

REENVISION VICTOR

CITY OF VICTOR COMPREHENSIVE PLAN

21 JANUARY 2021

City Council Adopted Document
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Special thanks to the community members who participated in the process and contributed to the development of the Comprehensive Plan.

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photo credit: Jonathan Seiko



01 | EXECUTIVE SUMMARY

PLAN OVERVIEW, PURPOSE, AND FRAMEWORK

PLAN OVERVIEW

Developed through a community-driven outreach and planning process, *ReEnvision Victor* is built around a cohesive vision for the future of the city:

Victor is a family-friendly community, respectful of faces new and old, that values a high quality of life, inclusivity, economic vitality, outdoor recreation, and the preservation of the surrounding ecosystem.

Victor is committed to creating a vibrant downtown and lively neighborhoods that are well-connected to the city center and one another.

During the planning process, six key values were identified as priorities by the community in its overall vision for the future:

- ▶ Compact and livable city
- ▶ Small-business and localized economy
- ▶ Infilled, active downtown
- ▶ Green space
- ▶ Resilient environment
- ▶ Multimodal transportation

These themes outline the general structure for the Comprehensive Plan, and while integrated, each is further supported by its own goals, objectives, and strategies. While the themes are separated into individual elements, they are also intertwined. For example, a sustainable environment is one that enables an all-season economy and bolsters full-time, year-round residence. These in turn sustain commerce and bring vitality to our downtown.

PLAN PURPOSE

There are several specific purposes achieved by adoption of the City of Victor Comprehensive Plan:

- ▶ To meet the requirements of the Local Land Use Planning Act, Idaho Code, Title 67, Chapter 65;
- ▶ To identify a comprehensive and community-supported, long-range vision for the City of Victor, looking out 10 – 20 years;
- ▶ To guide land use goals, policies, general location, character, and extent of desired future uses within the community;
- ▶ To help evaluate and prioritize future city actions and land development.

The Comprehensive Plan is meant to articulate a vision for the future, and guide both public and private decisions. The plan is meant to direct future public infrastructure investments, and underpin future adjustments in the zoning map, bringing this map in accord with the future land use and transportation elements of this Comprehensive Plan.

PLAN AMENDMENTS

The plan may be amended as needed, and should be updated as significant changes in demographics, economic vitality, infrastructure capacity, and/or community values may dictate. As the plan has been developed in conjunction with a high level of community feedback and input, any changes should be heavily considered.

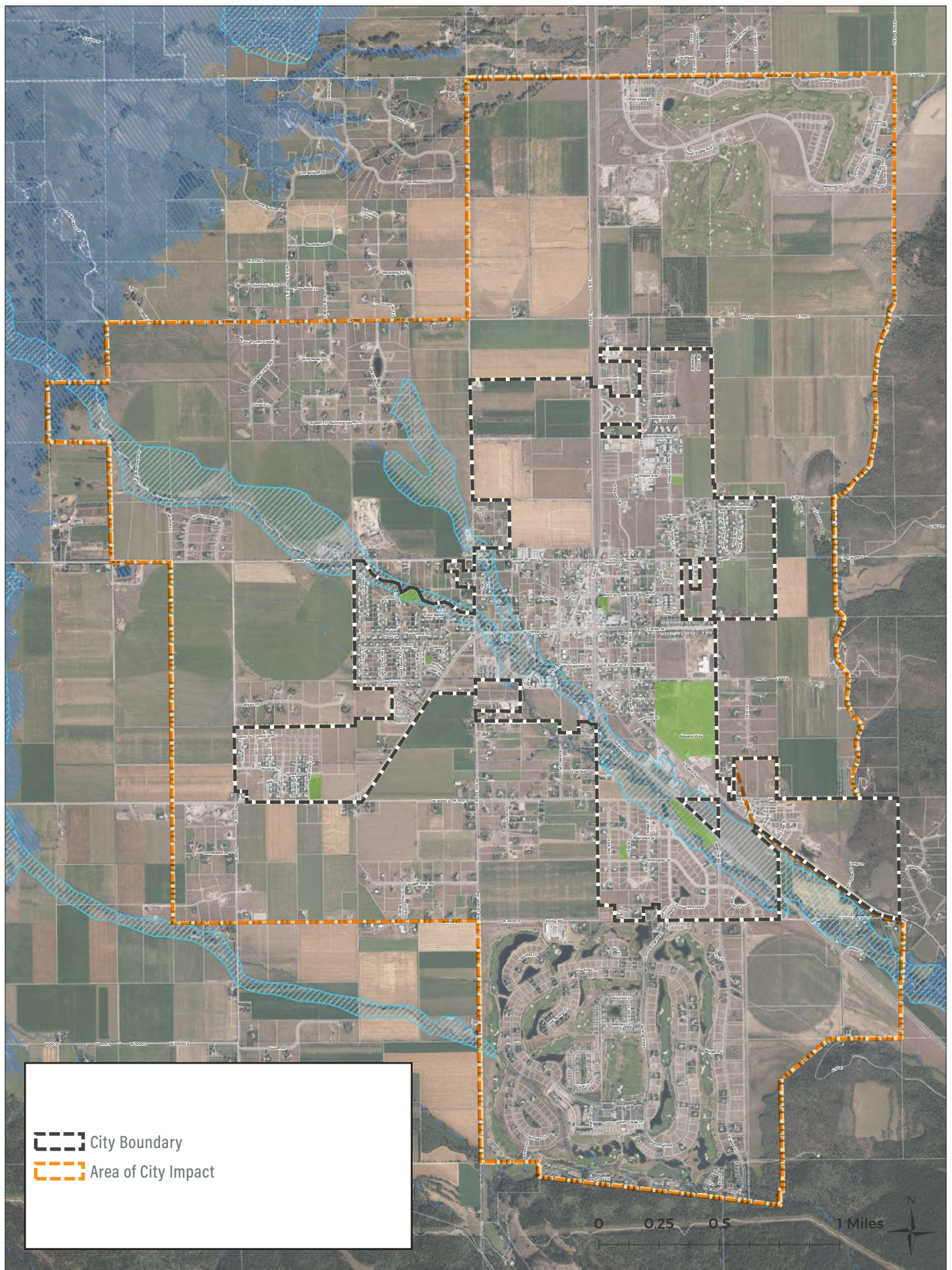
PLANNING AREA

ReEnvision Victor applies to all lands within the incorporated area of the city as well as the Area of City Impact.

RELEVANT PLANS

Further detail can be found in the following plans:

- ▶ ReEnvision Victor Transportation Plan
- ▶ [Teton County, Idaho Affordable Housing Strategic Plan](#)
- ▶ [Teton County Economic Development Plan](#)
- ▶ [Teton County All-Hazard Mitigation Plan](#)







02 | VALUED HISTORY

CITY OVERVIEW AND SETTING

INTRODUCTION

Who we are and where we are headed have always been substantially shaped by our natural setting. This is true for Victor as it is for any community. In Victor, the surrounding environment meant that trapping predominated in the early 19th century, followed by farming, animal husbandry, and allied food processing. In recent years, recreational pursuits and environmental possibilities have continued to attract both tourists and residents.

PRE-INCORPORATION

For centuries, Victor was inhabited by Native Americans from the Crow, Shoshone, and Blackfoot tribes. Mountain men started traveling through the valley in the 1800s. Both Native Americans and the early mountain men lived seasonally in the valley, staying until the beginning of winter when they moved south to escape the harsh weather and returning again in the spring. Few settled in the area permanently because of the severity of the winters.

The first white settlers moved their families to the valley in 1888. Primarily from Utah, they were Mormon converts or their descendants and originated from Great Britain, Scandinavia, Switzerland, and Germany. They came to Teton Valley because of its plentiful land, irrigation water, and timber. The original wagon route was close to the Teton River. Pioneers followed and settled near the river, which gave them easy access to water and lush meadow grass that provided forage for livestock.

The settlers dug irrigation canals and planted crops, built sawmills, ranched sheep and cattle, and mined for oil, coal, and limestone. From 1926 to 1970 Victor mined limestone near the area now known as Fox Creek for a sugar beet factory in Idaho Falls. Gas emitted from the limestone purified the sugar. The railroad was used for transportation, and Victor produced enough limestone to be transported to Idaho Falls every other day.

For 100 years, farming and ranching was the basis of Victor's economy. Some working farms and ranches remain today, but population growth has resulted in the development of lands within city limits. Progress has changed the landscape, but Victor's spirit and sense of community remains warm and welcoming.



FORMATION OF CITY

In 1889, Cache Valley Mormons founded Victor. The city was comprised of four existing settlements: Trail Creek, Fox Creek, Chapin and Cedron. Originally it was named Raymond Village after David Raymond Sinclair, the first bishop of the area's Mormon ward. Bingham County still has the original drawing that was recorded.

The United States Post Office rejected the name Raymond as there already was a Raymond on record, so the founding fathers had to decide on another name for the community. They opted for Victor, after George Victor Sherwood, the local postman who was known for devotedly carrying the mail between Teton Valley and Jackson Hole over Teton Pass.

