

City of Salmon

Comprehensive Plan

Draft
August, 2009

All proposed additions to the comprehensive plan from the 1992 version are underscored, all proposed deletions are ~~struck through~~, and areas needing more discussion are **highlighted**.

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City of Salmon

Salmon, Idaho, is located approximately 140 miles south of Missoula, Montana, and 160 miles northwest of Idaho Falls, Idaho. The City is located in a wide mountain valley, at the confluence of the Salmon and Lemhi Rivers. The Salmon River Mountains ascend from its western edge, and rugged foothills rise northeast toward the impressive skyline of the Bitterroot Mountain Range and the Continental Divide. Beaverheads. The Lemhi Range begins at Sal Mountain, on the southeastern horizon.

Salmon was incorporated in 1892 but traces its origin back into the 1860s, when it served as a supply center for the gold mines of Leesburg and other high country locations. Historically, mining, timber and agriculture were the bedrock of the City's economy ~~has played a role throughout the city's history, but the basis of its economy has shifted to ranching, which now supports some 45% of all local economic activity. Wood products and government, are also important sources of employment and income. In recent years, the area's scenic and recreational resources have established tourism as a vital part of the local economy.~~ Recently, there has been an economic shift. Tourism, public health services and government have become important sources for employment and income. However, agriculture still represents the majority of the county's economic base (activities that, through added value, provide a base for employment in other sectors) and a significant portion of the tax base as well. Their economic impact will be increased as major mining operations are in the process of being resumed.

Salmon and Lemhi County lost population during the 1980s. The Year 2000 Census population data indicates a 6.2% increase in City population since 1990, due mostly to mining operations. An influx of retirement age people has since offset a net loss of young people from the region, a typical trend for small rural communities. The current population estimate for Salmon is 3,100 citizens. Revised population data will be available upon the completion of the 2010 Census.

Someplace Special? **A River Runs Through It**

Salmon is the gateway to the Frank Church River of No Return Wilderness. This is the largest unspoiled wilderness in the contiguous US, and it contains the Salmon River (the "River of No Return"), which is the longest free flowing river in the lower 48 states. It is truly a national treasure that flows through the heart of the City and into the wilderness.

The abundance of nearby public lands administered by the USDA Forest Service (the Salmon-Challis National Forest) and the Bureau of Land Management combine with the Salmon River to offer a sportsman's paradise with outstanding year-round outdoor recreational opportunities. Clean air, clean water, and unspoiled mountain vistas have been preserved by Salmon's relative, but appreciated, isolation. This isolation has served as a buffer from the unrestricted over-

development which has plagued other communities throughout the state. Subsequently, this remoteness from other community centers has been positive for Salmon, which has enjoyed a high quality hospital, excellent community services, and adequate shopping opportunities for its residents and visitors.

~~Salmon has tremendous assets, including irrigated pastures and cropland along the rivers, the mines and timber stands of the surrounding mountains, and the outstanding scenic, recreational, and wildlife resources offered by the Salmon River and the Salmon National Forest. The city also has clean air, generally clean water, fantastic mountain vistas, a low crime rate, and a healthy central business district.~~

~~For many residents these assets outweigh any limitations Salmon's isolation imposes on the availability of shopping, educational opportunities, or cultural events. Under investment in public infrastructure (especially schools), the distance to markets, and the limited diversification of the local economy are more serious drawbacks, but for many people Salmon is indeed a special place.~~

A What the Comprehensive Plan Does for Salmon

The Comprehensive Plan provides a set of goals and guidelines for future growth and development within the City. A framework to implement these goals is required in the Comprehensive Plan to accomplish the desired results.

This comprehensive plan provides the City with:

- a set of land use and related goals, guidelines and recommendations for the development of the City;
- a future land use plan (FLUP) map and land use policy statements that will be implemented with the Salmon Development Code;
- a guide for major public investments required to implement the Comprehensive Plan and for developing a Capital Improvements Plan and identifying funding sources; and
- a process for reviewing and updating the Comprehensive Plan..

~~The natural assets that make Salmon a special place are also attractions. Salmon and Lemhi County lost population during the 1980s, but renewed mining activity, recreational development, and the immigration of retirees could all be "growth generators" during the 1990s. In fact, the recreation and retirement sectors appear to have supported the construction of more than 600 new homes during the past decade, even while the population (as counted on April 1) declined.~~

~~The purpose of this comprehensive plan is to help maintain and enhance Salmon's assets, while accommodating the change those assets will inevitably attract.~~

The Legal Basis Authority for Salmon's Comprehensive Plan

The legal authority for the adoption of this comprehensive plan is found in Idaho's Local Planning Act. I.C. 67-6503 requires all Idaho cities to exercise the powers of comprehensive planning, zoning, and subdivision regulation. That general mandate is expanded in I.C. 67-6508, which states:

It shall be the duty of the planning or planning and zoning commission to conduct a comprehensive planning process designed to prepare, implement, and review and update a comprehensive plan . . .

This update of the Salmon Comprehensive Plan, as adopted in 1992, provides for consistency with the 1995 provisions of the Local Land Use Planning Act (Idaho Statutes 67-6508(a-o), Planning Duties). The Local Planning Act then lists one dozen These fifteen components that must be included in all comprehensive plans, unless the plan includes a statement explaining why the community for which it is being adopted does not need a particular component. Table 1 shows how the policies adopted here relate to the requirements of the Local Planning Act.

The City's Planning Process To Adopt the Comprehensive Plan

The process leading to the adoption of ~~this~~ the original comprehensive plan actually began in 1987, when the City of Salmon became involved in the lengthy litigation of an apparently simple land use issue (that suit was finally settled in 1991). Other ~~With several zoning controversies also erupted, even with the limited amount of development taking place. It was clear that the~~ A 1981 Growth Management Plan and the subsequently adopted zoning ordinance were not providing adequate direction or support for the City's land use decisions, causing the City and its citizens to revisit growth and planning goals and guidelines.

~~The Idaho Planning Association's "short course" for planning and zoning commissioners was presented to City and county officials on October 25, 1989. Following that training, the City of Salmon and Lemhi County agreed to cooperate in retaining a consulting planner, who initiated the background studies described in the next section during the summer of 1990.~~

~~Discussion sessions with the Salmon Planning and Zoning Commission also began during the summer of 1990. A November 17, 1990 meeting with the Lemhi County Planning and Zoning Commission featured a tour of the area surrounding Salmon, and afforded an opportunity to discuss a possible area of city impact. Three public planning workshops were held on February 12-14, 1991. These workshops were organized to allow citizens from three different areas in the city to provide~~

input on the desirable future land use pattern in their neighborhood. More than 100 residents of the city and the surrounding area participated.

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The community meetings were followed by monthly planning and zoning commission work sessions, which resulted in a draft plan and development code. The draft documents were made available for public review in October 1991. A community information meeting was conducted on October 22, and a formal public hearing before the planning and zoning commission followed on November 19. At that hearing, the planning and zoning commission made several changes in the draft documents and recommended their adoption to the mayor and city council.

NOTE: A paragraph describing the council's hearing and action on the plan will be added to the final version.

Planning Background Studies

This previous comprehensive plan was is supplemented by three background studies, which were produced in cooperation with Lemhi County. They provided a sound factual basis for the policies adopted in the comprehensive plan. These were:

- A Social and Economic Profile: Lemhi County, City of Salmon (October 1990) provides extensive information describing the population and economy of Lemhi County and Salmon. It traces the recent trends in local population distribution, employment, and income; provides population projections for the next two decades; and explains the structure of the local economy. Important findings of the profile include:
 - √ the pronounced trend toward residential development in the county rather than within the city limits (See Page 7);
 - √ the potential importance of retirees in future local demographic and economic trends (see page 8), and
 - √ the key role of agriculture in the local economy (see page 24).
- Planning for Public Facilities and Services in Lemhi County and the City of Salmon (October 1991) identifies major issues in the provision of public facilities and services in Salmon and Lemhi County. It also presents a brief public facilities inventory and a detailed analysis of the fiscal impacts of rural residential development. Important findings of this study include:
 - √ the limited capacity of most local service providers to accommodate population growth and economic development, and √ the imbalance between the revenues generated by a rural residence and the expenditures required to provide public services to that residence (see page B-3).
- Land Use and Natural Resources in the Salmon Urban Area (November 1991) uses maps and statistical tables to describe current land use patterns in Salmon and the surrounding area. This study also identifies the principal natural resources and natural limitations on development in the Salmon Urban Area. Important findings of this inventory include:

~~√ the extensive potential for “in-fill” development in Salmon (see page 3), and
√ the vulnerability of much of the urban “fringe” to groundwater contamination from
on-site wastewater disposal (see page 4).~~

~~These studies will require regular updates to assure that local decision makers have access to the best possible information. The implementation strategies adopted in this plan also call for additional studies, including the preparation of conceptual plans for the re-development of Island Park and an analysis of how best to sustain the vitality of downtown Salmon, including a study of the possible creation of an historic district in the city’s center.~~

In 2008, the City again embarked upon an update of the Comprehensive Plan. This began with the adoption of a “Private Property Right” element, which had been required by state law since the adoption of the 1992 Comprehensive Plan. The Planning Director and a planning group began reviewing possible goals for the new comprehensive plan and public meetings began in early 2009. Adoption of the comprehensive plan followed a long public input process and careful review by the City of Salmon Planning and Zoning Commission and members of the City Council.

Table 1—LPA Requirements

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ELEMENT ONE – Private Property Rights

The City of Salmon is charged with preparing and adopting an up-to-date Comprehensive Plan that provides for effective citizen involvement in an ongoing land use and development process. This element is required through a change in state law enacted in 1995. The law mandates an analysis of the provisions which may be necessary to insure that land use policies, restrictions, conditions and fees do not violate private property rights, adversely impact property values or create unnecessary technical limitations on the use of property.

Protection of individual property rights is important to all residents of the City, but should go hand in hand with quality development that protects and respects private property rights. There is a belief that all new proposed uses should be studied carefully for the potential impact on current uses and that any potentially negative impact should be mitigated. In addition, the City of Salmon is charged with protecting private property from being taken for public use without payment of just compensation.

Evaluation of new ordinance proposals and development reviews subsequent to the adoption of this comprehensive plan ensure that land use policies, restrictions, conditions and fees do not violate private property rights.

I. Goal

It shall be a goal of the City of Salmon to ensure that land use policies, restrictions, conditions, and fees do not violate private property rights, adversely impact property values or create unnecessary technical limitations on the use of property.

I.a. CITIZEN PARTICIPATION

Objectives:

- a. Provide opportunities for the general public and private property owners to review, comment, and make recommendations on planning and development proposals.
- b. Keep citizens informed about the status of the city planning and development process by making public records available.
- c. Protect landowners from arbitrary and discriminatory actions.
- d. Provide for changing public needs and desires.
- e. ~~Enable~~ Assist citizens ~~to~~ in identifying and comprehending the issues.

1. POLICY

The City of Salmon should provide for a continued public participation process and citizen involvement in evaluating compatibility of planning and development proposals.

2. POLICY

The City of Salmon should assure that a public review process for all new development within the city provides for the health, safety and welfare of the citizens of Salmon.

3. POLICY

The City of Salmon should assure that a public review process for all new development provides for adequate protection under the laws of the city, state, and federal government and mitigates negative impacts upon ~~protects private property and current uses from obtrusive, obnoxious, and/or incompatible uses and development that violates private property rights, may reduce property values, ; or that~~ may result in a public nuisance; or may result in a public health hazard; and/or does not respect the traditional land use patterns and mix of uses of the neighborhood.

