanitary land fill "dump". This dry, barren canyon, presently under state and federal (BLM) ownership, provides an excellent location for continuation of this use.

The Poverty Flats region, three miles south of Bellevue, is presently zoned for heavy industry (HI). This river wash area has low agricultural value, a low degree of visibility, and has excellent potential for gravel extraction. Gravel and sand-oriented industrial operations (gravel extraction, cement plants, asphalt plants, etc.) related to construction activities constitute a majority of the objectionable facilities in the county. Past commission policy has encouraged location of four such facilities in this area on the basis of a tentative use plan which considers specific ownership, flooding, and access characteristics of the site. Maps and related information are available through the County Planning and Zoning Office. A direct access road into this area from Hwy. 75 would improve present circulation and is indicated on development maps.

Gravel and shakpits exist throughout the county. Extraction is allowed under "conditional use" review. In areas of high visibility, such as the Lebaron site, extraction can create major hillside scars which detract from scenic quality and should be prohibited or phased out with restoration measures taken. In agricultural areas, extraction can permanently remove large areas from future production. (Gordon Paving site, Pero Road). Future extraction should be limited to appropriate sites as identified or as allowed under adopted performance criteria.

#### DENSITY TRANSFER

Implementation of the planned development and open space programs, discussed under the land use section, necessitate methods of transferring allocated density (development rights, number of potential home sites, etc.). As considered in this inventory, the transfer of density is divided into two general categories, on-site density transfer and off-site density transfer.

For the purpose of discussion, a parcel of land, 40 acres in area, is considered with a hypothetical density of one unit per five acres allowed. Under this allocation an owner would have the potential to develop eight home sites or dwelling units. Under the normal subdivision ordinance, allowed density is defined as a five acre lot minimum, and based on related dimensional standards the given forty acre

parcel would be divided into grid lots of eight, five-acre lots, with street and other improvements as required.

#### ON-SITE DENSITY TRANSFER

The relocation or transfer of allotted density on a given parcel of land is basic to the concept of planned development planning. It allows the designer of a potential residential, commercial or industrial development to consider specific physiographic site characteristics, circulation, potential use and other factors, and locate future development accordingly. Given the above example, the designer may wish to consider leaving ten acres of flood plain area open, and maintain another twenty acres under agricultural use, locating his potential eight units on the remaining ten acres of ground. To encourage this type of site planning, density incentives would allow increases over the allocated density based on percent of open space, quality of site design (performance standards), extent of proposed improvements, and other criteria.

On-site density transfer is generally defined within Ordinance # 71-2 under Planned Unit Residential Development and is a legal, well-established planning technique.

#### OFF-SITE DENSITY TRANSFER

As implied by the term, off-site density transfer is a concept which allows the transfer of potential development rights off of the given parcel of land to another site judged more suitable for development.

This concept has received extensive consideration with regard to county agricultural lands. It provides a method of restricting development on productive agricultural land, while allowing for the realization of speculative profit through the sale of potential development rights on lands designated for agricultural use. Two interrelated aspects of this concept distinguish it from on-site transfer and make it a more complex proposition:

- 1). A distinction is created between land (and its intrinsic suitability) and the potential for development of such land (speculative value). Ideally, the concept provides an equitable means of shifting development densities over a broad geographic area allowing the planner and the community tremendous flexibility in determining future land use. At the same time, it is in conflict with traditional concepts of individual property ownership and development intent.
- 2). Transfer of density off of a given site involves the sale and purchase of development rights between separate land owners. Off-site transfer establishes allocated density as a negotiable commodity.

## CONCLUSIONS

The evaluation of the land use inventory by the Blaine County Planning and Zoning Commission resulted in the following conclusions and recommendations:

### AGRICULTURAL:

1. Reduce densities allowed in the present A-1 districts to a minimum of at least 1 D.U./20 acres;
2. Allow planned development projects on unproductive agricultural lands. Establish density incentives to encourage preservation of productive agricultural land and other resource areas, and to promote the quality of site design and related improvements;
3. Off-site density transfer should result in reclassification.
  - a). Establish open space agricultural use districts to designate lands from which density has been transferred.
4. Establish specific districts defining productive and non-productive agricultural areas.
5. Revise present Agricultural Transition (A-2) district and reduce allowed densities;
6. Adopt criteria for review of small agricultural unit subdivisions which discuss feasibility of small agricultural units.
7. Respect Forest Service timber management policies to the extent that they do not seriously jeopardize primary recreational values;
8. County evaluation of major logging and other major use permits on Forest Service lands to perceive land use, social, and economic impacts.

### RECREATION:

1. The County Park Commission, largely dormant since its creation in 1972, should be revitalized and funded. Its responsibilities should include:
  - a). Coordination of all recreational activities within the County, Forest Service and BLM lands,
  - b). Development of specific recreational programs and facilities,
  - c). Identification of potential park sites,
  - d). Development of tourist services (information, graphics),
  - e). Development of recreational circulation systems - possibly accommodating bicycles, horses, hikers - integrated with the Open Space District, the Flood Plain Overlay District and new construction,
  - f). The Commission should also establish a Land Trust for the purpose of accepting donations of land.

## RESIDENTIAL:

1. The county should articulate areas for permanent single family residential districts, especially within the Wood River Valley corridor;
2. Reduce present density in residential district to reflect design population projections;
3. Provide density incentives to preserve flood plain, scenic corridor, open space, hillside and other resource areas within residential districts;
4. Restrict residential development in critical resource areas and in areas of high natural hazard;
5. Establish review criteria and procedures to evaluate residential development
6. Orient residential development along collector road systems with proximity to existing urban centers, utilities and public services;
7. Establish a seasonal use district in outlying areas to restrict winter occupancy of present summer use areas.
8. The county should encourage city jurisdictions, especially Ketchum and Sun Valley, to evaluate and develop effective planning policies and specific programs which stimulate the development of low cost housing.

## COMMERCIAL:

1. Contain general commercial development within existing community centers
2. Establish a recreational/tourist use district which identifies existing or potential recreation access points and tourist services areas.
3. Allow for limited commercial services within a P.U.D where appropriate and compatible with other uses in the development.

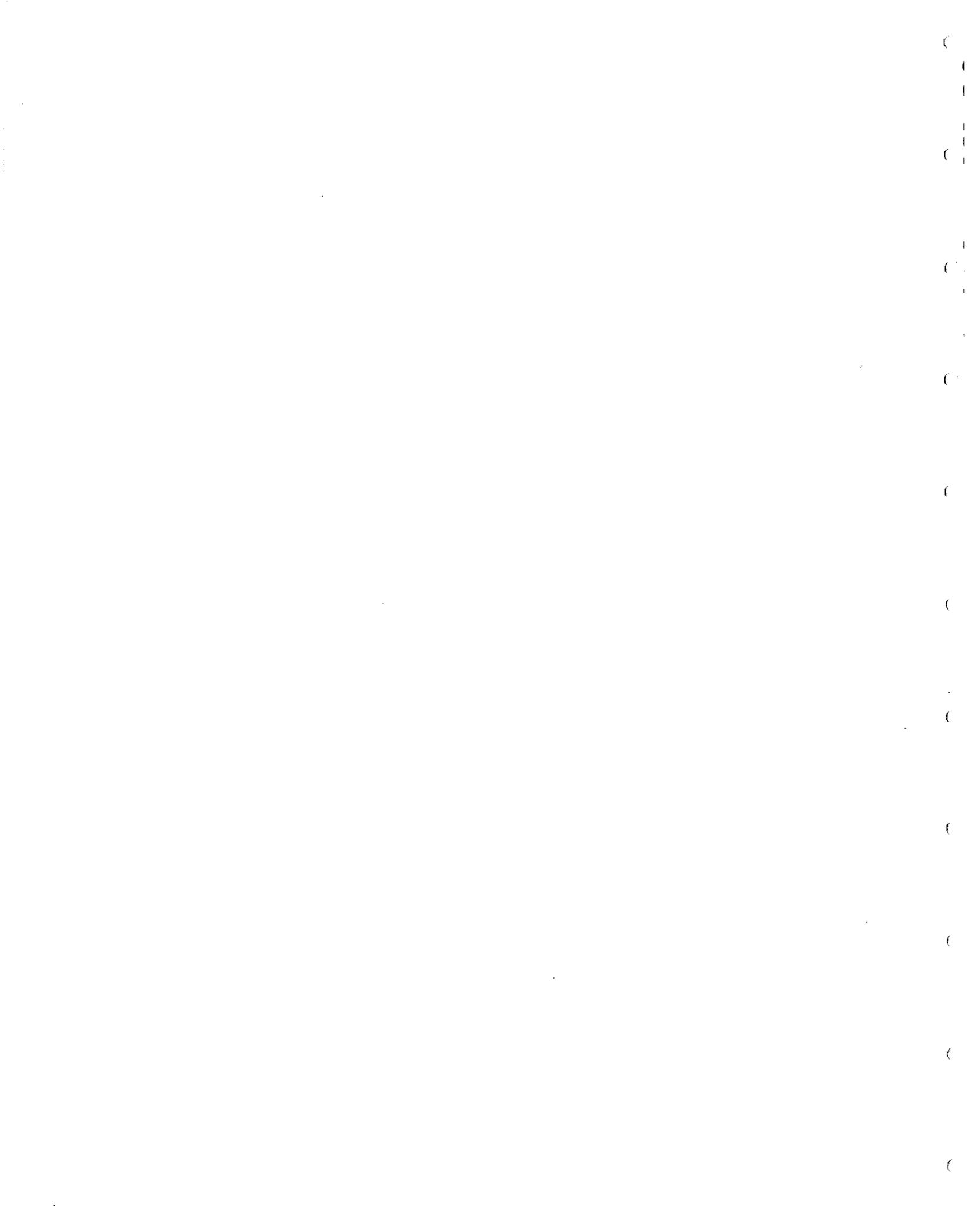
## INDUSTRIAL:

1. Review of development proposals occurring adjacent to potential mining or geothermal sites (or access roads) should consider: impact of future industrial operations, possible facility expansion, and traffic generated;
2. Adopt specific use, circulation and environmental standards at such time as mining activity increases or geothermal development occurs;

3. Revise present industrial district (M-1) to identify compatible and non-compatible use;
4. Adopt performance standards which allow for light industrial use within existing and new community developments;
5. Evaluate and formalize development programs for Ohio Gulch and the Poverty Flats industrial use sites; and
6. Identify gravel and shale sites and establish performance criteria relating to future site development and extraction operations.



POPULATION



## PURPOSE

It is anticipated that the seasonal and permanent population in Blaine County will increase over the next two decades. An understanding of future populations and their potential impact on the county is essential to most of the policies in the Comprehensive Plan.

This chapter evaluates existing population and projects the anticipated location and extent of future population growth. Projections which are made are based on trends which have occurred over the past 10 years, and are seen as the maximum possible rate of growth. Due to the close inter-relationships which exist, seasonal and permanent populations are considered in cities and in the county.

In addition, problems related to zoning and the regulation of density are discussed. The conclusions reached seek to establish a realistic and equitable method to control the location of future densities.

Although it may be a valid consideration in the future, this plan does not intend to establish an optimum population for Blaine County. It does seek to locate anticipated population in areas appropriate to the character and resources of the county.

The Blaine County Planning and Zoning Commission desires:

- 1) To identify present population and growth trends.
- 2) To predict the extent and location of future population.
- 3) To correlate anticipated densities with future land use regulations.
- 4) To establish equitable methods to influence location of future population.

## HISTORIC AND PRESENT POPULATION

Discussion of historic and present populations shall deal primarily with the significant growth patterns which have occurred since 1960. Two statistical indicators have been used to establish the existing population :

Census Data Evaluation  
Dwelling Unit Evaluation

### CENSUS DATA EVALUATION

Traditionally, Bureau of Census population estimates have been used to establish present population and to project future populations. These figures have been used in most of the projects which relate to Blaine County. These figures identify permanent populations and provide valuable demographic information; however, they do not adequately depict seasonal and visitor populations.

Bureau of Census population figures for Blaine County from 1900 to 1970 are provided on Population Table, p.63.

Recent census information relating to Blaine County is presented and analyzed in the "WRRRA Economic Base Study".<sup>1</sup> -- Information from this study is included in the following exhibit:

Population Change, Births, Deaths and Net Migration Table, p.63. Between 1950 and 1960 there was an out migration typical of rural counties in Idaho. This trend is reversed between 1960 and 1970.

Distribution of Population by Age Group Table, p.64. Between 1960 and 1970, the median age declines from 31.6 to 19.5. The increase in younger people is evident between the ages of 15 and 34.

Basic Demographic Data Table, p.65, shows the overall population density in the County increased to 1.7 from 1.1 people per square mile between 1960 and 1970. This increase is attributed to growth in the Sun Valley/Ketchum area and is discussed in greater detail under housing evaluation.

Selected Housing Data Table, p.66, illustrates that Blaine County has had an increase in housing commensurate with its population rise during the 1960's. Of special interest is the increase from 1960 to 1970 in the proportion of multi-unit and mobile home housing. The number of structures with two or more dwelling units increased from 327 to 613 while the number of mobile homes went from 34 to 205.

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<sup>1</sup> Wood River Resource Area Economic Base Study, Payne and Semans, June 1973.

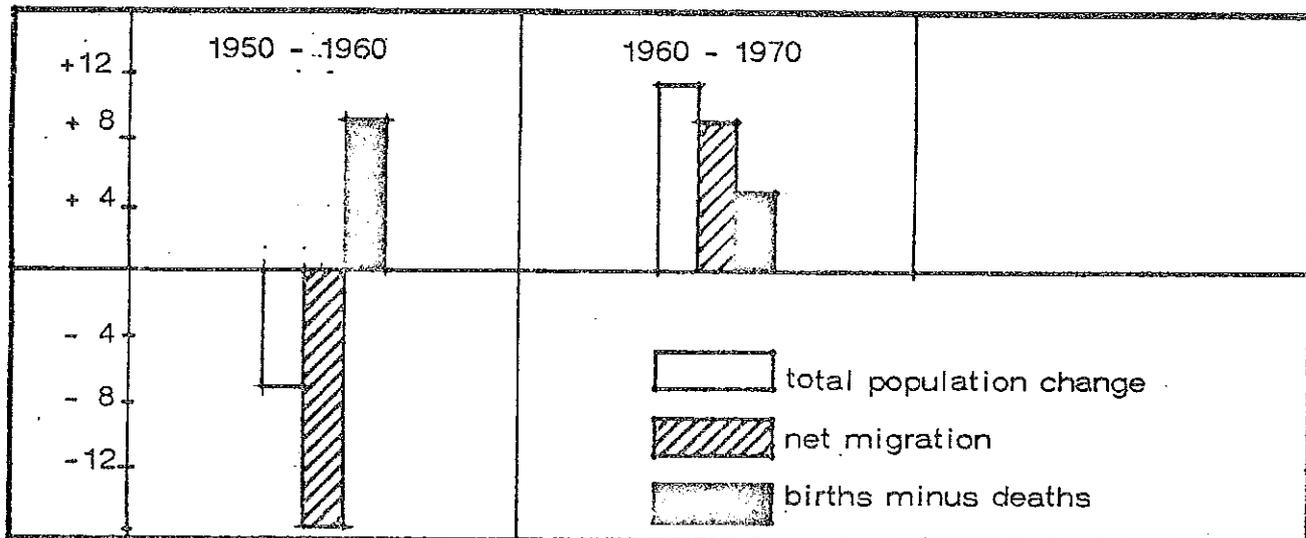
These figures reflect the condominium development and recreational service housing needs in Ketchum and Sun Valley.

The impact of development in the Sun Valley/Ketchum area on the above statistics is obvious. The distinct variations which occur between 1960 and 1970 reflect the substantial immigration of young people related to the growth of the recreational industry.

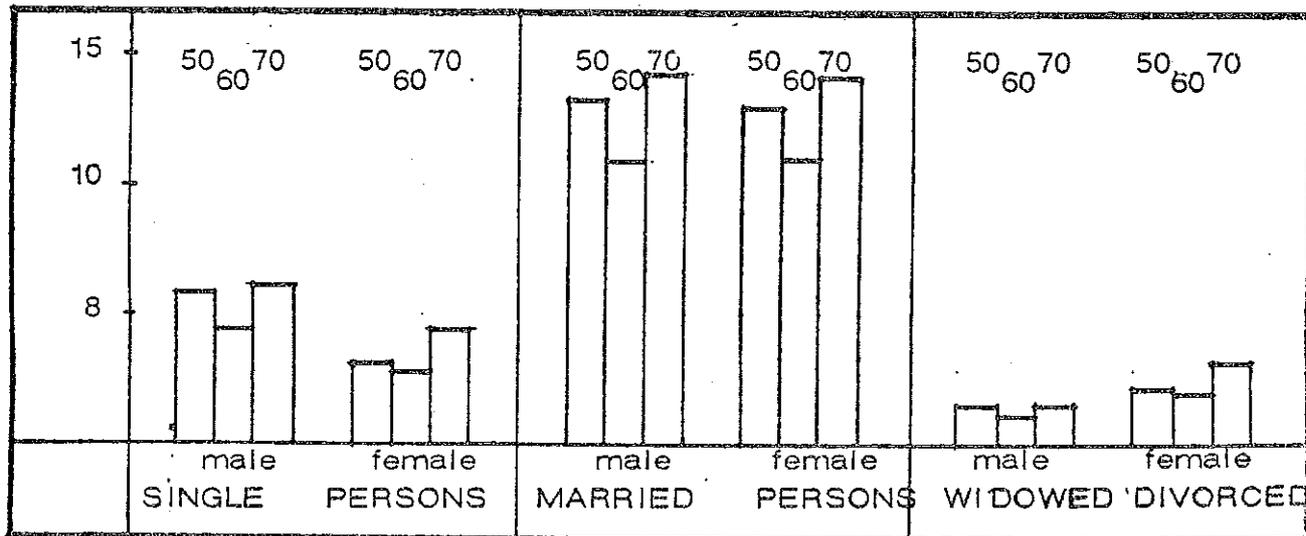
POPULATION - 1900 - 1970

year	county areas	ketchum	sun valley	hailey	bellevue	county total
1900						4900
1910						8387
1920						4473
1930						3768
1940	3350			1443	502	5295
1950	2207	757	428	1464	528	5384
1960	1948	764	317	1185	384	4598
1970	2153	1454	180	1425	537	5749

BIRTHS / DEATHS AND NET MIGRATION



PEOPLE BY MARITAL STATUS, SEX AND CENSUS YEAR



DISTRIBUTION OF POPULATION BY AGE GROUP  
1950, 1960, AND 1970

	1950	% OF TOTAL	1960	% OF TOTAL	1970	% OF TOTAL
TOTAL COUNTY POPULATION:	5384		4598		5749	
MEDIAN AGE:	28.7		31.6		29.5	
0-4	621	11.5	453	9.8	473	8.2
5-9	517	9.6	500	10.9	503	8.8
10-14	443	8.2	460	10.0	581	10.1
15-19	384	7.1	328	7.1	533	9.3
20-24	435	7.9	234	5.1	428	7.4
25-29	409	7.6	230	5.0		
30-34	456	8.5	290	6.3	(772)	13.4)
35-39	419	7.8	292	6.4		
40-44	391	7.3	363	7.9	(674)	11.7)
45-49	287	5.3	300	6.5		
50-54	267	4.9	307	6.7	(681)	11.8)
55-59	247	4.6	220	4.8	320	5.6
60-64	182	3.4	193	4.2	283	5.0
65-74	220	4.1	314	6.8	328	5.7
75 & over	116	2.2	114	2.5	173	3.0

PARENTHESES DATA INCLUDES MORE THAN ONE AGE GROUP.

