



PARK COUNTY LAND USE PLAN

September 15, 1998

1998 PARK COUNTY LAND USE PLAN

SEPTEMBER 15, 1998

Approved and Endorsed by the Park County Board of County Commissioners:

Charles W. Johnstone, Chairman

Timothy J. Morrison

Beryl Churchill

John J. Winninger

Tim Wade

Prepared and Approved by the Park County Planning & Zoning Commission:

Colin M. Simpson, Chairman

Jerry Dunning

Cecil Alice Johnstone

Alan Siggins

Alice Woodward

with assistance from the Park County Planning & Zoning Department:

Ken Markert, Planning Coordinator

Renate Martin, Assistant Planning Coordinator

RESOLUTION

TITLE: APPROVAL AND ENDORSEMENT
OF
1998 PARK COUNTY LAND USE PLAN

WHEREAS, The Park County Planning & Zoning Commission has prepared and approved the 1998 Park County Land Use Plan and certified the same to the Board of County Commissioners; and

WHEREAS, The Board conducted a public hearing on the Plan in accordance with Chapter 1 of the Park County Development Standards and Regulations and Wyoming Statutes Title 18, Chapter 5, Article 2; and

WHEREAS, The Board finds that the 1998 Land Use Plan promotes the public health, safety, morals, and general welfare of the County.

NOW THEREFORE, BE IT RESOLVED that the Board of County Commissioners does hereby approve and endorse the 1998 Park County Land Use Plan.

ADOPTED by the Board of County Commissioners this 15th day of September, 1998.

BOARD OF COUNTY COMMISSIONERS
PARK COUNTY, WYOMING

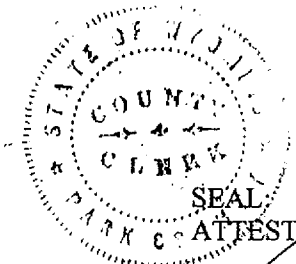
Charles W. Johnstone
Charles W. Johnstone, Chairman

Timothy J. Morrison
Timothy J. Morrison, Commissioner

Beryl Churchill
Beryl Churchill, Commissioner

John J. Winninger
John J. Winninger, Commissioner

Tim Wade
Tim Wade, Commissioner



Marie Fontaine
Marie Fontaine, Park County Clerk

1998 Park County Land Use Plan

BOARD OF COUNTY COMMISSIONERS

County of Park
State of Wyoming

I certify that the attached is a true and correct copy of the 1998 Park County Land Use Plan, adopted by the Board of County Commissioners on September 15, 1998, in accordance with Wyoming Statutes Title 18, Chapter 5, Article 2. This Plan replaces the 1978 planning document entitled "Land Use Planning."

Prior to adoption, the 1998 Land Use Plan was made available for public inspection on August 4, 1998 and public notice of the intended adoption of was provided 33 days in advance of a public hearing held on September 15, 1998 before the Board of County Commissioners.

The attached 1998 Park County Land Use Plan is effective immediately upon filing with the Park County Clerk and Recorder.

Signed this 18th day of September, 1998.



Charles W. Johnstone, Chairman
Park County Board of County Commissioners

State of Wyoming }
County of Park } SS

This instrument was filed for record
on this 23 day of September
19 98 at 8:45 o'clock a m. and
duly recorded in Microfilm book _____
records on page _____

MARIE FONTAINE, Register of Deeds

By Karen Carter, Deputy

No. _____

RESOLUTION

WHEREAS, the Park County Planning & Zoning Commission developed a draft 1998 Land Use Plan; and

WHEREAS, the Commission held a public hearing on the draft plan on June 10, 1998, after giving proper notice of said hearing; and

WHEREAS, the Commission, having made refinements to the plan based on comments received at the public hearing and in writing, finds that the plan:

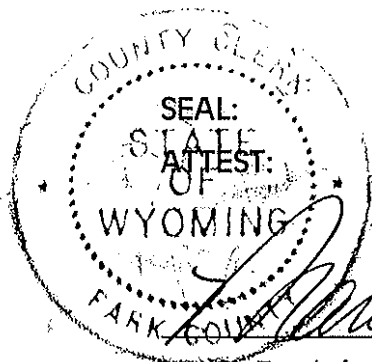
1. meets the general purpose of creating coordinated and harmonious development of the area under study and of the County as a whole;
2. promotes the health, safety, prosperity, and general welfare of the County's residents, as well as promotes efficiency and economy in the use of land and its natural resources;
3. encourages a well balanced, prosperous economy for Park County; and
4. preserves and enhances Park County's unique character and protects its natural environment.

NOW, THEREFORE, BE IT RESOLVED that the Park County Planning & Zoning Commission hereby approves the 1998 Land Use Plan, maps and text version dated July 21, 1998, and certifies the plan to the Board of County Commissioners with the recommendation that the Board endorse and adopt the plan.