I.b. PRIVATE PROPERTY RIGHTS

Objectives:

- a. Balance individual rights with a respect for the property rights of neighboring owners and the good of the community at large. Providing for an inclusive public participation process in order to identify competing public and private property rights.
- b. Prevent unconstitutional takings of private property.

1. POLICY

The City of Salmon should protect, enhance, and insure that private property values and rights are within applicable ~~requirements parameters~~ of federal, state, and local laws.

This should be accomplished through the utilization of the Attorney General's checklist:

- Does the regulation or action result in the permanent or temporary physical occupation of the property?
- Does the regulation or action require a property owner to dedicate a portion of property or grant easement?
- Does the regulation deprive the owner of all economically viable uses of the property?
- Does the regulation have a significant impact on the landowner's economic interest?
- Does the regulation deny a fundamental attribute of ownership?
- Does the regulation serve the same purpose that would be served by directly prohibiting the use or action; and does the condition imposed substantially advance the purpose?

2. POLICY

The City of Salmon should evaluate each related land use and development action to protect private property values and rights.

3. POLICY:

All legally existing land uses shall be allowed to continue as either conforming or nonconforming land uses to protect individual property rights and investments.

I. c. EMINENT DOMAIN

Objectives:

- a. Provide opportunities for private property owners to review, comment, and participate in a process for the City to acquire private property for needed public use.
- b. Prevent unconstitutional takings of private property.
- c. Promptly identify private property needed for public use and promptly pay just compensation to acquire such property before resorting to a condemnation action.

1. POLICY

The City of Salmon should protect private property from being taken for public use without just compensation. (~~House Bill 555, 2006 Idaho Legislature in response to U.S. Supreme Court's decision in *Kelo v. City of New London*.~~)

2. POLICY

The City of Salmon should inform affected property owners of the purpose and intent of any eminent domain action of private property for a needed public use.

ELEMENT TWO – Population

The Population Element focuses on analysis and predicts the size of the future population that will need to be serviced. The make-up of the population may influence the type of services the City needs to consider.

This element contains the most current population forecast for the City and the Area of City Impact. This data is compiled by the State of Idaho Department of Commerce from the most recent US Census, which was in 2000. The next Census count will be in 2010.

As of March 2009, the City of Salmon consisted of approximately 1,596 acres. This is a growth from 1,350 acres in 2002.

The following statistics for the City have been provided by the State Department of Commerce and/or U.S. Census Bureau:

State Population

1,499,402 (2007)

1,466,465 (2006)

1,429,096 (2005)

1,395,140 (2004)

Population of Salmon, 1990-2000

Source: US Bureau of the Census, April 1, 2000

Release March 2001

<u>Year</u>	<u>1990</u>	<u>2000</u>	<u># Change</u> <u>1990-2000</u>	<u>% Change</u> <u>1990-2000</u>
<u>Population</u>	<u>2,941</u>	<u>3,122</u>	<u>181</u>	<u>6.2%</u>

Historical Population of City

<u>Year</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
<u>Population</u>	<u>2,439</u>	<u>2,648</u>	<u>2,944</u>	<u>2,910</u>	<u>3,308</u>	<u>2,941</u>	<u>3,122</u>

Age of population – All persons in Lemhi County 1990 - 2000

<u>1990 All Persons</u>	<u>< 18 Yrs 1990</u>	<u>18 Yrs + 1990</u>	<u>2000 All Persons</u>	<u>< 18 Yrs 2000</u>	<u>18 Yrs+ 2000</u>	<u># Change < 18 1990-2000</u>	<u>% Change < 18 1990-2000</u>	<u># Change 18+ 1990-2000</u>	<u>% Change 18+ 1990-2000</u>
6,899	1,898	5,001	7,806	1,991	5,815	93	4.9%	814	16.3%

Population Income– Lemhi County FY 2006

<u>30% of Median</u>	<u>10000</u>	<u>11450</u>	<u>12900</u>	<u>14300</u>	<u>15400</u>	<u>16600</u>	<u>17750</u>	<u>18900</u>
<u>Very Low Income</u>	<u>16700</u>	<u>19199</u>	<u>21450</u>	<u>23850</u>	<u>25750</u>	<u>27650</u>	<u>29550</u>	<u>31500</u>
<u>Low Income</u>	<u>26700</u>	<u>30550</u>	<u>34350</u>	<u>38150</u>	<u>41200</u>	<u>44250</u>	<u>47300</u>	<u>50350</u>

Disability Data

<u>Population 16 to 64 years</u>	<u>Population 16 to 64 With a Disability</u>	<u>Percent 16 to 64 Years With a work Disability</u>	<u>Population 65 years and over</u>	<u>Population 65+ With a Disability</u>	<u>Percent 65 years and over With a Disability</u>
1,748	218	12.5%	545	301	55.2%

Community Development Profile - Race, Hispanic, Minority Data

<u>Total Population</u>	<u>White alone (not Hispanic)</u>	<u>Percent of Population White alone (not Hispanic)</u>	<u>Black alone (not Hispanic)</u>	<u>American Indian alone (not Hispanic)</u>	<u>Asian alone (not Hispanic)</u>	<u>Hawaiian Nat. or Other Pacific Is. (not Hispanic)</u>	<u>American Indian/Alaska Native and White (not Hispanic)</u>	<u>Asian and White (not Hispanic)</u>	<u>Black/African American and White (not Hispanic)</u>	<u>Native and Black/African American (not Hispanic)</u>	<u>Other Multi-Racial</u>	<u>Hispanic</u>	<u>Total Minority</u>	<u>Percent Minority</u>
7,806	7,452	95.5%	8	41	14	3	57	15	4	0	4	17	35	4.5%

Idaho Demographic Profile April 1, 2000
Source: US Bureau of the Census, Internet
Release May 2001

<u>total hh</u>	<u>hh (families)</u>	<u>children <18</u>	<u>married couple family</u>	<u>with own children <18</u>	<u>hh no husband present</u>	<u>children <18</u>	<u>family hh</u>	<u>hh living alone</u>	<u>hh 65+ individual</u>	<u>ls <18 individual</u>	<u>ls 65+ ave hh size</u>	<u>family size</u>
3,275	2,217	937	1,892	732	227	151	1,058	906	405	1,005	962	2.4 2.91

Selected 1990 Census Data for Counties & Cities above 1,000 in Population , for Comparison with 2000

Demographic Profile Data
Source: US Bureau of the Census

Area Name	Total Population	Median Age (yrs)	Population 18+			Population 65+			Families w/ Own Children <18			Unmarried Partners		
			Total Population	Males	Females	Population 21+	Population 62+	Total Population	Males	Females	Total		Married Couples	Female HH (no hsbnd present)
Lemhi	6,899	38.3	5,001	2,447	2,554	4,808	1,438	1,205	560	645	880	705	139	50
Salmon	2,941	36.8	2,121	982	1,139	2,038	633	543	221	322	392	276	99	36

ESTIMATES OF POPULATION OF CITIES IN LEMHI COUNTY

County & City	July 1, 2006 Est	July 1, 2005 Est	July 1, 2004 Est	July 1, 2003 Est	July 1, 2002 Est	July 1, 2001 Est	July 1, 2000 Est	Population Estimates Base 2000	Census April 1, 2000	POP # Change 2005-2006	POP % Change 2005-2006	POP # Change 2000-2006	POP % Change 2000-2006
Leadore	88	88	88	88	89	88	89	90	90	0	0.0%	-2	-2%
Salmon	3,059	3,056	3,059	3,044	3,060	3,044	3,093	3,122	3,122	3	0.1%	-63	-2%
Balance of Lemhi	4,783	4,724	4,680	4,616	4,600	4,540	4,594	4,594	4,594	59	1.2%	189	4%

Thirty-three percent (or one-third) of the persons living in the county now did not live here ten years ago, according to the Idaho Department of Commerce and Labor. These new residents who have migrated into the county in the past ten years may potentially have great influence on

changing ideas about quality of life and lifestyle preferences.

I. Goal

It shall be the goal of the City of Salmon to provide for an analysis of past, present, and future population trends, including such characteristics as total population, age, sex, and income.

Objectives:

a. Understand past and future population trends and characteristics essential to long range planning for the community.

1. POLICY:

The City should periodically update its population data and utilize census block data to establish an accurate measure of the City population base.

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ELEMENT THREE - School Facilities and Transportation

This element requires the City to consider school capacity, facility, and transportation needs. The need for and location of school facilities can influence development and location.

The Salmon School District #291 District offices and facilities are located within the City of Salmon but serve children from all over the county, with the exception of the Leadore area, which is served by the Lemhi School District. Current enrollment in the Salmon School District includes:

Kindergarten – 65 students

Grades 1-4 – 230

Grades 5 – 8 – 258

Grades 9 – 12 - 315

There is one private school in the county offered by the Seventh Day Adventist Church and a few students are being home-schooled. There is also one Charter School in the community offered by the school district. There are several small private daycare and pre-school services.

School enrollment has begun to decrease over the past several years. This is due to a number of factors including the increasing age of residents in the community, the decrease in family size, and the loss of industry and jobs.

Assurance of safe, convenient transportation is crucial for community support of schools and bond proposals or elections, should they become an issue. Transportation is provided by the school district's bus system for students who do not live within walking distance of the schools or who must cross major highways. The bus routes have been set and are not expected to change significantly with future growth. There are currently eight school bus routes involving twelve school buses, most serving children from outside the City. The system transports about 350 students.

Post secondary education is available to Salmon residents through long distance learning opportunities offered in the Salmon Innovation Building by the East Idaho Technical College.

I. Goal

It shall be a goal of the City of Salmon to work closely with the Salmon School District to meet the mutual needs of the City, its businesses, and its young people.

Objectives:

- a. Provide learning environments for children that facilitate positive, effective educational experiences and curriculum performance standards.

- b. The City shall maintain positive, accessible relationships with the school district and work with them in meeting the needs of the City's children.
- c. Incorporate school master plan goals as applicable.
- d. Encourage and support efforts to coordinate resources to serve students at risk, such as access to a city police officer on a regular basis and an alternative learning center.
- e. Promote efforts between industry and education to provide for industrial needs.
- f. Encourage youth to return to the community after college by providing good paying job opportunities.
- g. Work with the school districts to increase safety for transporting children to school.

1. POLICY

The City should work towards the development of a Community College, possibly tied to the Skilled Learning Center and industry needs (such as mining).

2. POLICY

The City should do a needs analysis and develop, if need is determined, a “Safe Route to School” plan.

3. POLICY

The City of Salmon should encourage local mining operations to utilize operations as a resource for science education for high school and university extensions, and for the study of geology and mines, reclamation and the mitigation of environmental impacts. The City should develop incentives for companies to explore such alternatives.

ELEMENT FOUR - Economic Development

The City of Salmon is charged with preparing and adopting an up-to-date economic development plan that includes an analysis of the economic base of the area including employment, industries, economies, jobs, and income levels. This element focuses on the analysis of the economic base of the area including employment, industries, economies, jobs, and income levels.

The county's basic economic sectors are services and retail (tied to tourism and ranch/farm activities), government, agriculture (ranching and mining), and construction (Source – Idaho Department of Commerce and Labor). Government (including schools) is a basic sector of the economy in many small, rural economies like Salmon because it brings tax revenues from the state and federal levels into the community.