SOURCE: U.S. BUREAU OF THE CENSUS

BASIC DEMOGRAPHIC DATA  
1950, 1960, AND 1970

	1950	1960	% CHG 1950-60	1970	% CHG 1960-70
TOTAL POPULATION (STATE)	588637	667191	13.3	712567	6.8
TOTAL POPULATION (COUNTY)	5384	4598	-14.6	5749	25.0
% Of State Population	.9	.7	-.2 P.P.	.8	.1 P.P.
# Male	2830	2362	-16.5	2890	22.4
% Male	52.6	51.4	-1.2 P.P.	50.3	-1.1 P.P.
# Female	2554	2236	-12.5	2859	27.9
% Female	47.4	48.6	1.2 P.P.	49.7	1.1 P.P.
# White	5371	4576	-14.8	5725	25.1
% White	99.8	99.5	-.3 P.P.	99.6	.1 P.P.
# Non-White	13	22	69.2	24	9.1
% Non-White	.2	.5	.3 P.P.	.4	.1 P.P.
Land Area In Square Miles	2649	2649	--	2647	--
Population Per Square Mile	2.0	1.7	-15.0	2.2	29.4
Urban Population (1)	--	--	--	--	--
% In Urban Area	--	--	--	--	--
Net Migration (2)	--	(1925)	--	732	--

Source: POPULATION DATA FROM BUREAU OF THE CENSUS

P.P. = PERCENTAGE POINTS  
NET MIGRATION BASED ON DATA FROM IDAHO STATE DEPARTMENT OF HEALTH,  
BUREAU OF VITAL STATISTICS

- (1) URBAN IS DEFINED AS THOSE CITIES OR TOWNS WITH 2,500 OF MORE POPULATION  
(2) POPULATION CHANGE FOR DECADE LESS NATURAL INCREASE (BIRTHS MINUS DEATHS)  
FOR DECADE ( ) = OUT MIGRATION

SELECTED HOUSING DATA  
1950, 1960, AND 1970

	1950	1960	% CHG 1950-60	1970	% CHG 1960-70	
TOTAL POPULATION	5384	4598	-14.6	5749	25.0	
All Housing Units	1951	2292	17.5	3064	33.7	
Vacant-Seasonal & Migratory	224	502	124.1	118	-76.5	
All Year-Round Housing Units	1727	1790	11.7	2946	52.7	
Units in Structure:						
1 Unit	1706	1929	13.1	2128	10.3	
2 or more	212	329	55.2	613	86.3	
Mobile Home or Trailer	33	34	3.0	205	502.9	
Plumbing facilities:						
With All Plumbing Facilities	1035	1779	71.9	2667	49.9	
Lacking Some or All Plumbing	916	513	-44.0	279	-45.6	
All Occupied Housing Units	1506	1387	-7.9	1977	42.5	
Median Data:						
Persons per Unit	3.0	2.8	-6.7	2.4	-14.3	
Rooms Per Unit	---	4.0	---	4.5	12.5	
SPECIFIED VALUE - OWNER OCCUPIED HOUSING	<u>1950</u>	<u>% OF TOTAL</u>	<u>1960</u>	<u>% OF TOTAL</u>	<u>1970</u>	<u>% OF TOTAL</u>
Less Than \$5,000	295	47.5	155	22.6	57	6.3
\$5,000 - \$9,999	208	33.5	266	38.8	176	19.5
\$10,000 - \$14,999	44	7.1	103	15.0	203	22.6
\$15,000 - \$19,999	9	1.4	104	15.2	116	12.9
\$20,000 - \$24,999	16(A)	2.6	36	5.3	104	11.5
\$25,000 - \$34,999	--	--	13	1.9	120	13.3
\$35,000 - \$49,999	--	--	8(B)	1.2	68	11.5
\$50,000 or more	--	--	--	--	58	6.4
Not Reported	--	7.9	--	--	--	--
TOTAL	621		685		902	
MEDIAN VALUE	\$4835		\$8400	\$15	15600	

Source: Bureau of the Census

- (A) Includes all values in excess of \$20,000  
(B) Includes all values in excess of \$35,000

## DWELLING UNIT ANALYSIS

Evaluation of dwelling units by type and location provides a method of identifying visitor and permanent populations. To establish population, the number, location, and type of living units are identified and multiplied by a general occupancy factor of 3.0 (persons per dwelling). The same method is used to equate zoning density or development right (number of units per acre) with population.

This method of analysis has been utilized by Don Bennett in his analysis of Ketchum populations, and county school populations<sup>1</sup> and in surveys conducted by the Ketchum Community Project.<sup>2</sup> Available information has been supplemented with inventory data collected for this report.

A summary of this information is contained on the following table: Residential Development Status, p. \_\_\_\_\_. Present Permanent and Visitor Populations are identified under "Estimated Population Equivalent".

The fluctuation of population in the Sun Valley/Ketchum area is graphically shown on Seasonal Population Graph, p. \_\_\_\_\_. This graph assumes a unit occupancy of 100% during peak seasonal periods. It is based on Occupancy Rate Information (KCP), Dwelling Unit Evaluation, previous studies done by Don Bennett and common knowledge of seasonal fluctuation in the County.

Based on Evaluation of Dwelling Units, it is estimated that there were 8,400 permanent residents in the County (January 1974). Visitor population in the Ketchum/Sun Valley area at the height of the Christmas Season may reach 5,874 people.

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1 School Population Survey Blaine County School District #61, Population Study Group, June 1973.

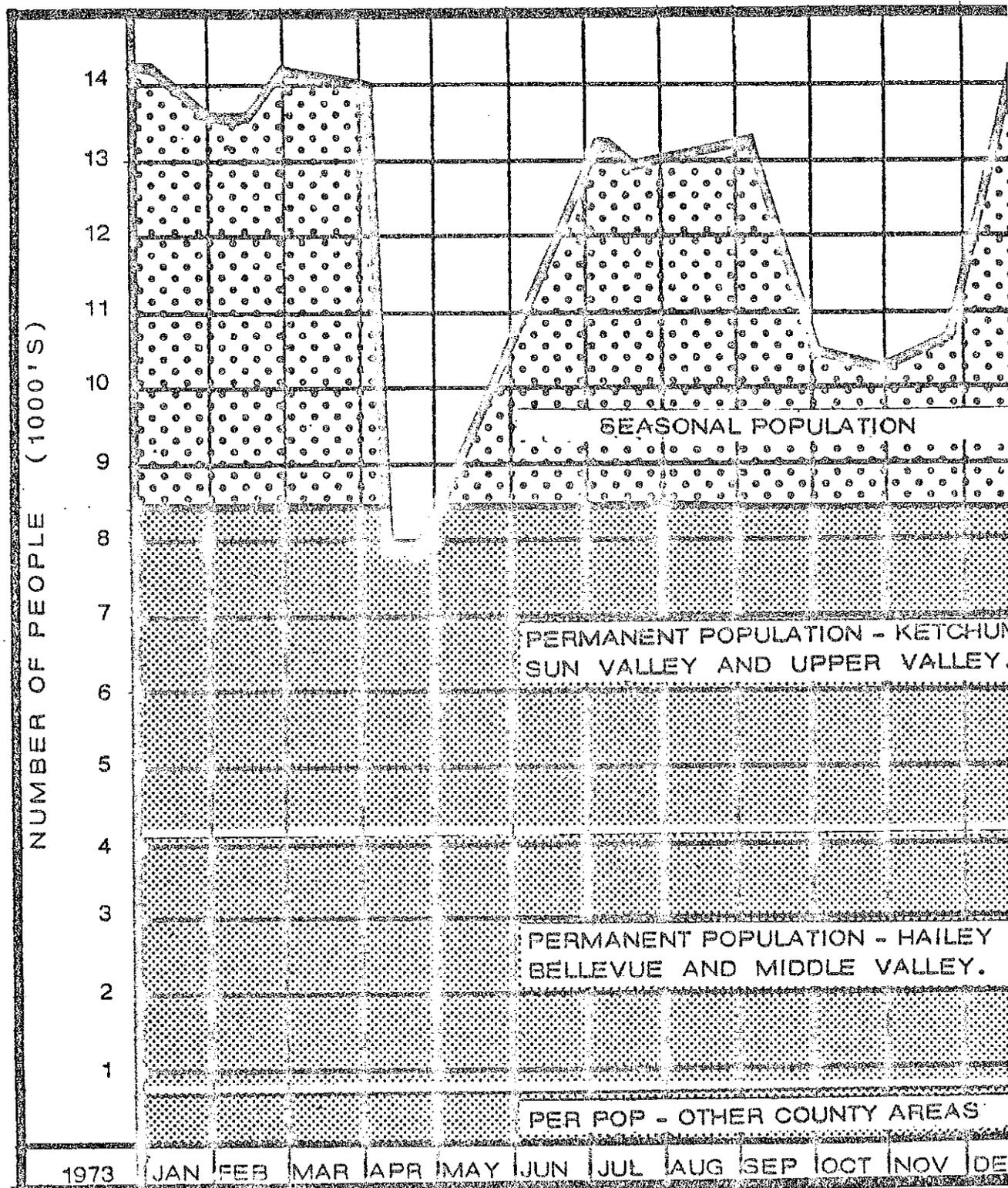
2 Ketchum Community Project Report.

RESIDENTIAL DEVELOPMENT STATUS

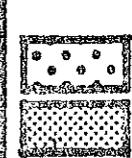
COUNTY AREA	LOCATION	AREA IN ACRES <u>1</u>	PLANNED DENSITY <u>2</u>	RESIDENTIAL LOTS	PERMANENT DWELLINGS	SEASONAL DWELLINGS
UPPER WOOD RIVER VALLEY	KETCHUM	1,250	N S	1,600	851	914
	SUN VALLEY	5,400	4,559	240	107	954
	COUNTY AREA	5,509	4,632	1,190	450	S 90
	TOTAL	12,159			1,408	1,958
	POPULATION EQUIV.				4,224	5,874
MIDDLE WOOD RIVER VALLEY	HAILEY	868	N S	1,080	675	
	WOODSIDE	634	2,365	1,640	0	
	BELLEVUE	370	N S	800	250	
	COUNTY AREA	7,431	6,713	398	254	S 20
	TOTAL	9,303			1,179	20
POPULATION EQUIV.				3,537	60	
OTHER CO. AREAS	STANLEY BASIN	5,116	5,116	191	3	S 41
	LOWER COUNTY	290,622	62,752	N S	210	S 80
	TOTAL	295,738			213	121
	POPULATION EQUIV.				639	363
	TOTAL COUNTY <u>3</u>	317,200			2,800	2,126
	POPULATION EQUIV.				8,400	VARIES

1 LANDS UNDER PRIVATE OWNERSHIP.  
 2 MASTER PLAN DENSITY OR ZONED DENSITY ALLOCATIONS (CO.)  
 3 INCLUDES CITY AND COUNTY AREAS.  
 S PRIMARILY SUMMER USE.

# SEASONAL AND PERMANENT POPULATIONS



NUMBER OF PEOPLE (1000'S)



LEGEND:  
 SEASONAL POPULATION  
 PERMANENT POPULATION

SOURCE: DWELLING UNIT EVALUATION, TABLE 4.22A  
 KCP EVALUATION AND BENNETT POPULATION ANALYSIS.

## POPULATION PROJECTIONS

The accurate projection of future population and density from trends in a relatively small base population is difficult. To compound the problem, populations related to a recreational economy are highly sensitive to variable<sup>s</sup> such as climate, recreational fashion and National economy.

The projections made in this section are based on growth trends which have occurred over the past decade. They are based on the assumption that the National economy will remain stable and that recreation development of the area will continue as presently scheduled. They represent the maximum rate of growth which is anticipated in the future and provide the basis for recommendations made in the comprehensive plan.

Projected future populations within Blaine County, from several sources are graphically portrayed on a projected population graph, p. , 72. The following briefly describes each source:

### 1) WATER/SEWER PLANNING STUDY

Population projections contained in this report represent a straight line projection of 1960-1970 census information and predict a County population of 8,600 to 11,500 people by the year 1990. These projections do not adequately reflect recent growth change.

### 2) WOOD RIVER RESOURCE AREAS ECONOMIC BASE STUDY (1973)

The projections and related comments made in this economic base study are considered to be of value and are included in this report:

"Blaine County will have continued growth of its permanent population through the year 2000. From 1970 to 1978, the rate of growth will accelerate due primarily to the continued rapid expansion of the Sun Valley area. The existing projects such as Elkhorn and Big Wood, and proposed ones such as in the retail service and construction industries will provide jobs and income to accommodate the increase. The projected 1978 population figure is about 10,000 and will occur primarily because of the pull of economic activity centered in the Sun Valley area. By 1985 the Sun Valley area will probably have reached or will be nearing its capacity (from the standpoint of environmental factors as well as its appeal to tourists.) By this time, population pressures from outside the County will begin to push people into the more rural areas of Blaine County. Population growth will continue but at a slower rate due to this factor. By the year 2000, Blaine County projects to about 19,000 people."

### 3) SCHOOL POPULATION SURVEY (1973)

The school population survey conducted in 1973 by Don Bennett estimates a present population within Wood River Valley of approximately 7,000 people.

This study projects a permanent population of between 23,000 and 24,000 people by the year of 1983. This projection is based on complete build-out of existing and proposed subdivisions at the time of the study. This figure does not consider actual construction trends, school enrollment trends, and other factors which would indicate a future population considerably less than that projected.

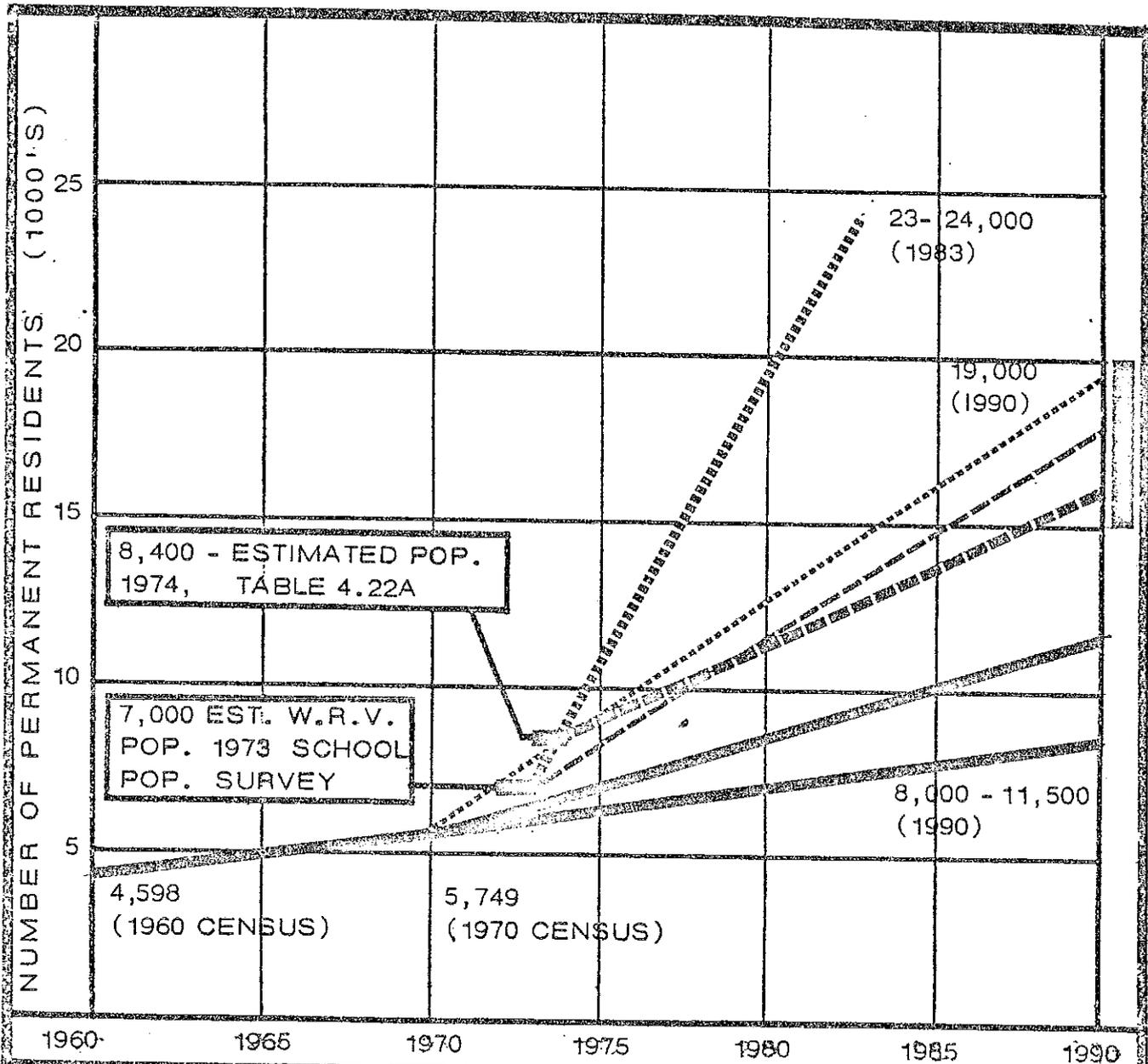
#### 4). SCHOOL ENROLLMENT TREND

The above school population survey gives an average school enrollment increase over the years 1969 to 1973 of approximately 7 percent.