BE IT FURTHER RESOLVED that a copy of this resolution and the signature of the Planning and Zoning Commission chairman shall be affixed to the face sheet of the text and to any map included in the plan and that such certified copies shall be forwarded to the Board of County Commissioners

and to all municipalities within the County and federal agencies with jurisdiction over lands in the County.

ADOPTED by the Planning & Zoning Commission of Park County, Wyoming this 21st day of July, 1998.



Marie Fontaine

Marie Fontaine, Secretary and Park County Clerk

1998 PARK COUNTY LAND USE PLAN

EXECUTIVE SUMMARY

This Land Use Plan is a guide to the future development of Park County and provides a general view of future land use for Park County over the next 15 years. The Plan was produced from three principle factors:

1. The work of the Park County Community Planning Task Force and the Ad Hoc Committee for each planning area. This work includes the "Park County Comprehensive Policy Statement," the "Vision Statements" for eleven of the County's local planning areas, and the "Meeteetse Local Planning Area Land Use Plan and Policy Statement." Summaries of these are included in the Plan.
2. The Land Suitability Analysis, a mapping technique that was used to evaluate large areas of the County in terms of suitability for various land uses and development potential. The mapping procedures and results are presented in the Plan.
3. The 1998 Land Use Survey that polled all landowners in unincorporated parts of the County on a variety of land use matters. The Survey had a 55.5% response rate. A brief overview of the survey results is included in the Plan.

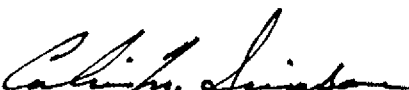
The Plan also includes a statement of its purposes, an overview of the history of planning in Park County, and an analysis of population and development trends.

The core of the Plan consists of the "Suitability Categories Map" and the "Land Use Guidelines." The Suitability Categories Map displays the results of the Land Suitability Analysis by categorizing all land into five classes of development suitability (Urban, High-Intensity Rural, Medium-Intensity Rural, Low-Intensity Rural, and Conservation). The Land Use Guidelines identify appropriate land uses for each of the various categories. The Land Use Guidelines are generally similar for lands within a given suitability category, providing a Countywide development perspective. However, some Land Use Guidelines vary within suitability categories to reflect the unique goals, policies and objectives of the County's 12 local planning areas.

The Plan includes an "Implementation" chapter that contains specific recommendations for implementing the Plan. The chapter addresses property rights, public lands, and development coordination with cities, local area plans, development review procedures and standards, agricultural districts, and other issues.

PLANNING & ZONING COMMISSION CERTIFICATION

This is a true and correct copy of the text of the 1998 Park County Land Use Plan prepared by the Park County Planning & Zoning Commission and approved by resolution of said Commission on July 21, 1998.



Colin M. Simpson, Chairman
Park County Planning & Zoning Commission

TABLE OF CONTENTS

Section	Subject	Page
CHAPTER 1	PURPOSES OF THE 1998 PARK COUNTY LAND USE PLAN	1
1.1	Introduction	1
1.2	Purposes	1
CHAPTER 2.	OVERVIEW OF PARK COUNTY PLANNING	6
CHAPTER 3.	PLANNING GOALS, POLICIES, AND OBJECTIVES	10
3.1	Park County Comprehensive Policy Statement	10
A)	Introduction	10
B)	The Vision	11
C)	Issue Identification	12
3.2	Local Vision Statements	21
3.3	1998 Land Use Survey	33
CHAPTER 4.	POPULATION AND DEVELOPMENT TRENDS	35
CHAPTER 5:	LAND SUITABILITY ANALYSIS	44
5.1	Description of the Process	44
5.2	Mapping Procedures	44
5.3	Land Use Guidelines	52
A)	Urban Land	58
B)	High Intensity Rural Land	60
C)	Medium Intensity Rural Land	62
D)	Low Intensity Rural Land	65
E)	Conservation Land	68
CHAPTER 6	IMPLEMENTATION	69
6.1	Property Rights	69
6.2	Public Lands	71
6.3	Development Coordination with Cities	74
6.4	Local Area Plans	74
6.5	Development Review Procedures And Standards	75
A)	Revision of County Zoning	75
B)	Revision of Subdivision Regulations	75
C)	Site Plan Review	77
D)	Building Code	78
6.6	Agricultural Districts	79
A)	Basis of Districts	79
B)	Recommendations for the Agricultural Districts	80
6.7	Affordable Housing Incentives	82
6.8	Mobile Home Regulations	83
6.9	Junk Cars and Other Unsightly Conditions	83
6.10	Highway Corridors	84
6.11	Signs And Billboards	85
6.12	Feedlots	86
6.13	Public Facilities and Utilities	86
6.14	State Planning Statutes	86