Of the total number of jobs in all of Lemhi County following the year 2000, 60% are wage and salary jobs, 9% are agricultural jobs, and 31% are non-farm proprietors. Lemhi County had a total of 4,330 jobs in 2001 with 308 businesses in the county with 60 retail establishments. The majority of these are located within the City of Salmon or within its area of impact.

Local economic development resources include the Chamber of Commerce and the Lemhi County Economic Development Council. In addition Salmon has Gem Community status, a designation given by the state once a community has met, planned for, and begun implementing economic development strategies. Also, such state agencies as the Idaho Department of Commerce and Labor can offer technical assistance and financial assistance in helping to seek out and locate businesses in the City of Salmon.

The Salmon Urban Renewal Agency impacts the downtown area in which some property taxes are returned to pay for public improvements. The downtown was revitalized several years ago with a downtown landscaping and parking plan to enhance the traffic flow and beautify the area for tourism.

Tourism has increasingly become a focus for the City of Salmon businesses. Visitors use the city as a base to participate in hunting, fishing and float trips on the Middle Fork and Main branches of the Salmon River, as well as general sightseeing and visits to historical sites. Over a three to five month period in a year the City estimates it receives over \$2 million in annual sales, \$6 million in trip sales, \$1 million in grocery sales, \$1 million in hotel and motel rooms and an additional \$11.5 million from boaters and rafters using the river.

The Sacajawea Historic Byway, running through Lemhi County and the City, and the Sacajawea Interpretive, Cultural and Educational Center also serve to bring and keep visitors in the community that extra critical day to enjoy what Salmon has to offer.

I. Goal

It shall be the goal of the City of Salmon to aggressively stimulate economic development and growth that will diversify and strengthen the traditional mix of economic activity in the local marketplace and provide economic employment opportunities for local residents, to support timber, mining, agriculture, recreation, and other land uses that are compatible with existing uses and the lifestyles of the people of the area.

Objectives:

- a. Identify the needs for economic stability and diversity for the next five years, including the prevention of “leakage” to other regional trade, tourism, and service areas with no sales tax or to internet sales. Develop a regional alliance with Ravalli County for a cooperative market for equalized exchange of goods and services.
- b. Recognize the challenges of high intra- and intercity transportation costs of both goods and people.
- c. Coordinate economic development strategies between public government and agencies and private business.
- d. Provide opportunities and incentives to attract new and innovative technologies to support living wage business.
- e. Encourage proactive training and recruitment programs with local educational organizations.
- f. Continue efforts to support economic opportunities related to the reestablishment of Native American cultural diversity.
- g. Examine the benefits of alternate sources of revenue.
- h. Continue to use existing resources, such as the Sacajawea Center, and begin to develop a measure of the impacts of tourism on the regional economy and employment sector.
- i. Concentrate the focus of our local economy on agriculture, tourism, mining, timber, and light industry.
- j. Identify and develop alternative sustainable energy resources such as biofuels.
- k. Identify vacant and underutilized commercial and industrial lands within the City and the Area of Impact that are not environmentally constrained (wetlands, high water table, flood zone, noise, air pollution, odor, lighting) that are suitable for development.

- l. Identify and provide signage location to markets, transportation systems, public facilities, police, and fire protection.
- m. Identify competitive edges and opportunities, including industries, in which the City is in the best position to realize opportunities and employment sectors in the city that are competitive.
- n. Develop an accurate measure of the impacts of visitors to the region.

1. POLICY

The City of Salmon should explore opportunities and incentives that will encourage value-adding, living wage businesses to expand and locate in the community, to attract new and innovative technologies, and identify existing resources that support sustainable living wage business.

2. POLICY

The City of Salmon should promote itself in coordination with Lemhi County, Lemhi County Economic Development Association (LCEDA), the Association of Idaho Cities (AIC), and the governor's office for biofuels development to encourage the utilization of sustainable natural resources, to promote energy conservation, to promote a sustainable economy, and to provide a location for the containment and transfer of biofuels for a future use in a biofuels plant.

3. POLICY

The City of Salmon should actively participate in a joint public/private business development plan and promotion program to identify opportunities for growth of existing businesses and attract new business to the community; to diversify the mix of commerce and industry and employment opportunities for local residents; and to capitalize on the changing opportunities in the local and regional marketplace.

4. POLICY

The City of Salmon should encourage labor training programs that match the mix of skills and occupations with the employment requirements of businesses now operating in the community or that are suitable prospects for locating in Salmon to catch a skilled labor force and prevent leakage to communities outside the region. The City shall also continue to promote and enhance the utilization of the Salmon Valley Business Innovation Center (SVBIC).

5. POLICY

The City of Salmon should monitor the city's land development requirements concerning commercial and industrial development and remove any unwieldy restrictions and requirements to encourage the development of project ready sites.

6. POLICY

The City of Salmon should continue to support completion of Salmon Urban Renewal projects.

7. POLICY

The City of Salmon should actively support and promote the county's efforts to preserve productive agricultural lands as one of its most valuable natural resource based industries. As part of this effort the City shall support and encourage the development of locally grown farm products, support and promote name face value for the sales of farm products, provide suitable locations in the city for the processing of farm products to encourage and promote the utilization of sustainable natural resources, to promote a sustainable regional economy and the preservation of productive agricultural lands and valuable natural resource based industries.

8. POLICY:

The City of Salmon should actively promote outdoor recreational opportunities and tourism as one of its most valuable natural resource based industries, encourage the development of a wildlife education center, and explore the possibilities of promoting Salmon as a wildlife education center for the region to provide for a diverse and sustainable economy and to promote Salmon as a center for the study of geological, agricultural, and environmental sciences.

9. POLICY

The City of Salmon should continue to support, promote, and enhance the Sacajawea Center as a valuable resource tool for introducing new business and cultural diversity to the community. This effort should highlight the Center's usefulness as a visitor information center and as an accurate measure of the impacts of tourism to the region, to prepare for the changing needs of the community and people passing through the area, and to promote Salmon as the regional multi-cultural, educational, tourism, and economic center. This will assist the supply and manufacture of goods and services for the region, to promote a name face value for the supply and manufacture of goods and services and to stop "leakage" to other regional trade and service areas, such as those without sales tax.

I. a. Central Business District. It should be policy of the City of Salmon to maintain a healthy central business district. ~~A combination of tourism and the distance to the nearest shopping mall (about 140 miles) has helped Salmon maintain a viable central business district. In fact, Salmon has the only positive retail trade capture factor among the small cities of eastern Idaho. The strategies adopted here call for studies of ways to ensure and enhance the long-run health of downtown Salmon. This policy should be revised to reflect the results of those studies.~~

1. POLICY

Study The City should continue to preserve the Historic District potential of downtown Salmon. The historic significance of several of the buildings listed in Table 4 has been

recognized by their placement on the National Register of Historic Places. These buildings are all in the central part of Salmon and, along with a number of “contributing” structures, may form the nucleus of an historic district. ~~The city should facilitate this study (and possibly obtain financial assistance) by appointing a historic preservation commission and taking the other steps necessary to enroll in the Certified Local Government Program administered by the Idaho State Historical Society and the National Park Service.~~

~~**B. Prepare a Downtown Development Plan.** A healthy central business district is increasingly rare in small town America. A downtown development plan would guide Salmon in capitalizing on this asset. Its preparation should be a joint venture of city government and downtown property owners and tenants. The plan should address circulation, parking, design, and management issues.~~

2. POLICY

The City should continue to update and implement the Downtown Plan, including reviewing urban renewal opportunities.

DRAFT

ELEMENT FIVE - Land Use

The land use element examines natural land types, existing uses, and the suitability of lands for uses such as housing, commerce, industry, agriculture, forestry, and recreation. The Comprehensive Plan Land Use map identifies various land use types within the city. The amount of land set aside for each use is based upon growing and identified needs of the community.

Zoning classifications are then identified in the City based upon the land use map and are used to guide development compatible with surrounding businesses and neighborhoods. A zoning classification must match the land use type on the Comprehensive Plan map, although it is important to note that the lines of the land use map are used for guidance only, while the lines on the zoning map are distinct and follow lot or street lines as much as possible. Currently the City has several land uses in place in the City and the Area of Impact:

Agricultural:

This land use provides a “holding” zone in which continuing agriculture use is permitted until the area is ready for development.

Residential:

The residential land use provides areas within the community for many types of housing from single family to multi-family units. Residential areas are suitable for single-family residential living, including manufactured homes (as allowed and defined by state law) meeting certain building requirements, and some areas are appropriate for higher density housing, as identified in the zoning code.

Commercial:

Commercial use has traditionally been located along the state highways serving travelers through the area and along major city corridors serving the consumer needs of the residents and surrounding agricultural needs. Access control through developed standards will be utilized throughout the City.

Commercial is defined as retail or wholesale establishments, or those that provide a service for a fee. Light or heavy industrial uses shall be confined to the industrial zones within the City.

Industrial:

Industrial use shall be defined as including wholesale industries, small manufacturing plants, processing plants and other uses which are deemed compatible to the City's other uses.

Areas of City Impact:

Idaho's Local Planning Act of 1975 requires Lemhi County and the City of Salmon to negotiate an Area of City Impact (ACI) agreement and a map of the area of City impact boundaries (I.C. § 67-6526). In general terms, ACI agreements seek to outline the potential uses of lands around a city

and establish an area in which the city envisions its growth through the annexing of county lands.

The City of Salmon and Lemhi county currently have an operational agreement that is in the process of being renegotiated.

Other Land Uses:

The City may establish special land use categories to address unique characteristics of the land or environment. This may include identifying public lands, recreational areas, floodplain areas, and areas of critical concern such as historical sites, geographic features, wildlife areas, and natural resource areas. These are discussed more fully in the Natural Resources, Recreation, Hazardous Areas, and Special Areas and Sites elements of the comprehensive plan.

I. Goal

It shall be the goal of the City of Salmon to provide for natural land types, existing land covers and uses, and the intrinsic suitability of lands for uses such as recreation, housing, commerce, industry, agriculture, preservation, and public facilities.

Objectives

- a) Develop detailed plans or specific programs to implement the recommendations and proposals of the Comprehensive Plan.
- b) Keep the Comprehensive Plan current through annual minor revisions and a major review and update.
- c) Develop the necessary management measures (Update the Area of City Impact agreements and boundaries, zoning and subdivision ordinances, codes, etc.) to ensure the implementation of the adopted Comprehensive Plan.
- d) The City should be continually sensitive to the needs of its people, in activities of work, education, health facilities, and recreation, so that they may gain the most from the potential of land use planning.

1. POLICY

The City should explore non-traditional zoning methods to encourage infill and innovative design and development strategies. This should be done to encourage diversity in the economy, connectivity of transportation systems, pedestrian access, and respect traditional land use patterns that predominate in the area.

2. POLICY

A map and inventory should be prepared indicating suitable future projected uses for lands within the city limits. A Buildable Lands Inventory (BLI) should be developed quantifying available land suitable for development within the geographic or political boundary of the city limits and the ACI. The land component of a BLI would be utilized to assess whether the ACI contains enough land to satisfy the community's 10 year housing and commercial land needs.

3. POLICY

The City should periodically review its future land use categories and future land use map.

4. POLICY

The City should ensure the zoning ordinance is enforced to maintain order in business expansion that impacts residential life as little as possible and direct land uses to areas where they are planned.