#### 5). RATE OF ACTUAL CONSTRUCTION

Residential Construction Trends, p. 73, gives available information related to new residential construction with the County based on a survey of building permits issued. Although limited in some cases, this information indicates an average of approximately 160 new building starts each year, with an equivalent population increase of 480 people (or 6 percent) per year. Assuming a present County population of approximately 8,000 residents and a continuation of present construction trends, a total resident population of approximately 16,000 people is projected by the year 1990. The decrease in building starts in Ketchum and a similar increase in Hailey and County areas should be noted. This is attributed to the substantial increase in land values in the Ketchum/Sun Valley area over the past three years which has forced permanent residential location to the lower County.

POPULATION PROJECTIONS



- 
 PROJECTED POPULATION, BLAINE COUNTY SEWER/WATER PLANNING STUDY, IDAHO WATER RESOURCE BOARD, 1973
- 
 RESIDENTIAL CONSTRUCTION TREND, SEE TABLE 4.31 B
- 
 SCHOOL ENROLLMENT TREND, SCHOOL POPULATION SURVEY, BCSD #61, POP. STUDY GROUP, JUNE 1973
- 
 PROJECTED POPULATION, WRAA ECONOMIC BASE STUDY, PAYNE AND SEMANS, JUNE 1973
- 
 PROJECTED POPULATION, SCHOOL POPULATION SURVEY, BCSD #61, POPULATION STUDY GROUP, JUNE 1973.

RESIDENTIAL CONSTRUCTION TRENDS

TABLE -

LOCATION	1971	1972	1973	AVERAGE YEAR	EQUIVALENT POPULATION
KETCHUM <u>1</u>	31	16	11	20	
SUN VALLEY	N A	N A	N A	<u>2</u> - -	
HAILEY	N A	17	35	26	
BELLEVUE	N A	N A	28	28	
COUNTY	77	85	90	84	
TOTAL				158	474

ESTIMATED RATE OF INCREASE = 6% PER YEAR

ESTIMATED ACCOMMODATION AND POPULATION INCREASE ON BASIS OF RESIDENCE CONSTRUCTION TREND:	
ESTIMATED PRESENT PER ACCOMMODATION =	2,800
ESTIMATED INCREASE TO 1990 (@ 6%)	2,530
ESTIMATED 1990 TOTAL	5,330
POPULATION EQUIVALENT	16,000

SOURCE: BUILDING PERMITS ISSUED FOR PERMANENT RESIDENTIAL UNITS.

1 EXCLUDES CONDOMINIUM UNIT PERMITS

2 PRIMARILY SEASONAL RESIDENCE CONSTRUCTION

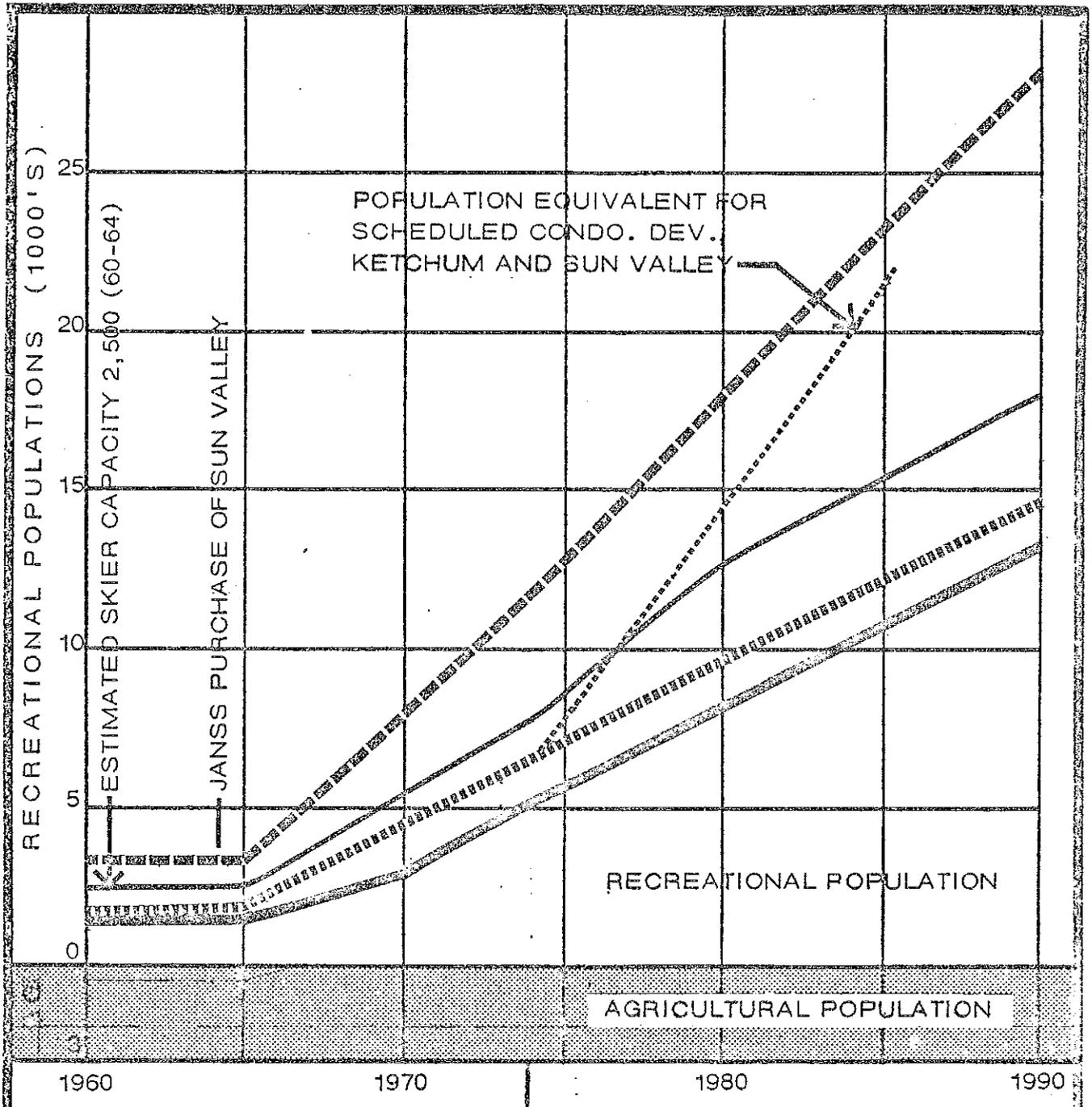
## RECREATIONAL CAPACITY

It is generally acknowledged that population increases in the County are directly related to the development of winter recreational facilities. To identify these relationships, Skier Capacity Graph, p. 76, shows visitor and permanent population trends in relation to the capacity of recreational facilities. The graph is based on the following assumptions and considerations:

- 1). That, in the 1960 census, permanent population related to the skiing industry was contained in the Ketchum/Sun Valley area (approximately 1,500 people). Approximately 500 lodging units were available at this time. Other population (approximately 3,000 people) was related to agriculture and other minor industries.
- 2). These populations remained relatively stable until the purchase of Sun Valley in 1965. It is assumed that agriculturally related population has and will continue to remain constant; although trends in adjacent counties are showing declines.
- 3). Population increases since 1965 are based on dwelling unit evaluation (see Residential Development Status Table, p. 68). The majority of visitor increase is based on new condominium units. The graph line indicating proposed visitor accommodations is based on scheduled condominium development through 1985. This figure is considered unrealistic in relation to indicated trends.
- 4). Skier visits, Graph p. 76, shows the increase in skier visits to Bald and Dollar Mountains since 1960. Although specific data is not available, it is estimated that skiing facilities (lifts, trails, etc.) have been expanded at an equivalent rate (approximately 3 times 1965 capacity).
- 5). Projected expansion of ski facilities. Day capacity through 1990 is indicated on Projected Skier Capacity Table, p. 76. Figures given for 1980 represent presently scheduled development.

It is felt that this information provides an approximate picture of the identifiable forces which will affect future development in the County.

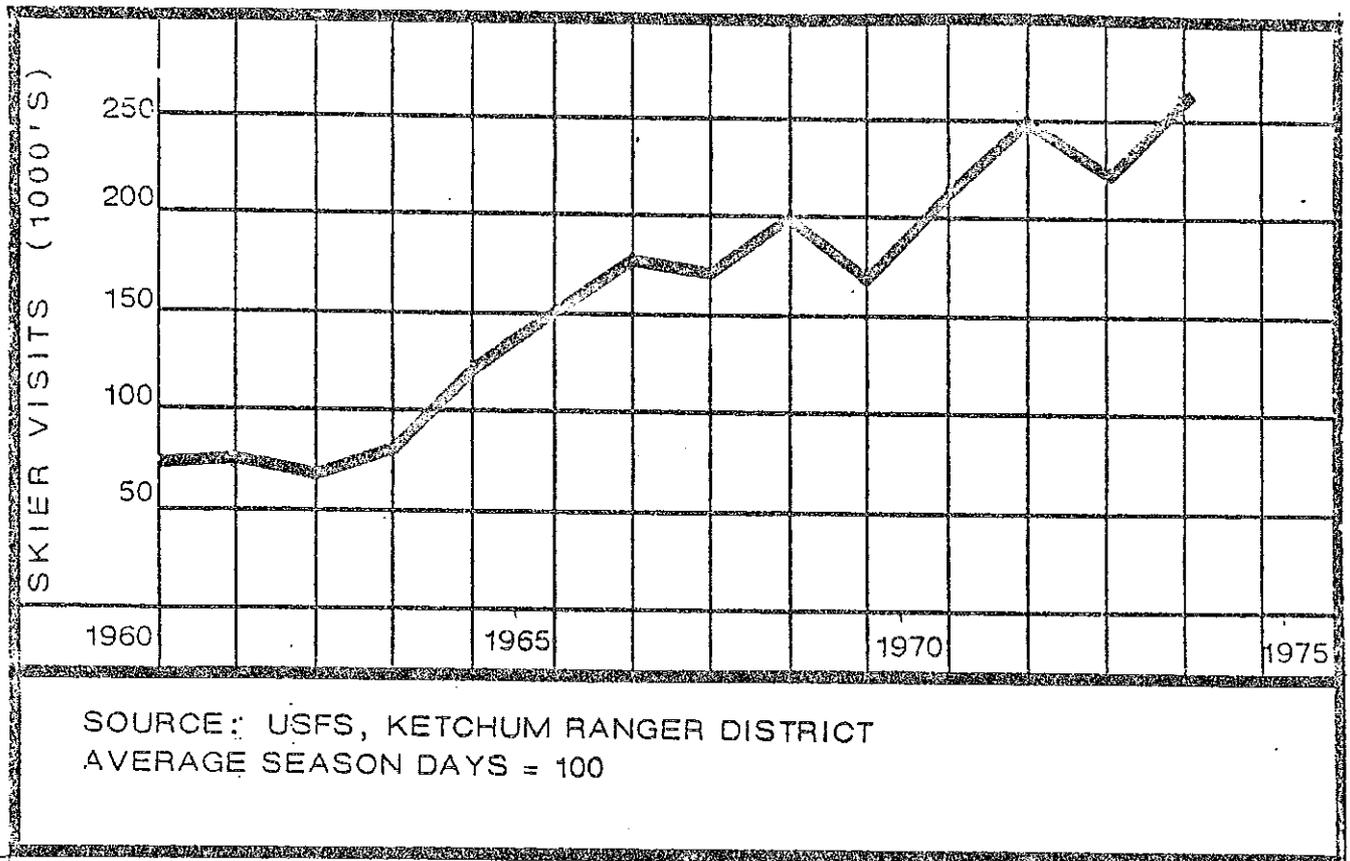
RECREATIONAL POPULATION PROJECTION



LEGEND:

-  MAXIMUM SEASONAL AND PERMANENT POPULATION
-  PROJECTED SKIER CAPACITY, TABLE 4.32 C
-  ANTICIPATED MAXIMUM SEASONAL POPULATION
-  PERMANENT POPULATION, GRAPH 4.31 A
-  AGRICULTURAL POPULATION

SKIER VISITS: (1960 - 1974)



SKIER CAPACITY PROJECTIONS

SKI AREA	1974	1980	1990
BALD MOUNTAIN	6,500	10,000*	12,000
DOLLAR - ELKHORN	1,000	1,000	1,000
RUDD - PROCTOR	0	0	1,000
BIGWOOD MOUNTAIN	0	1,500	2,000
ROTO - RUN	300	300	300
DEER CREEK OR OTHER	0	0	1,000
TOTAL CAPACITY	7,800	12,800	17,300

FIGURES INDICATE APPROXIMATE MAXIMUM SKIER CAPACITY/DAY

\*PRESENTLY SCHEDULED AREA DEVELOPMENT

## DENSITY

The evaluation of population densities allowed under present zoning regulations indicates that the county is presently zoned for approximately 80,000 dwelling units or an equivalent of 240,000 people. This population is equivalent to a community slightly larger than Salt Lake City. The Upper Wood River Valley area from Bellevue to North Fork, where most future development is anticipated, is zoned for an equivalent population of approximately 50,000.

In the allocation of present zoning densities in 1971 was made on the basis of the following considerations:

- 1) General national standards which establish 1 unit per acre as a maximum allowable density without municipal water or sewer facilities. Such standards do not consider specific conditions which exist in Blaine County and which are identified in the waste-water management study for Blaine County.
- 2) State statutes restricted planning control over agricultural lands, defined as any parcel in excess of 5 acres. This legislation has since been revised. Revision of the present Blaine County agricultural 5 acre lot minimum to a 20 or 40 acre minimum was considered by the commission in 1973; however, no action was taken. A 1977 zoning revision increased productive agriculture lot minimums to 20 acres.

Anticipated growth and related densities were not considered in allotting existing zone densities.

Obviously, present zoning will not create the populations indicated above. However, the lack of attention to future densities can lead to major planning problems.

- 1) Spotted and haphazard development can occur in any location with little or no respect for circulation systems, service requirements, critical resource areas or values, and other primary planning considerations.
- 2) Patterns of speculative land investment discussed in the economic section are encouraged.
- 3) The potential development value of parcels not immediately developed may be greatly reduced by overdevelopment in other areas.

Projected population figures and the amount of space available for development suggest that the wall to wall subdivision of Blaine County is not necessary. There is presently enough developed residential and commercial land in Blaine County to accommodate the population projected 20 years from now if developed to full capacity. (see Residential Development Table, p. 68, and Commercial Use Table, p. 51.)

## CONCLUSIONS

The evaluation of the population inventory by the Blaine County Planning and Zoning Commission resulted in the following conclusions and recommendations:

### POPULATION

- 1). For the purpose of allocating State and Federal funds which may be lost between now and 1980, request that a special census be taken in the County to legally identify present populations.
- 2). Identify population increases and trends from year to year on the basis of permits issued for new construction; and
- 3). Evaluate population with respect to circulation impact, housing and service requirements, public service costs, etc. This information is essential for establishing future planning requirements and for evaluating the impact of proposed development.

### POPULATION PROJECTIONS

- 1). On the basis of actual construction trends, school enrollment trends and anticipated recreational development, it is projected that the present permanent population will increase from 8,000 to between 16,000 and 18,000 by the year 1990 (approximately 2 to 2.25 times);
- 2). Present agricultural populations will remain relatively stable through the year 2000;
- 3). Major permanent population growth will occur in Hailey, Bellevue and County areas located between Bellevue and Ketchum unless major low-cost and employee housing programs are initiated in the cities of Ketchum and Sun Valley;
- 4). Seasonal visitor populations will increase from two to three times present maximum visitor population of approximately 6,000 people to between 12,000 and 18,000 people;
- 5). The majority of visitor accommodations will occur in proximity to developed recreational facilities in Ketchum, Sun Valley and adjacent County areas, as will most residential construction;
- 6). These projections are based on scheduled growth of recreational facilities and their related population, and do not attempt to foresee major changes in national or local economic conditions. Severe national depression could reduce the present permanent population along with tourist visitation. A renewal of mining activity or the development of major light industrial activity could obviously increase present growth rates;

- 7) If present growth continues as projected, it is felt that the Wood River Valley will be approaching a recreational capacity in the year 1990, which would result in a design population of 20,000 residents in that year.
- 8) That the Comprehensive Plan and Amended Zoning Regulations correlate with established design populations.