The extension of the rail line that came from Driggs in 1913 put Victor on the map by providing the residents with access to goods that were otherwise not readily available in the area. The Oregon Short Line was the original rail service that came to Victor; years later it was followed by the Union Pacific. A "Y" rail was built so that the train could turn around and go back to Driggs. The same year rail service extended to Victor, the train depot was built. This building still stands today as a preserved historic monument and is a reminder to residents of our rail history.

The railroad's presence created jobs. It was less expensive for Jackson Hole residents to get goods shipped here than from any point in Wyoming. Haulers would load wagons up and go over Teton Pass to deliver these goods.

The first hotel was built in 1896 by Ben (Grampa) Jones, and finally people visiting the area had a place to lay their weary heads. The Killpack Hotel was also established as a place for visitors to stay. Both establishments are no longer in existence.

After the summer, cattle and sheep drivers moved herds down from the high country to pastures in the valley. When ready for market, the cattle and sheep were moved to stockyards, which were located next to the railroad for easy transportation.



The pulling out of the passenger train service in the mid-1960s dealt a blow to the city's economy. Known as the "Park Train," the rail service brought visitors to Victor who would then be bussed over to Jackson Hole and Grand Teton National Park and back again. In the early 1970s all Union Pacific rail service stopped and there was a loss of convenience experienced by the whole community. With the end of the rail service, the stockyards closed and residents had to come up with alternatives to provide for their livelihoods and provisions.

RECENT YEARS

The pace of development is again quickening. More and more are finding the valley to be a respite from the inordinately high home values and environmental hazards found on the West Coast, and, most recently, enabled by improved opportunities for both remote learning and employment. Residential growth may be accompanied by an increase in the number of newcomers living here year-round. These new households are being joined by others working in Jackson and the valley. Residential growth is accompanied by growth in commercial demand, and is likely to expand commercial opportunities in downtown and adjoining areas. All the while, residential growth carries with it the potential to drive up housing prices, rendering Victor and the valley at large increasingly expensive in relation to local wages.

OUTREACH AND PARTICIPATION OVERVIEW

ReEnvision Victor is the culmination of a nearly year-long conversation with the public to define an updated vision for the city; identify key opportunities; identify desired character of future development; and finally, review and refine the goals, policies, and strategies within the document.

The planning process was organized by four phases as detailed below, and sought to include different groups throughout the process, including citizens, developers, landowners, business owners, second-homeowners, appointed and elected officials, and other stakeholders. Overall demographics were tracked throughout the process and compared to the city's demographic makeup.

1 | FOUNDATION

[December 2019 – February 2020]

2 | VISION

[Mid-February – April 2020]

~250
attendees

Events: *Holiday Festival, one-on-one interviews, City Council meeting, Kickoff Event at the West Side Yard, Victor Valley Market info booth, Kotler Ice Arena hockey leagues*

318
respondents

Digital Engagement: *Questionnaire #1*

Notification/ Media: *Utility bill distribution, Teton Valley News article, church service handouts, flyers sent home with Victor Elementary School students*

Key questions: *What do you love about Victor? What would you improve about Victor?*

over
5,000
notified

~250
attendees

Events: *Small group workshops, City Council meeting, Hispanic Resource Center Outreach*

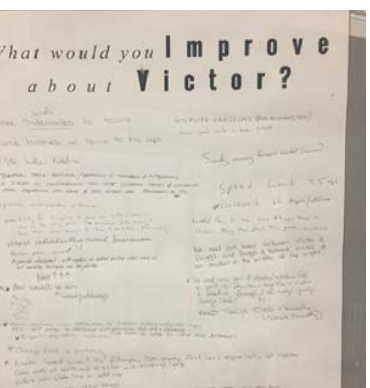
303
respondents

Digital Engagement: *Questionnaire #2*

Notification/ Media: *Project website and city's general email lists, Teton Valley News weblink, city's Facebook and Twitter, Community Page of Teton County, Idaho, STARTBus handouts to riders, property managers, posters throughout the city, and City Hall banner and handouts*

over
7,500
notified

Key Questions: *Choose the most important opportunities (for downtown, economic vitality, transportation, parks and recreation, housing, etc.).*



“Our community here... PEOPLE CARE, PEOPLE ARE INVOLVED AND TAKE OWNERSHIP IN THE COMMUNITY. IT ENCOURAGES ME TO INVEST AND IT’S EASY TO BE INSPIRED”

- Victor Resident

3 | OPPORTUNITIES

[May - August 2020]

4 | THE PLAN

[August - February 2021]

~70
attendees

Events: *Outdoor Walkabout Stations throughout the city*

Digital Engagement: *Questionnaire #3*

102
respondents

Notification/ Media: *Project website, general city, and business license holder email blasts; Teton Valley News website ad and news article, city’s Facebook posts; City of Victor “In the News” post; posters throughout the city and at mailbox stations; fliers at businesses; and raffle prize drawings; press release to regional media*

Key Questions: *Character of future development; prioritized opportunities*

~20
attendees

Events: *Planning & Zoning Commission work sessions and P&Z and City Council public hearings*

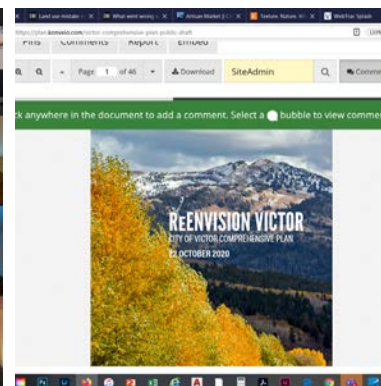
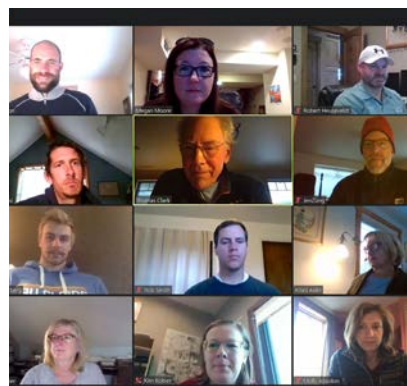
Digital Engagement: *Digital plan review platform*

~20
respondents

Notification/ Media: *Project website and general city email blasts; City’s Facebook posts*

over
300
plan viewers

Key Questions: *General plan review and comment*



WHERE WE'RE GOING

Through initial conversations with the community, the following issues and opportunities were identified for this updated Comprehensive Plan. Key trends were investigated in order to help identify policy changes that may need to be initiated to address these issues and opportunities.



photo credit: Jonathan Seiko

DEMOGRAPHICS

The full time population of Victor is 2,355 (2017), accounting for roughly 20% of Teton County, Idaho's total population. An additional number of residents are part-time and not represented in these US Census numbers. The Latino or Hispanic population has increased and was recorded in 2017 at 630 residents (27% of the Victor population). Based on the Teton Valley Health Assessment's population projections, which include all of Teton County, Idaho, and Jackson, Wyoming, the general population is expected to increase 8% over the next five years. This population projection would increase the city population by roughly 181 residents to a new total of 2,526 people. This population projection is based on county growth rates of 14.5% between 2010 and 2017. Of the population over 25 years old, 33% have a bachelor's degree or higher. The 2017 state average is 26%. The median age for Victor is 34 years old and household income is \$56,250.

HOUSING

From mobile homes to traditional single-family and multi-family options, Victor has a diversity of housing styles. However, many working residents feel that housing is too expensive. Many homeowners list their homes as short-term rentals. Renting out properties for short-terms helps residents afford their home, but it can contribute to reduced supply and increased rent charged for long-term rentals and increase difficulty in building community, sense of place, and sense of security without consistent neighbors.

While there is room to grow and respond to the increasing demand for housing in the area, many lots remain vacant due to continuously rising construction costs or land speculation. This exacerbates the housing supply issue.

According to the Teton County Affordable Housing Strategic Plan (2019), new construction costs in the valley are roughly \$270,000 for a 1,400-square foot, single-family home, not including a garage.



ECONOMIC VITALITY

Victor has a diversifying and growing economy. There are 15 restaurants, three lodging businesses, a grocery store, and a growing number of recreation technology businesses including Sego Ski Co, High Range Designs, Creative Energies Solar, and New West KnifeWorks.

The Teton County civilian labor force has 6,689 residents, with only 2.4% unemployment. Victor residents make up a little over 1,267 (19%) of the employees. The biggest change in employment from 2010 to 2017 is likely due to an increasing ability to work remotely. Professional and service industries continue to be strong employment sectors. Construction employs 18% of Victor residents. In talking with residents, there are several Victor employers who cannot find workers due to housing costs. Several residents discussed creating denser employment opportunities in the downtown area.

TRANSPORTATION

Traffic has changed dramatically between 2000 and 2018. The change along Highway 33 has seen an increase of between 1,000 and 5,000 trips a day to 10,000. 72% of employees residing in Victor are commuting 30 minutes or more.

Several improvements have been made to expand non-motorized transportation including trails, pathways, and bike lanes; however, connectivity and maintenance may be lacking.