5. POLICY

~~The City should continue to utilize adopt a the Future Land Use Map. The future land use map that appears on page 6 provides space sufficient for all reasonably anticipated development within the city limits. There are currently about 274 acres of vacant and agricultural land in Salmon. Potential flooding, a high water table, limited access, and other constraints will inhibit the development of some of this acreage, but it could accommodate both the housing and commercial space needs of 800 to 1,200 additional residents. In addition to the development potential within Salmon, the area of city impact proposed includes about 1,800 acres of agricultural and vacant lands, the majority (about 1,370 acres) of which is identified as potentially suitable for residential use. The future land use designations shown on both maps reflect the surrounding land use pattern, public input, and the research and discussion of the Salmon Planning and Zoning Commission. Table 2 provides descriptions of the future land use categories mapped in the city. It should be clearly understood that a future land use map designation does not imply automatic approval of all proposals for the indicated use. All new developments must comply with the performance standards of the city's development code.~~

6. POLICY

The City should continue to provide for public participation in evaluating the compatibility of major developments. The public hearing process for subdivisions and special use permits should include explicit consideration of the compatibility of the proposed development subdivision or use. Compatibility should be evaluated using lot coverage, building height and bulk, activity levels, and similar comparative indicators.

7. POLICY

~~Adopt The City should continue to utilize performance standards requiring the mitigation of potential land use conflicts. The Salmon Development Code should continue to contain performance standards that require the effective mitigation of potential land use conflicts. ~~These standards should provide for the construction and maintenance of landscaped buffers between potentially incompatible uses and the screening or buffering of outdoor solid waste storage and materials handling areas. They should also limit the number and size of advertising signs (a strategy that will also be important in implementation of Policy ?.). The compatibility performance standards will be expanded to address outdoor sales, operating hours, and other detailed compatibility issues in transitional areas.~~~~

II. Goal

City-County Cooperation - The City of Salmon should continue to expand cooperation with Lemhi County in its planning efforts. This cooperation will include the negotiation and adoption of an area of city impact agreement and area of city impact map. This will be important in providing for future extension of city services, for the orderly development of lands outside of the city limits and to ensure that city residents are represented in the review of development proposals that are not within the city limits that may affect homes or business interests within the city.

1. POLICY:

Annexations should be in the best interests of the City. The City should prefer annexations where city services are a needed solution for existing problems resulting from insufficient sanitation, water and or sanitary service, or other urban service problems. Small area annexations may be considered where special circumstances warrant. All annexations shall be in conformance with the comprehensive plan and annexation criteria and procedures described in the Salmon Development Code to provide for the orderly allocation of land into the city limits.

2. POLICY

The City should encourage infill of existing city limits and impact areas first over expansion into the rural areas to accommodate growth in the near future.

3. POLICY

As required by I.C. § 67-6526, the City of Salmon shall negotiate with Lemhi County to enter into an updated Area of City Impact (ACI) agreement that designates boundaries of growth and rules and regulations applied within these boundaries.

III. Goal

It shall be the goal of the City of Salmon to assure an adequate commercial and industrial land base to accommodate the types and amount of economic development and growth anticipated in the future, while encouraging efficient use of land and public facilities within the City.

1. POLICY

The City of Salmon should identify commercial and industrial land that is currently served or readily serviceable with a full range of urban public facilities and services to assure an adequate supply of developable land.

2. POLICY

The City of Salmon should continue to use appropriate zoning to assure that commercial and industrial activity is compatible with adjacent uses to protect adjacent and nearby property from incompatible development and uses.

3. POLICY

The City of Salmon should continue to control industrial uses allowed in commercial zones to reduce conflict between neighboring uses.

4. POLICY

The City should encourage mixed use commercial and residential areas. Such areas should be scaled to the immediate needs of surrounding development and shall be designed to serve the needs of the development so as not to undercut the regional function of existing commercial districts to avoid increasing traffic congestion and to encourage pedestrian access corridors.

5. POLICY

As the economy stimulates growth, appropriate infrastructure should be in place to allow for development to occur in densities as designated in the comprehensive plan.

IV. Goal

It shall be the goal of the City of Salmon to develop site development standards and criteria for the location of commercial and industrial development, to encourage efficient use of public facilities and transportation systems in accordance with the City Comprehensive Plan Element Nine – Transportation.

1. POLICY

The City of Salmon should designate regional commercial and industrial zones along Highways 93 and 28.

2. POLICY

The City of Salmon should continue to encourage mixed use developments through the Planned Unit Development (PUD) standards of the Salmon Development Code.

3. POLICY

The City of Salmon should encourage cohesive, integrated residential, commercial, and industrial centers rather than traditional, unrelated development patterns.

~~**Policy 1. Future Land Use. It will be the policy of the City of Salmon to provide appropriate locations for all land uses that are needed to provide housing, employment, and services to its residents, and to sustain its function as a regional trade and tourism center.**~~

~~This policy will be implemented using two regulatory strategies:~~

~~**B. Keep Future Land Use and Zoning Maps Consistent.** Idaho law requires that Salmon's official zoning map be consistent with the future land use maps adopted in this comprehensive plan. I.C. 67-6511 states "The zoning districts shall be in accordance with~~

the adopted plan”. Zoning changes that are in consistent with the plan must be preceded by a petition for, and hearing on a plan amendment (see I.C. 67-6511(e).

~~Table 2 Future Land Use Categories~~

~~The future land use map will appear here in the final edition. Wall maps will be used for hearing purposes~~

~~WHAT IS A DEVELOPMENT CODE?~~

~~These policies frequently recommend that the Salmon “Development Code” address a particular issue. What is a development code? A development code consolidates all local ordinances affecting land development. Many cities have a separate zoning ordinance, subdivision regulations, and other ordinances addressing specific land use issues, like mobile home parks, annexation and development agreements, etc. Placing all these concerns into a comprehensive development code facilitates public understanding of the regulatory system and simplifies its administration.~~

~~**Policy 2. Land Use Compatibility.** It will be the policy of the City of Salmon to require that new developments be compatible with neighboring land uses. Compatibility will be required while respecting the traditional mix of uses and densities that prevails throughout the city.~~

~~The future land use maps adopted to implement Policies 1. and 8. suggest a pattern of generally compatible land uses. Beyond the most obvious conflicts, however, compatibility is more a function of the quality of development than of its location. Specific compatibility performance standards must be incorporated into the city’s development code~~

~~**A. Adopt Performance Standards Preventing Potential Public Nuisances.** The Salmon Development Code should include performance standards that will prevent the establishment of uses generating unacceptable levels of noise, glare, odor, and similar nuisances. These standards should apply both to new developments and the expansion of existing uses.~~

~~**D. Respect Traditional Land Use Patterns.** Salmon is not a suburban city or “upscale” resort town, in which the strict segregation of land uses may be desirable. The Salmon Development Code should permit home occupations, which are important sources of income for many local people, and the keeping of livestock on parcels of sufficient size, with adequate care to prevent nuisances to the neighbors. Manufactured housing should be allowed in all residential areas, provided that it meets minimum building standards. The development code should also permit some mixture of residential densities, provided that the higher density development is properly blended into its neighborhood with sufficient landscaped space on the lot, off-street parking, etc.~~

~~**E. Use Transitional Zoning Along the Southeast Entrance.** The Salmon Development Code should include a transitional zoning district with performance standards designed to~~

maintain the residential appearance of the southeast entrance to the city, while permitting modest conversions to commercial use. The future land use maps anticipate this strategy by designating the existing residential areas along East Main Street (Idaho Highway 28) as “transitional”.

F. Adopt an Area of City Impact Agreement. Upon adoption of this plan, the city will seek to negotiate an area of city impact agreement with Lemhi County, as provided for and required by I.C. 67-6526. The proposed area of city impact is outlined on the map on page 18. The future land use pattern shown on that map reflects the existing use pattern, public input, the discussions of the city planning and zoning commission, and the review of the Lemhi County Planning and Zoning Commission. Table 5 explains the future land use categories used. A proposed area of city impact agreement is appended to this plan (see Appendix A).

Policy 8. City-County Cooperation. It will be the policy of the City of Salmon to continue and expand cooperation with Lemhi County in its planning efforts. This cooperation will include the negotiation and adoption of an area of city impact agreement, as required by state law.

This policy will be implemented using the strategies listed here. It should be noted that this policy simply calls for the continuation of cooperation that already exists. Salmon and Lemhi County have shared a building inspector for several years, and this comprehensive plan (especially the background studies on which it relies) was developed as part of a joint city-county effort.

ELEMENT SIX – Natural Resources

This section of the comprehensive plan is meant to be an analysis of the uses of rivers and other waters, forests, range, soils, fisheries, wildlife, minerals, and watersheds. The natural resources in and around Salmon not only provide the clean, outdoor lifestyle which generations of residents have appreciated, but are also greatly intertwined with the current and future economies of the area.

Soils:

The natural resources in the survey area include soil, water, timber, and minerals. The farmland along the major rivers and their tributaries is used for pasture or crops. Because of the extremely mountainous topography, gravelly soils, and low precipitation, most of the land in the area is used as rangeland. The area has rich gold, silver, copper, and lead mines. Cobalt and molybdenum have also been mined.

Most of the land in the area is used as rangeland. The area has been used for ranching since the early 1870's. On January 27, 1953, the Custer Soil and Water Conservation District was formed with its headquarters at Mackay. On July 24, 1962, the Lemhi Soil and Water Conservation District was organized. The main goal of these districts is to control water erosion in the area.

Climate:

Average Daily Maximum Temperature – 59.5

Average Daily Minimum – 31.5

Average – 45.5

Prepared by the Natural Resources Conservation Service, National Water and Climate Center, Portland, Oregon.

The average relative humidity in mid-afternoon is about 45 percent. Humidity is higher at night, and the average at dawn is about 75 percent. The sun shines 78 percent of the time possible in summer and 40 percent in winter. The prevailing wind is dependent on the location in the survey area. Generally, the wind flows parallel to the orientation of the valleys, except on ridges where it is similar to the upper airflow. Average wind speed is highest, 8 miles per hour, in the valleys in spring and early in summer.

Wildlife:

There are many species of wildlife in the Salmon area. The area supports a complex biodiversity of Rocky Mountain Region species, from big game to small birds.

Hydrology

The City of Salmon has a national treasure running through it – the Salmon River. The Salmon River is used heavily for recreational use, including fishing and river floating. Developing popular and accessible recreation areas to accommodate short-term visitors will draw in more people to utilize local business, has the ability to create business expansion and diversification, and may increase the residential populations in the area. The development of these areas must,

however, be done in a sustainable manner which does not degrade the natural landscape of the region.

Surface water is used primarily for irrigation, livestock, and recreation. The Salmon and Lemhi Rivers provide water for the area.

I. Goal

It shall be the goal of the City to utilize the many natural resources the county and the city have to offer, especially as it will encourage growth in the economy, while protecting and preserving the rugged qualities inherent to the region.

1. POLICY

The City should utilize the Development Code to encourage development of overnight accommodations in areas within the city to encourage visitors to the area to stop and remain for a time, to include camping sites and picnic areas, overnight restroom facilities, RV parks and dump stations.

2. POLICY

The City should develop a map of the recreational opportunities in the area.

3. POLICY

The City should conduct activities to encourage use of recreational resources in Salmon and to enhance the availability of the river within the City.

4. POLICY

The City should require development to take into account the following in considering site location and ultimate development standards:

- protection of natural vegetation as much as possible;
- minimizing soil disturbance;
- wildfire mitigation standards;
- noxious weeds; and
- water quality.

5. POLICY

The City should support a biofuels project that will take advantage of the natural resources in the area.

ELEMENT SEVEN – Hazardous Areas

Areas of natural disasters and hazards are areas that are subject to natural events known to result in death or endanger the works of man, such as flooding, groundwater, erosion and deposition, landslides, earthquakes, weak foundation soils, and other hazards unique to local or regional areas.