## DENSITY

- 1) It is recommended that the densities allowed under present Zoning Ordinance #71-2 be reduced.\* These revisions are based on the following criteria:
  - A) Existing Development
    - 1) Type, pattern and density of existing development
    - 2) 20-year growth projections
  - B) Intrinsic Land Limitations
    - 1) Slope-soil erodability
    - 2) Soils-drainage constraints, septic problems
    - 3) Flood hazard/high water table
    - 4) Avalanche hazard
    - 5) Orientation-exposure to wind, sun, views
  - C) Alternative Resource Potential
    - 1) Agricultural productivity
    - 2) Wildlife resource area-winter range, corridors
    - 3) High scenic value disturbed
    - 4) Geologic/mineral resource
  - D) Availability of Public Improvements and Services
    - 1) Proximity to existing water and sewer
    - 2) Proximity to road network (condition of existing access, road length requiring maintenance, improvements required)
    - 3) Distance for fire, police travel
  - E) Social Considerations
    - 1) Neighborhood opinion
    - 2) Owner intent/desire
    - 3) Effect on price of adjacent land (leapfrogging)
- 2) Procedures should be established to periodically review these densities with respect to the above criteria.
- 3) Open space requirements for future development should be strongly encouraged, through density incentive, under planned development policies.

\* Updated zoning ordinance 77-5 has significantly reduced these densities.

TRANSPORTATION  
AND  
UTILITY SYSTEMS



## PURPOSE

The historic pattern and location of human settlement has been determined by transportation and service systems. These systems are considered in this chapter as elements which provide means of transportation and access, means of communication, means to deliver energy and other services to the various types of land use within the county. Analogous to the circulation and nervous systems in the human body, these systems are the lifelines which create "a community" and connect that community to the outside world. Their physical manifestation is a type of land use. Their location and design are generated by the land uses they serve. Conversely, the location and capability of existing and future systems will have a primary effect of future land use services. An understanding of these systems can provide the planning tools and criteria to implement many of the objectives set forth in the comprehensive plan.

The Blaine County Planning and Zoning Commission desires:

- 1). To provide safe and efficient circulation systems in the county.
- 2). To minimize disproportionate public expenditure which may be the result of poorly planned and executed development.
- 3). To preserve the scenic characteristics of Blaine County.

## ROAD SYSTEMS

The automobile provides the primary means of transportation in Blaine County. The increasing commuter traffic between the Ketchum/Sun Valley area and residential areas in the lower valley combined with increased summer tourist traffic has had a massive impact on existing circulatory systems, particularly on Hwy 75 in the upper Wood River Valley. Former U.S. 93 is now designated as Idaho\* 75.

Minimal public transportation is provided by the Sun Valley Stage Line which runs once daily to and from Twin Falls. Limosine services provide transportation from Friedman Airport to the Sun Valley area. This section considers arterial highways, county collector and secondary roads, and public access roads.

### ARTERIAL HIGHWAYS

State Highway 75 is the major arterial highway through Blaine County. This highway crosses the Western United States in a virtually direct North-South route. It is the major part of a highway system connecting Mexico and Canada and is called the "Holiday Highway of the Continent". Within the region, Hwy. 75 connects Ketchum, Hailey and Bellevue with Stanley and Challis to the north, and with Shoshone and Twin Falls to the south.

Because of the increased traffic volume on Hwy. 75 in the upper Wood River Valley, the State Highway Department held public hearings in 1974 on its alternative proposals for improving U.S. 93 between Bellevue and the southern SNRA boundary. The Highway Department draft environmental statement prepared for these hearings delineates the political and environmental implications of these alternatives. The need for highway improvement is identified as follows:

"Currently Hwy 75 carries an average daily volume varying from 1,580 vehicles north of 68 to 8,300 vehicles in Ketchum. By the year 2000 it is estimated that traffic demands on Hwy 75 will more than double. This growth will require a four lane highway in order to provide a safe and efficient transportation facility for the local and regional needs. Alternative modes of travel, while desirable in the Wood River Valley, will not significantly reduce the need for highway improvement.

The present roadway is substandard in terms of lane widths, shoulders, horizontal alignment and pavement condition. Portions of the highway through urban areas create a hardship on the local communities due to traffic congestion which hampers local circulation".<sup>1</sup>

Based on these hearings the Highway Department has taken the following actions:

- 1) Surface improvement of the existing two lane alignment. This was completed in the summer of 1974.
- 2) Initiation of design phase studies of present alignment through the Red Top/Cold Springs corridor.
- 3) Continuation of alignment evaluation through Ketchum.

<sup>1</sup> Draft Environmental Statement, Idaho Department of Highways, Project No. F 2392 (2), February 1974.

Proposals made by the Highway Department were based on the anticipated immediate development of a four lane highway facility. It is felt that the proposals do not properly evaluate:

- 1) Use of the existing UPRR right of way for future highway needs. As discussed under railroad systems, this provides an obvious alternative to present Hwy 75 alignment.
- 2) Present fuel limitations and related trends.
- 3) Traffic design volume (expressed Design Hourly Volume) between Hailey and Ketchum is given as approximately 400 cars/hour. Based on the American Society of State Highway Officials design criteria, improved two lane facilities have a DHV capacity ranging from 800 to 1100 cars/hour.

A four lane highway facility may be required in the year 2,000. However, it is difficult to justify this need based on present traffic volumes.

Utilization of Union Pacific right of way for future Hwy 75 alignment in the Hailey area, the Red Top/Cold Springs corridor, and through Ketchum is indicated on comprehensive plan maps.

Unrestricted lateral access onto Hwy 75, interferes with the free flow of traffic, creates congestion and results in major safety hazards. This problem is evident in outlying areas where development has occurred adjacent to Hwy 75 and is reflected in related accident statistics. The problem is compounded by increased traffic volumes.

At present, the Highway Department imposes limited access. The county should seek to upgrade present limitation policy in conjunction with county circulation plan policies. (see Collector Roads).

State Highway 20 is the major arterial running east and west across the lower portion of the county and crosses Hwy 75 approximately 10 miles south of Bellevue. This route connects the Picabo, Carey and Magic Reservoir areas with Fairfield and Mountain Home to the west and Arco to the east.

Highway 93 from its junction with State Highway 20 runs southwest to Richfield and Shoshone.

Highway 23 links Gannett to Hwy 75 just south of Bellevue and intersects State Highway 20 west of Picabo. This highway runs along the east side of the lower Wood River Valley "triangle" and is a primary "short cut" for eastward traffic into and out of the Sun Valley area. Highway 23 is maintained by the county, and it is felt that the state should assume responsibility for this arterial.

State Highway 75<sup>spur</sup> runs from Hwy 75 at Ketchum east through Sun Valley and over Trail Creek Summit to 93. Continued maintenance responsibility for State Highway 75<sup>spur</sup> is presently under discussion by State, County and Forest Service jurisdictions.

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1. A Policy on Geometric Design on Rural Highways ASSTHO, 1965

## COUNTY ROADS

There are approximately 372 miles of roadway presently maintained by Blaine County which are graded and drained or better. These roads service a large geographical area and are generally unpaved in outlying areas.

Snow removal, road construction, and intensity of use are the main criteria governing road design in Blaine County.

Snow removal during winter months constitutes a major county expenditure. Procedure and equipment used for snow removal during the winter months dictate specific road dimension and layout requirements.

- 1) Wider than normal right of way easements are required to pile snow. A 60 foot right of way is the presently established minimum, with 80 feet desirable for wide road ways.
- 2) Relatively straight, continuous systems increase the speed and efficiency of snow removal. Circuitous and dead end or cul de sac roads, typical in many subdivisions, create excessive turn around time and plowing difficulties.

Severe climatic conditions in the area take a heavy toll on improperly installed road beds and road surfacing. Improperly installed roads can result in major ongoing county improvement expenditures.

The longevity of any road surface is proportional to its intensity of use. Standards for the quality of required improvements should relate then to anticipated intensity of use.

Prior to the adoption of subdivision Ordinance #71-2 in 1971, the County assumed responsibility for many roads which are substandard dimensionally, unpaved and sometimes undedicated. These roads create ongoing maintenance problems for the county. In many cases these problems have been or can be resolved through specific evaluation and modification of existing roads:

- 1) Aquisition of easements or right-of-way to connect discontinuous and dead end roads.
- 2) "Force Platting" of unplatted subdivisions to improve dimensional and surface standards.
- 3) Elimination and replatting of unnecessary roads.
- 4) Establishment of private roads policy regarding responsibility of private ownership.

Since 1971, similar problems have arisen (under bonding and surety guarantees) for road improvements (primarily surfacing). Allowed under present ordinances, such guarantees require extensive legal and administrative time and are often insufficient or invalid when activated by the County. Approved installation of roads and other improvements should be mandatory prior to County acceptance.

Of necessity, random outlying development attaches itself to existing circulation systems. Small or single lot subdivisions provide direct access; large developments may provide a cul de sac or loop circulation through the development.

This development pattern, often adjacent to Hwy 75, increases the lateral access problems previously discussed, increases county maintenance requirements on short or non-continuous road situations and is destructive to the scenic resources of the county.

#### Collector Roads

This pattern will continue unless the county establishes and encourages alternative development and circulation patterns. To this end, the comprehensive plan recommends the designation of a system of county collector roads. These roads are shown on the comprehensive plan maps. They are tentatively located along floodplain or hillside ledge areas consistent with development patterns. Specific road location and design would be contingent upon specific development design and intensity of use. As a basic element of the comprehensive circulation plan the collector roads would seek to:

- 1) Restrict side access onto main arterials to designated, well spaced points of entry.
- 2) To generate an orderly and logical pattern of residential and related development in those areas considered appropriate for such use.
- 3) To create a simplified and continuous system of residential access roads which increase maintenance and snow removal efficiencies.
- 4) To eliminate present patterns of development along Hwy 75 and other arterials which threaten the scenic character of the county.

#### Secondary Roads

In addition to collector roads, secondary roads are often required and desirable. However, it is recommended that standards be established for such roads as follows:

- 1) Continuity of road with collector road access.
- 2) Minimum road length of 1000 feet (see Private Roads).
- 3) Minimum potential user ratio to length.
- 4) Conforming with county dimensional and improvement standards.

#### Private Roads

Largely due to factors of terrain and ownership, numerous developments occur in areas where access is difficult and which result in exorbitant maintenance costs. At the same time State Statutes are vague as to the extent of county responsibility for maintenance of road systems. County ordinances allow private roads where maintenance responsibilities are clearly defined through communal ownership agreements. Conflicts occur when:

- 1) Irrate tax payers demand county maintenance on substandard roads.
- 2) Irrate developers refuse to install major road improvements into limited development areas.

To resolve such conflicts the county should:

- 1) Not accept responsibility for private roads defined as follows:
  - A) Roads less than 1000 feet in length.
  - B) Roads servicing less than 20 future dwellings.
  - C) Roads which do not conform to established county standards.
- 2) Not be libel for failure to provide emergency health, fire or other services due to inadequate road maintenance.
- 3) Require road improvements to be based on anticipated use, and establish private responsibility under covenant declarations.

### Public Land Access Roads

Forest service roads which provide access to isolated seasonal residence areas are not maintained during the winter season. However, permanent residents are replacing former summer occupancies in the Warm Springs Canyon and other areas. Pressures on the county are increasing to keep these roads open for access and for bussing of school children. In 1974, the county assumed maintenance responsibility into the Lower Board Ranch area. At present the county has no policy regarding permanent development in private rural areas not under county road jurisdiction.

The nature of these roads, the distances involved, and the frequent avalanche hazards create excessive maintenance requirements and safety risks to the county. In addition, these trends are encroaching on critical wildlife winter range. The seasonal use district recommendations are primarily intended to define the county's responsibility in these areas. It would not preclude maintenance or roads by private individuals. Such restriction would require Forest Service closure of roads during critical winter periods.

Roads which provide access to public lands across private land exist throughout the county. Public use of such roads is legally defined by historic use and public improvement.<sup>1</sup> However, conflicts have arisen due to threatened or actual road closures.

- 1) New ownership and/or proposed development seek to prevent public use of established major access roads through specific properties.
- 2) Public demand seeking the rights of access over minor access roads and creating undue hardship on private land holders.

To eliminate these conflicts, it is suggested that existing access roads be evaluated and that major or required access roads be designated. Marginal and unnecessary access roads should revert to private ownership control.

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<sup>1</sup> See legal brief pertaining to Public Access Roads for Blaine County, prepared by Steve Boller, 1974.

## RAILROAD SYSTEMS

The Union Pacific Railroad has a spurline from Shoshone to Ketchum. Use on the line is presently minimal, meeting Public Utility Commission requirements for system utilization. The railroad is used occasionally for transporting goods to the Wood River Valley. A history of special ski trains lies in the past; the most recent Los Angeles special entered the Valley in 1972. The location of the UPRR is shown on the Comprehensive Plan maps.

In 1972 an independent rail study was initiated for the purpose of making this a historic rail facility.

The proposal suggested the following uses for such a facility:

- 1) Transporting school children. All Blaine County junior and senior high school students are bussed to the central school in Hailey, with the exception of Carey youngsters, who attend their own schools in that city.
- 2) Transporting commuters who for example might work in Sun Valley and live in Bellevue or Hailey.
- 3) Moving visitors from airport and other terminal facilities to recreational destinations.
- 4) Moving recreational skiers from housing to ski areas.

The proposal was based in part on the prospect of the Department of Transportation mass transit funding under the 1974 Highway Act.

The poor physical condition of the existing trackage, high equipment and facility costs, and low transport speeds create serious competitive limitations to such a system and it has not been supported by local, Highway Department or Railroad officials.

Pressure to abandon the UPRR line has increased in recent years. This report strongly supports the preservation of the UPRR right of way as an easement for future transportation and utility systems based on the following considerations:

- 1) Projected traffic volumes commensurate with anticipated area growth indicate the future need for a four lane highway facility in the upper Wood River Valley.
- 2) All the existing communities in the upper Wood River Valley are bisected by UPRR right of way. With the exception of Bellevue, this right of way provides the best alternative alignment to bypass those areas where major encroachment has occurred or will occur on Hwy 75. In most other areas, arterial route 75 lies adjacent to the existing UPRR right of way.
- 3) The average 200 ft. width of the rail right of way provides the area necessary for future four lane highway improvements and/or alternative transit systems without the condemnation of additional land.

4). In addition, the existing railroad has created a physical barrier similar to that created by an arterial highway. Limited road crossings have already established patterns of development which lend themselves to future access limitations policies.

5). Projected fuel shortages may stimulate the development of viable alternate transit systems (Rail, PRT or transit systems). The present and future containment of community centers and the linear development pattern generated by the topography of the valley lend themselves to the possible development of such systems.

## AIR TRANSIT SYSTEM

The Friedman Memorial Airport is the only public airport facility in Blaine County and has become the busiest airport of its size in the state. Commercial feeder lines connect Friedman with larger airport facilities in Boise, Twin Falls and Salt Lake City. There are several private airports including Gimlet, Picabo, Moonstone, and Smiley Creek.

Friedman Airport is restricted from use by large aircraft due to the narrowness of the valley. To continue expansion of this facility implies continued development of small craft shuttle services to and from major airport facilities.

The development of a major regional airport facility near Jerome is presently under consideration. The Southern Idaho Regional Airport Study<sup>1</sup> gives detailed information on present facilities and traffic generated in the region. Airline passenger movement graph, p.90, shows the relative passenger use of the two major airports in the region. Primarily based on projected expansion of recreational facilities in the Sun Valley area, this report projects that air traffic demand in the region by 1992 will be 143% that of the present Boise facility. The state has projected that the Friedman Airport will reach capacity in 15 years, which, given present indicators, appears overly optimistic.

The alternative concept of locating a major airport in closer proximity to developed recreational areas seems valid. The Macon Flats area, directly west of Magic Reservoir in Camas County has been discussed as an alternative site but no serious evaluation has been made. Such a location would provide more direct access to recreational areas which generate the majority of air traffic into the region. The social, economic and political ramifications of such a facility are beyond the scope of this report.

It is strongly recommended that these alternatives be evaluated and that future policies be adopted prior to further expansion of Friedman Memorial Airport.

The location of residential development adjacent to airport facilities can create safety hazards and should be restricted. Development of an airport district is presently under consideration by the Airport Commission and the Planning and Zoning Commission.

The present zoning ordinance identifies an airport vicinity district, which establishes minimum standards for structures, radio equipment or lighting that may interfere with aircraft use. The FAA has requested that stricter regulations be

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1. Southern Idaho Regional Airport Study, Barton, Stoddard, Milholin, and Higgins.

adopted for the county to control development adjacent to existing airstrips.

The revised airport district zone under consideration would overlay present airstrip facilities and designate:

- 1) Uses with flight path landing areas
- 2) Facilities and dimensional requirements for airport related buildings and facilities, and
- 3) Regulations for other development in close proximity to existing and projected airport facilities.

This district would comply with federal flight path criteria and recommendations for related adjacent use.

