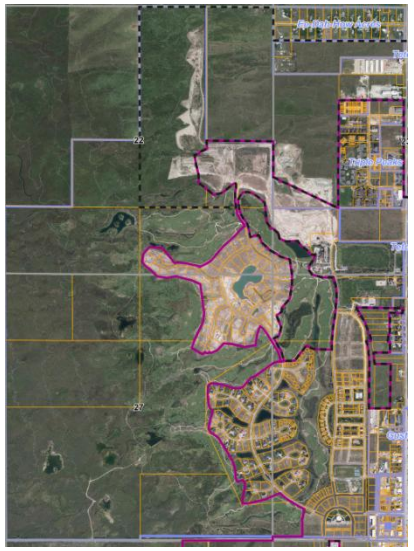
STAFF REPORT

To: Planning and Zoning Commission
From: City of Driggs Staff
Report Date: December 3, 2025
Meeting Date: December 10, 2025
Project: **Tributary PUD Master Plan Amendment + LDC Amendments**
Project File: PA24-9 Tributary PUD Master Plan Amendment (Significant Plat Amendment) + Land Development Code Amendments
Future Routing: Public Hearing with City Council

ACTION REQUESTED: ☐ Ordinance ☐ Permit ☒ Motion ☐ Discussion ☒ Public Hearing



OWNER: DRIGGS ACQUISITIONS, LLC
APPLICANT: Matt Menna, Driggs Acquisitions, LLC
PROJECT DESCRIPTION: PUD MASTER PLAN AMENDMENT
SUBDIVISION: TRIBUTARY PUD
FILE #: PA24-9
PROJECT SIZE: 1347 ACRES TOTAL (255 IN CITY / 1092 IN COUNTY) – **2025: 1,512 ACRES**
CURRENT NUMBER OF ALLOWED UNITS: 594
PROPOSED NUMBER OF ALLOWED UNITS: 573 RESIDENTIAL UNITS
CURRENT ZONING: CITY **-** PUD-T-R, PUD-T-C, REC, CIV, AND AIRPORT OVERLAYS
COUNTY -LA-35

PROCESS: Due to the proposed changes of block layouts, roads, and facilities as well as a change in the proposed uses included within the PUD, Driggs Land Development Code (LDC) §14.13.5 and §14.5.9 requires that this project be reviewed as a PUD Master Plan Amendment and Significant Plat Amendment. The Significant Plat Amendment will follow the Full Plat subdivision review process as per the LDC. The first step in the Full Plat subdivision process is submittal and review of a Concept Plan Application. Staff primarily reviewed the project based on the review criteria for Planned Unit Developments (§14.5.9) which includes standards for all subdivisions as included throughout the land development code. The land development code amendments were reviewed according to 14.4.4 for a Land Use Development Code Text Amendment.

APPLICATION SUBMISSION: An application for a PUD Master Plan Amendment was submitted on December 10, 2024 and deemed completed on December 23, 2024. The owners of the Tributary PUD have applied for a Concept Plan Review of the proposed amendments to the entire PUD Master Plan. A summary of the proposed amendments include:

1. Increasing the total acreage of the PUD from 1497 acres to 1512 acres (15 additional acres).
2. Potentially eliminating Finch Street
3. Large shift in density related to Phase IV
4. South Entrance: a new road plan proposed to consolidate the two existing entrances and eliminating Woodland Star Drive
5. Addition of the "short course homes": proposal to include an additional 12 acres and 18 units near the western entrance.

The preliminary plat application further includes a text amendment to the Land Development Code, which was submitted in full on July 14, 2025.

JURISDICTIONAL DETERMINATION: Since this proposed master plan amendment includes lands within Teton County, the Area of Impact of Driggs, and the City of Driggs, a jurisdictional determination was needed to confirm the process for the amended PUD Master Plan.

§1-10-5(2) of Area of Impact Code (City Code) states: "Any application which concerns land partially within and outside the Area of Impact shall require a written determination between the County and City as to which jurisdiction shall process the application and which ordinances shall be applied as more restrictive and stringent. The following procedure shall be followed:

A. The Planning Administrator from each jurisdiction shall make recommendation to the City Council and Board of County Commissioners as to which jurisdiction should process the application and which ordinances should be used to process the application. The recommendation shall consider such factors as the amount of land in each jurisdiction, trade area, geographic factors, and possible current or future annexation to the city.
B. The council and the board shall approve, deny, or remand the recommendations back to the planning administrators for further negotiation and new recommendations.
C. After approval of the recommendations in subsection A2a of this section, the city or county shall proceed as follows:

(1) If the application is to the city, it shall be processed in accordance with this section.
(2) If the application is to the county, it shall be processed in accordance with the county ordinances."

The jurisdictional determination went to City Council on February 18, 2025 and Teton County on February 24, 2025. Both entities agreed that the City of Driggs would process the application using the most current Land Development Code and Comprehensive Plan for the City of Driggs.

NEIGHBORHOOD MEETING: A neighborhood meeting was held for this project on April 28, 2025 where 4 people attended and were able to ask questions of the applicants.

PUBLIC COMMENT: A public hearing notice was published in the newspaper, sent to all property owners within 300 feet, and posted on-site. As of the date of this report, 0 public comments have been received.

- In favor: 0
- Neutral: 0
- Opposed: 0

SERVICE PROVIDER COMMENTS:

Public Works: The following comments apply to the Master Plan Plat Amendment submission dated 7/14/2025, updated with materials on 9/25/25, and again updated on 12/5/2025 with the materials submitted on 11/24/25 (**also see attached):**

General:

1. Phasing plan:
    a. No utility phasing provided. *Addressed. Utilities for individual phases will be modeled/analyzed at submission of that phase.*
    b. Multiple areas are not labeled/delineated as a phase, for example:
        i. What phase will the expanded Primrose Park improvements be completed? *Partially addressed. Phase X (Entrance O&M) and Phase XII (Family) camp are not included in the plat status phasing and timing table.*
2. The Family Camp phase appears to be proposing multiple non-residential building (shown in purple and light purple). What are these buildings and are their impact accounted for in the unit count, water/sewer flow, traffic plan, etc.? *Still unclear. Building type/use not articulated in response to staff. 12/3/25 12/3/2025: Partially addressed. Applicant proposed a list of used that may have impacts on transportation and utilities (pool, lazy river, soda shop, theater, grill/bar/lounge, etc). Planning should determine how these proposed uses are permitted and impacts accounted/mitigated.*