There are currently three bus and rideshare options. The Grand Targhee Resort local shuttle goes between Targhee and Victor. Teton Rideshare is a carpooling application that allows users to find a carpooling ride. The START Bus connects Jackson, Victor, and Driggs.



photo credit: Jonathan Seiko

NATURAL RESOURCES

The Teton Range to the east and the Big Hole Mountains to the west create a stunning backdrop for the Teton Valley. The snow-packed mountains provide year-round, high-quality, runoff that supports a thriving valley containing several special status species, wetlands, and prime agricultural soils. All of these systems are connected and interdependent. Both mountain ranges are protected by either the United States Forest Service (USFS) or the National Park Service (NPS), and much of the wetland area is protected by landowners through conservation easements to the Teton Regional Land Trust. The valley formation also provides habitat and migration corridors for large groups of migratory animals and birds.

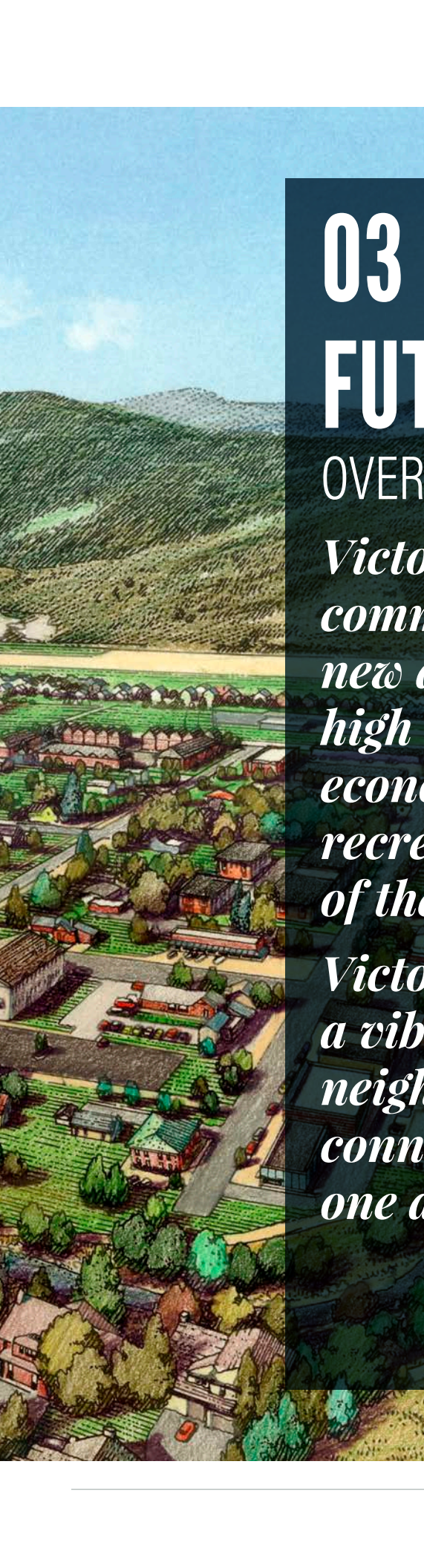
RECREATION

Hiking, biking, hockey, skating, skiing, snowmobiling, golfing, and camping are just a few of the many recreational activities the Victor area has to offer. Located 25 miles from Jackson, Wyoming, 20 miles from Teton Village, and 90 miles from Yellowstone National Park, the city of Victor's position enables its residents to enjoy all types of Rocky Mountain world-class recreation. Teton Valley also offers a wide range of cultural, recreational, and educational programs and activities year-round, along with a growing community of artists. Other recreational activities in and around Victor include a drive-in movie theater, Music on Main in the summers, and the Kotler Ice Arena in the winter.





rendering: Bruce Bondy, Bondy Studio

An aerial illustration of a town, likely Victor, showing a mix of residential and commercial buildings, green spaces, and a river or stream. In the background, there are rolling green hills and mountains under a blue sky with light clouds. The illustration is in a hand-drawn, sketchy style with a color palette of greens, browns, and blues.

03 | ENVISIONING THE FUTURE

OVERALL VISION

Victor is a family-friendly community, respectful of faces new and old, that values a high quality of life, inclusivity, economic vitality, outdoor recreation, and the preservation of the surrounding ecosystem.

Victor is committed to creating a vibrant downtown and lively neighborhoods that are well-connected to the city center and one another.

FUTURE LAND USE MAP AND CATEGORIES

The future land use plan illustrates desired growth patterns by identifying the characteristics and location of land use within the city. The future land use plan should influence any zoning changes as development and redevelopment occur.

The location and characteristics of land uses reflect the community's desire and necessary reality of a general progression from higher to lower density from core to periphery. Constraints such as existing development, water and sewer service area boundaries, hydrology and floodplain, and conservation easements have been considered in development of the future land use map.

Emphasis in neighborhoods is on residential development, but mixed uses are likely (and shown in relation to zoning allowances on page 3-12). Key to the determination of land uses is size and extent based on anticipated and accelerated population growth, and preservation of open space as development occurs. Allowing for development and infill to increase the vibrancy of downtown, while allowing additional commercial and industrial growth along Highway 33; continuing the feel of downtown along Center Street; balancing continued residential growth east and west of Highway 33; and transforming downtown into a full-time year-round commercial center able to overcome the barriers of seasonality.

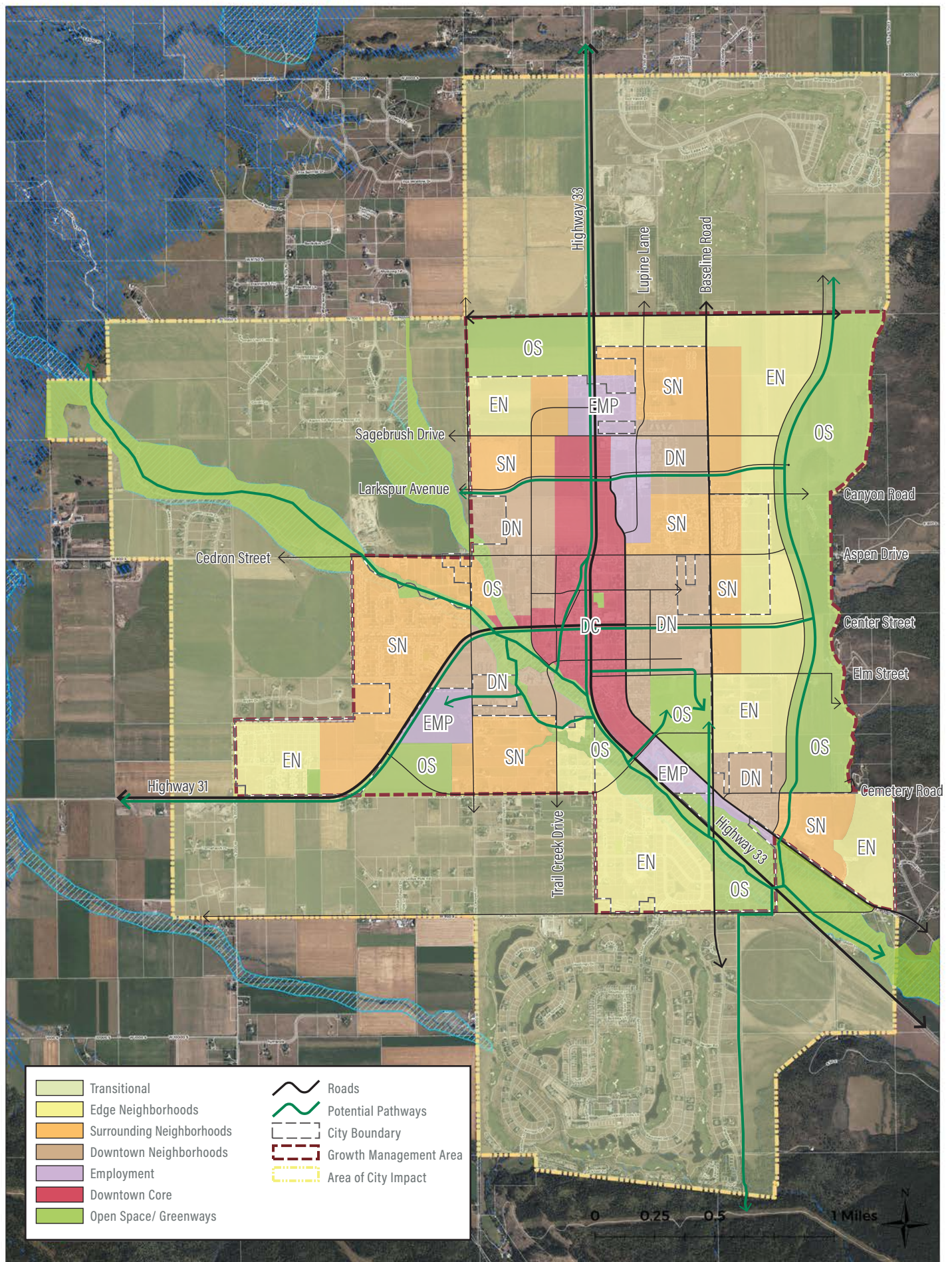
Good urban design for each of these categories is essential, especially in city-owned open spaces, city gateways, and downtown, and should specify essential and most-needed future infrastructure, including sidewalks, lighting, landscaping, bulb-outs, refuge islands, sun screening, parking, and multi-modality. Gateways at Highway 33 should be constructed to slow traffic well outside city limits. These gateways should be landscaped and designed to create a cohesive entrance to the city and a transition from the outskirts to downtown.