### RECREATIONAL SYSTEM

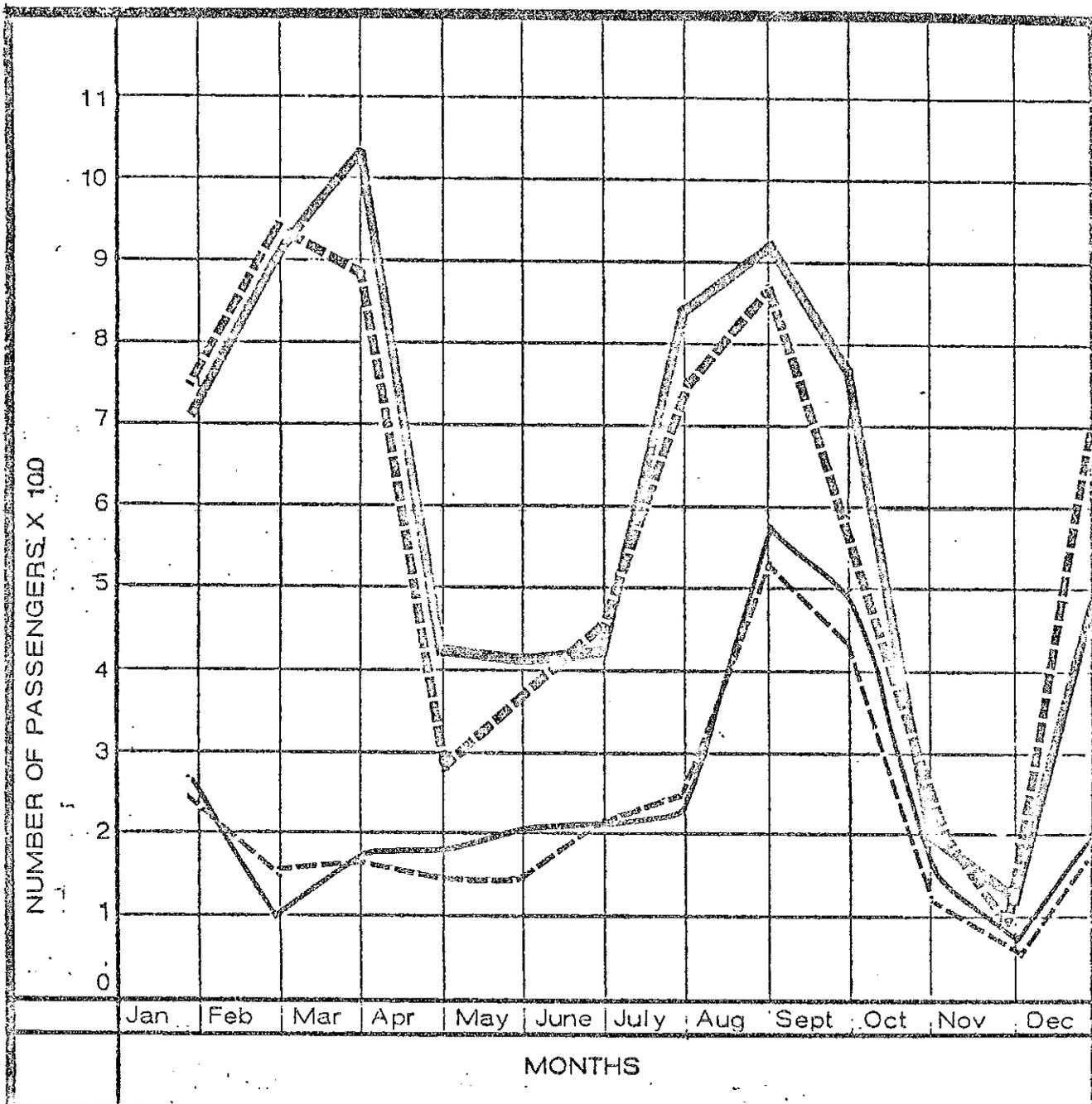
The development of bicycle, pedestrian and equestrian circulation systems was identified as a strong community desire in the Ketchum/Sun Valley area (KCP).<sup>1</sup> Systems similar to those indicated in KCP proposals could greatly enhance the recreational character of the Sun Valley/Ketchum area.

These systems lend themselves to floodplain and open space areas identified in this report and should be encouraged in future development proposals. Recreational Circulation systems should be incorporated within a recreation plan by the joint city/county Parks Commission as discussed in the Recreation Section.

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1. Ketchum Community Project Report

AIRLINE PASSENGER MOVEMENT



DISTRIBUTION OF COMMUTER AIRLINE PASSENGER MOVEMENT AT  
HAILEY AND TWIN FALLS AIRPORTS IN 1971

SOURCE: Southern Idaho Regional Airport Study.

LEGEND:

- HAILEY (SUN VALLEY) - ARRIVAL
- HAILEY (SUN VALLEY) - DEPARTURE
- TWIN FALLS - ARRIVAL
- TWIN FALLS - DEPARTURE

## UTILITY AND OTHER SYSTEMS

### ELECTRICAL POWER

The Idaho Power Company supplies electric power to Blaine County from a network of hydro electric power generating facilities throughout Idaho. Primary service into the Wood River Valley is provided by one 138 K.V. line which runs from Hagerman to the Wood River Substation, which services the Northern end of the Valley. In addition, an older 48 K.V. transmission line services agricultural areas in the Southern Portion of the county.

The increase of population combined with reliance on electrical power for residential heating and other uses has resulted in the power demand increases indicated on Electric Power Consumption Graph, p. 93. Peak demand periods occur during the severe cold weather. Although present demands are well within service capability, reliability has been a major consideration. The 50 m.w. turbine generator presently under construction at the Wood River Substation and alternate 138 K.V. transmission line to Ketchum should eliminate this problem. The increased use of sprinkler irrigation systems in agricultural areas of Blaine County and the state is resulting in major demands during the summer months. The percent of power consumed by different uses in the county shown on Consumer Distribution Graph, p. 94. The trend towards increasing power consumption indicates the need for additional transmission facilities into the area within three to four years.

The low temperature ranges throughout the year result in extensive use of energy resources for residential and other heating. These demands can be effectively reduced through proper insulation, efficient utilization of heated space, extent and orientation of glassed areas and other design considerations. County policy should encourage such energy conservation practices.

Specific design regulations similar to those being adopted in other areas may become necessary in the future especially as regards public structures and expenditures.

Hydro electric power is a renewable energy source which is produced in abundance within our own power network. In addition, electrical energy can be transmitted efficiently to remote areas such as Blaine County with minimal environmental impact. Given the decreasing supply of other energy resources, electrical energy and electrical delivery systems will be increasingly important and could play a major roll in transportation and related development patterns of the future.

### NATURAL GAS

The Intermountain Gas Company supplies natural gas to the Wood River Valley (Sawtooth Division) by means of an eight inch transmission line. As with electrical energy, peak demands occur during cold periods. The low cost of natural gas has resulted in extensive conversion to this fuel for primarily residential use since the lines' installation in 1964.

## MUNICIPAL SEWER AND WATER SYSTEMS

A comprehensive inventory of sewer and water systems can be found in the Blaine County Rural Water and Sewerage Study. These systems pertain to city jurisdictions and are discussed in other sections of the inventory.

## AGRICULTURAL IRRIGATION SYSTEMS

Major canal systems providing irrigation water to agricultural lands have been a major factor in determining areas of agricultural production. General areas in the county serviced by these systems are indicated on Irrigation Lands Map, P.38. Modern sprinkler irrigation methods are changing traditional use of these systems. The implications of such changes in the lower Wood River Valley are presently being studied by the Soil Conservation Service and other related agencies.

## TELEPHONE

The Mountain Bell Telephone Company provides telephone service to Blaine County.

## TELEVISION

Individual television reception in most of the county is limited due to topography and the lack of local transmission facilities. Attempts to establish local transmission facilities have not been successful.

The Wood River Cable-Vision, Inc., and Sawtooth Cable-Vision provide a wide range of network programming to the Sun Valley/Ketchum and Hailey areas. Local use of these facilities has to date been limited; however, they do provide an excellent medium for presentation of local issues, government meetings and other community affairs which should be given consideration in the future.

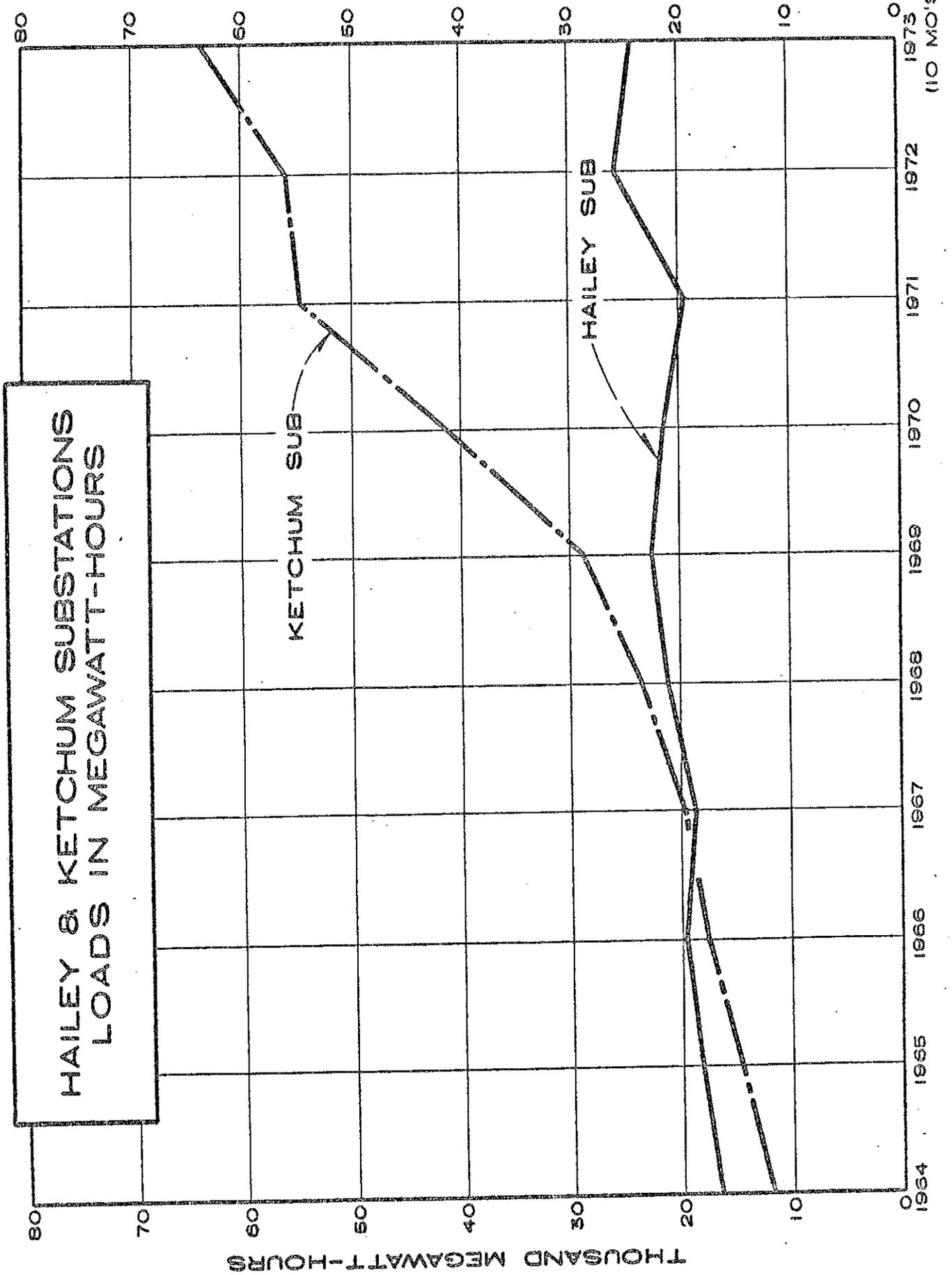
## RADIO

The KSKI Radio Station and transmitter (1,000 watts located north of Hailey) is a primary source of local information.

The delivery systems for many of the above services are physically manifest in the form of pipes and wires. Easements for these systems and their location is an aspect of future planning. In addition, the use of overhead distribution services continues to detract from the scenic character of the area.

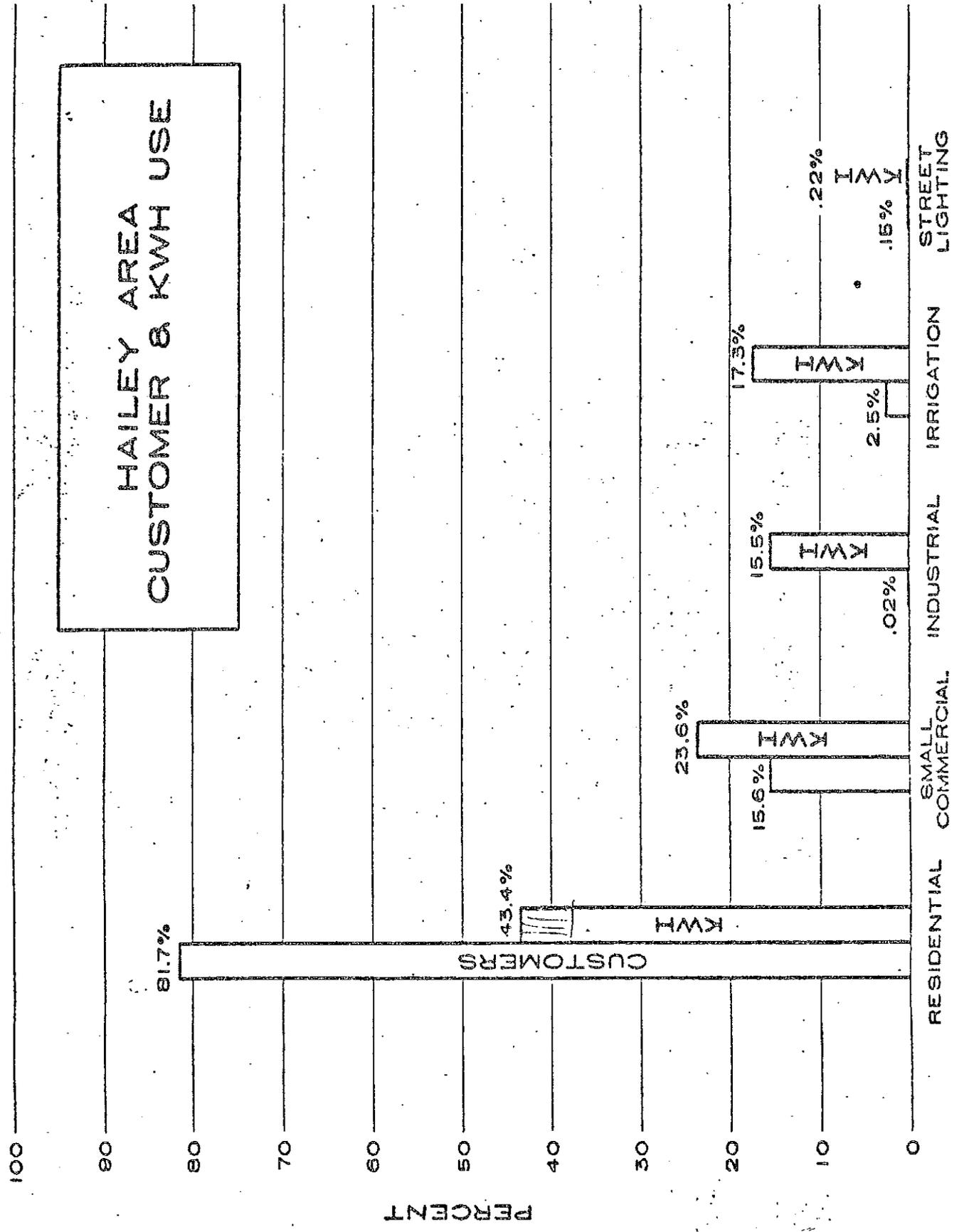
ELECTRIC POWER CONSUMPTION

THOUSAND MEGAWATT-HOURS



1973 (10 MO'S)

CONSUMER DISTRIBUTION



## CONCLUSIONS

The evaluation of the transportation and utility systems inventory by the Blaine County Planning and Zoning Commission resulted in the following conclusions and recommendations:

### ROAD SYSTEM

1. Identify critical arterial alignments and coordinate future planning with State Highway Department;
2. Establish limited access regulation in conjunction with State Highway Department and correlate access with collector road systems;
3. Establish tentative collector road system consistent with anticipated development patterns;
4. Establish specific dimensional and construction standards and related criteria for county roads, and clarify extent of county responsibility for these roads:
  - a. Collector roads,
  - b. Secondary roads,
  - c. Private roads,
  - d. Seasonal roads,
  - e. Access roads.
5. Establish Hwy 75 scenic corridor and adopt related visual criteria.

### RAILROAD SYSTEM

1. Designate the existing UPRR right of way as a future transit corridor:
  - a. That action be initiated at state and federal levels to preserve the the existing right of way for future transit and utility systems, and
  - b. That this corridor be identified and considered in future planning decisions (access, adjacent development, etc.).

### AIR TRANSIT SYSTEM

1. Evaluate the necessity of additional airport facilities to serve Blaine County:

- a. Assess benefits of expanded feeder line systems to Friedman Memorial Airport using existing major air terminal facilities for jets,
  - b. Assess the feasibility and desirability of developing alternative airport facilities; and
2. Establish an airport overlay district.