TABLE OF FIGURES AND MAPS

Item	Description	Page
Figure 1.1	Planning Process – 1998 Park County Land Use Plan	5
Figure 2.1	Chronology of Major Planning Activities in Park County, Wyoming.	6
Map 3.1	The Planning Areas of Park County, Wyoming	22
Figure 3.1	Development Density and Land Use Types Identified in 1996 Local Policy Statements	23
Figure 3.2	Development Design Guidelines Identified in 1996 Policy Statements	27
Figure 4.1	Population Trends in Park County, 1940-2006	37
Figure 4.2	Permits Issued for New Housing Units in Park County, 1978-1997	38
Figure 4.3	Number of Subdivision Lots Created in Park County, 1978-1997	39
Figure 4.4	Size Distribution of Lots Created Exempt from Subdivision Review, 3-97 through 2-98	40
Figure 4.5	Building Status of Subdivision Lots, as of December 1, 1997	41
Map 4.1	Number of New Homes by Township & Range, 1989-1997	42
Figure 4.6	Proportion of Housing in Cody, Powell, and Remainder of Park County, 1970-1997	43
Figure 5.1.	Summary of factors Included in Park County Land Suitability Analysis.	47
Figure 5.2	Land Suitability Analysis Mapping Technique	48
Map 5.1	Suitability Category Map – Entire County	49
Map 5.2	Suitability Category Map – High Intensity Mapping Area	50
Map 5.3	Suitability Category Map – Cody Area	51
Map 5.4	Suitability Category Map – Powell Area	51
Figure 5.3.	Land Use Guidelines	54
Figure 5.4	General Characteristics of Land Uses	55
Figure 6.1	Park County Land Area by Ownership Status	73
Figure 6.2	Lot Size Averaging and Grouped Lot Subdivisions	76

CHAPTER 1: PURPOSES OF THE 1998 PARK COUNTY LAND USE PLAN.

1.1 Introduction

This Land Use Plan for Park County is a schematic guide to the future development of the County. It is both general and non-regulatory. By itself, the Land Use Plan only indirectly impacts land use in the County as only specific decisions or regulations may affect land use directly.

The Land Use Plan is intended to guide the County's decisions about zoning, subdivision, and other land use decisions. Thus, while it is general and non-regulatory, the Land Use Plan will help guide more specific land use decision making.

The Land Use Plan can be called a "comprehensive plan" because the Land Use Plan is based on all the relevant and significant factors that affect the physical growth and development of the County. By necessity, the Land Use Plan is limited in scope to the physical growth and development of the County. The Land Use Plan provides a general view of future land use for Park County over the next 15 years. However, since the plan is not intended as a static document, the plan should be reviewed and updated every five years.

This Land Use Plan is the culmination of a process that began in 1993. In that year, the County established the Park County Community Planning Task Force and Ad Hoc Committees for the County's various geographic areas. As a result of the work of these committees, the County Planning & Zoning Commission was able to refine goals and policies for the County and for each separate geographic area.

Beginning in February, 1997, the Planning & Zoning Commission set out to produce a land use plan that responds to the directives of the Task Force and Ad Hoc Committees. The Commission factored together the work of the Task Force and Ad Hoc Committees with the "Land Suitability Analysis" (Chapter 3) and the results of the 1998 opinion survey to produce the County Plan (See Figure 1.1).

1.2 Purposes

The Park County Board of County Commissioners and the County Planning & Zoning Commission have produced this Land Use Plan in order to satisfy a number of specific purposes. These are as follows:

1. Amend and update the 1978 County plan: The 1978 document "Park County Land Use Planning"

was developed 20 years ago as a framework for land use planning. It satisfied a 1975 state law requiring all counties to adopt land use plans. It also served as a basis for the 1980 zoning resolution, "Park County Land Use Implementation Program." The 1978 County plan served these purposes well.

As could be expected with the passage of 20 years, many changes have occurred. The County population has increased 20%, precipitating significant changes in the economy, land use, and character of the County. These changes have compelled the County to produce a new land use plan.

2. Guide County decision making on land use and development issues: On a regular basis, the Board of County Commissioners and Planning & Zoning Commission make decisions that affect the physical growth and development of Park County such as decisions involving zoning and subdivision, utilities, public facilities, and many other issues. It is intended that this Land Use Plan will serve as a general guide in the making of those decisions.
3. Improve the County's existing development regulations: In recent years the County has made

many decisions regarding land use without the benefit of an up-to-date land use plan. Furthermore, the County devised its 1994 Development Standards and Regulations with the expectation that they could and would be improved upon completion of a land use plan. Development regulations should conform to the Land Use Plan so better and more consistent policies and decisions may be made.