The future land use categories are described on the following pages. Each land use category outlines:

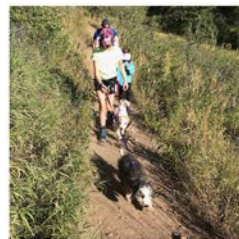
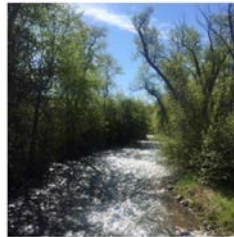
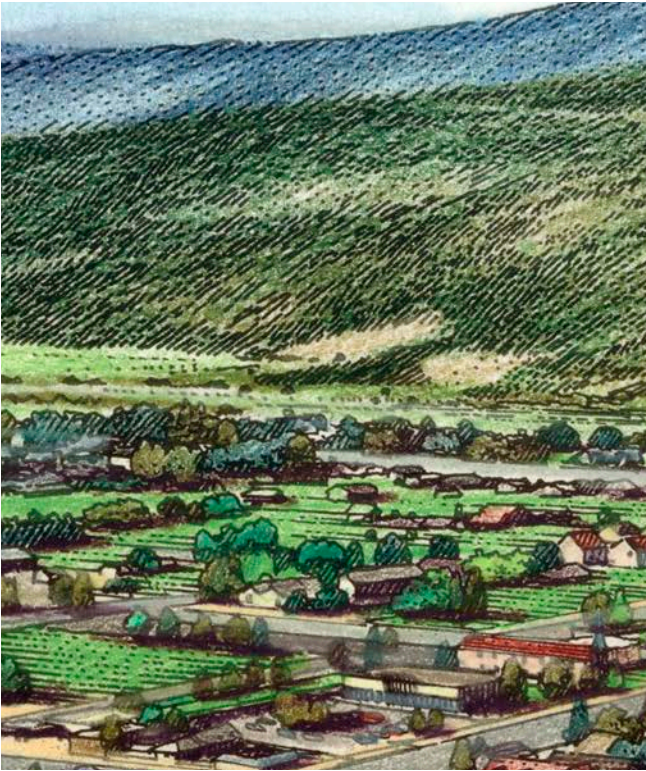
- ▶ general characteristics, features, and amenities;
- ▶ desired primary and secondary uses;
- ▶ suggested residential density range (i.e. dwelling units per acre);
- ▶ appropriate zoning categories that should be allowed within the category; and
- ▶ photo examples of typical land use and options.

<i>Previous Future Land Use Categories</i>	<i>New Future Land Use Categories</i>
Transitional Agriculture	Transitional Edge Neighborhoods
Low-Medium Density Residential	Surrounding Neighborhoods
Medium - High Density Residential	Downtown Neighborhoods
Civic - Public	(included within other categories)
Commercial	Employment
Light Manufacturing	
Parks/ Recreation Area	Open Space/ Greenways
(new)	Downtown Core

The Transitional land use provides a transition between those areas in the county that are strictly agricultural and expanding city neighborhoods. Any proposed development within these areas should be coordinated between the City of Victor and Teton County.



Edge Neighborhoods



Overall Description

Edge neighborhoods consist of single-family neighborhoods that bridge the transition from city to surrounding agricultural and open space. Due to their distance from services and downtown, these neighborhoods are slightly more auto-oriented, but should integrate a robust pathway network into the center of the city, and create trailheads into surrounding regional pathways. These neighborhoods should encourage development as clustered residential areas with surrounding preserved open space at outer edges of the city boundary and growth management area. Agricultural-oriented neighborhoods could also incorporate the culture and heritage of the city by including active agricultural components and lands as part of cluster developments.

Key Notes

Primary Uses: *detached single-family*

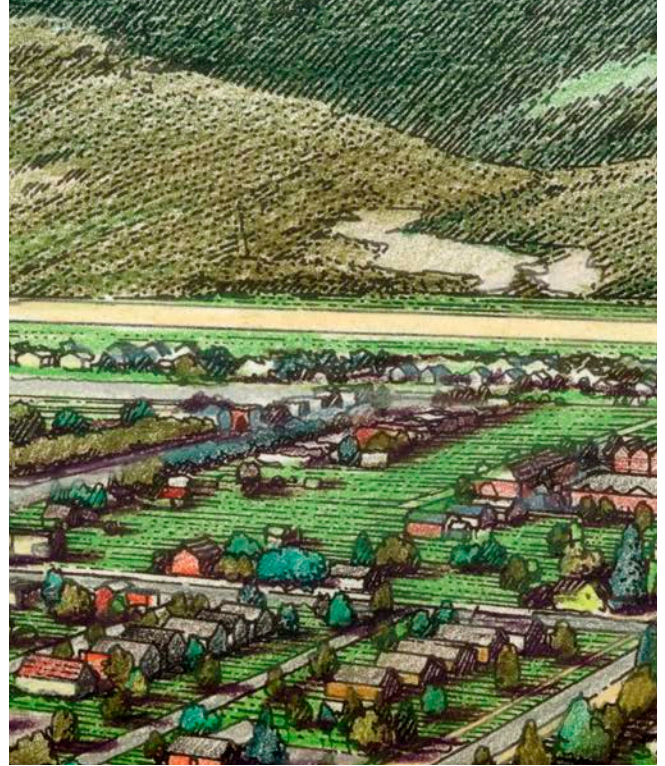
Secondary Uses: *neighborhood parks, small-scale agricultural developments, and urban agricultural/farming opportunities*

Suggested Residential Density Range: *1 to 4 units per acre net density and paired with open space*

Allowed Zoning: *RC, Residential Cluster; RS16 Residential Single-Family; REC, Parks and Recreation*

Existing Example: *A current example does not exist within current city boundaries*

Surrounding Neighborhoods



Overall Description

Surrounding neighborhoods consist primarily of single-family homes located between Downtown Neighborhoods and the current edge of the city boundary. These neighborhoods are served by a highly connected street pattern, centered around schools, public facilities, neighborhood amenities or parks, and connected by trails. A neighborhood center and/or park should be integrated within every neighborhood.

Key Notes

Primary Uses: *detached and attached single-family; backyard cottages; cottage courts; duplexes*

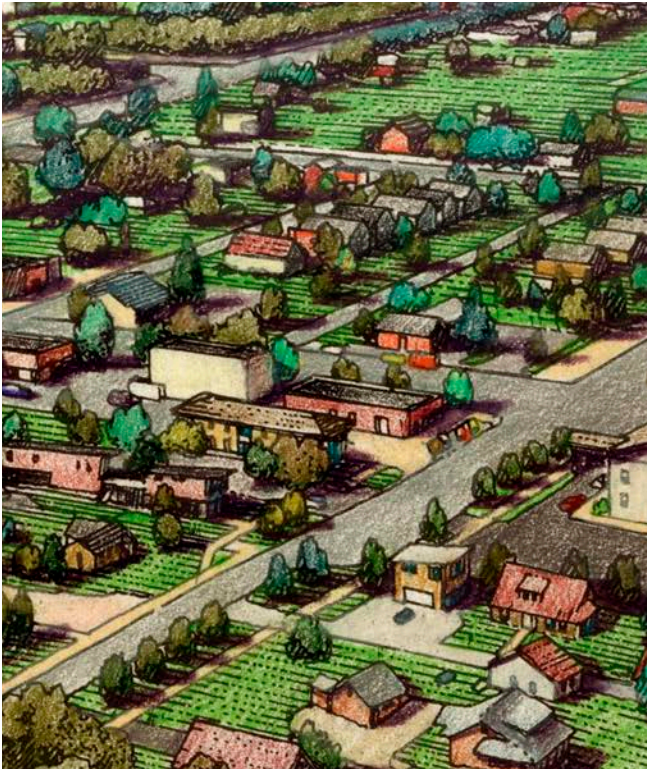
Secondary Uses: *civic uses, schools, neighborhood and community parks, including urban agricultural features*

Suggested Residential Density Range: *4 - 10 units per acre net density*

Allowed Zoning: *RS3, RS5, and RS7, Residential Single-Family; CIV, Civic and Institutional; REC, Parks and Recreation*

Existing Example: *Willow Creek Ranch, Brookside Hollow*

Downtown Neighborhoods



Overall Description

This category includes those neighborhoods adjacent to the Downtown Core and allows for a wide range of residential housing types. These neighborhoods are supported by a traditional, highly connected grid system, with detached sidewalks, and incorporate pocket parks and public gathering spaces. Small-scale service establishments, including small offices, home-based businesses, and civic and community uses can be integrated within neighborhoods.

Key Notes

Primary Uses: *detached and attached single-family, backyard cottages, cottage courts, duplexes and four-plexes, townhouses, and apartments and condominiums*

Secondary Uses: *small-format office and home-based business; live-work units; civic and community uses; neighborhood and community parks*

Suggested Residential Density Range: *8 - 16 units per acre net density*

Allowed Zoning: *RS5 and RS3 Residential Single-Family; RM1 and RM2, Residential Multi-Family; NX, Neighborhood Mixed Use; CIV, Civic and Institutional; REC, Parks and Recreation*

Existing Example: *Neighborhoods east of downtown*

Employment



Overall Description

This category includes commercial areas with a variety of office, retail, and light industrial, integrated with essential services, and supported by compatible multi-family and live/work residential uses. Building types may include free-standing, mid-rise, retail, office, and medical buildings in a unified campus-like setting with high-quality design integrated with urban elements such as pedestrian connectivity and green space. These areas are located near major arterials and regional trail system.