   The North Fork phase appears to be proposing multiple non-residential building (shown in white adjacent to lots 14,16,47). What are these buildings and are their impact accounted for in the unit count, water/sewer flow, traffic plan, etc.? *12/3/2025: Partially addressed. Applicant proposed a list of used that may have impacts on transportation and utilities (food truck, restrooms, kitchen, playground). Planning should determine how these proposed uses are permitted and impacts accounted/mitigated.*

Transportation:

1. What is the proposed typical road cross-section? *12/5/2025: Addressed, the proposed road cross-sections are different from city standards, but meet typical road standards. Sidewalks are not proposed outside of the Phases VII-IX (Park Homes).*
    a. Is it a city standard or special for the development/phase?
    b. Are sidewalks proposed with the roads?
2. Unable to determine if all lots have pedestrian access as I could not differentiate between golf course pathways and non-golf course pathway (no legend). It does not appear that lots F11, F21-23, F84, F56, 3-9, 79-82 have pedestrian facilities. *Not addressed. applicant proposes to utilize roadways as pedestrian facilities. Planning should determine if this is appropriate.*
3. Multiple Family Camp driveways are greater than 150-feet and do not meet fire code requirements. *Staff recommends a condition that all future plats must show compliance with fire code requirements.*

An updated transportation impact study should be provided based on the relocated density, elimination/consolidation of gates, and relocation of gates. *Staff is waiting for traffic analysis from third party consultant. 12/3/2025: Addressed, see memo from Keller Associates for full findings.*

North entrance a westbound right turn is needed (employee housing)

North entrance MUST align with Casper Drive on the east side of HWY33

Tributary Drive requires westbound right turn lane

Northbound right turn lane on SH-33 is required at Tributary Drive

4. The proposed plan does not accommodate a future Front Street connection, as required by the transportation plan, comprehensive plan, and land development code for PUD's. The future Front St will be a critical off-highway connection for the city in the short, long, medium and very long term. City staff proposed multiple alternatives and options for proposed master plan to accommodate the future Front St, however the developer was unwilling to compromise. The proposed emergency access routes and expanded highway right-of-way are a stop-gap measure and do not address the long-term planning needs of the city's transportation system.

The proposed relocated gate coupled with the Tributary development effectively blocks all potential north/south transportation routes west of the highway. Thereby forcing all vehicular traffic onto the state highway and creating a development island (Valley Center) northwest of town. The 2019 Master Plan specifically located the gate further west to accommodate the future Front St: Memo from the development titled: "*RESPONSE TO PUBLIC WORKS DIRECTOR COMMENTS DATED 6/11/2019* "

GATE PLANS dated 6/5/2019

1. Gate plans are for the existing gate at Birchberry Drive. Detailed plans for the two proposed gates are required for city council approval. As discussed in the 6-27-2019 work session, a site plan prepared by the landscape architects show the proposed location of the gates and proposed road widening where required. Also following the discussion on "queuing length" in front of the gate, it was decided that it would be best to have room for a maximum of two cars for the Woodland Star gate beyond the Buxton intersection. If additional cars are added to the que, they can back up along Woodland Star or turn left on Buxton without any major traffic impact.

   In the case of Tributary Way (formally Huntsman Springs Drive), the gate is located sufficiently west to allow room for queuing as well as provide for the potential of a future Front Street connection east of the gate. These criteria are based upon experience with security gates in other similar recreational developments which have much lower traffic volumes and peak hour traffic requirements than convention developments that cater to year-round residents.

Staff comment: Front Street connection shown in latest submission is much closer to desired detail for the master plan. 12/3/2025: Partially addressed. The proposed easement is conditioned on the City acquiring the easement to the south. Staff proposes the following language:

Easements shall be dedicated to the city at whichever of the following occurs first:

- Platting/re-platting or development of Phase X-Entrance O&M.
- Easement north of Tributary Drive shall be dedicated to the city at the time the city secures easements/ROW on the adjacent parcel to the north
- Easement south of Tributary Drive shall be dedicated to the city at the time the city secures easements/ROW on the adjacent parcel to the south.

12. 11/5/2025: Have the proposed road names been reviewed for compliance with city naming standards and county addressing requirements?

13. 11/5/2025: The applicant stated that the road from the employee housing would only be used for emergency, construction and maintenance. This road should be open for employees to access the development/place of employment. The current proposal will require employees to drive and access the development via HWY 33. *12/3/2025: Partially addressed. The applicant's response was vague and recommend planning confirm that employees can use this gate to commute to places of employment within Tributary.*

Utilities

1. No water/sewer/stormwater master plan or utility narrative was submitted. Staff cannot review the impacts/feasibility to serve the development without a utility masterplan. *12/3/2025: Partially addressed. Recommend development agreement require each phase comply with current city stormwater requirements.*
2. The development currently has 9 sewer pumping stations, more than the rest of the city combined. All future phases should be designed with gravity sewers, or only allow a maximum of 1 additional sewer pumping station for all remaining phases. *Applicant is proposing 2 additional sewage pumping stations but will work with staff to reduce this to 1 pumping station*.
   The project supplied adequate water rights to serve the number of units proposed in the original master plan. The total number of units/EDU, including hotels and multi-unit buildings should be provided to ensure adequate water were provided for the proposed master plan. The calculations provided do not include all proposed units/EDU/connections. *12/3/2025: Not addressed, recommend adding to the development agreement a maximum number EDU's allowed based on the previously provided water and water rights.*
3. The existing sewer pump station SW of lots 3/4A in block 7 is not accessible by a maintenance truck and therefore cannot be cleaned or serviced. The updated master plan should provide a year-round truck accessible route to this pump station. *Not addressed.*

5. 11/5/2025: Proposed water layout was submitted to the city's water engineer and we are awaiting comments.

6. 11/5/2025: Dead end water lines must be minimized per Idaho Rules for Public Drinking Water Systems. Water mains within the Family Camp, Caddis Homes, Camp Homes and Short Course Homes phases must be looped. *Not addressed.*

7. 11/5/2025: The city water system currently stops south approximately 500' south of Casper Drive. The development will be required to extend the water system north to Meadows Lane (employee housing area).



Development Agreement

1. Public works did not review the development agreement as additional information and clarification is needed prior to DA review.

Fire: Fire district will require more detailed review of each phase as it is platted. All fire code requirements must be met at that time.

PUD Master Plan Amendment Review

PUD STANDARDS ANALYSIS (§14.5.9):

14.5.9.B.2: Comprehensive Plan Compliance (adopted November 4, 2020)

No PUD shall be approved unless it is found by the commission to be in general conformity with the comprehensive plan.