Flooding: The City is susceptible to catastrophic flood events due to ice jams and spring runoff from snowmelt. Under the authority of the Army Corps of Engineers, dikes and levies have been installed along the Salmon and Lemhi Rivers. However, in the event of a serious breach, flood damage could be substantial, flooding homes and causing havoc.

The City participates in the National Flood Insurance Program. This floodplain boundary is defined by the FEMA Flood Insurance Rate Map (FIRM).

Ice Jamming: In the winter months flooding caused by ice jams plagues the Salmon River, sometimes rising up to 15 feet to overflow the banks.

Erosion: Erosion along some of the streams and riverbanks could be a concern. Continued monitoring of sedimentation in stream bottoms may be useful in areas of identified concern in determining whether efforts in mitigation are practicable and should be undertaken.

The City watershed is located west of the city and is highly susceptible to fire, landslides, and other natural disasters. An accumulation of un-managed fuel on the forest floor and beetle kill deadfall on steep slopes has created the potential for catastrophic conditions resulting in potential contamination of the City watershed. It is considered a threat to public health and safety and to the economy of the entire community.

Stormwater: Runoff has become an important issue since the US Environmental Protection Agency has become more involved with rules and regulations. Runoff from man-made endeavors will be of most concern - especially roads, parking areas, and buildings. Policies to deal with this issue may become a necessity in the future and will require city/county cooperation.

Man-made: The following present possible manmade hazards in Salmon:

1. Storage and transport of potentially volatile materials.
2. Above ground or underground storage tanks that have not been removed or do not meet the new federal requirements to prevent leakage and/or contamination into the groundwater.
3. Storage of grains and other agricultural products.
4. Storage and use of chemicals in residential, commercial or industrial operations.
5. Transportation of hazardous materials through the City.
6. Site disturbance due to construction.

I. Goal

It shall be the goal of the City of Salmon to provide and prepare for natural hazards that may result from susceptibility to surface ruptures from faulting, ground shaking, ground failure, landslides or mudslides; avalanche hazards resulting from development in the known or probable path of snow slides and avalanches; floodplain hazards; the accumulation of unmanaged fuel on the forest floor which creates the potential for catastrophic fires; and other natural hazards that threaten the City watershed.

1. POLICY

The City should seek cooperation with federal and state agencies to mitigate the potential for a catastrophic event affecting the watershed.

2. POLICY

The City should continue to participate in the Federal Emergency Management Agency's National Flood Insurance Program and will continue to monitor and update its ordinance as appropriate. The City of Salmon should also periodically review the Salmon Development Code per floodplain development policies.

Low intensity and open space uses that are least subject to loss of life or property damage such as open storage, agriculture and recreation should be preferred in floodplains, especially the floodway portion. The floodway portion shall be given special attention to avoid development that is likely to cause an impediment to the flow of floodwaters.

A. Encourage Open Space Use of Flood Hazard Areas and, As Funds Permit, Develop Greenways in the Floodplain. ~~About one-fifth of Salmon is located within the 100-year floodplain of the Salmon and Lemhi rivers. The city has a long history of damaging floods and additional development within the floodplain will increase the losses experienced during the next one. Additional development may also reduce the flood attenuation capacity of the wetlands and riparian areas along the rivers, and have negative impacts on water quality and wildlife habitat. Left undeveloped, the floodplain is an open space amenity that benefits the entire community. The City of Salmon should encourage the open space use of the floodplain and prepare a master plan for the eventual acquisition and development of a greenway corridor along both rivers.~~

B. Continue Participation in the National Flood Insurance Program (NFIP). ~~The Salmon Development Code should incorporate the floodplain zoning requirements of the NFIP. Those requirements do not prohibit development in flood hazard areas, but do require that such development be elevated above a specified base flood elevation or effectively floodproofed.~~

3. POLICY

When locating developments in areas of known natural hazards, the density or intensity of the development should be limited by the degree of the natural hazard.

Natural hazards that could result from developments, such as runoff from paving projects and soil slippage due to weak foundation soils, should be considered, evaluated, and provided for.

4. POLICY

The City of Salmon should actively promote compatible development along the Salmon and Lemhi Rivers as a valuable natural resource to assure quality development and public access to the Salmon and Lemhi Rivers. They should encourage recreational and sportsman use of Salmon and Lemhi Rivers.

5. POLICY

The City and County should work together on addressing stormwater monitoring and retention issues to avoid public safety problems and to stay compliant with state and federal laws.

6. POLICY

The City should continue to monitor and upgrade its hazmat response plans.

7. POLICY

The City should protect slopes from abusive development. There are small areas of steep slopes in Salmon and the proposed area of city impact. The City should work on the creation of a Hillside Ordinance to be incorporated within the Salmon Development Code. The Salmon Development Code should include performance standards requiring that any development affecting these slopes be guided by a runoff and erosion control plan.

~~Policies 3. and 4. provided specific direction for the future maintenance and development of two important community facilities: streets and parks. The strategies adopted here apply to all public facilities and services.~~

ELEMENT EIGHT - Public Services, Utilities & Facilities

This element of the Local Land Use Planning Act provides guidance for the City to prepare and adopt an up-to-date comprehensive plan that provides for sewage, drainage, power plant sites, utility transmission corridors, water supply, fire stations and fire fighting equipment, health and welfare facilities, libraries, solid waste disposal sites, schools, public safety facilities, and related services. The comprehensive plan may also show locations of civic centers and public buildings.

County Buildings

The County building is located west of the Salmon River on Fulton Street. Formerly the old Brooklyn School, it contains offices of the Board of County Commissioners, the Lemhi County Building Official/Zoning Administrator, office of emergency management, Probation, and other county officials and departments. The County Courthouse is located on Courthouse Drive and contains the Courtroom, offices of the County Clerk, Recorder, Assessor, DMV, and the Sheriff's office.

City

City Hall is located at 200 Main Street and contains the offices of the Mayor, City Administrator, City Clerk, City Zoning Administrator, Community Recreation Coordinator, Police Department, Chamber of Commerce, and the Salmon City Arts Council. The building also contains the City Council chambers where City Council and City Planning and Zoning Commission meetings and public hearings are held. The Chambers also function as a community gathering place other meetings and functions. Additionally, the building holds the Salmon Senior Center, which provides meals and entertainment for senior citizens.

Water

Domestic water to the City is supplied by a watershed located at 29 Roosevelt Street, with two sediment basins that will hold approximately 1.5 million gallons each. The treated water holding tank is also 1.5 million gallons. The city treats 1.1 million gallons per day (MGD) in the winter and a high 2.6 MGD in the summer. The plant capacity is 4 MGD with the ability to expand to 5 MGD without construction. By 2026, the maximum daily demand is estimated to be 3.8 MGD. The membrane filter treatment facility, completed in May 2006, replaced an existing facility on the site. Additional capacity is provided by the Salmon River during stages of low inflow to the plant. Approximately 31 miles of distribution lines provide a high quality domestic drinking water supply to the City.

The watershed is highly susceptible to catastrophic fire, landslides, and other natural disasters. An accumulation of unmanaged fuel on the forest floor and beetle kill deadfall on steep slopes has created a catastrophic potential for contamination of the City water supply, and is considered a threat to the public health and safety and to the economy of the entire community.

Sewage Treatment

A primary waste water treatment plant treats approximately 1 to 2.4 MGD of domestic wastewater. It is located on the northern edge of the city, on the west side of the Salmon River, and discharges directly into the Salmon River. The plant consists of pretreatment screening and lagoons with ultra violet (UV) disinfection. Approximately 32 miles of collection lines direct discharge to the plant inflow. Non-point source storm water and snow melt runoff discharges from streets and alleys directly to the Salmon River.

A Lemhi County/City of Salmon Wastewater Facility Plan Update was completed in 1993 by WGM group, an engineering firm from Missoula, Montana. The purpose was to update portions of an existing facility plan that was completed for the City of Salmon in 1983 by Ellsworth Engineering. The study provided for a planning period of 20 years.

In May, 2008, the City awarded Keller & Associates a contract to develop a Wastewater Facility Planning study. The purpose of which is to identify existing and potential problems associated with Inflow and Infiltration (I/I) into the collection system and the wastewater treatment plant. The study is scheduled for completion in July 2009.

Library

The Salmon Library, located in next to City Hall in downtown Salmon, is operated as a not-for-profit organization by paid staff and volunteers. It is open throughout the week and provides both meetings rooms and programs to the public. Funding comes from a library taxing district, fundraising and local donations.

Cemeteries

There are several cemeteries in Lemhi County. Many are historical cemeteries but most are still active. The primary cemetery serving Salmon is the Salmon Cemetery.

Schools

The public school system and its needs are addressed in Element Three of the comprehensive plan.

Road and Bridge System

These infrastructure needs are addressed in the Transportation Element (Nine) of this comprehensive plan.

Utilities

Currently there are three outside utilities serving the City residents:

- a) Electric - Electrical power is currently the only power source available to residents of Salmon. The City is currently served by Idaho Power. Transmission lines serve residential and commercial development in the county.
- b) Propane - Propane is available and used widely in the City as a heating source.

- c) Cable TV and Satellite Service - Cable TV service is available in limited areas. Cable lines are placed on telephone poles or underground, as circumstances dictate. Satellite is available throughout the City.
- d) Telephone - Service is offered both through overhead telephone lines and underground lines, as circumstances dictate. Cellular service is available in some areas of the county.
- e) Natural Gas – Currently there are no natural gas services in the city or county.

It is extremely important for the City to plan uses around utility lines that are safe and compatible. Planning and coordination should take place so that as many utilities as possible can use the same corridors for transmission of their services.

Solid Waste Disposal

The County operates six waste collection sites with the principal landfill located southeast of Salmon. Solid waste collection within the City is provided by private haulers. There is a transfer station serving the city.

Television

Direct television broadcasting is currently available to parts of the county, and a translator system serves the rest of the county, broadcasting from Idaho Falls and Missoula, Montana. With the change to digital television, the translators in the area have chosen to continue broadcasting in analog for the benefit of the citizens.

Public Safety

a) Law Enforcement - Salmon has its own police department that works closely with the County Sheriff. In addition the Idaho State Patrol has a resident officer based in Salmon, as do the Bureau of Land Management and the Idaho Fish and Game. The city residents expect that increased levels of police protection will be funded as they become necessary. Population growth, increased tourism, economic development, and other growth factors will determine the rate of increased law enforcement services in the future.

b) County Jail – The Lemhi County jail, located in the county courthouse, can serve 16 adults (14 males, 2 females) and 8 juveniles.

c) Fire Protection – Fire protection is provided by the Salmon Volunteer Fire Department located in Salmon. Equipment varies in age and capacity, but is relatively new and continually updated.

d) Search and Rescue – The Search and Rescue teams are all volunteer and are sponsored jointly by the County and the City of Salmon. They are located across the street from the Courthouse in Salmon.

e) Emergency Medical Services/Ambulance – EMT services are provided by the

Lemhi County Emergency Services, staffed by volunteers.

All of the above services are dispatched by an enhanced countywide 911 system.

Health Facilities

The residents of Salmon are currently served by the Steele Memorial Medical Center which offers acute care and out-patient services. This modern facility, built in 2004, is county owned and offers critical access to general care, surgery, orthopedics, and other specialties. Funding comes from a small tax levy and user fees. The hospital has a heliport and is served by hospitals in Idaho Falls, Boise, Pocatello, and Missoula, Montana. Additionally, the Eastern Idaho District Health office provides services from a county office including physical, home, and environmental health programs. There is also an active Hospice program and a private assisted care facility.