Key Notes

Primary Uses: *office, light industrial, retail, and service*

Secondary Uses: *multi-family residential; live/work residential; neighborhood and community parks*

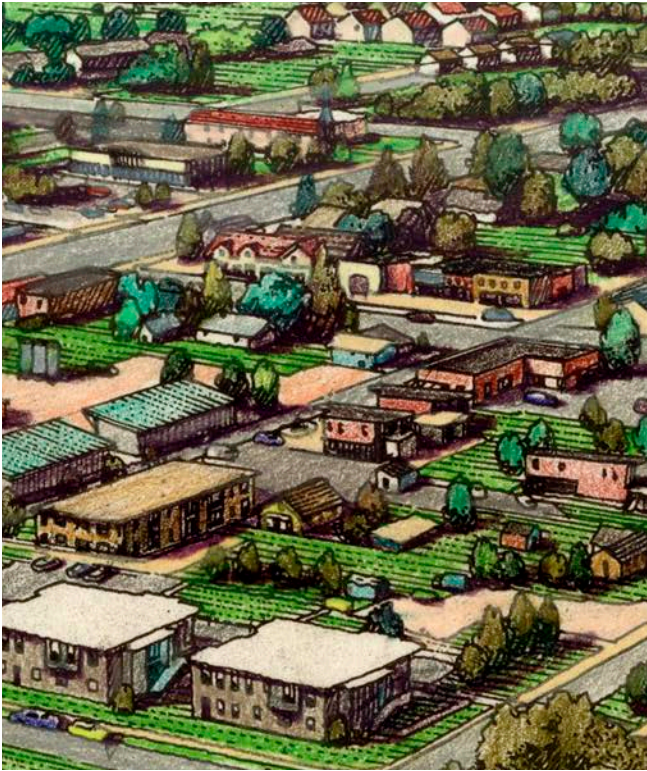
Suggested Residential Density Range: *8 - 16 units per acre net density*

Allowed Zoning: *CC, Commercial Corridor; CH, Commercial Heavy; IX, Industrial Flex; IL, Industrial Light; RM1 and RM2, Residential Multi-Family; CIV, Civic and Institutional; REC, Parks and Recreation*

Existing Example: *North Highway 33 Corridor (i.e. Larkspur Area)*

74% OF SURVEY RESPONDENTS SUPPORTED A MAXIMUM SQUARE FOOTAGE LIMIT FOR NEW RETAIL STRUCTURES, while 70% noted this square footage maximum should be 24,000 square feet or less. Many additional comments noted that size shouldn't be the only limiting factor, but that character, materials and style should also be developed to reflect the small-town character of the city.

Downtown Core



Overall Description

Downtown serves as the destination for dining, entertainment, culture, arts, and shopping, and is a centralized location for public gathering and events. Expanded pedestrian sidewalks, outdoor eating areas, and alleyways with amenities such as trees, pedestrian walkways, and art create interesting public spaces the length of Main Street and extend across perpendicular streets (i.e. Cedron/Aspen, Birch, Center, Dogwood, and Elm). A focus on additional development downtown should encourage the preservation of historic buildings and infill development that reflects the existing scale, character, and eclectic nature of existing buildings. While historically limited to commercial along the Main Street corridor, vertical mixed-use buildings, with second- and third-story residential uses should be encouraged to promote additional vibrancy and market viability for business attraction and expansion. Multi-family buildings should be encouraged on exterior blocks within downtown and along Center.

Key Notes

Primary Uses: *Restaurants, retail, office, entertainment, civic, artisan, and multi-family residential uses in a walkable, pedestrian-oriented environment*

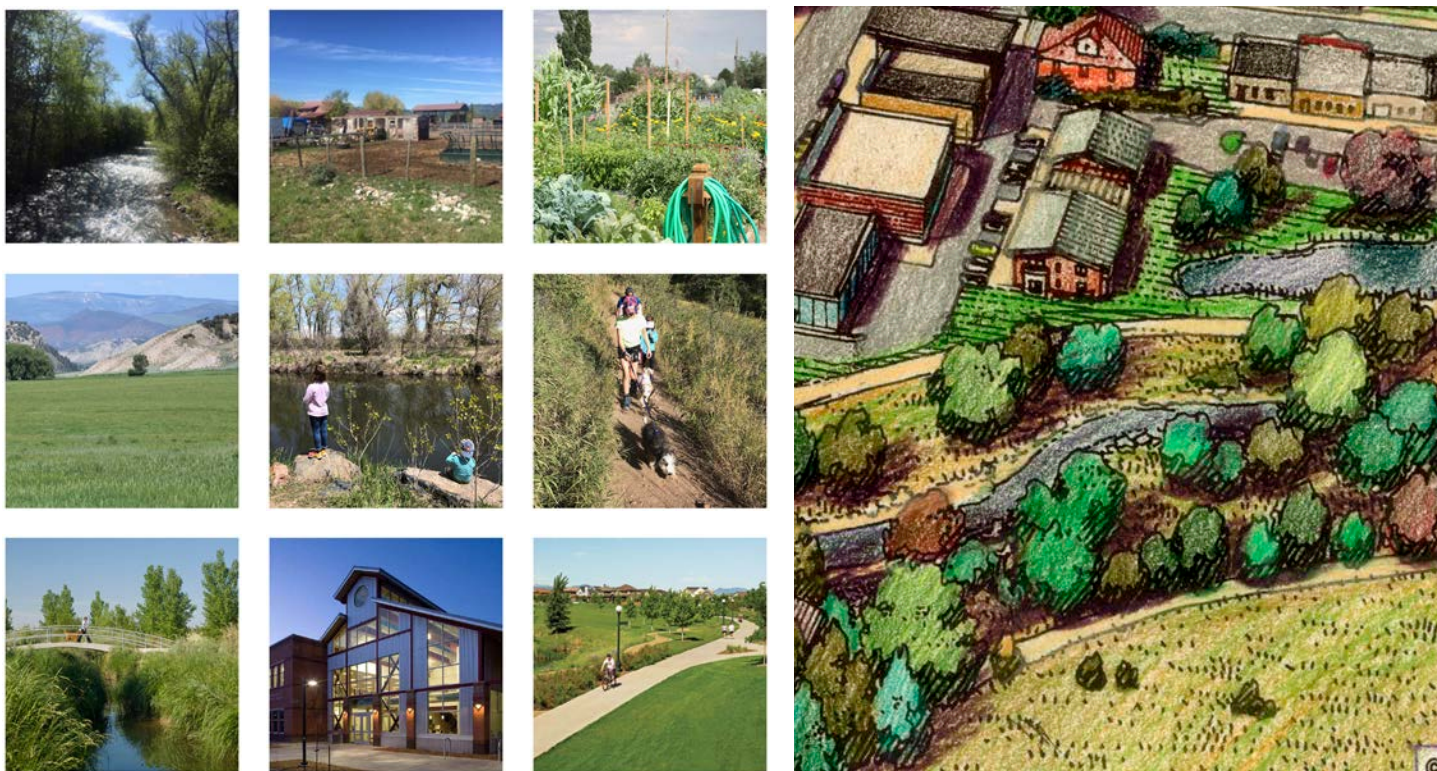
Secondary Uses: *Neighborhood parks, live-work units, apartment and condominium units, short-term and hotel lodging*

Suggested Residential Density Range: *14 - 24 units per acre net density*

Allowed Zoning: *RM1 and RM2, Residential Multi-Family; DX, Downtown Mixed Use; CX, Commercial Mixed Use; CIV, Civic and Institutional; REC, Parks and Recreation*

Existing Example: *Main Street*

Open Space/Greenways



Overall Description

Open Space provides opportunities for large areas of nature-oriented, outdoor recreation, including multi-purpose trails, while preserving habitat areas and large- and small-scale agricultural operations. Residential housing may be included as low-density, clustered neighborhoods. Greenways are areas of maintained green spaces, typically consisting of linear pathways and connections between neighborhoods to open space areas.

Key Notes

Primary Uses: *undeveloped, natural open space; drainageways/ floodplain areas; agricultural uses; conservation and cluster development easement areas*

Secondary Uses: *recreation uses such as parks and trails; civic uses; detached, clustered single-family*

Suggested Residential Density Range: *less than 4 units per acre net density, clustered, and incorporated with surrounding required open space*

Allowed Zoning: *RC, Residential Cluster; CIV, Civic and Institutional; REC, Parks and Recreation; CON, Conservation*

Existing Example: *Trail Creek and associated floodplain; Victor-Driggs Pathway*

RELATIONSHIP TO ZONING CATEGORIES

Each land use category includes suggested allowable zoning categories above, and is summarized in the table below.