#### RECREATION SYSTEM

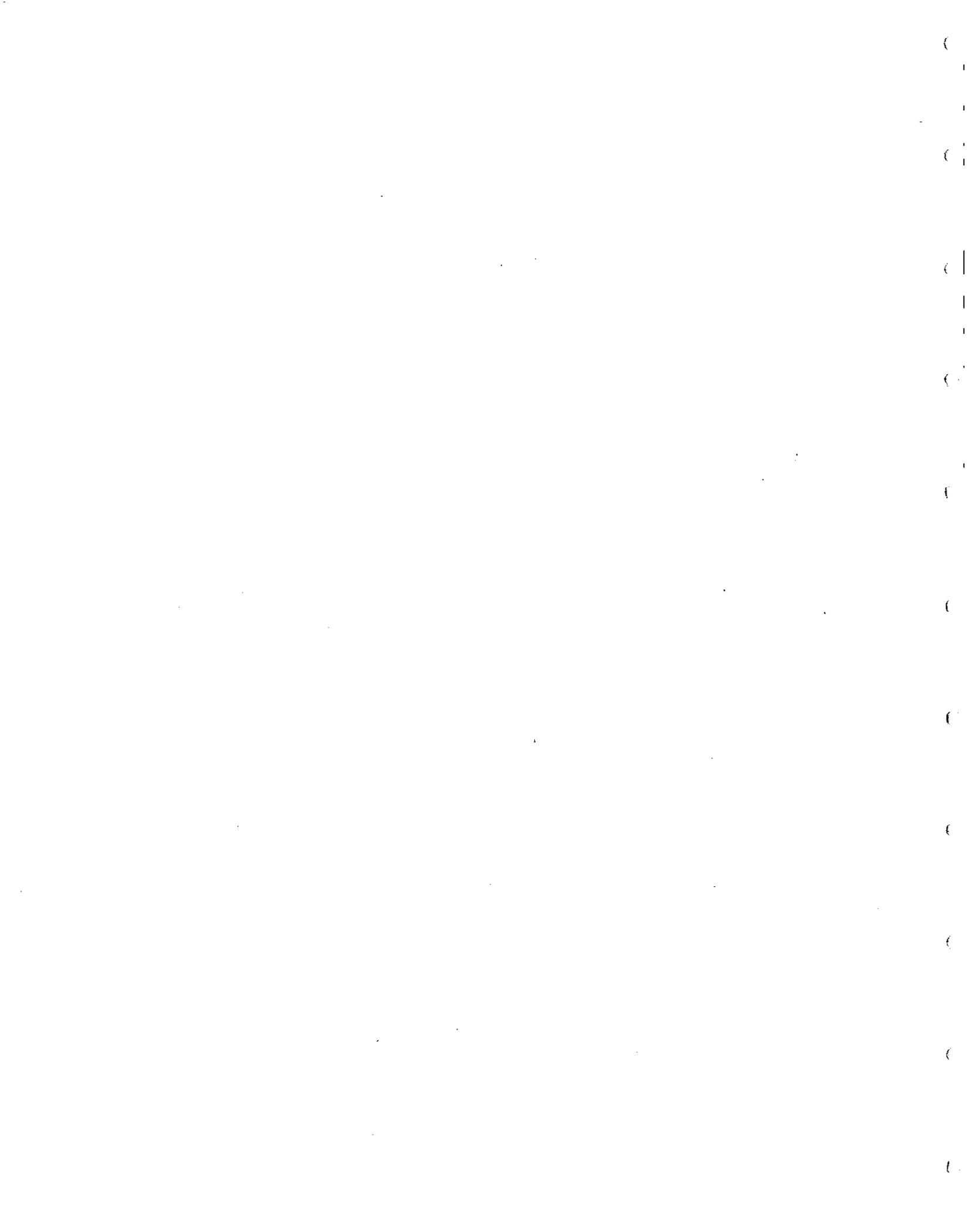
1. Encourage the City of Ketchum to establish recreational circulation systems;
2. Development of recreational circulation systems be encouraged in future development proposals;

#### UTILITY AND OTHER SYSTEMS

1. Establish a primary service corridor within the Wood River Valley, in conjunction with the proposed future transit corridor, or other major right of way easement;
2. Adopt regulations to require underground distribution in subdivisions and other development;
3. Encourage a combination of overhead transmission or distribution line single pole systems to minimize visual impact.
4. Indicate the location of primary delivery systems on 1" = 200' County Maps.



SOCIAL, HISTORIC  
AND  
AESTHETIC VALUES



## PURPOSE

The social structures and attitudes which exist in Blaine County are diverse. Their identification is important to an understanding of the present social and economic conditions.

## SOCIAL ENVIRONMENT

Agriculture predominates in the southern and southeastern portions of the county. Inherent within the agricultural community is the traditional stability and conservatism which results from emphasis placed on the family unit, close ties and social institutions. Development in northern areas of this county has been beneficial in providing alternative social, recreational and employment opportunities. In some areas, it has allowed windfall profits from the sale of agricultural land far above its traditional productive value. However, the encroachment of urbanization into agricultural areas is changing traditional patterns of land ownership use and individual attitudes toward the continued viability of farming. In the lower Wood River Valley, these changes are beginning to erode traditional values of the agricultural community.

The resort complex of Ketchum/Sun Valley, has generated the immigration of a mixed variety of people over the past ten years. Most new residents are from highly populated out-of-state urban areas, and are attracted by the quality of the environment, recreational opportunities and related employment. In addition, the Sun Valley area provides a highly cosmopolitan social environment within the context of a small rural community. The number of new residents attracted to the county has created many of the problems which they sought to leave behind. Representing an activist liberal point of view, these new residents feel the urgent need to preserve the unique small community and rural atmosphere which still exists in Blaine County. This desire is often in conflict with traditional values and attitudes. Paradoxically, the solution to the problems of growth is often envisioned as simple closing the door and keeping the "others" out.

This plan seeks to consolidate the best of two basically opposing attitudes for the purpose of unifying and benefitting the county as a whole. By integrating opposing attitudes and maintaining a sense of humor and pride in our community we can create a viable social and economic framework in Blaine County.

## HISTORIC VALUES

Blaine County today is a prominent Idaho tourist area, providing a wide range of recreational opportunities and services. However, it gained its first fame as a prosperous mining region. The area originally belonged to Alturas County, one of the wealthiest of Idaho's early counties.

Prospectors invaded the Wood River areas soon after the beginning of the 1862 Boise Basin mining boom, but hostile Indians prevented any large-scale mining activity for several years. The county's first permanent settlers were farmers who arrived in the Spring Creek area in 1879. The 1880 Wood River mining boom brought the first large population influx. Towns like Bellevue and Hailey grew overnight in the frantic scramble for gold, silver and lead. The construction of a smelting plant

in 1881 in Hailey may have helped the town to win the title of county seat in a close contest with Bellevue. Smelting operations followed in other towns, including Ketchum, and the mining boom reached its peak after the arrival of the railroad in 1884. Mining operations were threatened by labor difficulties in the mid-1880's, but the boom did not begin to lose momentum until the sharp fall in the price of silver in the late 1880's and early 1890's.

The Wood River area gained renown as the Idaho Territory's most progressive area in several respects; through the prosperity brought in by mining, the first electric light plant and telephone service were installed in Ketchum. The county could also boast Idaho's second oldest newspaper, the Wood River Daily Times.

Since the construction of Sun Valley resort by the Union Pacific Railroad in 1937, Blaine County has experienced a second boom. Although farming has expanded with the decline of the mining industry, retail sales and services stemming from the tourist trade supply the majority of the county's income.

The Janss Corporation's purchase of Sun Valley from the Union Pacific Railroad in 1964 initiated a period of increased economic activity in the entire Wood River area. The announcement that \$30,000,000.00 would eventually be spent on development of the resort contributed to the economic surge. Since that time, considerable construction has taken place around Sun Valley, including luxury homes, condominiums, town houses, remodeling of schools and hospitals, government buildings, ski complexes, and other facilities.

## HISTORIC LANDMARKS

Historical landmarks and sites reflect the tradition of the area and are of interest to those visiting the county.

Prior to settlement, the county was hunted by Shoshone and Sheepeater Indians. Archaeological sites are often found near the confluence of rivers and streams. In 1973 a major site was identified and studied in the Elkhorn area.

Mining complexes and related communities exist throughout the county. In most cases, the complexes retain productive potential and are maintained under private ownership. Mine-related communities such as Triumph continue to be used for residential purposes.

The traditional farm complex of barns, outbuildings, equipment, fields under cultivation and open range lands, provide both historic and aesthetic values. These values are an integral part of Blaine County and are the primary context within which recreational development has taken place. Loss of these values will result

in the decline of Blaine County as a quality recreation area.

Examples of early western architecture exist within developed communities. The unique character of many of these buildings is difficult to replace given modern materials and labor cost. Programs in Both Ketchum and Hailey have been partially successful in preserving a "western" character through an architectural motif.

### AESTHETIC VALUES

The word aesthetic is used in this report to define the perception or awareness of one's environment and pertains to the sensations of sight, sound, taste, smell and touch. The importance placed on aesthetics varies according to individual attitude and sensitivity. However, the number of tourists attracted to Blaine County each year and responses to the local Ketchum Community Project questionair indicate that there is a consensus scenic quality, air quality, water quality, and other aspects of our natural environment represent valuable county resources. Preservation of these resources is a major importance to the residents of the county as well as to the recreational economy.

#### VISUAL QUALITY

Visual or scenic quality is discussed throughout the inventory. Primary areas of consideration are as follows:

- 1) Rivers and streams are a recreational focal point in Blaine County.
- 2) Hillside areas provide the back drop for most of the scenic vistas and have a high degree of visibility. The scars created by roads and building construction can have a major impact on scenic quality.
- 3) Roads provide access to a changing series of visual experiences and are themselves a significant element in the landscape. Due to frequent use, the visual experience afforded the local resident and tourist travelling on Hwy 75 determines the primary way that the Wood River Valley is perceived. The proliferation of roadside development denies visual access to the landscape, and will eventually destroy the rural character of the county. The establishment of limited access requirements, collector road systems, and the containment of commercial development all seek to encourage alternate patterns of development. Consistent with these objectives, Hwy 75 should be designated a scenic corridor. Development in areas of high visibility should be restricted on the basis of objective visual analysis criteria. This criteria should be adopted in conjunction with other planned development programs.

The location and alignment of highways can preserve or enhance specific scenic qualities which should be considered in future alignment planning.

## VISUAL ANALYSIS

Normally decisions based on aesthetic considerations are subjective and arbitrary, and have little legal merit. However, various studies exist which establish methods of analyzing visual impact. "The image of a city" develops systematic methods of visual analysis and identifies the importance of ones' visual environment.<sup>1</sup> The Lake Tahoe Visual Pollution Study establishes specific criteria to identify degree of contrast between man made and natural environments.<sup>2</sup> Based on these and other studies, the following evaluation method is suggested:

- 1) Visibility. Establish number of people who will see, and the degree of visibility, of the area in question.
- 2) Setting. Establish character or quality of the background landscape or setting on a visual scale running from intense man-made urban setting to highly scenic natural setting.
- 3) Contrast. Establish degree of contrast of proposed development based on Tahoe study criteria as related to Blaine County. (Color, outline, etc.)

Present state legislation is unclear as to the capability of local jurisdiction to regulate development on the basis of aesthetic considerations. This report contends that establishment of reasonable performance criteria by the county can provide the legal basis for enacting such regulations.

Wood River Valley is a close, narrow valley that easily lends itself to undue noise that can echo off valley walls. Although it may be impossible to eliminate all unpleasant sounds, they can be reduced by:

- 1) Locating main arterial routes away from residential areas.
- 2) Utilizing existing vegetation or future planting to diminish sound transmission.
- 3) Isolating industrial and other development that will potentially generate loud noise from residential neighborhoods.

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1 Lynch, Kevin; Image of a City, M.I.T., Harvard Press, 1960

2 Visual Pollution in the Lake Tahoe Basin; a report by J. McEvoy 111, and Sharon Williams, Tahoe Research Group, University of California, Davis, 1971

## CONCLUSIONS

The evaluation of the social, historic and aesthetic values inventory by the Blaine County Planning and Zoning Commission resulted in the following conclusions and recommendations:

1. Designate **Hwy 75** as a scenic corridor;
2. Specific programs and detailed identification of historical sites should come under the jurisdiction of the Parks Commission;
3. Establish development review criteria to identify and preserve such sites in the future;
4. Incentives to preserve and restore existing architectural land marks should be created by the cities;
5. Establish planned development policies which restrict signs and development adjacent to **Hwy 75** and maintain areas of high visibility under open space uses;
6. Adopt visual analysis review criteria.

ECONOMY



## PURPOSE

Recreation, agriculture and mining are the primary contributors to Blaine County's economy. The varied topography lends itself to many forms of recreation, particularly skiing, snowmobiling, fishing, hunting, and camping. Sun Valley alone hosts an estimated 76,500 skiers annually and the Sawtooth Forest lands offer an abundance of recreational facilities and campsites.

The Janss Corporation's purchase of Sun Valley from the Union Pacific Railroad in 1964 initiated a period of increased economic activity in the entire Wood River Area. The announcement that \$30,000,000 would eventually be spent on development of the resort contributed to the economic surge. Since that time, considerable construction has taken place around Sun Valley, including luxury homes, condominiums, town houses, remodeling of schools and hospitals, government buildings, ski complexes, and other facilities.

Cattle and sheep ranching have also contributed heavily to the county's economic growth. The largest ranching operations occupy the county's higher elevations but numerous large cattle feed lots, dairy operations, and diversified crop farms are located in the warmer climate of the lower elevations.

The WRRRA Economic Base Study provides an analysis of population and economic statistics which are derived from census and other data. Some of this information has been used in this section for general background.

In addition, The Blaine County Economic Base Study, though out of date, contains many specific recommendations relating to possible county economic plans. This study should be re-evaluated and updated.

This section discusses general economic considerations as they pertain to future development and land use in the county. Most of these considerations are identified as areas of future study.

The Blaine County Planning and Zoning Commission desires:

- 1). To maintain the economic well being of Blaine County residents.
- 2). To identify and establish equitable taxation methods and policies which are consistent with land use planning goals.
- 3). To identify and resolve the conflict between speculative land values and appropriate land use.

## EMPLOYMENT AND PERSONAL INCOME

Because of the high incidence of seasonal employment in recreation, mining, logging, forestry, agriculture, and construction. Blaine County has extremely high employment fluctuation. Seasonal high and low employment fluctuated at a rate of 28% in relation to the average total employment in both 1962 and 1969.

Recreation is a major employer, especially with the increased economic activity in Sun Valley and the many related businesses in the Wood River areas. Continued expansion of business related to summer recreation, and tourism may eventually enable summer employment and sales volume to equal the high winter levels.

During the eight years from 1962 to 1969, total employment rose from 2,037 to 3,010 - an increase of 48%. Employment in the service and miscellaneous category, increased from 171 to 920 - an impressive 538%. Trade employment increased from 288 to 450; or 197%, and agricultural employment rose from 478 to 560, a 17% increase.

Sixty-one percent of the county's total personal income in 1965 derived from services- agriculture, commerce and property. Of the major income categories, services have the greatest influence on the economy of the county. From 1958 to 1964, services contributed approximately 4 to 5 percent of the total personal income, but in 1965 its share increased dramatically to 23 percent.

Between 1958 and 1965, personal income in Blaine County increased 35 percent from \$8,756,000 to \$11,827,000. Nevertheless, in 1965, Blaine ranked only twenty-second among Idaho counties, with a personal income of \$2,248 per capita compared to the state average of \$2,401.

Given the increasing human resource base, the quality of the environment, and the natural reputation of the Sun Valley area, it is likely that special light industry concerns could be attracted to the area. This type of development could effectively broaden the county's present economic base and reduce present levels of seasonal unemployment. With proper planning this type of facility is also compatible within existing communities or can provide a focus for new community development. This type of development should be encouraged within the context of existing human resources and existing recreational or agricultural resources.

In a like manner, the continued development of educational facilities in the Sun Valley area will diversify and expand the present seasonal economy. This type of facility, particularly a "continuing education" program, could enhance present recreational services, provide year round use of existing facilities, and constitute a major asset to the community.

As identified in the WRRRA Economic Base Study, the "Boom Town" economy results in a rate of development which cannot be sustained by the local economy. As a result, labor

and services are brought in from the outside, and the revenue generated by these projects is lost. The county should evaluate methods to phase future development projects so as to minimize such losses. Where feasible, the county (as policy) should seek to hire local professional and other service help in the implementation of specific projects and programs.

## TAXATION

Property taxes are the principal source of revenue for local governments. In 1960, the total assessed valuation of the county was \$7,437,137.00. By 1970, it had risen to \$15,468,198.00 - an increase of 107.9 percent.

A detailed evaluation of assessed and real property value in relationship to population growth and service required can provide insights into the efficiency equality of present tax methods. Such studies were initiated by the Ketchum Community Project and for this report. However, this information requires further evaluation and refinement.

In addition, the impact of new development on existing county services should be evaluated with attention to type and location of development as well as density. Criteria should be derived from such information to properly assess the impact of proposed future development.

The pressure of taxation can provide additional stimulus pushing land out of agricultural use. In continuation with the objectives of this plan, preferential tax treatment could be given to agricultural and open space lands to the degree allowable under present state law. The county should exercise the necessary pressure at state level to obtain such allowance. The county should also encourage state adoption of "roll back" or similar taxation methods (as adopted in other states) which seek to protect and maintain existing agricultural lands.

Seasonal populations which occur in the Sun Valley/Ketchum area create the need for public services beyond those required in a more stable community. A preliminary evaluation of per capita taxation indicates that Ketchum resident (at approximately \$90.00/year) pays three times more than the Hailey resident (at approximately \$30.00/year) for basic community services.

The concept of taxing seasonal populations through a "Bed Tax" or similar methods also requires state enabling legislation. Such tax policies have been effectively adopted in Nevada and other states as a county option.

Blaine County could align itself with other recreational counties to lobby for state legislation which would allow the establishment of such taxation.

## LAND OWNERSHIP AND VALUE

The size and location of land parcels, the intent of individual property owners, and the real estate market value of land are the primary factors which will contribute to development in Blaine County.

Subsequent to initial comprehensive plan hearings the Planning and Zoning Commission held meetings with major landowners in the County (Nov., Dec., 1974). The purpose of the meetings was twofold: 1) to explain content and implications of the plan to landowners and; 2) to identify land ownership patterns and elicit individual owner intent as to future use. Detailed map information prepared for and collected at these meetings pertains primarily to the Upper Wood River Valley, and are on file at the Planning and Zoning Office.