City residents are also served by the following regional hospital facilities:

St. Patrick's Hospital – Missoula, Montana
Community Hospital – Missoula, Montana
Marcus Dailey – Hamilton, Montana
Eastern Idaho Regional Medical Center - Idaho Falls
Idaho Falls Recovery Center - Idaho Falls
Portneuf Medical Center - Pocatello
St. Alphonsus – Boise
St. Lukes – Boise

Senior Center

City of Salmon seniors are served by the Salmon Valley Senior Center. The center is located at City Hall and provides limited meals, some social services, and socializing opportunities.

Airport

The City of Salmon has an airport located five miles south of Salmon. This facility is discussed in more detail in Element Nine-Transportation.

I. Goal

It shall be the goal of the City of Salmon to improve its municipal facilities and services, while requiring that new developments provide all infrastructures needed to serve their occupants.

1. POLICY

The City of Salmon should continue to remedy existing public service deficiencies.

2. POLICY

The City of Salmon should maintain or improve services as the demand for services increases to provide for public health and safety and to assure that development complies

with all city specifications and requirements.

3. POLICY

The City of Salmon should not authorize the establishment or extension of the City water system to lands outside of the city without consent to annex from the affected residents.

4. POLICY

The City of Salmon should continue to require Large Scale Developments to participate in the provision of adequate off-site facilities to assure that adequate facilities are available to protect public health and safety and maintain the local quality of life.

The Salmon Development Code should continue to require an independent evaluation of the facilities and service needs generated by any major development. That evaluation can serve as a basis for requiring developer participation in off-site facilities, such as a traffic impact analysis, installation of water and wastewater distribution and collection lines and pump stations, and neighborhood parks or open space.

A. Continue to Require Adequate On-Site Infrastructure in New Developments. Salmon should use its development code to assign full responsibility for installation of the necessary on-site infrastructure to the developer. The developer should also bear the cost of any utility or street extensions required to serve the project, although the city may participate in such extensions in order to equitably provide the excess capacity needed to serve other properties. Installation of infrastructure by developers should be in accord with the city's specifications (as demonstrated by inspections) and finally accepted only after a warranty period. The phased installation of infrastructure should be permitted, but only as provided in a formal development agreement. ~~DONE~~

B. Continue Require Large Scale Developments to Participate in the Provision of Off-Site Facilities. Salmon's capacity to accommodate population growth and land development is limited, as are the capacities of School District 291 and other local service providers. In order to assure that adequate facilities are available to protect public health and safety, and maintain the local quality of life, the city's development code should call for an independent evaluation of the facilities and services needs generated by any major development. That evaluation can serve as a basis for requiring developer participation in the provision of off-site facilities. The facilities required could include turn lanes and similar measures to reduce traffic congestion, booster or pump stations on the water or sewerage systems, and even neighborhood parks.

5. POLICY

The City should look into the creation of a Capital Improvements Plan that will help guide and prioritize improvements to all public infrastructure under the City's charge.

The City of Salmon should continue to update its wastewater treatment facilities and correct

deficiencies to assure compliance with Federal NPDES (National Pollutant Discharge Elimination System), Federal EPA and Clean Water Act (CWA), and State of Idaho DEQ requirements; to mitigate the potential for an adverse impact to surface and subsurface water quality and the beneficial use of surface water; and to prevent the discharge of wastewater effluent that violates these standards into the Salmon River.

~~**D. Continue to Invest in the Future.** The City of Salmon recently made major investments in its water system and the reconstruction of South St. Charles Street. The city should continue to explore additional revenue sources and management techniques that will enable it to invest in the planning, infrastructure capacity, and public amenities needed to attract visitors, appeal to potential investors in the local economy, and enhance the quality of life enjoyed by its residents.~~

6. POLICY

The City of Salmon should explore possible implementation of development impact or annexation fees and additional revenue sources and planning techniques to invest in infrastructure capacity and public amenities needed to attract visitors, appeal to potential investors, and enhance the quality of life enjoyed by the community.

7. POLICY

The City should continue to explore the possibilities of consolidation of services with the County and various service districts, such as the fire services.

8. POLICY

The City should explore the development of additional hospital services to further attract professionals and residents to Salmon.

9. POLICY

The City should place an emphasis on public safety when developing growth plans. These considerations should include such details as addressing systems, 911 response, and transportation safety issues.

~~**C. Remedy Existing Public Service Deficiencies.** The City of Salmon should strive to correct the public facility and service deficiencies identified in the background studies prepared for this comprehensive plan, including the shortage of police officers, the age of reserve fire fighting apparatus, and groundwater infiltration into sewer mains.~~

10. POLICY

The City of Salmon shall explore the cost effectiveness of a recycling program.

~~**Policy . Public Facilities, Services, and Finance.** It will be the policy of the City of Salmon to maintain and improve its municipal facilities and services, while requiring that new developments provide all infrastructure needed to serve their occupants.~~

DRAFT

ELEMENT NINE - Transportation

The City of Salmon is charged with preparing and adopting an up-to-date plan that provides for safe and efficient traffic circulation that addresses the future needs of the City. This element provides an analysis of the systems of major traffic thoroughfares and other traffic ways and or streets within the city.

Major Roadways

The main mode of transportation in the City of Salmon and Lemhi County is the automobile. There are two major roadways running through the city, Highways US 93 and 28. US Highway 93 enters the city on a north/south route that runs from Challis to the Montana border. This international highway extends from Alaska and through Mexico. Highway 28 intersects with Highway 93 from the east part of the county, connecting Salmon with Idaho Falls and the Snake River Plain.

The Idaho Transportation Department Rural Functional Classification Map identifies arterial and collector streets within the County. The county has jurisdiction over approximately 32 miles of paved roads and 5 miles of unpaved roads, with the exception of state and federal highways. Maintenance of roadways is done on an as-needed basis throughout the year. The Idaho Transportation Department has an access control policy that helps to limit accesses onto the state highways. Improvement of city streets is a continuing process.

In 2003, a Transportation Master Plan was completed for the City. However, it has not been recognized by the state and identifies collector and arterial streets within the City as “proposed.”

The plan sets goals out to 2023 and discusses goals, objectives, and policies in the following areas:

- overall transportation network,
- pathways and sidewalks, and
- public transportation.

It provides a suggested Capital Improvements Plan setting out schedules for existing and future streets. This plan, as adopted and updated, shall serve, by adoption of the Comprehensive Plan update, as the official element of the Salmon Comprehensive Plan.

Public and Commercial Transportation

There is a public transportation service available to the area through CART out of Salmon which provides service to Idaho Falls and Missoula, Montana. The Senior Citizen’s center also has a bus to provide local seniors necessary transportation.

There are several commercial entities that provide transportation within and out of the City, mostly in the form of shipping and including both Federal Express and UPS.

Commercial and Private Air Service

The Lemhi County Airport, located five miles south of Salmon, serves the City and county residents. Flights are offered in the summer to Boise and McCall and in the winter to Boise. Many of the completed and planned improvements at the airport are partially funded by the Federal Aviation Administration.

I. Goal

It shall be a goal of the City of Salmon to follow the 2003 City of Salmon's Transportation Plan's recommendations and goals as set forth in that document. The City should also review that plan, in conjunction with the County's transportation planning efforts, to ensure that an updated analysis be prepared in coordination with the local jurisdiction(s) having authority over the public highways and streets, showing the general locations and widths of a system of major traffic thoroughfares and other traffic ways, and of streets and the recommended treatment thereof.

The City of Salmon should also ensure adequate building line setbacks, control of access, street naming and numbering, and a proposed system of public or other transit lines and related facilities, including rights-of-way, terminals, future corridors, viaducts, and grade separations.

The component should include aviation, bridges, emergency evacuation routes, and other related transportation facilities.

Objectives:

- a. Coordinate street and highway development so as to enhance overall development of the City and ensure an efficient transportation system for the movement of people and goods.
- b. Coordinate with all affected agencies to plan, construct, and maintain the transportation network.
- c. Encourage proper design and transportation facilities to ensure maximum safety.
- d. Encourage connectivity of street and highway systems.
- e. Ensure harmony between motorized vehicle, pedestrian, and non-motorized vehicle use, including a safe route to schools.
- f. Coordinate evacuation routes with the hospital and emergency services.
- g. Ensure unrestricted access for emergency vehicles.
- h. Implement the Wildland Urban Interface plan, such as the evacuation routes, addressing catastrophic events such as a major fire.

1. POLICY

The City of Salmon should adhere to Element One - Private Property Rights whenever the City seeks to acquire private property for a public right-of-way to prevent unconstitutional takings of private property for public use.

2. **POLICY**

The City of Salmon should coordinate with Lemhi County in adopting a major transportation plan linking major traffic thoroughfares and other traffic ways within the city limits to major transportation corridors and other traffic ways within the area of city impact.

A transportation facilities plan and an official map for highways, arterials, and collectors within the city limits and within the area of city impact should be prepared in coordination with the regional state highway district, Lemhi County, and other affected federal and state agencies.

This should be done to prepare for future growth in the City and the Area of City Impact and to reserve sufficient rights-of-way for future construction and widening of highways, arterials, and collectors.

3. **POLICY**

A safe, convenient, and economical transportation system, adequate to serve anticipated growth in the city limits and within the area of city impact should be developed that will minimize adverse social, economic, and environmental impacts and costs of the transportation systems to assure that development does not overburden roads or bring about excessive costs to the City or individuals.

4. **POLICY**

The City will continue to require performance standards of all new development that requires clear vision at all points of access to a public street, including new intersecting streets and private driveways, to provide safe points of ingress and egress from a right-of-way or intersecting public or private streets, and to assure the safe distance of structures from right-of-ways.

~~**A. Require Construction of Safe, Adequate Streets in All New Developments.** The Salmon Development Code should require the construction of minimum standard streets in new developments. The standards adopted should reflect the current level of service (and the city's limited ability to manage storm and melt water runoff) by requiring drained and graded gravel streets.~~

5. **POLICY**

The City should develop an access control plan that addresses the width and spacing of driveways along arterial roads and turning lanes, if necessary, to reduce acceleration, deceleration, and turning movements that reduce the efficiency and safety of arterials.

6. **POLICY**

The City should provide for the convenience and safety of pedestrian, equestrian, bicycle, motorized, and non-motorized recreational vehicle transportation.

7. POLICY

The City should work to facilitate a safe and efficient pedestrian route for students to and from schools.

8. POLICY

The City should coordinate with the Steele-Reese Memorial Medical Center, emergency services, and the public and private school system to assure emergency evacuation routes to and from the schools in the event of natural disasters or manmade emergencies or disasters.

9. POLICY

The City should coordinate with Lemhi County to avoid new road alignments, whenever reasonably feasible, that negatively impact farm lands within the area of city impact.

10. POLICY

The City should coordinate with Lemhi County to protect the approach and departure zones designated for the Salmon Airport and to protect the clearance areas needed for the hospital helicopter pad.

11. POLICY

The City should coordinate with Lemhi County, Idaho Department of Transportation, and other affected state and federal agencies to assure emergency evacuation routes throughout the City and the Area of City Impact to protect human life and property, to protect the city watershed, and to protect those natural resources that may be viable to the economic well-being of the city.

12. POLICY

The City should work with the county to look at alternate routes around the community.

13. POLICY

The City should encourage efforts to provide public transportation options to its citizens as well as those visiting the city.