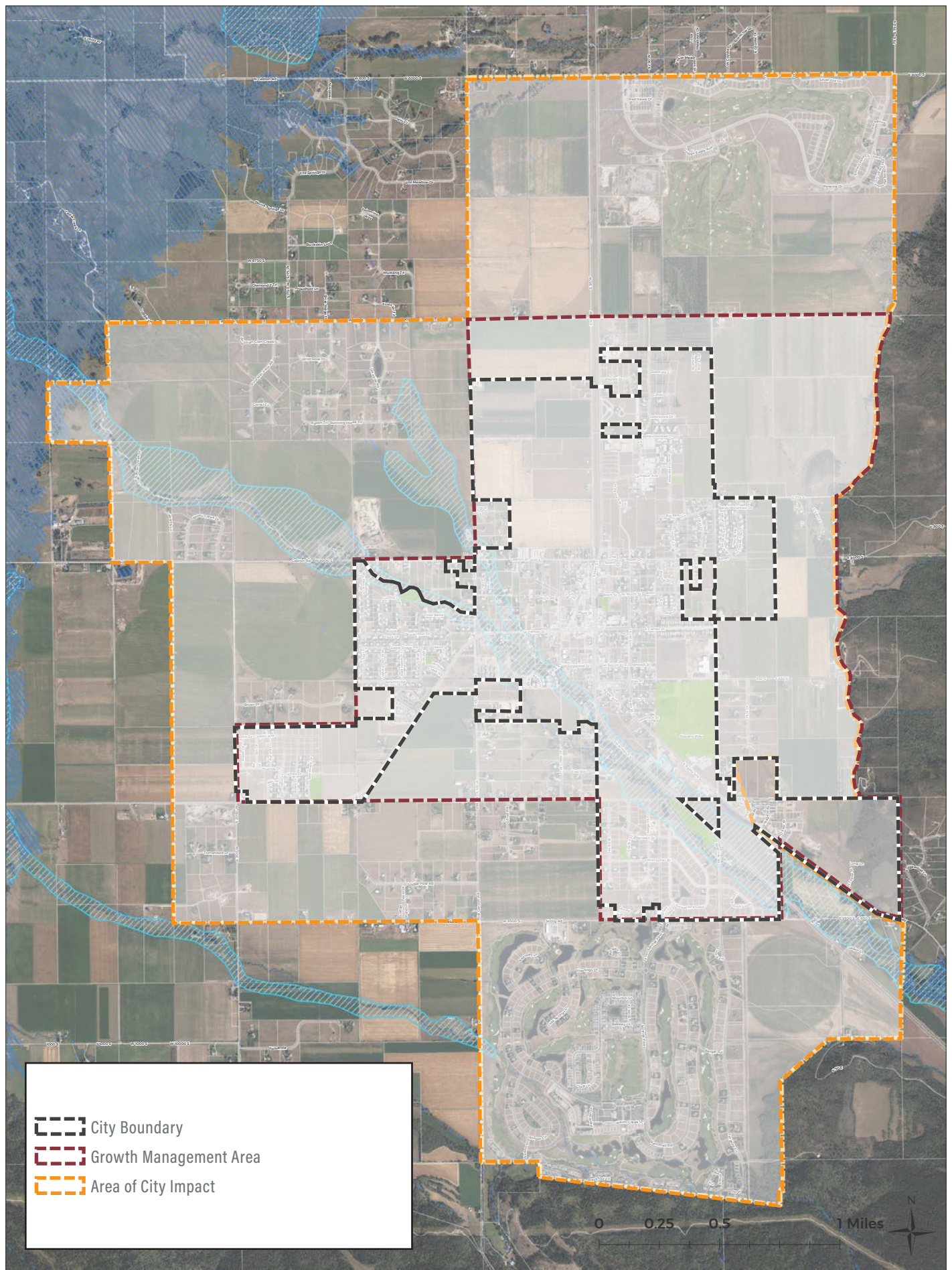
	RC	RS16	RS7	RS5	RS3	RM1	RM2	NX	CX	DX	CC	CH	IX	IL	IH	CIV	REC	CON
<i>Edge Neighborhoods</i>	■	■	■														■	■
<i>Surrounding Neighborhoods</i>			■	■	■											■	■	
<i>Downtown Neighborhoods</i>				■	■	■	■	■								■	■	
<i>Employment</i>						■	■		■		■	■	■	■	■	■	■	
<i>Downtown Core</i>						■	■	■	■	■						■	■	
<i>Open Space/Greenways</i>	■															■	■	■

GROWTH MANAGEMENT AREA

The Growth Management Area represents the areas beyond current city limits that should eventually, over time, be annexed and developed as an integrated part of the city, and generally aligns with water and sewer service areas. These areas are those that the city should develop first, and avoid leap-frog development, allowing more cohesion and efficiency of services and infrastructure. Properties within the Growth Management Area will only become a part of the municipality at the desire of the property owner, and as these areas become adjacent to the city boundary. The growth boundary serves as a tool for decision-makers to use in response to rezoning and annexation proposals. Through coordination and a possible intergovernmental agreement with Teton County, this boundary should be regulated in that all development proposals within be referred to the City of Victor for review and anticipated annexation.

AREA OF CITY IMPACT

The Area of City Impact is defined by Idaho Statute 67-6526, and identifies any “areas that can reasonably be expected to be annexed to the city in the future.” Through the adoption of this Comprehensive Plan, the intent for properties within this boundary should generally accommodate continued agricultural operations, and open space preservation with limited passive recreational access, and very limited conservation development. The city shall continue to work with Teton County regarding new or proposed uses within the Area of Impact and will continue to monitor, review and comment on zoning applications for properties within the Area of Impact.



GOALS AND OBJECTIVES BY THEME

GOAL statements are expressions of desired outcomes. Goals are broad directions that establish ideal future conditions toward which policies are oriented.

OBJECTIVES identify a specific community-supported direction, and are statements that, when followed, will achieve the goal.

ACTIONS are specific, implementable, strategies to achieve objectives, and are defined in Chapter 4.

Goals, objectives, and actions are suggestions. Additional actions not listed within this document could be identified at a later date and through subsequent public process and still help achieve the goals and objectives within this plan.

Compact and Livable City

Land Use | Community Design | Housing | Public Services & Facilities | Agriculture

One of the key factors within this Comprehensive Plan is the addition of a growth management area and boundary, identifying those areas in which it makes sense for the city to grow, in regards to utilities, habitat, resource areas, connections, etc. This growth management area highlights the community's desire to increase densities within the core of the city, to support an enhanced and vibrant downtown, while reducing densities edge on the outskirts of downtown to create a soft edge of residential neighborhoods, integrated with agriculture, open space, and recreation opportunities. Close coordination with Teton County will need to occur to mitigate much of the growth occurring outside city limits, the growth boundary, and even outside of the Area of Impact, with the goal of limiting growth in the overall valley to those areas that can be served by utilities, public services, and infrastructure.

Infill is generally desirable but at the same time, as interior density is added, additional integrated open space, parks and pathways will be essential. While housing affordability continues to be a concern, additional densities may help mitigate some of these costs, but a full range of housing options should still be developed city-wide.

Goal: Designate adequate land to accommodate existing and future demand for residential, commercial, industrial, and recreational development.

- » Ensure a family-friendly community.
- » Encourage land use patterns that promote economic and social prosperity, as well as efficiency in infrastructure and services.
- » Promote and encourage the development of housing, employment, and services adjacent to one another.

Goal: Prioritize infill and redevelopment over new greenfield development.

- » Develop standards for infill and redevelopment and offer incentives such as density bonuses, within the Downtown Core and Downtown Neighborhoods.
- » Maintain agriculture areas at the fringe of the city and as a form of open space.
- » Incorporate urban farming and small-scale agriculture within the city boundaries as a connection to the city's culture and history.



Goal: Cultivate a sense of place and identity throughout the city.

- » Continue to utilize and implement the city's design standards.
- » Create year-round public gathering spaces that promote health and well-being for people of all ages.
- » Incorporate public art throughout the city.
- » Use artistic and unified branding on all wayfinding and gateway signage.

Goal: Support housing that meets the needs of low- and moderate-income households.

- » Coordinate with other municipalities and Teton County Idaho Joint Housing Authority to implement the strategies of the Teton County Affordable Housing Strategic Plan.

Goal: Promote quality housing options for a variety of incomes and household types.

- » Encourage a mix of densities and housing types to provide attainable options for young adults, families, aging residents, workforce, and others.
- » Incentivize the development of mixed-income housing developments.
- » Monitor the number and location of short-term rentals to support the availability of housing for residents and to promote neighborhood stability.
- » Support the development of high-quality senior housing.

Goal: Identify appropriate locations for future housing developments.

- » Ensure access to open space and parks for new housing developments.



Small-Business and Localized Economy

Economic Development

Plans, including land use plans, can leverage change, but alone they cannot determine or create change. Private capital will always be essential for new projects to get off the ground. Moreover, as major development projects are undertaken, these projects will change the environment and potential for every subsequent development action. As a result, the following goals and objectives outline a strategy for strong economic growth and encourage good development in the private-sector. Increased economic development's impacts are diverse, including jobs created, services provided, ancillary effects on other businesses, increased tax revenue, improved city image, demand for transportation services and infrastructure (water, sewer, fire, safety, etc.). Each development proposal should be weighed in relation to these impacts and trade-offs.

Goal: Leverage recreational and commercial areas to attract additional economic activity.

- » Establish wayfinding signage to guide and orient visitors to local destinations.
- » Create, assess, and update community gateways.