4. Provide a Countywide plan: This Land Use Plan is intended to serve as a Countywide baseline determining land use and development suitability on a countywide basis. The purpose is to establish a more rational and consistent framework upon which local area land use plans can later be established, as needed.
5. Fulfill the expectations of Park County citizens for completion of the Land Use Plan based on the Comprehensive Policy Statements prepared to date: In 1993 and 1994 hundreds of citizens of Park County participated in setting the direction for this Land Use Plan. These efforts resulted in 12 "Comprehensive Policy Statements," which set out goals, policies, and objectives for 11 of the County's 12 planning areas (the 12th pertains to the whole County). Despite delays in completing the

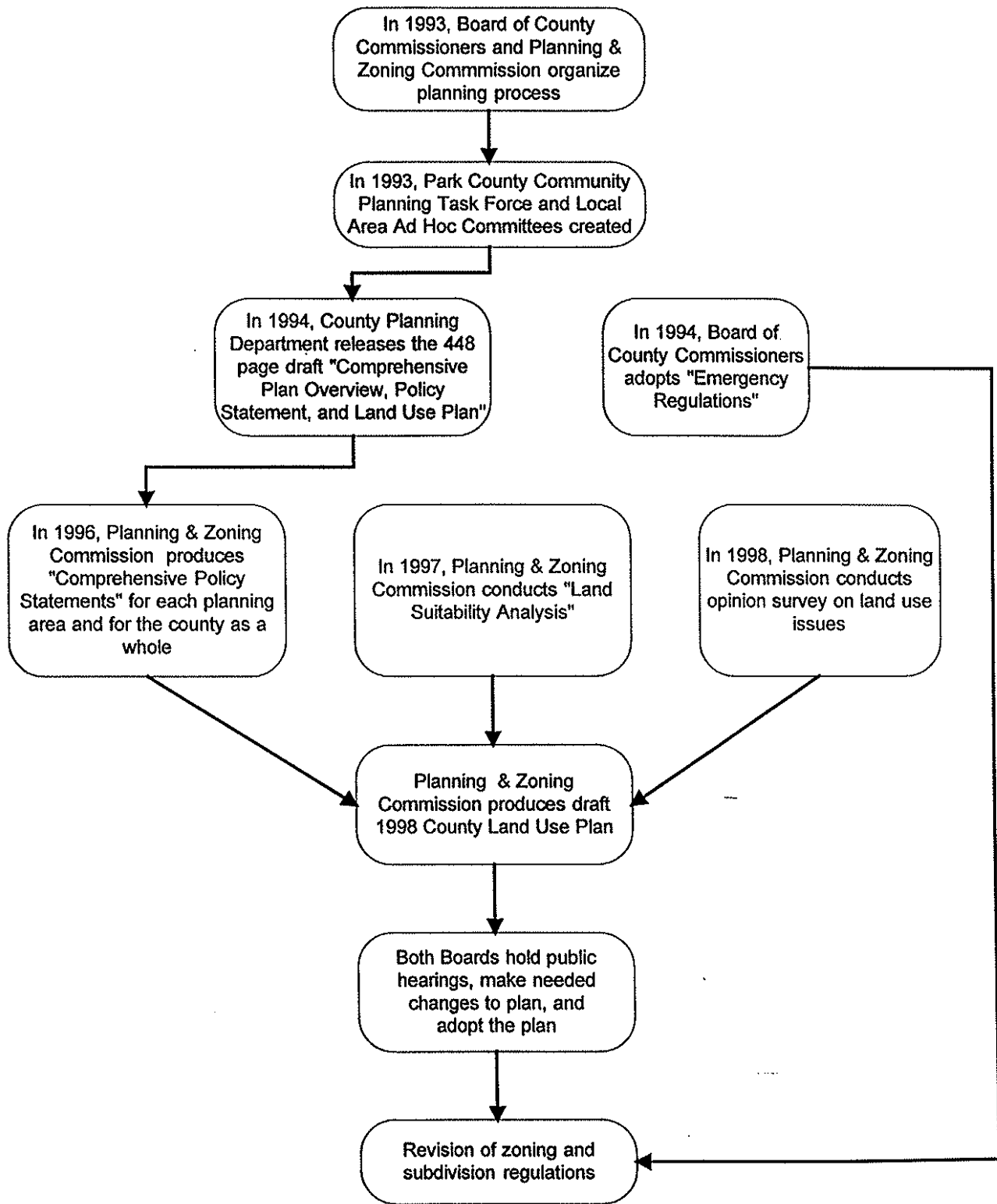
Land Use Plan, the Planning & Zoning Commission believes it is important to complete this process and maintain continuity with the work completed by the citizen committees.