Owner response at these meetings can be generally summarized as follows:

- 1) With a few exceptions, all owners in the Upper Valley corridor (North Fork to Bellevue) expressed the intent to develop their property at some time in the future.
- 2) In general, there appeared to be little objection to the reduction of densities allowed under present zoning.
- 3) Strong objection was voiced by many owners to the possible adoption of special development pattern maps. As a result, the recommended planned development program allows greater flexibility within the context of general performance criteria.

The impact of speculative investment or holding is evident in the pattern of subdivision which has occurred in the past five years. Subdivision development tends to occur in those areas where the profit differential between undeveloped land cost and developed lot cost is greatest. One marketable subdivision in an area inflates adjacent undeveloped land proportionately and the next cycle of development occurs in a more remote location where a similar profit differential can be realized. This leapfrogging trend perpetuates itself until commuting distances become unrealistic. Based on similar value differences, the pressure to locate commercial development outside of existing centers has increased. Lax density regulations which show high density use in outlying locations, and reclassification of such lands to even higher densities, only serve to compound the problem. Although beneficial to major land owners, inflated land costs and remote development locations create a major hardship for middle and lower income families in search of residential sites.

The Ketchum/Sun Valley complex is the recreational service and employment hub of the county. Inflated speculative land values radiate from this center. In 1971 developed lots in the Ketchum area hit a marketable ceiling of approximately \$10,000.00 and residential demand began to move southward. In 1975, the county finds itself reviewing a development proposal for 500 residential units located on agricultural lands 20 miles from the Ketchum/Sun Valley area. Meanwhile, only a small percentage of land in the Upper Valley corridor has been utilized for development.

As a result, large unbroken tracts of land under single ownership predominate the upper Wood River Valley, the encouragement of appropriate and creative dev-

elopment within these parcels is a main objective of this plan. Specific areas which have been broken into small parcels are readily apparent on existing USGS land use maps. Critical areas such as the Red Top/Cold Springs corridor, where more intensive development is anticipated, require more detailed planning.

## CONCLUSIONS

The evaluation of the economic inventory by the Blaine County Planning and Zoning Commission resulted in the following conclusions and recommendations:

### EMPLOYMENT

- 1). Identify and locate development of limited light industrial, educational, or other facilities which will increase employment opportunities for existing residents, and, which are compatible with existing agricultural and recreational values;
- 2). Establish programs which encourage the expansion of both + agricultural production and recreational facilities within the context of existing county resources and values; and
- 3). Evaluate methods which phase future growth so as to retain project-generated revenue with the community.

### TAXATION

- 1). Preferential tax treatment should be provided for identified open space land uses;
- 2). Undertake economic studies to:
  - a. Evaluate the affect of taxation policies on land use.
  - b. Compare the cost of extending public services to new development with projected tax revenue, in particular focusing on service demands on vacation homes.
  - c. Analyze the efficiency of present city/county services and recommend alternative programs; and,
  - d. Evaluate alternative taxation methods:
    - 1). Develop taxation,
    - 2). Tourist taxation,
    - 3). Other.

### FISCAL IMPACT OF NEW DEVELOPMENT

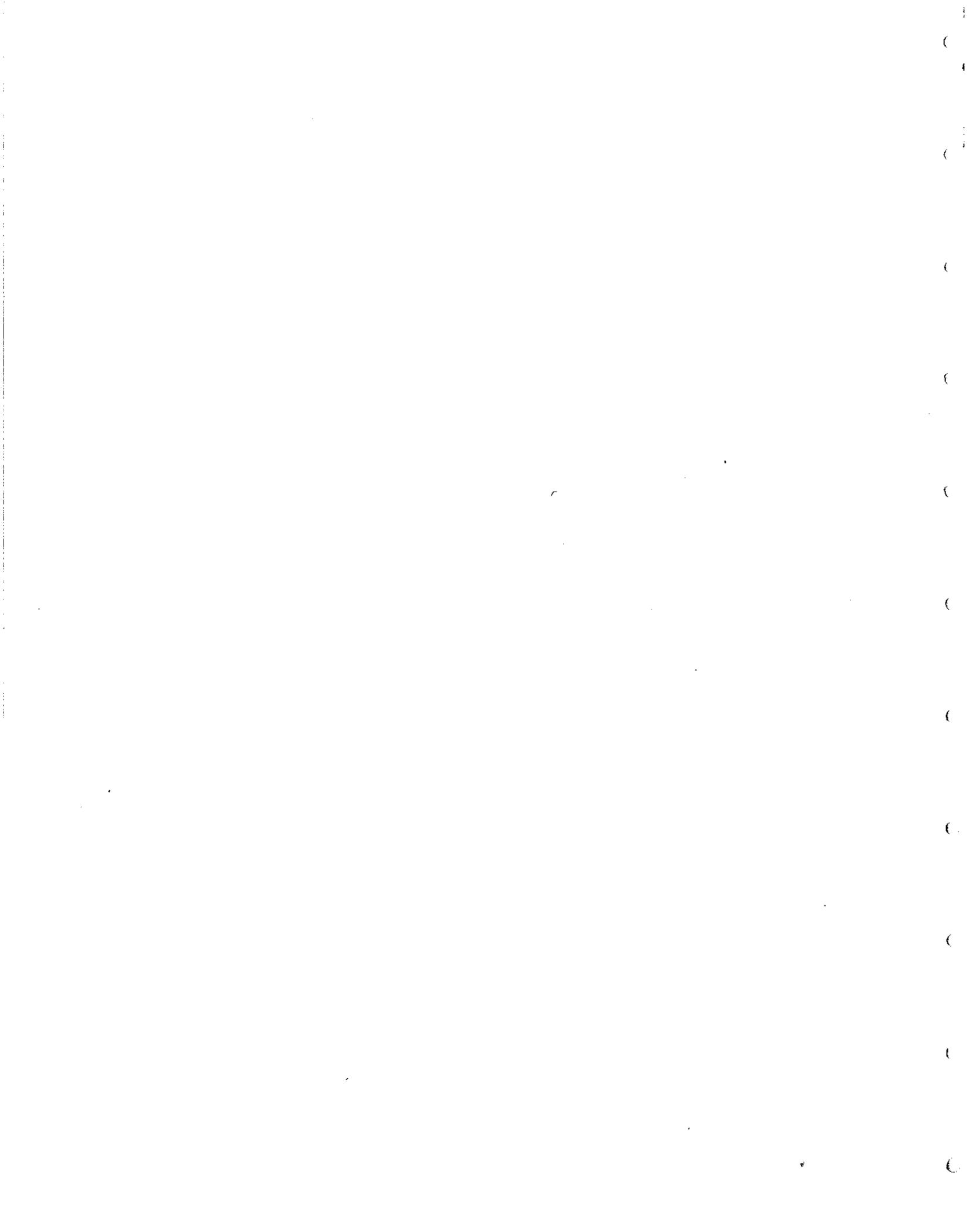
- 1). Ideally, all new growth should pay for itself, providing tax revenue to the County equal to the cost of extending public services.
- 2). Ideally, public improvements (road, sewers, water lines) should be installed by the developer at his own expense prior to their dedication to the County or municipality.
- 3). The data necessary to reasonably predict fiscal impacts and to justify developer-financed public improvements will hopefully result from the afore mentioned economic studies.

## LAND OWNERSHIP

- 1). Equate future density allocation to anticipated population to create a more realistic picture of development potential.



GOVERNMENTAL  
COORDINATION



## PURPOSE

Land ownership within Blaine County is a combination of federal, state and privately held lands which fall under numerous differing political jurisdictions. The location and acreage of each type of ownership is shown on the Ownership Land Map, p.111.

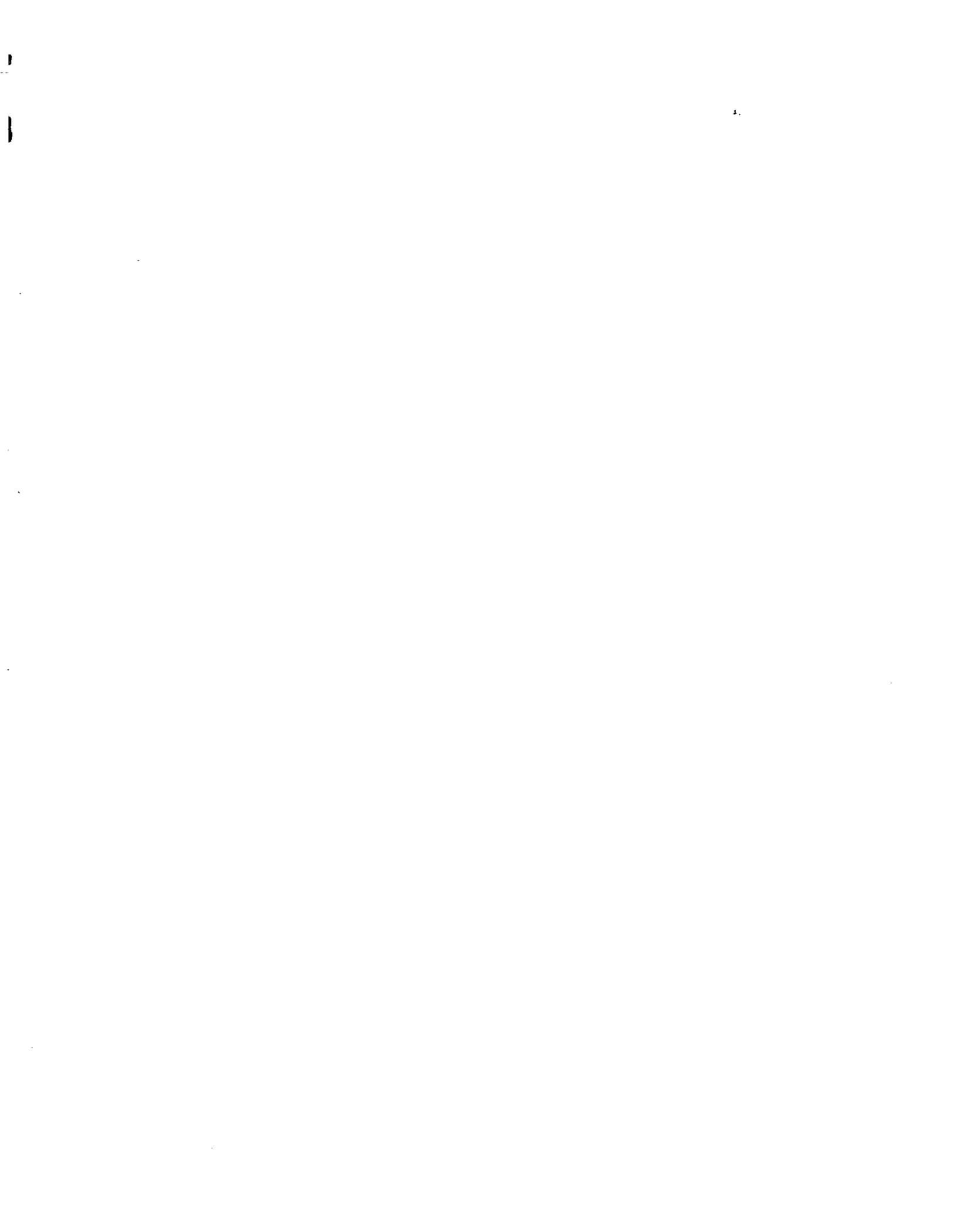
Problems and issues do not respect jurisdictional boundaries. At present there are at least 10 major agencies or jurisdictions within the county making interrelated land use decisions. Coordination between these groups is, at present, almost non-existent. The maze of interwoven regulations and proposals have become complex to the point of being incomprehensible.

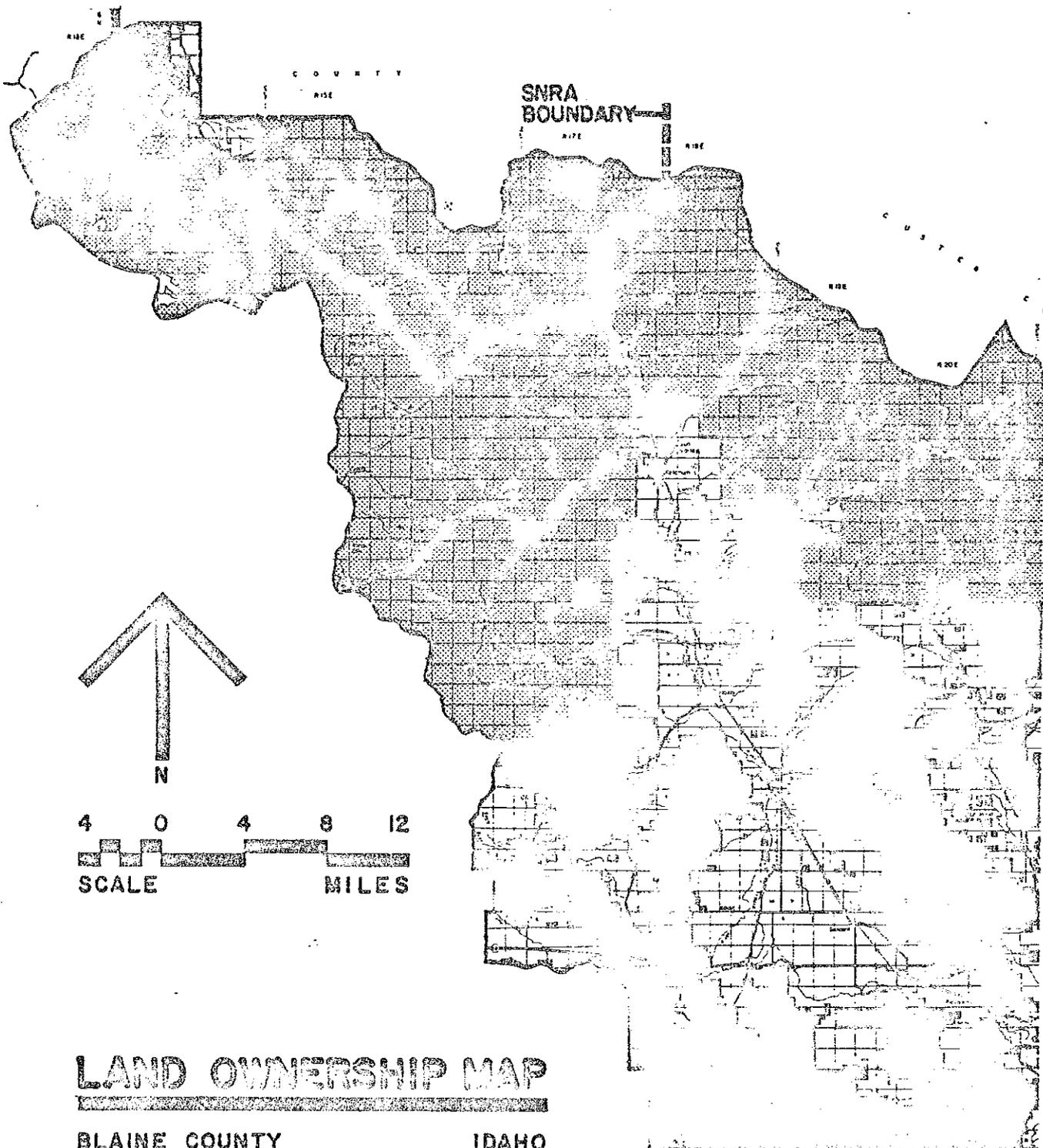
The purpose of this section shall be to identify the various jurisdictions. Procedures are recommended to coordinate the jurisdictions with county planning policies. In addition, these procedures seek to facilitate public understanding of, and involvement in, the decision making process.

The Blaine County Planning and Zoning Commission desires:

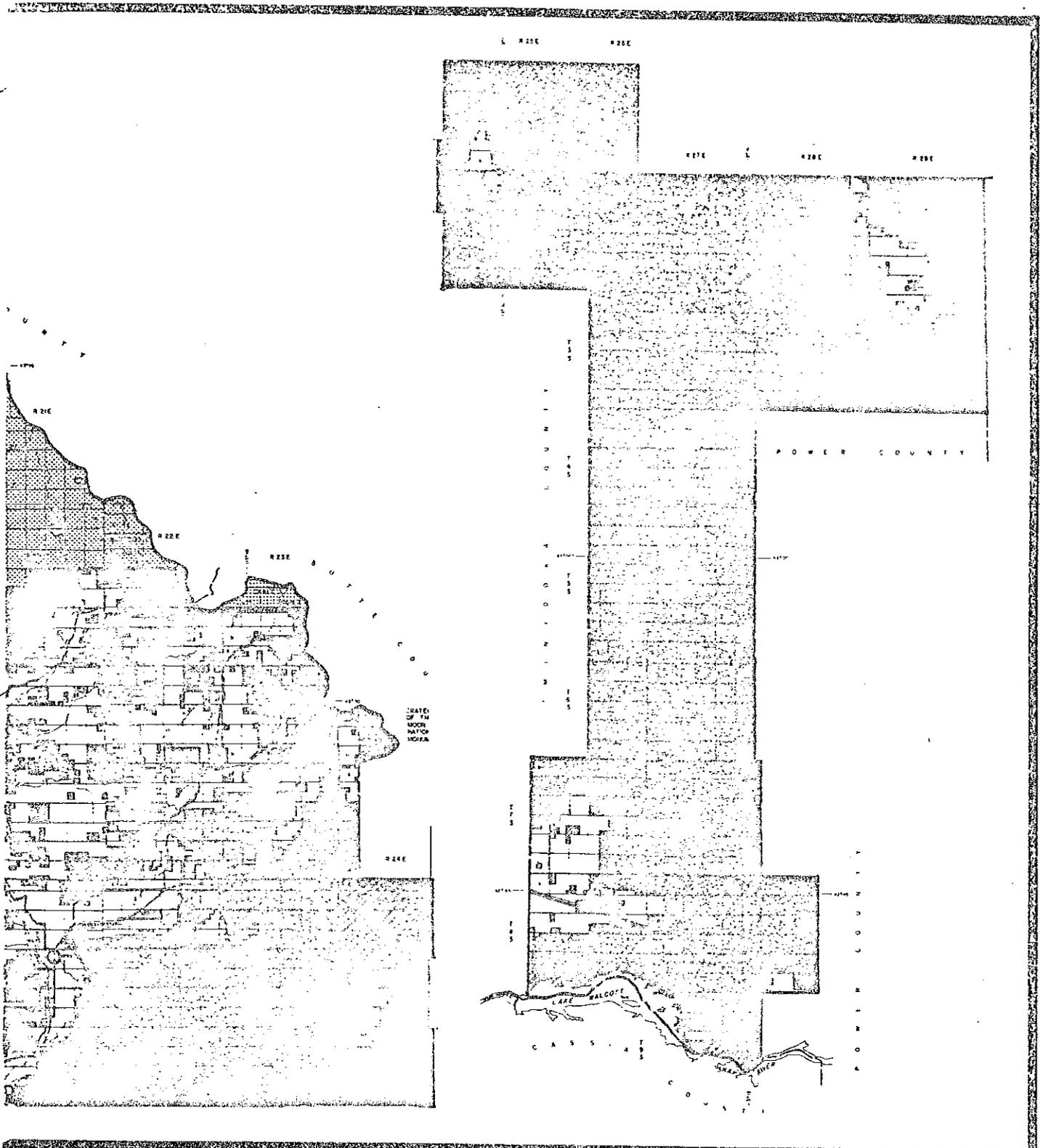
- 1). To identify federal, state, and local land use jurisdictions.
- 2). To promote the efficient coordination of land use planning activities among these jurisdictions.