This area is included in the Tributary PUD area of the Future Land Use Map and a majority of the western portion is of the PUD is located in the Open Space and Recreation and Agriculture land use categories. The platted areas of Tributary are considered low density residential, single and two-family residential, and portions within the neighborhood mixed use, civic and medium density residential zones. The effective FEMA 100 Year Floodplain/Special Flood Hazard Area (SFHA) is also mapped over much of the property. For this section, text directly from the Comprehensive Plan is shown in **black** with staff's comments and analysis in red.

Chapter 3: PUD – Tributary

The existing Tributary PUD lies north of Bates Road along the City's west edge and is the largest development in Driggs at 1,347 acres. The development crosses jurisdictional lines between the City of Driggs and Teton County.

Agriculture (A.4) This area provides wetland protection while allowing for agricultural production and surrounds the Tributary Development.

This zone is identified in the application as the Phase VI development of Tributary. A Comprehensive Plan Amendment will be needed to reconcile the proposed development and character area as identified before it is platted.

PUD1. The existing Tributary PUD lies north of Bates Road along the City's west edge and is the largest development in Driggs, at 1,347 acres. At the time of original master plan approval, the development crossed jurisdictional boundaries and respective portions were approved by Teton County and the City of Driggs. Tributary is a gated community with some ungated areas that has an expansive private trail and boardwalk system. Future Tributary

development includes additional residential and commercial development as shown on the approved Tributary PUD Master Plan, incorporated as Appendix F. The core of the development is a golf resort surrounded by single-family "town lots" and a small number of townhome lots on the east with "cabin lots" throughout the golf course to the west. A mixed-use area surrounds the county courthouse and merges with the Downtown. A golf course clubhouse and fitness center at the intersection of Woodland Star Way and Huntsman Springs Drive are also part of the development.

Tributary PUD Master Plan Amendments
The following is a review of areas within the adopted master plan and proposed amendments.

- **Overall PUD Density**

The original allowed density in the PUD at time of original Master Plan approval was 338 residential units and 300 hotel units. The 2016 Master Plan Amendment includes updated densities of 602 total residential units and 324 commercial (hotel/villa) units. The 2019 Tributary Master Plan Amendment indicated a total of 594 units and a total of 1,497 acres in the PUD. This plan included 1,130 acres as open space or 75.5% of the development. Staff requested then that the unit count be updated to reflect the hotel and condo units.

In this 2024 Master Plan Amendment submission, the applicant is proposing a reduction in density to 573 + 100 hotel block units. The amendment is also increasing the total acres of the PUD to 1,512 acres but slightly decreasing the open space and/ or common space to 1,085 acres (71.76% of the total development). Applicant suggests that Block 54 has a note for a future hotel site, which is NOT included in the residential units shown in Table 1 provided by the applicant. Applicant has updated the unit count to reflect the total 673 units with the hotel block 100 units.

Article 14. 5.9.D allows for densities to be transferred between zoning districts within a PUD, provided the aggregate overall allowable density of units is no greater than the established maximum residential densities.

- **Employee Housing**

The current development agreement (Section 14) stipulates that Tributary will supply 40 employee housing based on the build out of market rate units. In the amended PUD Master Plan, the applicant is suggesting two changes. The first is that the mixed use developments within the Tributary mixed use area will be responsible for employee housing separate from the Tributary PUD. Staff finds that is fine but must be an agreement made between the developer of those lots within Tributary PUD and the applicant as the development agreement is between Tributary and the City of Driggs. Tributary will be responsible for managing and ensuring compliance with the development agreement. The master plan and lot summary sheet should be updated accordingly. Tributary's development agreement should stipulate that Tributary is still responsible for all 40 units of employee housing. The Employee Generation Study done in 2023 for all Teton County would suggest that resort residential development creates a need for more employee households than single family residential. The rate in that study suggests 48.5 units are needed per every 100 units of resort residential units.

Roadways, Pathways, and Entrances:

- South Entrance: Applicant is proposing consolidating the two entrances to a single privacy gate to access all residential lots. The proposal also eliminates Woodland Star Drive as a Main Collector.

- The Transportation Master Plan includes the Front Street Connection. Further, the vacation of 1000 W and privatization of Tributary Drive/Woodlawn Star Drive/ Primrose Street has eliminated all north-south public road connectivity west of SH 33.
    - *Update: Applicant has updated the original proposed emergency only access routing through the development to include future access points for the routing of front street and has addressed public works comments to include routing and easement widths.*

Definitions of the PUD taken from Driggs' Comprehensive Plan

- **Single Family Development "Town Lots"**
- **Townhomes "Cabin Lots":**

This area is identified as Stone Fly units. The proposal is changing the townhomes to single family style proposals.

- **Golf Course Resort**

Described as at the intersection of Woodlan Star Way and Huntsman Springs Drive, this includes the golf course clubhouse and fitness center. Applicant is proposing incorporating the spa facility into this area with the activity/fitness building and wellness center. No residential is planned for this area. The area is comprised of 5.8 acres in the amended master plan proposal.

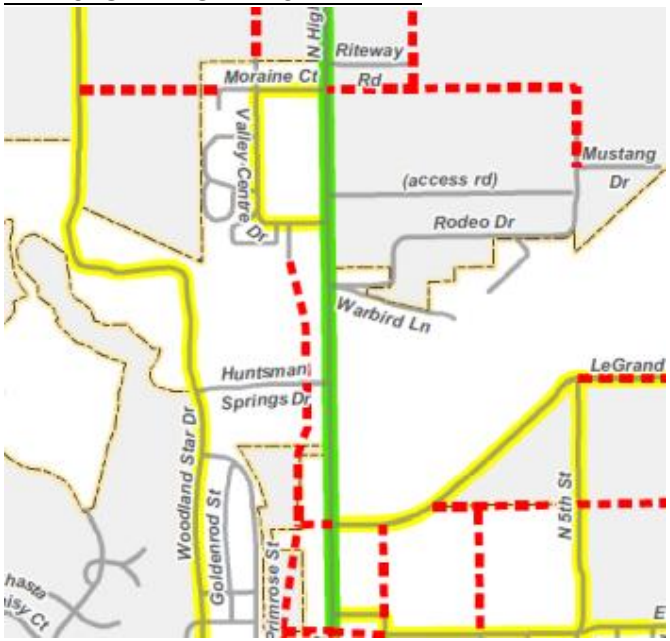
- **(Original City Area) Miscellaneous Mixed-Use Courthouse Area (Platted) – Purple and dark blue on the master plan**

The master plan indicates that 50 units are anticipated here. Applicant is proposing this number may flex depending on compliance with applicable development standards. Staff would recommend solidifying the number of maximum units anticipated for this area. In the 2019 PUD Master Plan Amendment, Staff asked the applicant the same question:

"The narrative describes 50 potential condo units, not yet identified on the master plan, as part of the PUD. They are described as being part of a mixed-use area within the PUD and an additional 30 condo units are proposed as part of Block 55 (the previous hotel parcel adjacent to the courthouse). The final intended number of condos should be confirmed and proposed densities finalized accordingly."
Applicant is proposing no use changes in this area outside of the change in road layout and removal of Woodland Star Drive.