Goal: Promote and incentivize the local production and consumption of goods and services.

- » Support independently owned small businesses.
- » Investigate locations and architectural standards for the development of a local grocery store.

Goal: Encourage the expansion of industries that provide high-quality jobs for residents.

- » Implement the adopted economic development plan.
- » Develop and expand fiber-optic infrastructure to attract tech businesses.
- » Provide adequate locations for the establishment of light industrial/manufacturing industries.
- » Expand year-round employment opportunities and support local entrepreneurs.



Infilled, Active Downtown

Economic Development | Housing | Community Design

Downtown enhancements should create a pedestrian-friendly environment that attracts new business development, specifically, locally owned businesses. Street and sidewalk improvements need to be coordinated with the Idaho Transportation Department, and other public and private entities. Key public sector elements that should be implemented are improved and widened sidewalks; installed pedestrian crosswalks and safety zones; lighting that provides safety yet meets the city's dark sky lighting standards; consistent signage; preservation of historic elements and buildings; additional shade (including both architectural and landscape); and improved on- and off-street parking. Also refer to the Multimodal Transportation element for additional improvements regarding Main Street.

Goal: Cultivate a vibrant and active downtown.

- » Promote welcoming public spaces downtown with public art and high-quality design that reflects Victor's character.
- » Promote infill and mixed-use development downtown.
- » Encourage both residential and commercial uses in the Downtown Core.
- » Facilitate and provide space for outside dining and sidewalk sales.

Goal: Prioritize pedestrian safety, comfort, and accessibility downtown. *(Also refer to goals and objectives within the Multimodal Transportation Theme)*

- » Implement right-of-way and crosswalk improvements.
- » Improve winter snow removal downtown.
- » Ensure adequate and accessible parking.

Goal: Recruit and retain businesses in downtown Victor.

- » Support the attraction and retention of potential employees by promoting affordable housing development near employment.
- » Collaborate with local business organizations and the Urban Renewal Agency to provide the infrastructure to attract new economically diverse businesses downtown.

Green Space

Parks and Recreation

Green space within a community is a vital element, both in a city's interior spaces and as a shaper of the city outskirts and points of entry. Retaining agriculture as part of Victor's economic viability in the future, as well as this open/protected edge is important—from the folks putting up hay and grazing cattle to Cosmic Apple and Full Circle Farms, to potential future small-scale agricultural developments—is key. Managing this is challenging. Some proven strategies for retaining green space include the purchase of development rights and conservation easements, and partnerships with environmental, recreational, and open space groups. Higher residential densities in the interior of the city require more common open space, achieved through private-sector dedications exchanged for density bonuses. City gateways should be enhanced for iconic reasons, and the city's major corridors (Highway 33 and Highway 31) should be greened in ways appropriate to each segment, in order to create the sort of city image favored by most residents.

Goal: Provide an integrated and connected recreation system of quality parks and open spaces for all ages and ranges of physical ability.

- » Ensure ongoing maintenance and improvement of local parks and trails.
- » Connect parks, neighborhoods, and downtown with a greenbelt trail and parks pathway system within city limits.

Goal: Expand Victor's parks and recreation system to keep pace with growth and evolving recreational needs.

- » Regularly assess connectivity and accessibility to existing parks and recreation facilities (i.e. City Park, Sherman Park, etc.).
- » Pursue the development of a new recreation/community center.
- » Develop additional outdoor space for a variety of sports, including new recreational and community amenities and facilities.
- » Explore additional land acquisition for new parks and open space to serve all neighborhoods.



Goal: Promote the outdoor activities and areas that make Victor a great place to live and visit.

- » Establish a parks and recreation committee to review recreation needs and projects.
- » Increase recreational, educational, and special events programming to encourage use and appreciation of the parks and recreation system.

Resilient Environment

Natural Resources | Hazard Mitigation | Agriculture

In addition to the importance of incorporating green space within a community, is the maintenance and preservation of natural resources and systems. Increasing awareness and stewardship of these resources enhance the community by contributing to its sense of place and community character, and offer recreational assets and amenities. On a larger scale, preservation of open space, greenways, and hydrologic systems, ensure continuation of wildlife species and assets of which make the area special.

Goal: Preserve open space, wildlife, and native vegetation for future generations.

- » Maintain and protect wildlife migration corridors.
- » Increase awareness, education, and enforcement of dark skies policies.
- » Mitigate the negative impacts of development on the natural environment.
- » Utilize compact, conservation-oriented development within Edge Neighborhoods to facilitate growth while preserving limited, environmentally sensitive lands.
- » Identify and maintain important community viewsheds.
- » Promote the acquisition and/or conservation of privately owned lands within the proposed Trail Creek greenway, and additional open space areas as defined on the future land use map.
- » Consider flexibility in the division of land and the siting and design of buildings in environmentally sensitive areas.



Goal: Preserve and improve Victor's water resources and water quality.

- » Protect waterways and preserve natural riparian vegetation.
- » Facilitate water management/drought resiliency planning for Victor.
- » Enhance and preserve hydrologic corridors.

Goal: Minimize risk of damage to property and injury to people from natural hazards.

- » Identify natural hazards and coordinate regionally to mitigate impacts.
- » Limit development in environmentally sensitive and hazardous areas.
- » Assess Trail Creek vulnerability/resilience to floods.
- » Improve and expand emergency evacuation planning and education.

Goal: Strengthen resiliency and mitigate impacts from climate change.

- » Identify grants that incentivize green building and energy-efficient design.
- » Initiate new sustainability measures including efforts to mitigate climate change (i.e. disallowing certain energy types or lawn types).
- » Expand urban farming, through the creation of community gardens, urban orchards, etc.

Multimodal Transportation

Transportation | Community Design

This Plan calls for growth that infills from the downtown core out to the extent of the existing infrastructure. As a result, the Victor Transportation Plan is largely focused on improvements to existing highway and collector infrastructure to accommodate infill of new streets by private development. These improvements will be multimodal and be reinforced by policy updates. Streets will not be improved without improving the sidewalks and bicycle amenities associated with the streets.

Further description of transportation goals, objectives, actions, and improvements can be found within the Victor Transportation Plan.

Main Street and West Center Street

Goal: Move pedestrians safely and at least as easily as vehicles.

Highway Gateways

Goal: Slow traffic as it transitions into downtown and provide a sense of arrival in Victor.

City Streets

Goal: Share city streets to get vehicles, bicycles, and pedestrians safely downtown.

Pathways

Goal: Connect each neighborhood by a pathway to downtown and the regional pathway system.

Transit

Goal: Make transit a convenient option for regional travel.