14. POLICY

The City should continue to explore the need for a second bridge across the Salmon River. The city is bisected by the Salmon River, which is crossed only by the Main Street (U.S. 93) bridge. The lack of a second river crossing does not cause traffic congestion, but there would be no fire department or ambulance access to the western half of the City if the single bridge were blocked by an accident or construction during an emergency. A second bridge might also be proposed as part of a U.S. Highway 93 “by-pass.” Cooperation with the Idaho Transportation Department will be an essential part of the implementation of this strategy.

~~**Policy. Circulation. It will be the policy of the City of Salmon to provide for safe and efficient traffic circulation.** This policy will be implemented through a combination of regulatory and public investment strategies.~~

~~**B. Require Safe Access to Public Streets.** The Salmon Development Code should include performance standards that require clear vision at all points of access to a public street, including new intersecting streets and private driveways. The code should also establish standards for the alignment and spacing of intersections.~~

~~**C. Adopt A Major Street Plan.** The major street plan map that appears on page 10 establishes a simple functional classification of Salmon's streets. Functional classification provides general guidance for street construction and maintenance.~~

~~● Arterial streets link Salmon with other communities. The only arterials in the city are U.S. Highway 93 and Idaho Highway 28. The number of points of access to these highways should be minimized. All other traffic should stop for the arterials, except where a signal is provided, or where arterials meet.~~

~~● Collector streets link neighborhoods and provide access to arterials. Courthouse Drive is the best local example of a collector street. Modest traffic flows and a grid street lay-out minimize the importance of collectors in Salmon, and the major street plan adopted here should be refined if the city begins to grow. Traffic on other streets should "STOP" or "YIELD" at collectors and the collectors should have some priority for snow removal and routine maintenance.~~

~~● All other streets are classified as local streets~~

~~**D. Make Street Improvements.** The major street plan map lists several specific street improvement identified by the Salmon Planning and Zoning Commission. That list is somewhat expanded in Table 3.~~

~~TABLE 3 RECOMMENDED STREET IMPROVEMENTS~~

~~⊕ The city should vacate undeveloped streets on the slopes in this area in order to require replatting at the time of development. Street vacations should be approached with caution, but construction of the streets platted across the steep slopes on the southwest edge of Salmon would result in erosion and runoff problems, as well as unacceptable grades. The vacated streets would return to the adjoining owners, who could re-plat the area in a pattern that is sensitive to its terrain.~~

~~⊕ This set of closely spaced intersections may require modification if traffic on Roosevelt increases. Improvements to Roosevelt may result in friction at intersections with Washington and Bulwer, which occur within a distance of about 150 feet. These intersections are also~~

~~close to the intersection of Bulwer with Courthouse. ⑤ There is limited visibility at this intersection. Action should be taken to improve visibility at the intersection of Broadway and Fairmont.~~

~~④ Left turns from Courthouse Drive onto Fulton can be dangerous when the comparatively high traffic volumes on Courthouse and the grade at this intersection are combined with icy conditions. Left turns should be prohibited at this intersection, with the turning traffic routed up Courthouse to Lombard Street, then left to Fulton.~~

~~⑤ The intersection of Front Street and the right turn lane from U.S. 93 onto Courthouse Drive should be eliminated. This dangerous intersection serves no essential purpose. It should be replaced with a landscaped area, eliminating a traffic hazard and contributing to the implementation of Salmon's policy of enhancing its entrances.~~

~~⑥ A traffic signal should be installed at the intersection of St. Charles and U.S. 93.~~

~~⑦ Building to the property line has restricted visibility at some intersections along Shoup. These intersections should all be protected with "STOP" signs. Visibility is a problem at the intersections of Shoup with North St. Charles, Center, and Andrews.~~

~~⑧ Imperial Way should be extended to North St. Charles in order to provide a second means of ingress and egress to a densely populated area.~~

~~For one additional street system improvement, which is in the proposed area of city
_____ impact, see Table 5.~~

ELEMENT 10 - RECREATION

The key component to the recreation element is a description and interpretation of current recreation facilities and sites and future facilities and sites.

Popular seasonal recreational activities which both residents and visitors partake in are:

- Hunting
- Cross country ski trails and skiing
- Fishing
- Sledding
- Snow machining
- Floating and boating
- 4x4 trails utilization (ATV/motorcycles)
- Baseball
- Hockey
- Golf
- Horseback riding
- Mountain biking
- Hiking
- Swimming and pool related activities

The potential for the expansion of these and the development of others is great. All of these activities add to the tourism that Salmon experiences.

One aspect of Lemhi County's economy is continued development of recreation and tourism to stimulate the economy. The City of Salmon should continue to support the efforts to establish safe, environmentally-friendly recreational opportunities to promote increased prosperity for the City's citizens, new jobs for young people, and high quality community growth that emphasizes better pay, better public facilities, and a more diverse business community.

An inventory of Salmon recreation areas includes:

- 1) Island Park – This 16 acre park is located in the Salmon River within the city limits. The park provides opportunities to explore natural areas, picnic locations, a six station fitness circuit, two boat ramps, a skateboard park and more.
- 2) Kids Creek Park – This 7 acre park provides a small developed area with a playground and a pond for recreational activities. It is located along Highway 93 as a gateway to the City.
- 3) Town Square Park – This small park provides a green area in downtown and next to the Salmon River. The one acre park has landscaping and picnic areas for use by downtown employees, city residents and tourists alike.
- 4) Salmon City Park – Located east on Highway 28 is a twenty acre park providing ball fields and parking areas. It also has facilities for horseshoe

- pits, tennis, basketball courts, volleyball, baseball and softball. The park is also the location of the only public swimming pool in Salmon. The pool is opened during the summer months and offers lessons, water aerobics, and free swimming time.
- 5) Sacajawea Center – This Interpretive Center sits on 71 acres on Highway 28 just east of the City. It offers a museum and other areas that demonstrate the history of the area. The facility offers classrooms for public use, gardening programs and other educational pursuits.
 - 6) Golf Course – The Salmon Valley Golf Course lies adjacent to the City Park and is a nine hole course. It is the site of many tournaments.

In addition to facilities, the local leagues offer many organized sports outside of the school system including:

- Baseball
- Basketball
- Softball
- Football
- Soccer
- Hockey
- Bowling

The City of Salmon maintains a part-time staff to run recreational programs and facilities. These programs include tennis, golf, swimming, and horseback riding. Through fund raising efforts the City also offers scholarships to children who cannot afford to pay for programs. There is also a senior recreation program offered at the Senior Center involving various exercise and recreation programs for the seniors.

The City, in partnership with the BLM and Chamber of Commerce is working to inventory all of the recreational opportunities in the city and county to guide visitors in finding activities during their stay.

I. Goal

~~It will be the goal of the City of Salmon to provide and maintain sufficient parks and open space for the enjoyment of its residents and visitors. The City will also seek to assure that future development is not exposed to flooding, slope failure, or other natural hazards, and that the natural functions and amenities of the floodplain and other environmentally sensitive areas are not diminished by insensitive development.~~

~~The map on page 13 shows Salmon's existing parks and public school playgrounds, the 100-year floodplain boundary (as mapped by the Federal Emergency Management Agency), and the minor areas of steep slopes on the west side of the city. Strategies for the implementation of this policy are listed below.~~

Objectives

- a. Continue to reevaluate City park and recreation plans to ensure that facilities and services meet existing and changing needs.
- b. Encourage a variety of spectator and participant recreational activities.
- c. Encourage accessibility and availability of varied recreation activities to people of all ages including the disabled.
- d. Encourage bicycle and walkways within the City.

1. POLICY

The City should continue to develop Island Park as a major attraction. Island Park is Salmon's principal under developed asset. Few cities are so fortunate as to have a large (roughly 12-13 acres of useable space) waterfront park at their center. Salmon should take advantage of the size and visibility of this site to provide a recreational amenity for residents and an attraction that will encourage travelers to linger in downtown Salmon. The necessary first step is to prepare a master plan for the park's re-development. This strategy will also be a key element in the implementation of Policy 7.

B. Plan for Golf Course Expansion. Expansion of Salmon's existing nine hole golf course would offer an improved recreational opportunity for local golfers and another attraction for visitors and potential investors. The city should encourage expansion to the west, where the course could be annexed and integrated with housing served by municipal utilities. The future land use designations in the proposed area of city impact are consistent with this strategy (see the map on page ?).

C. Acquire a Park Site on the "Bar" in Anticipation of Future Growth. Salmon has park land sufficient to serve a much larger community (approximately double the current population), but none of that park space is located west of the river. The city should seek to acquire a neighborhood park site on the "bar", where 52% of its existing dwellings and most of its residential development potential are located. The site acquired should be large enough to include a playground, a picnic shelter, picnic tables, at least one little league baseball or softball diamond, and parking (five-six acres minimum). If possible the site should be along Jesse Creek, forming part of a future Jesse Creek greenway.

2. POLICY

The City should continue to work with Lemhi County Waterways on developing and improving boat docks.

3. POLICY

The City should continue efforts to maintain and improve Kids Creek Park, Develop the South Entrance Park including better signage. The City of Salmon should continue working with state and federal land management agencies to develop an entryway park and traveler's information center near the intersection of Bean Lane and U.S. Highway 93.

4. POLICY

The City should explore the future creation of a recreation district.

5. POLICY

The City of Salmon should actively promote compatible development along the Salmon and Lemhi Rivers as a valuable natural resource in order:

- to assure quality development and public access to the Salmon and Lemhi Rivers,
- to encourage recreational and sportsman use of Salmon and Lemhi Rivers, and
- to encourage tourism use of the rivers.

6. POLICY

The City should continue to maintain and enhance the senior recreational program and facilities.

7. POLICY

The City should continue to support the county and organizations that bring in multi-recreational events, such as equine, motorcycle, kayaking, and marathons.

8. POLICY

The City should continue to address special needs and increase both recreational programs and accessibility capacities.

9. POLICY

The City should continue to explore, with other organizations and the private sector, the possibility of a kayaking park.

10. POLICY

The Salmon Development Code should provide an appropriate zoning designation and performance criteria for City parks and outdoor recreational areas. The FLUP map should indicate existing and proposed open space and recreational areas and indicate a Future Land Use designation that is appropriate for such areas.

11. POLICY

The City should continue to support the outdoor recreational industry.

ELEMENT ELEVEN - Special Areas and Sites

This portion of the Comprehensive Plan offers a brief overview of the history of the county and identifies many of the aspects that define our sense of place and community identity.

Communities define themselves by their cultural heritage; in other words, they are products of their past - a past that entails family, work, and sense of place. Cultural identity provides much of the community cohesion that enables stability as well as reasoned growth and development. We can maintain our identity by highlighting and protecting our history, including historic vistas, the rivers, archaeological sites, residential districts, mining communities, ranches, historic buildings, and the historic Main Streets of our various communities.

A group of concerned city and county residents prepared an inventory of areas, sites, and structures that have historical or archaeological importance and that consequently define our sense of place and community identity. The purpose of protecting special sites is to maintain and enhance the unique character of the City for the benefit of its residents as the region experiences more growth and development. The recognition and protection of special sites is linked to all aspects of the Comprehensive Plan and will facilitate the City's realization of its economic goals while preserving its scenic and rural qualities.

Cultural Property Definition: A definite location of past human activity, occupation, or use identifiable through field inventory, historical documentation, or oral evidence. Includes archaeological, historic, or architectural sites, structures, or places with important public and scientific uses, and possible religious importance to specified social and/or cultural groups. Concrete materials, places, and things that are classified, ranked, and managed through a system of inventory, evaluation, planning, protection, and utilization.