- **Floodplain/Open Space:** A significant portion of the PUD is located in the currently mapped FEMA 100 Year floodplain and NWI wetlands. The Future Land Use Map identifies this area as 100-year Floodplain and agriculture.
    - 14.5.9.E requires a minimum of 25% of open space. This continues to be met with the proposal. Staff requests clarification on delineated wetland setbacks from building envelopes in proposed Phase VI as well review from ACOE indicating the five (5) year time period for any ACOE permits and wetland delineations are still valid. Required setbacks include 100' from the NWI or 50' from a site delineation by the US ACOE.
    - Updated materials: *The applicant states the marked wetland delineation is from the most current approval line in 2020, which according to the ACOE's jurisdictional determination, is expired as of January 2025. Staff suggests a condition of approval that the delineation be updated to be a valid delineation approved by the ACOE and that it be indicated on the masterplan.*

TRANSPORTATION MASTER PLAN:



2019 Transportation Master Plan (above) – red indicates future connection

The current adopted Transportation Master indicates that Front Street will connect on the western side of Hwy 33 as a north/south connection, helping to alleviate traffic on Hwy 33. The updated TMP (currently being reviewed for adoption in 2025) continues to include this connection. The 2007 Transportation Master Plan indicated collector streets through the then Huntsman Spring development as public streets. Since then, the development has privatized the north/south connections to residents of the development.

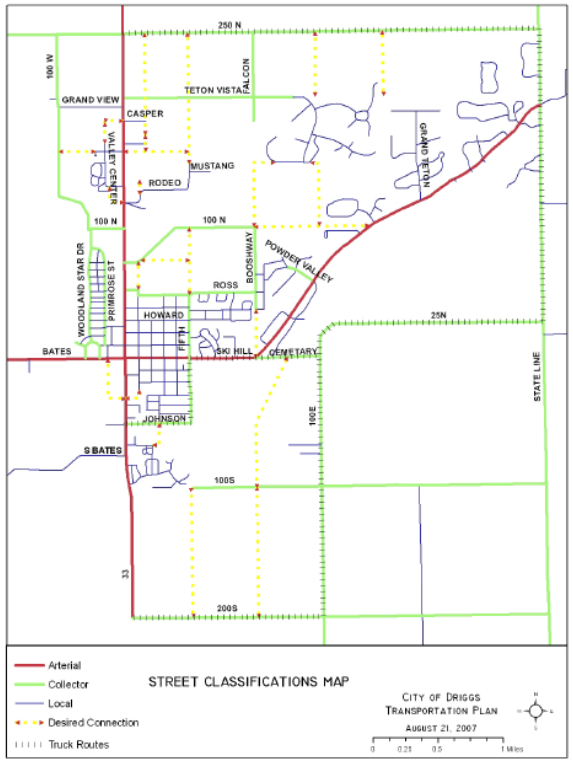
In the 2019 PUD amendment process, Tributary acknowledged the future Front Street connection and agreed to locate the gates further to the West to accommodate future alignment (see PW emails/comments).

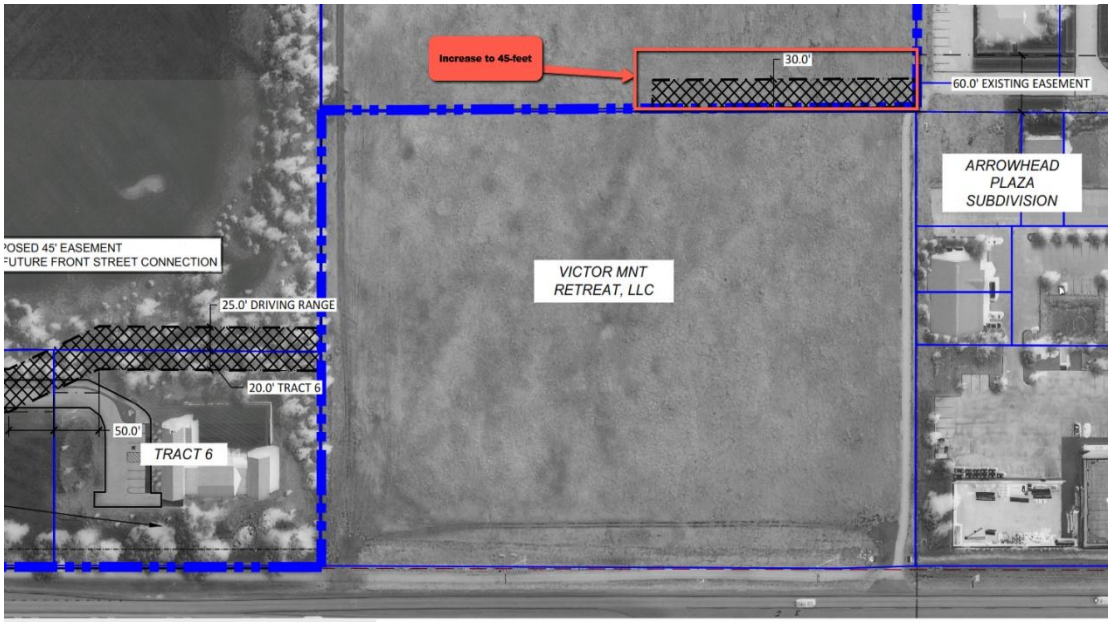
2007 Transportation Plan (figure to the right)

City of Driggs
Transportation Plan

August 2007

FIGURE 3.2: STREET CLASSIFICATION MAP





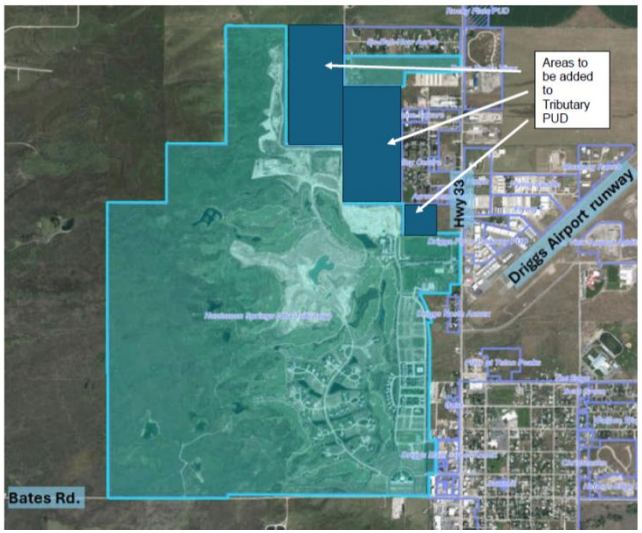


Exhibit showing lands to be added to the PUD.