6. Meet federal requirements to qualify the County as a "cooperating agency": "Cooperating agency" status is a designation under the National Environmental Policy Act (NEPA), which gives the County equal status to the lead agency in the fact gathering for any environmental analysis as required by NEPA. The lead agency still retains all final decision making authority. However, the facts provided by the County can and should cause federal agencies to make more informed decisions that recognize the interests of Park County residents.
7. Establish policies for greater county involvement in public land use decision making: Public lands comprise 85% of Park County. Federal agency decisions regarding the use of these federal lands have potentially great impacts on the custom, culture, and economy of Park County. This Land Use Plan should facilitate greater involvement of the County and its citizens in important federal decisions.
8. Plan for rural growth which promotes the life style and quality of life unique to Park County: A basic purpose of this Land Use Plan is to help Park County better manage the inevitable changes in land use. In rural areas across America, rapidly changing land use and new real estate developments are sometimes perceived as threatening to communities. In Park County the way of life and quality of life are widely perceived as strong assets that deserve protection. Change is inevitable, but how the community manages that change can make the difference in maintaining the quality of life. A premise of this Land Use Plan is that the County cannot and should not prevent growth outside city boundaries. Instead, this Land Use Plan seeks to plan for and accommodate that growth. The aim is to make new developments compatible with the existing land uses patterns, instead of denying the need for new development.
9. Plan for future annexation areas outside the present cities limits: As the communities of Park County grow, they are likely to annex land. The County and the communities should coordinate future annexation areas so that new roads, sewer lines, water lines, drainage systems, parks, and

other services mesh with the existing community patterns.

10. Encourage the conservation of open space and agricultural land:
The Land Use Plan should identify important areas of open space and agricultural land. Furthermore, the Land Use Plan should identify workable policies that, with the support of the landowners, help to conserve these important resources.

Figure 1.1 Planning Process -- 1998 Park County Land Use Plan



CHAPTER 2. OVERVIEW OF PARK COUNTY PLANNING

This Chapter illustrates how the 1998 Park County Land Use Plan fits in with planning activities the County has conducted over the last 38 years and seeks to plan for the development of Park County well into the 21st Century.

Over the years, Park County has experienced more development than

most of the state and has attempted to shape development to the benefit of its citizens. As the following chart illustrates, County planning has adapted to changing times. There has been a common theme "planned growth, through balancing the rights of land owners with the needs of the community."

Figure 2.1: Chronology of Major Planning Activities in Park County, Wyoming.

- 1960 County Commissioners appoint the first "zoning commission."
- 1962 County Commissioners establish "Policy on the Approval of Subdivision and Townsite Plats."
- 1967 County Commissioners approve the "Zoning Resolution and Zoning Map" for the unincorporated area within three miles of Powell. The rest of the County is not zoned. The Powell area zoning established residential, agricultural-ranching, business, and "open" districts. One-acre minimum lot size, 150-foot lot width, and 40-foot setback required for rural lots. "Open" district allows any use except "obnoxious, offensive or hazardous" uses such as junkyards, slaughterhouses, and explosives manufacturing.
- 1968 County Commissioners approve the "Zoning Resolution and Zoning Map" for the unincorporated area within three miles of Cody. "Tourist-Timber" district and mobile home district added to zoning. Tourist-Timber district is the same as the agricultural-ranching district except that camping areas, lumber mills, hotels, lodges and resort cabins are also allowed.
- 1970 Planning & Zoning Commission considers how to establish planning and zoning in the rest of the County. The Commission appoints advisory committees from Sage Creek, Clark-Sunlight, North Fork, South Fork, and Meeteetse.

- 1971 County Commissioners adopt a "freeze resolution" to maintain land use in un-zoned parts of the County while the Planning & Zoning Commission works on a "comprehensive plan, including zoning." Land use change permitted only by variance granted by Board of County Commissioners. Freeze set to expire in April 1972.

- 1972 County Commissioners extend the freeze each year, until 1978.

- 1974 County Commissioners approve "Subdivision Resolution." This resolution required little in terms of design or physical improvements in subdivisions, but did set preconditions for county take-over of subdivision roads.

- 1975 State Legislature passes Wyoming Real Estate Subdivision Act, requiring subdivision regulations in every county and specifying minimum standards. The Legislature also passes the State Land Use Planning Act, which requires counties to develop and adopt land use plans.

County Commissioners adopt revised subdivision regulations. These regulations contain significant new design and improvement standards. Flood plain easements were required and extensive surveying standards were specified. Road specifications included: 15" minimum culvert size, 24' bridge width, maximum grade 10%, 24' wide top surface.

- 1978 The Wyoming Supreme Court strikes down the Park County "freeze," which had been in effect since 1971. This ended the County's control of land use in all areas except the three-mile areas around Cody and Powell.

County Commissioners adopt "Park County Land Use Planning." This was the first "comprehensive plan" adopted by Park County. Largely, the plan was a general discussion of major land use issues and policies and included many statements regarding community sentiment on various issues. While this plan was not a land use plan, it was intended to serve as a framework for future land use plans.

The plan established nine "local area plans"--Upper Clarks Fork, Sunlight, Lower Clarks Fork, Cody-Powell Rural, North Fork, Lower South Fork, Sage Creek-Oregon Basin, Upper South Fork, and Meeteetse. It was expected that each of these areas would develop their own land use plans. The local area plans were to be considered supplementary to the "county-

wide policies and guidelines" of the overall plan.