Historic Property: A term used in the National Historic Preservation Act that refers to a cultural property which is considered eligible to be listed or is listed on the National Register of Historic Places.

HISTORIC PRESERVATION:

As time passes, the City faces the loss of more and more of one of its truly non-renewable resources. Many of these cultural resources are being purposefully demolished or destroyed while others face the natural elements and slowly erode away. Encroaching development and modernization lend urgency to the need for preservation of archaeologically and historically significant sites.

Incentives for historical preservation can include special tax credits, relaxation and relief from strict building code requirements, façade and roofline easements, conditional use permits, and the honoring of local properties with plaques or markers. Landowners can register sites without

giving up any control of their land. The City could encourage donations or exchanges of historic parcels to the City or federal agencies.

NATIONAL REGISTER OF HISTORIC PLACES:

The process of listing an historic place on the register can be lengthy and expensive. However, a site only has to be listed as eligible for nomination to the register (a process requiring less time and money) in order to qualify for protection and perhaps funding.

"Historic properties may be thought of as the built environment of large and diverse artifacts such as buildings, bridges, dams, statues, fences and grave markers. Historic properties also encompass large geographic areas of concentrated human activity that result in a specific use or modification of the landscape. Examples of culturally defined landscapes are: emigrant trails, mine tailings, timber cuts, gardens and plantings, Native American food-gathering areas, ceremonial grounds, all of which create patterns of human activity. A repetition of certain types of buildings and structures in a geographical region may also constitute a cultural landscape." (*Idaho Historic Sites Inventory Manual, Idaho State Historical Society*). In this definition, we would include schools, churches, government buildings, ranches, or any site that may once have been important to the commerce of Lemhi County.

SALMON BUILDINGS ON THE NATIONAL REGISTER OF HISTORIC PLACES

- Socrates A. Myers Residence - 300 Hall Street
- [First] Odd Fellows Hall - 516 Main
- Lemhi County Courthouse - 206 Courthouse Drive
- Shoup Building - 415 Main
- [Second] Odd Fellows Hall - 510-514 Main
- Episcopal Church of the Redeemer - 204 Courthouse Drive
- Salmon City Hall and Library - 200 Main

The Lemhi County Museum is the predominant historical and archeological record-keeper for the entire area and could function as a useful resource in helping coordinate the research and preservation efforts of communities or groups in Lemhi County.

List of Resource Organizations

Lemhi County Historical Society and Museum

Idaho Association of Museums

Forest Fire Lookout Association

Idaho Heritage Trust

Idaho State Historical Society

State Archeological Historian, Idaho Preservation Office

Lemhi County Preservation Committee

USDA Forest Service

USDOJ Bureau of Land Management
Idaho Certified Local Government Program

A full history, prepared by the Historical and Cultural Sites committee for the Comprehensive Plan can be found in Appendix 1, Archaeological Site Inventory, entitled *A Whirlwind Tour Through Time and Culture In Lemhi County and East-Central Idaho*.

I. Goal

It shall be the goal of the City of Salmon to promote and encourage the protection of historic and cultural sites in and around the City.

1. POLICY

The City should encourage participation in the Idaho Certified Local Government Program.

2. POLICY

The City should promote the listing of priority sites (listed on previous page) on the National Historic Register as long as this listing does not violate private property rights in any way.

3. POLICY

The City should continue to recognize the Lemhi County Historic Preservation Committee for Buildings and Sites as a referral organization for all land-use proposals where a possible impact to an historic or archaeological site has been identified. The City should seek this committee's recommendation if development is taking place near an identified historical site.

4. POLICY

The City should delineate methods to preserve the historic and scenic character and integrity of the community. If this is achieved, it will inspire cultural tourism and enhance economic benefit.

5. POLICY

The City should establish incentives for historic preservation.

6. POLICY

The City should support and encourage educational programs, such as historic walking or driving tours and celebrating the City's and the County's heritage in festivals and other community events.

7. POLICY

The City should recognize the importance of historical sites during the planning process. The City should adopt an identification system for historical buildings.

DRAFT

ELEMENT TWELVE – Housing

The City of Salmon is charged with preparing and adopting an up-to-date development plan that includes an analysis of housing conditions and needs, plans for improvement of housing standards, and plans for the provision of safe, sanitary, and adequate housing.

This element of the comprehensive plan calls for an analysis of housing conditions and needs, improvement of housing standards, and for the provision of safe, sanitary, and adequate housing including lands for low-cost conventional housing, manufactured housing and mobile homes in subdivisions and parks on individual lots which are sufficient to maintain a competitive market for each of those housing types, including provision for the siting of manufactured homes on individual lots in single-family residential areas or in mobile home parks, as appropriate to address the needs of the City.

In accordance with the 2000 census figures, Salmon has 1,576 housing units.

The average age of the housing stock is as follows: 14%

<u>1940-59</u>	<u>16%</u>
<u>1960-69</u>	<u>9%</u>
<u>1970-79</u>	<u>29%</u>
<u>1980-89</u>	<u>17%</u>
<u>1990-1994</u>	<u>6%</u>
<u>1995-2000</u>	<u>9%</u>

I. Goal

It shall be the goal of the City of Salmon to work to develop, through zoning tools, adequate housing, including the provision for low-cost conventional housing, the siting of manufactured housing on individual lots which are sufficient to maintain a competitive market for each of those housing types and to address the needs of the community.

Objectives:

- a. Utilize good design in the development to conform with existing land use.
- b. Preserve and promote the quality of community living.
- c. Encourage diversified housing at prices suitable to all income levels.
- d. Plan and develop a better relationship between living and working areas in the City.
- e. Promote and encourage financial assistance from partnerships in housing development.
- f. Continued implementation of the Fair Housing Act.

1. POLICY

The City should complete a housing needs analysis.

2. POLICY

The City should make provisions for affordable housing in Salmon including the use of manufactured and multi-family housing in appropriate areas of the community by means of more flexible zoning and subdivision regulation.

3. POLICY

The City shall continue to implement and update provisions of the Fair Housing Act.

DRAFT

ELEMENT THIRTEEN - Community Design

The community design element discusses the need to govern landscaping, building design, tree planting, signs, and suggested patterns and standards for community design, development, and beautification.

The objective in designing communities in rural areas is to establish residences around a main service center, providing easy access to necessary goods and services. As the communities reach capacity through infill and the need to grow outward from city centers becomes apparent, residential lots will ideally become larger and larger as they reach out towards the large farming and ranching plots and public lands which are so prevalent in the county. By planning community development in this manner there is preservation of rural living for those who choose it and a concentration of services in a small area for those wanting or needing easier access.

Design of the entire county community around the many natural and historical attributes it has to offer, in a way that preserves the lifestyle, beauty and open space, is the way growth will need to occur in order to increase the quality of life and fill gaps residents perceive within their community.

I. Goal

It shall be a goal of the City of Salmon to encourage a well maintained and beautiful community.

1. POLICY

The City should continue to maintain and enhance the appearance of the entrances to the City. Attractive entrances are essential in making a good first impression on visitors and potential investors. They are even more important as an element in local civic pride. This policy will be implemented using the following strategies. The City of Salmon should find ways to invest in the appearance of its entrances. ~~Installing a planting strip in place of the dangerous (and basically useless) intersection of Front Street with the exit lane from U.S. 93 would be one way to begin implementation of this strategy. The proposed south entrance park (see Policy 4., Strategy D.) would be another.~~

2. POLICY

The City should continue to limit signs and require landscaping in certain circumstances. The Salmon Development Code ~~should~~ limits the number and size of signs permitted in highway commercial areas and requires that all new highway commercial uses install and maintain a planting strip along their highway frontage.

3. POLICY

The City should continue to encourage the removal of public nuisances on private property.

~~**C. Continue to Retain a City-County Building Inspector.** Salmon will enhance its ability to implement this plan by continuing to cooperate with Lemhi County in funding the position of city-county building inspector.~~

DRAFT

ELEMENT FOURTEEN - National Interest Electric Transmission Corridors

After notification by the public utilities commission concerning the likelihood of a federally designated national interest electric transmission corridor, prepare an analysis showing the existing location and possible routing of high voltage transmission lines, including national interest electric transmission corridors based upon the United States department of energy's most recent national electric transmission congestion study pursuant to sections 368 and 1221 of the Energy Policy Act of 2005. "High-voltage transmission lines" means lines with a capacity of one hundred fifteen thousand (115,000) volts or more supported by structures of forty (40) feet or more in height. Currently this element is not addressed in this comprehensive plan because the Federal government has not designated any such corridor in Idaho at the time of adoption.

DRAFT

ELEMENT FIFTEEN – Implementation

In Conclusion

The policies adopted in this comprehensive plan supply Salmon’s elected and appointed officials with sound general directions for future land use and public investment decisions. Implementation of these policies will require a substantial commitment of energy and municipal funds. It will also be the most effective way of putting an exclamation point on the statement, “Salmon is someplace special!”

The policies adopted here emphasize planning basics, including protecting economically important activities, like ranching, from land use conflict; providing adequate infrastructure for new developments without added public expense; respect for the environment; and cooperation with other jurisdictions. These policies also establish a geographic framework for the more detailed planning that will be needed when land development pressure in Lemhi County escalates.

General Policy Statement: Execute this Comprehensive Plan as a vital working document as it guides future growth of the community.

The Comprehensive Plan anticipates five to ten years into the future, which allows time for implementing land use patterns, transportation networks, and facility plans.

Implementation is the phase of the planning process that makes the goals and policies, as stated in the Comprehensive Plan, become reality. The Comprehensive Plan, no matter how good it may be, is a useless document if it is never used or implemented. Formal adoption of the comprehensive plan is the first step in implementation.

When goals, objectives and policies are decided upon timelines will be set

TABLE 5 – SALMON AREA OF CITY IMPACT

FUTURE LAND USE MAP CATEGORIES

~~Areas designated F/OS (Floodplain/Open Space) are subject to flooding and have a high ground water table. The F/OS parcel surrounding the Salmon Sewage Treatment Plant is also subject to an occasional odor nuisance. These areas, which encompass about 160 acres of vacant or agricultural land, are expected to remain in agricultural use, with the possible future addition of public greenways.~~

The area designated *I/OS (Industrial Open Space)* lies between South St. Charles Street and the Salmon River. Much of this parcel, which contains approximately 285 acres of vacant or agricultural land, is within the 100-year floodplain and best suited for use as pasture. Industrial development will be permitted in accord with the Salmon Development Code. Note that better access to this area will be required to support its development. See the second part of this table.

Residential development is anticipated in areas designated *R (Residential)*. The future land use map does not specify the density of residential development expected. The type and density of residential development permitted will be determined by the developer's plans and the requirements of the Salmon or Lemhi County Development Code. The parcels designated for future residential parcels include about 1,370 acres of vacant or agricultural land.

The future land use map of the proposed area of city impact proposes to extend transitional zoning (see Policy 6., Strategy B.) along Idaho Highway 28. This designation would include only a small acreage of vacant or agricultural land.

The areas designated *HC (Highway Commercial)* are expected to develop for commercial and, possibly, some light industrial uses. About 160 acres of agricultural or vacant land are included in this category.

AREA OF CITY IMPACT ROAD IMPROVEMENTS

The proposed area of city impact map also includes a proposed street extension. Potential industrial development west of South St. Charles creates a need for additional access into that area. That access should be provided via an extension of Cemetery Road, running from U.S. Highway 93 west to South St. Charles.