2019 Development Agreement:

The current development agreement for Tributary was recorded by Instrument #256791. **Staff would generally request an update from the applicant on the provisions of the agreement, particularly items 10, 11, 13, 14, 15, 16.** An amended development agreement would be required after preliminary plat review of the amended master plan. Update: Applicant has provided a draft development agreement. City staff will work with the developer to finalize the development agreement for City Council once details of the master plan amendment have been finalized.

Review standards for a Significant Plat Amendment follow the subdivision/PUD review standards under Article 14.5.6:

Required	Standard	Proposed	Comments
14.5.9.B: Zoning & Subdivision Standards	Sections pertaining to zoning and the regulations in this Title shall be applicable to planned unit developments insofar as such applicability is consistent with this Chapter. To the extent that specific zoning or subdivision regulations conflict with standards		Updates to the Zoning Map and Comprehensive Plan will be necessary in order to capture a number of the proposed PUD Master Plan amendments, including annexation and rezone of the areas in the north into the City of Driggs. A text amendment for Chapter 9 of the Land Development Code may be necessary if design standards are changed. Staff comment: Applicant has submitted associated Land Development Code amendments.

	contained in this Article, such regulations shall not be applicable.		
14.5.9.B: Minimum Land Area	The minimum size of a parcel of land that may comprise a PUD is any lot or parcel of record of five (5) acres or more.	The total PUD proposes to add 15 acres for a total 1512 acres.	Conforms.
14.5.9.C: Use Exceptions	Upon recommendation of the commission, the council may authorize specific uses not normally permitted by the use regulations of the district in which the development is located. In granting such authorization, the commission and council shall base their decision on conditions outlined in §14.5.9C	A majority of the uses included in the proposed PUD amendment have already been approved and are included in the 2019 approved Master Plan. Only new proposed uses have been reviewed as part of the Master Plan amendment review. New proposed uses within the PUD include: • Aquatic amenities • Tributary Green house & Farm	Staff has reviewed the new proposed uses for compliance under the available City zones. Campgrounds and camp sites are not included in the use chart for 9.4.2 (Tributary T-R). A Code amendment would be required to update Chapter 9 of the Land Development Code. Updated materials have removed the campsite. The applicant believes the other uses will comply with existing use categories. A proposed Farm Area and aquatic amenities should include greater definition for allowed uses.
14.5.9.D: Residential Density	Densities may be transferred between zoning districts within a PUD, provided the aggregate overall allowable density of units shall be no greater than that allowed in the zoning district or districts in which the development is located.	The narrative describes an intended full build out of 573 residential units within the entire PUD. Based on the proposed amended Master Plan and Residential Development summary submitted by the applicant is appears that 337 units are currently platted.	All new development will be annexed as they are platted per the 2014 annexation agreement.
14.5.9.E: Common Open	Twenty five percent (25%) of the total area within the boundary of any PUD shall	The current PUD Master Plan includes 75.5% of the development as open space (1,130 of the total 1,497 acres).	There are not significant proposed changes to the amount of open space within the PUD.

Space Requirement	be devoted to usable and accessible common open space;	The amended proposal includes 1,085 acres as open space of the total 1,512 acres. Open space includes land to be used as parks and for recreation purposes, as well as those that conserve or protect natural resources.	
14.5.9.E: Park & Open Space Dedication	Dedication of parks and open space shall conform with Art. 12.4 and any adopted plans for open space, parks, trails or corridors. The commission shall determine the suitability of open space to be dedicated. §12.4.5: Dedication & Maintenance of Parks: • Parks over 2 acres may be deeded to and maintained by the City subject to compliance with other standards in Article 12 ○ Park acreage shall equal 0.028 x total number of potential residential units ○ Park Improvements (as per §12.4.3) and Standards (as per §12.4.4) • Privately owned parks are subject to the standards found in §12.4.5 (A-F)	Acreage: The 2019 master plan indicated a private park of 1.49 acres and a public park of 13.66 acres. No new parks are being proposed in this PUD amendment but there is an overall increase in park space.	Applicant is proposing slight amendments to park space. The current 14.36 acres of allocated park space would facilitate a residential density of 512 units, as calculated in 2019. The 2025 Master Plan Amendment is proposing an increase of 2.5 acres of public park space at Primrose Park and 3.48 acres of private park space. The proposed 573 units of the amended Master Plan would require 12.68 acres of park space. In total 16.16 acres are being provided. Park Improvements & Standards: more details are needed to ensure all of the standards are being met with the additions to the Primrose Park and would be required when this is replatted. This should be included in the overall phasing plan.
14.5.9.F: Development	Street standards shall conform to the regulations	The PUD amendment includes removing Woodland Star Drive, and	Changes to existing streets shall comply with the standards found in §12.1 as well as the Driggs Public Works standards. Standards

Standards (Streets)	of this title, except where, in the event of extraordinary circumstances, a need for relief is demonstrated by the applicant.	adding some streets to employee housing and the changed	specific to private gated streets (§12.1.14) and new private roads (§12.2.4) will apply. Private streets are allowed at the sole discretion of City Council. The streets to be privatized will also have to be reviewed by the Fire District, Sherrif's office, and other emergency service providers as part of the Preliminary Plat review to ensure that there is adequate access. As plat amendments and new subdivision applications are submitted for review, new roads and changes to already approved roads will be reviewed based on these standards.
14.5.9.F: Development Standards (Residential Units)	For single-family homes and duplexes, the averaging of lot areas shall be permitted to provide flexibility in design and relate lot size to topography, but each lot shall contain an acceptable building site. Setbacks, accessory buildings and building height shall be governed by the existing district regulations where the proposed PUD is to be located.	The applicant has generally proposed changes to the densities and layout of residential uses within both the City and County portions of the PUD (both platted and unplatted).	The existing PUD zoning allows for a variety of different lots sizes based on the intended development type. Where this is an existing PUD, only the new proposed changes would be reviewed to ensure that each individual lot contains an adequate building site. Each portion of the PUD to be annexed into the City will be zoned with a PUD zone at the time it is annexed.
14.5.9.F: Site Plan Criteria (Street Circulation)	The PUD shall provide an adequate internal street circulation system designed for the type of traffic generated, safety, separation from living areas, convenience and access. Private internal streets may be permitted, provided that adequate access for police and fire	The project proposes some alignments changes in interior roadways. The pathway along Primrose is intended to serve as a connection throughout this development and to the existing and future pathway system.	Fire access will have to be reviewed for the removal of Woodland Star Drive and River Dogwood as part of the preliminary plat review. The pathway is provided along the eastern boundary of the development and is proposed to be maintained and reconstruction of damaged pathway sections is proposed in the Development Agreement. There is no connection between the internal pathway/trail system and the public pathway. Staff would recommend some connection near Primrose Park and/or the Maintenance facility with additional signage for private/parking. This can be reviewed in the improvement plans stage of review.