	FOREST SERVICE	496,947 ACRES
	BUREAU OF LAND MANAGEMENT	785,989 ACRES
	NATIONAL PARK SERVICE	14,400 ACRES
	STATE OF IDAHO	80,825 ACRES



PRIVATE LAND

317,199 ACRES

TOTAL STATE AND FEDERAL LAND

1,378,161 ACRES

TOTAL BLAINE COUNTY LAND

1,695,360 ACRES



## PUBLIC LANDS AND AGENCIES

Traditionally, land use policy relating to Forest Service, National Parks Service; Bureau of Land Management and State Lands has been the responsibility of these agencies. Private lands are under the jurisdiction of related city or county governments.

### FOREST SERVICE

Forest Service lands in the county fall under the jurisdiction of the Sawtooth National Recreation Area (SNRA) or the Ketchum Ranger District. The SNRA was established by Congress in 1972 and the development of recreationally oriented policies are presently in progress.

Implementation of SNRA policy relating to private lands in the SNRA will become the county's responsibility. Future zoning regulation in the area should be coordinated with SNRA planning programs. (See Planning and Zoning Comments on SNRA Land Use Proposals, dated August 10, 1973).

The Ketchum Ranger District follows a normal multiple use policy with a primary orientation toward recreation. This office controls the development of Bald Mountain Ski facilities and other recreational uses immediately adjacent to private lands in the upper Wood River Valley. Location of future recreational access points will be a major determinant in the location of future development.

### BUREAU OF LAND MANAGEMENT

BLM lands comprise a mixture of marginal hillsides and grazing lands scattered throughout the county. All of these lands are under the jurisdiction of the Shoshone District BLM office located in Shoshone, Idaho. Differing geographical areas are defined under the following planning units:

Sun Valley Planning Unit

Timmerman Planning Unit

Magic Planning Unit

Muldoon Planning Unit

Wildhorse Planning Unit

In the past these lands have been available for agricultural and limited recreational development. However, due to the increase in population and related pressures to acquire or utilize these lands, the BLM is presently re-evaluating their use policies and attempting to coordinate these policies with local planning goals.

### STATE LANDS

Land owned by the State of Idaho, acquired under the Federal Lands Act 1891, generally include each 16th and 36th section within the county. Use of these lands, under the control of the State Land Board, provides funds for the State School Endowment Fund.

In 1972 the Land Board sold Section 16, T 4 N, R 18 E, B.M., which adjoins the Sun Valley resort complex for a portion of the Elkhorn Development, at a price of over \$2,000.00 per acre. In addition, recent studies have recommended acquisition of additional Federal Lands in the Sun Valley/Ketchum area. Under the Lands Act, the State has power to choose additional BLM lands not acquired in 1891. The only real value of these lands relates directly to their potential for private development. Future sale of this land for this purpose will have disastrous effects on any attempts to regulate future land use unless closely coordinated with local planning policy.

#### NATIONAL PARKS AREA

Portion of the Craters of the Moon National Monument, established in 1924, lies in the Eastern end of the county. Access to the Park is from Highway 20 approximately 22 miles east of Carey in Butte County. Approximately 200,000 people visited this area during 1973; the area provides limited tourist facilities and a network of pedestrian trails through this geologically unique terrain.

#### OTHER AGENCIES

In addition to the above there exist numerous federal, state and regional agencies which affect specific aspects of land use (i.e. State Fish and Game Department, Wildlife, State Department of Health and Welfare, Air and Water Quality; Public Utilities Commission/Utilities, etc.).

The general concern over land use planning in recent years has resulted in extensive federal and state legislation aimed at coordination of various agency policies. This is reflected in EPA and State Bureau of Planning and Community Affairs Policies and Regulations. To be effective this coordination must be carried through at the local level. Also, the personnel within these agencies provide an array of technical capabilities which can be utilized in making local planning decisions.

#### REGIONALIZATION

Under the State of Idaho's recent program of regionalizing local governments, Blaine County has become part of the eight county South Central Regional District. Local taxes presently help support some regional agencies. Governmental regulations and policy which originate some regional organization, often tend to duplicate state responsibility and disregard specific county problems.

Local governments are delegated with the authority and responsibility to establish local policy and control. Other areas of this report recommend the establishment of joint city/county agreements: these recommendations are based on the belief that such coordination can assist cities as well as the county in resolving mutual problems. Recreation growth has had a major impact on Blaine County. In the future, alliance with Camas, Butte or Custer Counties facing similar growth problems

could be of value. However, to be effective, such coordination must be the decision of local government, based on identified needs and common goals.

## COUNTY AGENCIES AND JURISDICTIONS

### COUNTY OFFICES AND COMMISSIONS

The Blaine County Board of County Commissioners is composed of three Commissioners elected from the upper, middle, and lower areas of Blaine County. On a part time basis, and at minimal salary, this board directs a vast array of offices, personnel, equipment, boards and Commissions required to maintain the public welfare. The policies established by the Board have a direct effect on every industry in the County.

This section briefly discusses those County offices, Commissions and Board which have a direct relationship to future land use planning programs.

### GENERAL ADMINISTRATION

The general administrative offices and records for the County are located in the Blaine County Courthouse in Hailey. Although eased by the construction of a new sheriff's office and jail, these facilities are cramped. The remodeling of the basement will help alleviate this problem. However, it is anticipated that additional facilities will be required in the future. Tax policies, general assessment information and ownership maps established by or contained in the assessor's office have a close relationship to planning programs. Future planning personnel and facilities should be closely aligned with this office.

### PLANNING AND ZONING COMMISSION

The Blaine County Planning and Zoning Commission was established in 1969 to initiate a land use planning program. In 1971, zoning ordinances were adopted and a joint building department / planning office was established to administer these ordinances. In 1974, state and local funds were appropriated to prepare this comprehensive plan document. Implementation of the plan assumes the establishment of a full time planning office and facilities to initiate the programs set forth in the comprehensive plan.

### ROADS

Jurisdiction and supervision of roads, and road maintenance are presently the direct responsibility of individual Commissioners. These responsibilities consume a great deal of time. Designation of a roads supervisor has been considered and is advised.

Road maintenance represents a major county expenditure. The lack of consistent policies relating to responsibility and construction of new roads can dis-

proportionately increase such expenditures. Road standards and policies have been adopted from time to time based on these considerations. They should be incorporated within a comprehensive road plan.

## SCHOOLS

The Blaine County School Board provides elementary school facilities in Ketchum, Bellevue and Carey. Junior high, and high school facilities are located in Hailey and Carey, with students bussed to these locations.

In 1974 a \$4,000,000.00 school bond issue was passed by the county. The present Wood River high school will be demolished. Located on lands provided by the Woodside Development, the new Wood River high school plans include an auditorium which will serve as a multi-purpose, school, and community facility in the immediate future the high school will use the swimming pool and tennis courts that are proposed for the adjacent housing development.

A new junior high school will be constructed adjoining the existing high school gymnasium and will utilize the present science building. The present junior high school building will be converted into an elementary school for Hailey. Additions will be made on the Ketchum and Bellevue elementary schools, and to Carey's combination elementary-high school.

## HOSPITALS

The Moritz Community Hospital at Sun Valley has 23 beds, a staff of five full-time doctors, and a radiologist, pathologist and neurologist included on its part-time staff. Blaine County Hospital in Hailey has 17 beds, two doctors, and one medic, all in residence.

Having two hospital facilities has led to the duplication of facilities and services. Plans present'y under consideration would phase out both facilities and create a new single facility somewhere between Ketchum and Hailey.

## FIRE DISTRICTS

Each city in the county has a volunteer fire department. Three rural fire districts include the upper Wood River Valley (East Fork and north), the lower Wood River Valley (East Fork south) and the Carey area. These areas are serviced by equipment from Ketchum, Bellevue and Carey, respectively. Rural residents of the county presently pay one half of the tax load for fire protection; this is scheduled to be revised.

Development occurring in the county should be reviewed by related fire district personnel. Improvements which facilitate fire protection should be mandatory.

## AIRPORT DISTRICT

The appointed airport commission was established to oversee the Friedman Memorial airport operations. It makes recommendations relating to airport safety, development and expansion. The commission acts as the liason between the Federal Aviation Administration and local policy.

## FLOOD CONTROL DISTRICT

Flood Control District #9 was established by state law to protect property, and is funded by local mill levies. There are three divisions of this district between the SNRA boundary beyond North Fork and the Stanton Crossing.

Flood control actions are initiated on the basis of private request. The flood control district forwards the permit proposals to the State Department of Water Administration for final approval. The Army Corps provide physical and financial aid on major projects as requested by the state.

## SOIL CONSERVATION DISTRICT

The Soil Conservation District is an elected body created by state law and is charged with attending to soil and conservation problems. District super visers are responsible for the following:

- 1) Establishing a program for the identification of general long range goals. The Soil Conservation Service is called upon to implement those goals.
- 2) Assisting governmental units and individuals with their soil-related problems. There is an increased demand for soil studies by developers and property owners who anticipate building private homes.

## PARKS AND RECREATION

The county Park's Commission has been dormant since its establishment in 1972. It is recommended that the Parks Commission be re-established to coordinate all recreation activities within the county and to assume responsibility for the development of specific recreational programs and facilities.

## CEMETERY DISTRICTS

The cities of Ketchum, Hailey and Bellevue have a cemetery district. The need for expansion of cemetery facilities should be evaluated in future city planning programs.

## CONCLUSIONS

The evaluation of the governmental coordination inventory by the Blaine County Planning and Zoning Commission has resulted in the following conclusions and recommendations:

### PUBLIC LANDS

- 1) Initiate programs to coordinate planning policies and projects between federal, state and local jurisdictions;
- 2) Establish yearly agency review meetings to coordinate local state and federal planning programs;
- 3) Evaluate its involvement with existing and future regional programs; and
- 4) Coordinate specific zoning regulations with SNRA policy for development of private lands.

### COUNTY AGENCIES AND JURISDICTIONS

- 1) Establish a county planning office with full-time staff and facilities under the supervision of the Commissioners and the Planning and Zoning Commission to coordinate future county programs;
- 2) Establish a coordinated plan for the physical expansion of school, hospital, administration, airport and other institutional facilities. Where possible, such expansion should occur within the framework of existing communities and should be aligned with specific community development programs (especially the City of Hailey). Programs for necessary land acquisition should be implemented. State and federal facilities (and future needs) should be coordinated within this plan.
- 3) Initiate a consistent mapping program to determine a common map scale and develop a comprehensive set of county maps. These maps should be coordinated by Planning and Zoning, Assessors office and other county offices or commissions for evaluating and recording land use information; and
- 4) Require proposed development projects to submit information at a common scale and where necessary, to provide the physiographic and other required base map information not included on county maps.

## INTRODUCTION

The comprehensive plan consists of two parts: an official Text and official Land Use Maps. Both of which are officially adopted as the Blaine County Comprehensive Plan. These two parts are closely related and neither is sufficient by itself. In addition, water, sewer, transportation, park, neighborhood plans or other special detailed plans may be adopted as supplements to the comprehensive plan.

### LAND USE MAPS

The land use maps illustrate how the provisions of the text have been applied in a visual perspective. These show general land use patterns that are desirable for Blaine County. Three land use maps cover the entire County. Two maps, scale: 1" = 2000', cover the Ketchum, Hailey and Bellevue vicinity, entitled, "Upper Wood River Valley Comprehensive Land Use Map," and "Middle Wood River Comprehensive Land Use Map." One map, scale: 1" = 1/2 mile, covers the remaining County area, entitled, "Blaine County (Rural) Comprehensive Land Use Map."

The land use designation as shown on the land use maps are intended to accomplish the following:

### AGRICULTURAL, RECREATION AND OPEN LAND

There are three types of land use classifications that may be included within this designated area, namely:

1. Unproductive Agricultural - Those areas which are otherwise in agricultural areas, but which are not productive agricultural lands. Density transfer from this district will not be allowed. Clustered development within this district is encouraged.
2. Agricultural - Those areas which are currently being used for agricultural production. It is the policy of Blaine County to limit development on those lands as much as possible, because of the value of those lands to the economic base for both agricultural production and recreational value. It is realized that all development cannot be limited. It is hoped that density transfers will be made from these lands to other districts. Clustered development on those parcels which will be developed is encouraged.
3. Open Space - Those areas that undergo the process of density transfer. Lands from which density is transferred will be classified as open space and restrictions for future development may be imposed. This does not include land that is used as open space within a planned unit development.

## ESTATE RESIDENTIAL

To establish low residential density areas and preserve the semi-rural residential character. To prevent extensive urbanization in areas generally restricted by one or more of the following conditions:

1. Limited traffic access and circulation due to geographic constraints;
2. A predominance of soil having limitations or severe limitations for intensive development;
3. Steep slopes, water courses where erosion earth slippage and water runoff present limitations or severe limitations for intensive development.

Planned Unit Development, subdivisions and density transfer to this area are allowed.

## RURAL RESIDENTIAL

To provide for single and multi-family residential areas in areas not now served by central water and sewer, and which will not be served by such services in the foreseeable future. It provided for and protects residential lands for families who desire to live in an environment of single or multi-family dwellings on lot sizes large enough to handle individual sewer and water systems.

Planned Unit Developments within and density transfer to this district are encouraged.

## URBAN AND MULTI-FAMILY RESIDENTIAL

To provide for and protect residential lands for families who desire to live in an environment of single or multi-family dwellings and who do not want or have no need for the larger lots provided in other residential districts. Because of the high densities allowed in this district, it is required that this district be confined to those areas which are served by central water and sewer facilities, or which will be served by such facilities in the foreseeable future. Planned Unit Developments and subdivisions which include this type of density shall provide for central water and for sewage treatment which will be of a quality equal to that provided by adequate municipal systems, provided that other conditions for approval of Planned Unit Development's and subdivisions are met.

Planned Unit Developments and density transfer within these districts are encouraged.

## GENERAL AND TOURIST COMMERCIAL

To provide for areas that are suitable for both tourist and general commercial uses. The location of these uses should be grouped together to avoid strip commercial development from occurring along roads.

## LIGHT INDUSTRIAL AND INDUSTRIAL

To provide lands for, and to encourage the grouping together of warehousing, manufacturing and other light industrial uses, which because of their normal characteristics, would be relatively unobjectionable and could be permitted to operate in close proximity to and would not be detrimental to surrounding commercial or residential uses.

## OVERLAY CLASSIFICATION

Due to unique hazard and aesthetic conditions the following classifications are created to guide development within these unique areas:

1. Flood Plain Overlay - To guide development in the floodway and floodway fringe areas of any water course that flood flows, and to minimize the expense and inconveniences to the individual property owners and the general public through flooding. Uses permitted and conditional uses that are authorized are generally associated with open space, recreational, and agricultural land uses and shall not hinder the movement of floodwaters.
2. Airport Vicinity Overlay - To prevent the establishment of air space, light producing and electromagnetic encroachments on aircraft runway approaches.
3. Scenic Corridor Overlay - To preserve the scenic values along certain routes which have unusual scenic interest by the prohibition of development and advertising signs.

## USING THE LAND USE MAPS

The value of the land use maps will depend on how they are used by the citizen and decision makers of Blaine County. This will primarily consist of:

1. Consulting the maps as a guide on zoning, subdivisions, roads and streets, schools, utility systems and similar questions. Procedures should be established for referral to the maps and plan text as part of the regular process of reaching decisions.
2. Reviewing and updating the maps in context with the goals and objectives as stated in the comprehensive plan. A detailed review and study of the land use maps should be conducted each five years.

The land use maps show general land patterns; i.e., open space, agricultural, residential, commercial, industrial, hazardous areas, transportation pattern and governmental jurisdictional areas. The maps are not intended to show specific land use or zoning classifications. But rather, to represent compatible land use patterns based on available public services, existing development and community goals and objectives. By using the land use maps as a general guide for making land use decisions the property rights and values within Blaine County can be protected.