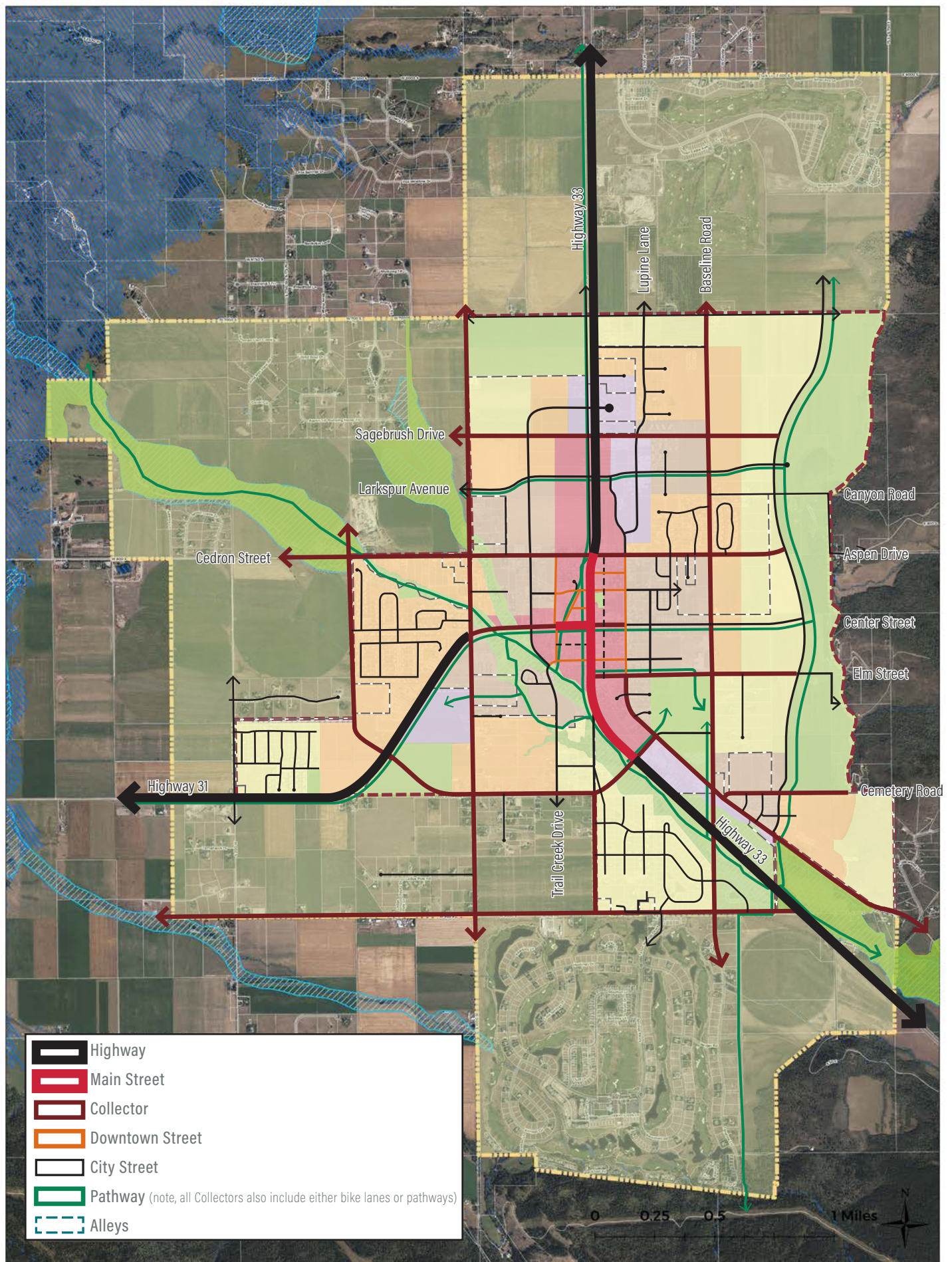




photo credit: Jonathan Seiko



04 | IMPLEMENTATION

OVERVIEW

This chapter identifies a series of specific steps to be taken by the city and community partners to achieve the city's vision and goals. Because implementation can take time, city elected officials, leaders and staff must reassess and prioritize these action items annually. Implementation measures may be adjusted over time based on availability of new or improved information, changing circumstances, and anticipated effectiveness, so long as they remain consistent with the intent of this Comprehensive Plan.

Compact and Livable City



<i>Action</i>	<i>Project Type</i>	<i>Timeframe</i>	<i>Cost</i>
Utilize and refer to the Future Land Use map for zoning changes, and future development submittals.	R	ST	-
Implement the urban growth boundary as shown in this plan and that highlights areas in which the city shall most logically and efficiently grow.	R	ST	-
Limit or restrict new single-family homes and duplexes in areas zoned for higher density.	R	ST	-
Implement the strategies assigned to the City of Victor within the Teton County Affordable Housing Strategic Plan.			
Require connections to greenbelt, regional trailhead connections, etc. within new development and redevelopment.	R	ST	\$
Update code regulations to require a mix of housing types with all RS and RM zoning categories, and for projects equal to or larger than 5 acres.	R	ST	\$
Update the LDC to encourage inclusion of urban farming and small-scale agriculture within future development.			
Review existing requirements for parks and open space dedication and trail connections within new residential subdivisions.	P/S	ST	\$
Investigate amending the sales tax ordinance to authorize use of lodging tax from short-term rentals for affordable housing or supporting infrastructure projects or services.	P/S	ST	\$
Audit and evaluate the city's existing design standards, and identify where enhancements and changes could be made to help create a compact community (i.e. increased densities; compatible infill; accessory dwelling units, etc.).	P/S	ST	\$
Reassess and enhance mixed-use zoning requirements and standards within the land development code.	R	ST	\$ - \$\$
Update the land development code or development submittal requirements to identify and allow a matrix of density-bonus options.	R	ST	\$ - \$\$
Create a Capital Improvement Plan to reflect anticipated development as shown on the future land use map and including action items and recommendations from this plan.	P/S	ST	\$\$
Investigate the feasibility of impact fees to ensure development provides costs to cover additional infrastructure improvements as needed.	P/S	ST	\$\$
In coordination with the Urban Renewal Agency, develop infill standards that tier from the city's current design standards, and allow for compatible, yet increased densities along Main Street.	P/S	ST	\$\$
Initiate a Downtown Economic Development Plan that includes an estimate of Urban Renewal Agency revenue and spending, and aligns with key city- and Urban Renewal Agency-led enhancement projects.	P/S	ST	\$\$
Initiate an impact fee study to assess fee amounts, as compared to surrounding municipalities, fee-in-lieu, and fiscal impact comparison to expected implementation of city projects.	P/S	ST	\$\$
Create a matrix of possible incentives (i.e. development review streamlining, density bonuses, reduced or shared cost for public open space/ amenity requirements).	P	MT	\$

Legend: Project Type: R = regulatory change or update; P = project/ program; CIP = implementation project/ construction; P/S = additional plan or study; Timeframe: ST = short-term, 0 - 5 years; MT = mid-term, 5 - 15 years; LT = long-term, over 15 years; Cost: \$ = low cost, \$0 - \$50K; \$\$ = medium cost, \$50K - \$250K; \$\$\$ = high cost, over \$250K

Small-Business and Localized Economy



<i>Action</i>	<i>Project Type</i>	<i>Timeframe</i>	<i>Cost</i>
Initiate a “Buy Local First” campaign.	P	ST	\$
Emphasize or require use of locally owned businesses for municipal contracts or issued requests for proposals.	P	ST	\$
Utilize findings from public outreach to identify appropriate and community-supported design and size for an additional grocery.	R	ST	\$
Create a checklist or roadmap for opening a new business within Victor.	P	ST	\$
Explore the feasibility of an incentive program to attract employers that would bring a certain number of jobs to the city.	P	ST	\$ - \$\$
Develop a wayfinding and gateway master plan.	P/S	MT	\$

Infilled, Active Downtown



<i>Action</i>	<i>Project Type</i>	<i>Timeframe</i>	<i>Cost</i>
Strengthen code enforcement for unmaintained properties along Main Street.	R	ST	-
Streamline/fast-track the development review process for development submittals for parcels along Main Street.	R	ST	-
Initiate a public art program that incorporates artists’ work into benches, utility boxes, murals, etc.	P	ST	\$
Work with existing property owners to understand current and future plans for private development; identify possible parcels for consolidation, allowing for ease of mixed-use development.	P	ST	\$ - \$\$
Create a Downtown Development Association.	P	MT	-
Showcase seasonal banners on light poles and across Main Street.	CIP	MT	\$
Investigate the creation of a historic facade improvement grant program.	P	MT	\$
Assist owners of historic structures with the process to be listed on the State and/or National Register of Historic Places.	P	MT	\$
Review existing parking availability and layout for enhancement opportunities.	P	MT	\$
Work with property owners to identify ways to break up the super blocks within downtown, including access from alley right-of-ways, etc.	P	MT	\$
Improve and install additional landscaping, street furniture, and pedestrian lighting.	CIP	MT	\$\$\$
Implement streetscape improvements and widening as proposed in the Multimodal Transportation goals and objectives.	CIP	MT - LT	\$\$\$
Work to reduce or remove the snow berm between Main Street’s parking and the sidewalks.	CIP	MT - LT	\$\$\$

Green Space



<i>Action</i>	<i>Project Type</i>	<i>Timeframe</i>	<i>Cost</i>
Review development requirements to enhance connectivity between new and existing neighborhoods and pathway networks.	R	ST	-
Initiate a Parks and Recreation Plan to identify under-served areas; locations for additional parks and trails connections; improvements to existing parks; and location(s), size(s), and maintenance program for future community gardens.	P/S	ST	\$ - \$\$
Investigate and pursue funding sources for the ongoing operations and maintenance of the recreation and open space system.	P	ST - MT	\$
Create a Parks and Recreation Committee/ Board to implement the plan.	P	MT	-
Conduct a biannual survey of resident satisfaction with recreational elements and amenities.	P	MT	\$
Implement pedestrian and bicycle safety features (i.e. enhanced pedestrian crossings and safety zones on Main Street; protected bike lanes along Center Street; continued pathway expansions, etc.) throughout the recreation and open space system.	CIP	MT - LT	\$\$\$

Resilient Environment



<i>Action</i>	<i>Project Type</i>	<i>Timeframe</i>	<i>Cost</i>
Review existing dark-sky lighting standards.	R	ST	-
Re-prioritize enforcement of dark-sky lighting standards.	R	ST	-
Investigate available grant programs to encourage compliance with dark-sky lighting standards.	R	ST	-
Define a Conservation (CON) zoning category and standards to meet the intent within this plan.	R	ST	-
Assess existing floodplain regulations and adapt them to be more consistent with FEMA regulations.	R	ST	-
Implement the Teton County Multi-Jurisdiction All Hazard Mitigation Plan.	P/S	ST	\$
Work with land trust/ grant agencies to acquire land for pathway expansion and construction.	P	ST	\$
Initiate a viewshed analysis that highlights key views (likely toward the Teton Range).	P/S	ST - MT	\$ - \$\$
Identify, map, and work to implement conservation easements along Trail Creek and associated feeder streams to create a greenbelt.	P/S	ST - LT	\$ - \$\$
Annually monitor water quality.	P/S	ST - LT	\$ - \$\$
Based on a viewshed analysis, implement additional setback requirements, height restrictions, staggered lot lines, or site configurations to ensure that new development will not restrict views in a designated view corridor from the public realm (i.e. from public facilities, parks, or streets).	R	MT	\$
Initiate a wildlife corridor study to identify areas, and work with other municipal and regional entities to restrict and/or limit development in those areas.	P/S	MT	\$ - \$\$

Multimodal Transportation

Refer to the City of Victor Transportation Plan for the transportation improvement plan.



photo credit: Jonathan Seiko