	protection is maintained and provisions for using and maintaining such streets are imposed upon the private users and approved by the commission. Bicycle traffic shall be provided in any area designated for commercial or residential use. Wherever possible, bicycle paths shall be provided to link with other existing or proposed pathways		An additional look at the future front st easement and the intersection of this pathway may also be needed.
14.5.9.F: Site Plan Criteria (Parking)	The PUD shall provide parking areas in conformance with the minimum site development standards of this title in terms of number of spaces for each use, location, dimensions, circulation, landscaping, safety, convenience, separation and screening.		Adequate parking will be reviewed as necessary as building permits are pulled for development within the PUD. All uses will be required to comply with the parking standards found in Article 11.1.
14.5.9.F: Site Plan Criteria (Open Space)	The PUD shall provide common open space adequate in terms of location, area and type of the common open space, and in terms of the uses permitted in the PUD. The PUD shall strive for optimum preservation of the natural features of the terrain.	Over 71% of the PUD is proposed open space.	The PUD provides adequate open space in a variety of different types.

14.5.9.F: Site Plan Criteria (Varieties of Uses)	The PUD shall provide for variety in housing types and densities, other facilities, and common open space.		The PUD continues to provide a variety of different uses and lot sizes; however the amended proposal emphasizes the predominant housing style as single family. Table 9A in the Land Development Code outlines allowed building types and which require Conditional use Permits. The proposed amendment reduces the number of "cabin lots" but does add a category of "short course homes."
14.5.9.F: Site Plan Criteria (Pedestrian ways)	The PUD shall provide pedestrianways adequate in terms of safety, separation, convenience, access to points of destination and attractiveness.		The Comprehensive Plan supports a pathway that connects all the way to 1000W. This is being addressed through an alternative route north of EE-DA-HOW subdivision, per a plan by TVTAP. The current Development Agreement, executed in October of 2019, includes the Primrose Pathway (item 5). If the entirety of this section were completed and not damaged, the vision in the Comprehensive Plan would be realized.
14.5.9.G: Supplementary Regulations (Open Space Maintenance Requirements & Process)	The common open space of a PUD may be owned and maintained by the property owners within the PUD, or by an organization chosen therefrom…		Open space shall be maintained in reasonable condition. Failure to maintain open space will result in enforcement actions.
14.5.9.G: Supplementary Regulations (Development Schedule & Stages)	The applicant must begin development of the PUD within one year from the time of its final approval; provided, however, that the PUD may be developed in stages and/or with specific time requirements as approved by the commission. The applicant must complete the development of each stage and of the PUD as a whole in substantial compliance with the development	The PUD has been developed in phases since it was originally approved in 2006.	Staff recommends that a phasing plan is developed as part of the PUD Master Plan update. The phasing plan should include identified phases within the PUD and a timeline for development. The 2014 Annexation Agreement requires that all unplatted portions of the PUD located with the Driggs area of Impact shall be annexed before a preliminary plat is submitted for subdivision and platting of these areas. Staff recommends that an annexation plan be included as a component of the overall phasing plan. Update: phasing plan was provided but does not include portions of the development and requires updates. The water phasing plan requires looping and is being reviewed by the water modeling engineer for feasibility.

	schedule approved by the council. Each stage within a PUD shall be so planned and so related to existing surroundings and available facilities and services that failure to proceed to a subsequent stage will not have a substantial adverse impact on the PUD or its surroundings.		

PUD Master Plan Amendment:

ZONING ANALYSIS:

	Proposed	Land Development Code Standard	Comments
Zone:		• PUD-T-R (Tributary Residential, Golf and Recreation Facility • PUD-T-C (Tributary Courthouse, Mixed Use Blocks 50-55) • REC (Recreation) • Airport Overlay Zoning: ○ Airport Traffic Pattern Overlay (ATP) ○ Airport Protection Overlay (APO) ○ Airport Inner Critical Zone (ICZ) ○ Airport Outer Critical Zone (OCZ)	The portions of the PUD that are still located in the Area of Impact will have to be rezoned as they are annexed into the City. The airport overlay applies in both the City and County portions of the PUD and includes specific standards including: - Recording of an avigation easement associated with land development applications (ATP). **A master avigation easement agreement for all of Tributary was requested in 2019.** - FAA approval for new construction (APO) - limited uses with the ICZ & OCZ (including hotels/motels, public assembly uses such as schools & libraries, day care centers, and outdoor spectator sports fields).

Use:	New proposed uses in the PUD include Family Camp and miscellaneous recreation sites. **Additional details are needed to confirm those uses are allowed in the zone district or if code amendments are required.**	Those uses may be allowed in the PUD-T-C, PUD-T-R. Specifically campsites or campgrounds are not an allowed use.	A code text amendment may be required to consider adding outdoor recreation facilities and camping accommodations as an allowed use in the PUD-T-C or T-R zone district.
Lot Area:	TBD	As determined by the underlying zoning.	Final lot area will be reviewed with the underlying zoning as each individual phase is platted or amended. All new lots will have to comply with the current standards.
Lot Width:	TBD	As determined by the underlying zoning.	Final lot widths will be reviewed with the underlying zoning as each individual phase is platted or amended. All new lots will have to comply with the current standards.
Setbacks:	TBD	As determined by the underlying zoning.	Building setbacks will be reviewed with the underlying zoning as each individual phase is platted or amended. All new lots will have to comply with the current standards.
Framework Plan		Each zone within the PUD has a description of the overall intent of the zone and the uses within the zone, as well as more specific design elements for certain areas.	As new phases are platted and new sites and building constructed, all new uses will have to comply with the existing Framework Plan or a code text amendment will be needed to update the plan.