- 1980 County Commissioners adopt Park County Land Use Implementation Program. This was the first zoning resolution that pertained to the entire county. Established eleven "land use planning areas," with different zoning requirements in each area. 40-acre minimum lot size established in Sunlight and Upper South Fork. 2-acre minimum lot size in Sage Creek. Established nine different zoning categories (such as residential single family, agricultural, commercial retail, etc.) Agricultural zoning included a 20-acre minimum lot size.
- 1982 County Commissioners adopt revised Subdivision Regulations, which required consideration of subdivisions impact on agriculture, local services, taxation, and the environment. Regulations also: required test wells to verify adequacy of drinking water supply; provided for County take-over of roads after 50 percent of lots are sold; Top width of roads increased to 28 feet; minimum culvert size 18"; bridges 28' clear width; and contained regulations for planned unit developments, cluster subdivisions, and mobile home court subdivisions.
- 1990 Planning & Zoning Commission resolves to begin developing a Comprehensive Plan.
- 1993 County Commissioners enact emergency "Land Use Change Moratorium" for one month to allow Planning & Zoning Commission to prepare comprehensive plan. This was subsequently extended to September 27, 1994, by which time it was expected that the Comprehensive Land Use Plan would be done and revised regulations would also be adopted.
- 1993 Planning & Zoning Commission creates Park County Community Planning Task Force and Ad Hoc Committees for each of the 12 planning areas to assist in developing the Comprehensive Land Use Plan. The Task Force and Ad Hoc Committees provided input to the planning process through the following year.
- 1994 In July, the Planning Department released the 448-page draft "Comprehensive Plan Overview, Policy Statement, and Land Use Plan."

In September, County Commissioners lift the moratorium and adopt the Emergency Development Standards and Regulations. These regulations

combined zoning, subdivision, flood plain, road and bridge standards into one set of regulations. They established paving requirement for larger subdivisions. They also established "development districts" concept, which limited "high intensity" zoning (industrial, commercial, multi-family residential) to areas close to cities and towns. In outlying areas, Planned Unit Development became the main zoning procedure for non-residential developments (PUD is zoning tailored to the individual situation). Lot size requirements stayed the same as under the 1980 LUIP, except 20 acre minimum for agricultural was dropped.

In December, County Commissioners adopt the current Park County Development Standards and Regulations. These regulations are largely the same as the emergency regulations.

- 1996 Planning & Zoning Commission approves "Comprehensive Policy Statements" for 11 of the 12 planning areas and one for the County as a whole. These statements were derived from the July, 1994 draft plan.

The Board of County Commissioners approves the Meeteetse Local Area Land Use Plan and Policy Statement.

- 1997 Planning & Zoning Commission conducts "Land Suitability Analysis" for entire county.

- 1998 Planning & Zoning Commission prepares "1998 Planning & Zoning Survey" sending it to 4800 landowners and compiles results from over 2500 responses.

Planning & Zoning Commission produces the 1998 County Land Use Plan by combining the work of the Park County Community Planning Task Force and Ad Hoc Committees for each of the 12 planning areas along with the results of the Land Suitability Analysis and the 1998 Survey.

CHAPTER 3. PLANNING GOALS, POLICIES, AND OBJECTIVES

This Chapter contains an overview of planning goals, policies, and objectives as derived from three main sources:

1. "The Park County Comprehensive Policy Statement;"
2. The 11 local planning area "Vision Statements" as well as the Meeteetse Local Area Plan and Policy Statement; and
3. The 1998 Park County Land Use Survey.

Summaries of these three items are included in this chapter. Each of these three items were major considerations in making the land use plan. However, none of these absolutely determined the results of the plan.

It is important to note that these three items are presented for informational purposes only and that their inclusion in this chapter does not mean that they have become or are intended to become official planning goals, policies and objectives of Park County.

Instead, they illustrate goals, policies, and objectives which have been stated by the citizenry in different venues. These three items illustrate "What the citizens said." Other portions of this plan, particularly Chapters 5 & 6, contain recommenda-

tions that are intended to be official county planning policy.

3.1 Park County Comprehensive Policy Statement

The Comprehensive Policy Statement is presented on pages 10 - 20 for information purposes only—its goals, objectives, and recommended actions and policies are not the final recommendations of the Planning & Zoning Commission and should not be considered as policies of the County. The Statement is presented here because it was a major consideration in development of the 1998 Land Use Plan. The Comprehensive Policy Statement was initially developed by the Park County Community Planning Task Force and adopted by the County Planning & Zoning Commission in 1996¹.

A) Introduction

Planning is essential to the efficient operation of both government and private enterprise. It is especially important in Park County to manage change through planning. Recognizing the changes and choices con-

¹ The Comprehensive Policy Statement included here has been revised to eliminate portions not pertaining to the physical development of the County.

fronting Park County, the Park County Planning & Zoning Commission and Board of County Commissioners have adopted these principles to guide their decisions.