Article 11- Site Development			
	Proposed	**Land Development Code Standard**	**Comments**
11.1.2 Pedestrian Access		All development must provide pedestrian access connecting abutting public streets and parking lots to the primary entrance of a use. Single family detached, duplex, and single family attached units are except from this requirement.	All future development within the PUD will be reviewed for pedestrian access.
11.1.4 Curb Cuts & Driveways		Driveways: - typically each lot allowed 1 - Min 50’ from an intersection - Min/Max width determined by use	To be reviewed with building permits and subject to all standards found in §11.1.

Article 12- Street & Public Improvements	
	Comments
12.1.2 Phasing	As described above, the owners will have to consider a phasing plan as part of the PUD Master Plan Update. As plats are developed for each individual phase, street and public improvements may also be constructed in phases but each phase must be able to stand alone, meeting all requirements of the LDC without the need for improvements in later phases. This phasing plan will be approved as part of the Development Agreement for all future phases. Applicant did provide a phasing plan that requires a few minor adjustments.
12.1.3-12.1.5 Improvement Plan, Guarantee, and Warranty	All streets and public improvements must be completed and accepted by the City prior to recording of the final plat for each individual phase. A financial guarantee is required prior to construction of improvements and construction must be completed within 2 years of the Prelim Plat approval date. A 10% warranty is required post-construction.
12.1.6 Easements	All plats to be amended, as well as plats for new phases, shall include references to existing easements as well as new easements, including width.
12.1.8 Property Owners Assoc	New draft CC&Rs for all future phases, or amended CC&R's for phases to be amended, will be required to be submitted with the Prelim plat for each. The CC&Rs must include a plan for maintenance of common areas.
12.1.9 Mailboxes	Developments of 5 units or more are required to provide one more cluster box units, to be approved by the USPS. Mailboxes may not be located in the sidewalk or right-of-way.
12.1.11 Blocks	Block design will generally follow what is allowed within the Framework plan, however if any conflicts occur between the Framework Plan and the Land Development Code, the block standards found in §12.1.11 will prevail**. Final block design and dimensions will be confirmed with preliminary plat approval, but the general layout and design of blocks should be included on the amended PUD Master Plan.**
12.1.14 Gated Streets	Public streets cannot be gated so all other roads to be privatized will have to be private roads. All gated streets must conform with the standards found in §12.1.4 including the submittal of a final gate plan to the city.
12.1.16 -.17 Subdivision Access-stub streets and dead ends	All future phases to be platted and existing phases to be amended shall comply with the standards for subdivision access including the planned phasing of streets, ensuring access for adjacent parcels as well as the entire development, and providing necessary easements. An easement should specifically be provided for the ingress and egress of emergency vehicles on roads to remain private as well as for City vehicles in order to provide maintenance of the water system.
12.2.2 New Street Construction	Any new streets or additions to existing streets will have to be constructed based on the current code standards, including all sidewalks, bike lanes, drainage, and street tree installation.
12.2.4 Private Streets	Private streets are allowed at the sole discretion of City Council. Private streets are only allowed to be used for dead end roads or roads internal to a multi-family or commercial development. No roads designated as Arterial or Collector may be private. Private streets are required to still be constructed to City street standard. Private streets are required to be maintained by the home owner's association and recognized as such on the Plat within the Owner's Dedication**. City Council will have to approve the privatization of each street.**
12.2.6 Streetlights	Would be reviewed with any preliminary plat applications.
12.2.7 Sidewalks and Pathways	Sidewalks may be required with non-dead-end roads or roads with higher densities. Street improvements must be constructed in accordance with the most recent edition of the Public Works Standards. Staff and PZC to determine if any other essential pathway connections are required to be made to other community facilities as phases are submitted for review or amendment.

12.2.9 Street Types and Right of Way Widths	New or extended streets must meet the requirements of street types and ROW widths as specified in the Public Works Standards.
12.3 Utilities	Improvement Plans for each new or amended phase of development will need to show the construction and installation of the utilities and stormwater disposal that meet the Public Works Standards. Utility service lines for each lot are required. Hydrants must be installed per IFC. Applicant submitted conceptual level master plans for utilities to ensure stormwater/water/sewer feasibility to serve the development.
12.4 Parks	An analysis of park area is provided above. But generally, Staff has reviewed compliance with park acreage and development requirements for the entire PUD, not specifically for each individual phase. Phasing of the PUD should accommodate for the appropriate amount of park area to be installed and at no time should developed density exceed what is required to be provided for park acreage.

Article 13- Resource Protection	
13.1.3 Riparian Buffer Areas	The land development code includes required setbacks from irrigation canals, floodplains, lakes, ponds, and wetlands. Platting for all future phases will be reviewed based on these standards. 100' from the NWI or 50' from a site delineation by the US. ACOE.

Because this is a significant plat amendment, the review and approval criteria match those of the process originally used – in this case a PUD.

For amendments to an existing PUD Master Plan, Land Development Code Article 14.5.9-3 requires the following criteria to be demonstrated:

1. The amendment is consistent with the efficient development and preservation of the entire PUD.
   Based on the analysis, the amendment appears mostly consistent with the existing PUD, so long as the comments from staff are clarified with additional information – specifically the phasing plan and utility phasing - and any conditions outlined are met and additional information is collected. PZC to consider.

   A development agreement for the entire development has been drafted and submitted by the applicant. This will need staff review, and ultimately will need to be approved by City Council in its final form.

2. The amendment does not affect, in substantially adverse manner, either the enjoyment of land abutting upon or across the street from the PUD or the public interest.
   As it relates to phasing– applicant did provide details on the combination of park space near Primrose and the closure of the east/west portion of the street on the western side and additional parking provided on the northern side. Finalized improvement plans would be needed with the preliminary plat / replat of any phase, but this should be generally incorporated into the phasing plan for the entire development. Overall, ensuring orderly development (Art.1.1.2 of the LDC), requires understanding the phasing and a general master utility plan at the conceptual level that includes all stormwater/water/sewer/fire apparatus. PZC to consider.
3. The amendment is not granted solely to confer special benefit upon any person.
   Staff finds that the amended master plan does not confer a special benefit upon any one interest. PZC to consider.

For amendments to the Land Development Code,

Section 14.4.4.B identifies the following approval criteria for a Land Development Code Text Amendment:

1. The Text Amendment corrects an error or meets the challenge of some changing condition, trend or fact
2. The Text Amendment is in response to changes in State law, as established through amendments to the Idaho Statutes or by court decision.
3. The Text Amendment substantially conforms to the Comprehensive Plan.
4. The Text Amendment substantially conforms to the stated purpose and intent of this Land Development Code.
5. The Text Amendment constitutes a benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time.
6. The Text Amendment will not significantly impact the natural environment, including air, water, noise, stormwater management, wildlife and vegetation.
7. The Text Amendment will not significantly impact existing conforming development patterns, standards or zoning regulations.

Staff finds that the proposed amendments to the LDC address the identified updates to the PUD Tributary master plan, minus a few recommended additions below including clarification on the farm space and aquatic amenities. Staff finds that the project complies with the criteria above so long as the identified conditions are addressed. Staff additionally finds that the code text amendments can comply with the Comprehensive Plan and the intent of the Land Development Code, if the updates are made in conjunction with the proposed PUD Master Plan amendment, and a Comprehensive Plan amendment occurs before platting of Phase IV with the conditions as outlined in this report.

For future platting, the following criteria are used:

14.13.4.D. Approval Criteria

When reviewing or approving a Preliminary Plat, the Planning and Zoning Commission will consider the following:

1. Complies with all applicable criteria and standards of the City regulations, conditions of approval established in the previous approval, and the development agreement approved as part of the previous approval.
2. Does not reduce the area of designated open space or increase the number of lots.
3. Does not significantly affect block layout, roads, connectivity, utilities or other facilities.
4. Does not change the uses approved, or the location of where certain uses are approved.
5. Does not increase or create new and potentially substantial direct or indirect impacts on the neighborhood, vicinity of the subdivision or overall community.
6. Conforms to the Comprehensive Plan and other applicable adopted plans and policies.

PZC Review:

The PZC reviewed the proposal August 13, 2025 and motioned to table the item for additional information. At the November 12, 2025 meeting, the PZC motioned to table the item to the December meeting to see the discussed materials in a clean version.

Information needed to evaluate Development Impacts:

1. Applicant states that Kagel Environmental (KE) is under contract to update the wetland delineation completed in 2005. Applicant to supply updated delineation to incorporate into updated master plan. *Staff suggests a condition of approval that the delineation be updated to be a valid delineation approved by the ACOE and that it be indicated on the masterplan as the 2020 delineation and JD is expired as of January 2025.*

2. The amendment is proposing eliminating an entrance gate, leaving two remaining and shifting density to the northern portion of the development. An amended Traffic Impact Study should be submitted. The applicant could amend their own previous study and have the City do a third-party review, or the City can review with the transportation model from the TMP update. *The City has engaged a third-party review of the modified master plan to understand any transportation impacts. The following items are in the Keller review memo:*
    a. *North entrance a westbound right turn is needed (employee housing)*
    b. *North entrance MUST align with Casper Drive on the east side of HWY33*
    c. *Tributary Drive requires westbound right turn lane*
    d. *Northbound right turn lane on SH-33 is required at Tributary Drive*

Master Plan Clarification:

a. What are all of the building types in the Family Camp area?
    i. Are these included in fire flow/water counts? *Staff would request an estimated ERU count for this phased area and that the uses are described as allowed uses within this zone district of Tributary (see Art. 9 of the LDC). 12/3/2025: Not addressed, recommend adding to the development agreement a maximum number EDU's allowed based on the previously provided water and water rights.*

Staff Recommendations:

Staff recommends that PZC hold a public hearing and deliberate on the application. PZC should consider the LDC amendment and text amendment as a suite of changes. If PZC is ready to make a recommendation, staff has included two separate potential motions – one motion for the PUD Amendment and a second motion for the LDC text amendments.

Recommended Conditions of Approval:

1. A comprehensive plan amendment will be required to develop Phase IV, to update the master plan in the Comprehensive Plan and FLUM.
2. Development agreement to address the requirement of 40 units of employee housing. DA be reviewed fully by staff and approved by City Council prior to adoption of an amended master plan.
3. The wetland delineation be updated to be a valid delineation approved by the ACOE and further that it be indicated on the masterplan with appropriate references. The 2020 delineation and the associated JD is expired as of January 2025.
4. An avigation easement for all Driggs Acquisition LLC lots be executed, recorded, and referenced on all future plats.
5. Front Street exhibit increase the easement width to 45' on the Front Street connection at the northern most section adjacent to the Victor Mountain Retreat property, and include the following language: *Easements shall be dedicated to the city at whichever of the following occurs first: Platting/re-platting or development of Phase X-Entrance O&M; Easement north of Tributary Drive shall be dedicated to the city at the time the city secures easements/ROW on the adjacent parcel to the north; Easement south of Tributary Drive shall be dedicated to the city at the time the city secures easements/ROW on the adjacent parcel to the south.*
6. Mitigation measures from the Traffic Impact Analysis be incorporated into the development agreement.
7. Remaining minor public works comments are addressed prior to a public hearing with City Council.

MOTIONS FOR PUD AMENDMENT TO MASTER PLAN:

Approve: Motion to recommend to City Council approval of the significant plat amendment to amend the Tributary PUD Master Plan, having found that the approval criteria can be met, so long as the following conditions are met […*conditions to be determined by the Commission; specific items from staff listed above*…]

Table: Motion to table consideration of the Tributary PUD Masterplan Amendment application until the following additional information is provided… [*to be determined by the Commission*].

Deny: Motion to recommend to City Council denial of the significant plat amendment to amend the Tributary PUD Master Plan, having found that the approval criteria *[specific criteria and reasoning determined by the Commission*] are not met.

MOTIONS FOR LAND DEVELOPMENT CODE TEXT AMENDMENT:

Approve: Motion to recommend to the City Council that the amendments to Article 9.4 of the Driggs Land Development Code, as represented in Exhibit B be approved with conditions. The recommendation is based on the finding that the Land Development Code text amendments comply with the standards found in Land Development Code Section 14.4.4.B so long as the following conditions are met:

1. The DX design standards be referenced as the Design Standards applicable to areas within the Framework Plan.
2. Framework plan confirm cross-access requirements.
3. Framework plan include amendments to Primrose Park – vacation of the east/west entrance to accommodate for the shift in the private gate, additional parking on the north side of primrose with removing the roadway, and the combination of the park lands.
4. Aquatic amenities and greenhouse and Farm have greater definition for allowed uses.
5. Clarification on the applicability section and process with design review and the interaction between City and Tributary review process.

Table: Motion to table consideration of this Land Development Code amendment application until the following additional information is provided… [*to be determined by the Commission*].

Deny: Motion to recommend to the City Council that the amendments to Article 9.4 of the Driggs Land Development Code, as represented in Exhibit B be denied. The recommendation is based on the finding that the Land Development Code text amendments do not comply with the standards found in Land Development Code Section 14.4.4.B [specifically the following…]

Attachments –

A. PUD Master Plan Amendment Application Materials
B. Proposed LDC Text Amendments + LDC Amendment for Framework Plan
C. PZC Motion to Table from 8/13/25
D. Public Works Review
E. Traffic Model Analysis