The Comprehensive Policy Statement (CPS) is advisory in nature. When used in evaluating specific actions or proposals, the CPS is intended to provide guidance. The CPS does not exclude consideration of actions or proposals not anticipated by the CPS.

The CPS is intended to do the following:

- (1) Provide direction for elected and appointed officials as to the community's desires.
- (2) Enable the county and others to anticipate each community's needs and desires for public services and facilities, type and intensity of development, and public participation in the decision-making process.
- (3) Act as a guide to decision makers in reviewing development proposals and actions concerning the community.

In the future the CPS may need to be amended as Park County's desires or factors affecting the County change. Park County anticipates using Advisory Committees to recommend changes to the CPS as needs are identified by citizens or elected and appointed officials. Citizen committees, or advisory committees, are not

specifically provided for in the Wyoming Statutes, and thus by necessity, any such committee created is limited in the scope of its authority. The function of the local area advisory committees would be to ensure that the land use decisions made by the County are truly in the interests of public health, safety, morals, and welfare within that local area.

No statement contained within this CPS or any local CPS shall in and of itself commit any financial resources to achieve any particular goal or objective, or to implement any policy herein contained.

B) The Vision

Planning for Park County's future requires a vision. A vision paints a picture of where the citizens of the county want the community to go and what they want it to be. The vision focuses attention and empowers consistent choice.

The following vision for Park County was developed by the citizens in coordination with the Park County Planning & Zoning Commission:

MAXIMIZE OUR RESOURCES

We desire a community that encourages proper utilization and ensures proper stewardship of the land, air, water, and other natural resources;

that provides efficient public services, and a suitable living, working, and leisure environment for all citizens; that has a stable tax base and diverse economy to support basic services; where citizens have a vested interest in the implementation of sound and sustainable resource management programs; that improves the skills, experience, and educational levels of its citizens and promotes self-reliance and personal responsibility; that forges partnerships between public agencies and private individuals.

CONSERVE OUR HERITAGE

We desire a community that encourages the conservation of valued landscapes, places, individual rights, local community traditions, and lifestyles; where the policies focus on sustained yield; and where public agencies and citizens understand the impacts of their decisions on the lives of individuals, the community, and future generations.

C) Issue Identification

Identification of issues and expressions of concern were solicited and gathered from:

1. The general public through public "scoping" meetings conducted in each of the planning areas during the fall of 1993.
2. Municipal, Special District, School District, and other Boards-- repre-

sentatives from each were interviewed by the Planning & Zoning Commission during the issue development step of the planning effort. In addition, the Commission reviewed their long-range plans for additional information.

Various Citizen Committees were formed including the Park County Community Planning Task Force, Local area Ad Hoc Committees, and the Public Lands Committee. Each committee was requested to develop goals, objectives, and policies for each of the issue areas except the Public Lands Committee which developed goals, objectives, and policies for public lands.

ISSUE #1: ECONOMICS

The economy is at the top of the policy agenda in Park County because of the role the economy plays in shaping the culture and environment, distributing resources and sustaining vital activities.

Goal and Objectives for Economics

Achieve a sustainable diverse economy

- Retain and expand existing businesses and industries
- Sustain agricultural business
- Diversify business and industry
- Retain the multiple use of public lands

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Economics

- Support oil and gas industry
- Attract non-polluting industries and other businesses
- Target and recruit businesses that pay substantially more than minimum wage and that increase economic diversity
- Encourage economic development that uses the available work force
- Assure adequate land and infrastructure for commercial and industrial growth is available near urban centers
- Encourage incentives for existing businesses, farms, and ranches to help retain them as part of a diverse economy
- Support the multiple use of public lands
- Communicate with state and federal agencies about the development of policies and regulations affecting the use of public lands
- Encourage education on conservation easements and other private property tools that could help farmers and ranchers retain their land
- Encourage the responsible development of and exploration for natural resources consistent with local area plans
- Encourage growth in medical services to provide jobs
- Encourage economic development that provides jobs for young adults

ISSUE #2: ENVIRONMENT & NATURAL RESOURCES

Park County has a superbly beautiful natural environment. Conservation and management of basic natural resources and the environment are important.

Goal and Objectives for Environment

Maintain and nurture a diverse and healthy environment

- Sustain renewable natural resources
- Conserve scenic areas and open spaces
- Manage the quality and quantity of big game habitat
- Maintain watershed quality
- Maintain and where feasible improve air, water, and soil quality
- Limit the introduction of exotic species of plants and animals

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Environment

- Remove or screen junk and trash, regulate signs, and enforce existing laws to eliminate the importation of exotic species of plants and animals
- Maintain a balance between human needs and protection of the environment
- Make information available about managing environmental resources

- Promote open space

Goal and Objectives for Natural Resources

Encourage the sustainable development, use, and conservation of Park County's renewable and non-renewable natural resources

- Manage the natural resources of Park County for the benefit of its citizens
- Increase opportunities for citizen involvement in decisions concerning resource utilization
- Consider all values when managing natural resources

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Natural Resources

- Promote appropriate timber harvesting techniques as a management tool
- Encourage the opportunity to explore for oil and gas
- County government should consult with the local conservation districts concerning the use and management of natural resources
- Encourage management of renewable natural resources pursuant to the principle of sustained yield on public lands

ISSUE #3: PUBLIC LANDS

See Chapter 6.2 for detailed discussion of goals, objectives, policies, and

recommended actions for public lands.

ISSUE #4: PRIVATE LAND USE

Private property rights are the base on which our freedom, country, and government rest, but should be placed in the context of the community's well-being.

Goal and Objectives for Private Land Use

Protect private property rights while recognizing the need to balance the rights of the landowner and the rights of the community

- Minimize encroachment on private property rights
- Recognize the community's interests in open spaces, agriculture, aesthetics, wildlife, clean water and air, riparian areas, wetlands, planned growth, and in protecting the health, safety and welfare of its citizens

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Private Land Use

- Defend private property rights
- Encourage commercial development in properly zoned areas
- Encourage respect and consideration for neighbors while preserving and protecting private property rights
- Regulate building on hazardous or unstable soils or slopes, or in floodplains

- Evaluate the effect of regulations on private property rights
- Require subdivision improvements to be completed as mandated by state law and county regulations
- Require phase-in subdivisions to meet bonding requirements to guarantee completion
- Encourage and ensure coordination between federal and state agencies and local advisory boards

ISSUE #5: WATER & WASTEWATER

Water is indispensable to all life forms, and it plays a vital role in planning due to its complex cycling and sensitivity to environmental change. The use of water falls into two general categories: 1) consumptive uses, which require water removal from the ground or surface sources; and 2) non-consumptive uses which do not require displacement of water or reduce available quantities.

Goal and Objectives for Water

Promote the stewardship of water to meet the needs of domestic, agricultural, industrial, and recreational users and to meet the demands of wildlife.

- Promote a safe drinking water supply
- Improve land management practices to enhance water quality
- Ensure that Wyoming water and water rights are kept under state ownership and control

- Maintain water quality and quantity for future generations

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Water

- Educate citizens regarding their personal responsibility in maintaining and improving water quality, about water use issues, and about water conservation practices
- Review development proposals for potential impacts to ground and surface water quantity and quality
- Encourage sustainable land and water use on private and public lands to minimize erosion and pollution
- Develop a plan to provide for future water needs
- Protect the Clark's Fork Wild and Scenic River
- Enforce existing laws on river channeling and river work

Goal and Objective for Wastewater

Protect ground and surface water from sewage contamination

- Reduce pollution from sewage disposal systems

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Wastewater

- Require new sewage disposal systems to be environmentally sound and meet state specifications

- Encourage and utilize central sewer where feasible
- Continue to require all development plans to include all information necessary to ensure that sewage disposal systems will function properly and not contaminate ground or surface water
- Inspect sewage disposal system construction
- Encourage development and use of new waste water disposal technology

ISSUE #6: GOVERNMENT

Government accountability is one of the key themes that emerged during the planning process. Others included reducing the complexity of the bureaucracy, increasing citizen involvement and communication, and establishing better coordination between governments.

Diminishing public fiscal resources coupled with increasing demands for services and facilities seriously challenge the solvency of local governments. The rapid urbanization many parts of Park County are now experiencing compound these issues by placing fiscal burdens on local governments.

Goal and Objectives for Government

Require county government to be accountable, accessible, efficient, effective, and sensitive to the

changing demands of the community through competent and decisive leadership and meaningful citizen participation

- Minimize size and complexity of government bureaucracy
- Increase cost effectiveness of government so that taxes are kept at a minimum
- Maximize coordination between local, state and federal governments
- Increase citizen and local community involvement in the governmental process

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Government

- Educate and inform the public regarding community issues especially cost/benefit ratios
- Develop and recognize area advisory boards to represent local areas and make recommendations to the county government

ISSUE #7: POPULATION

Population is a major planning consideration. Population estimates which consider the size and density of population growth, in large measure are used to determine the demand for future public and private facilities and services to be provided in the community. Population growth can also impact the environment, the

culture, and the values of a community.

Goal and Objectives for Population

Plan for population growth that sustains the economic, environmental, and cultural values of our county

- Concentrate population growth in or near existing urban areas
- Encourage the diversity of age classes in the population

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Population

- Coordinate land use decisions to provide employment for a cross section of ages, talents, education, and/or skills
- Adopt regulations and develop infrastructure that makes urban development more attractive than rural development
- Subdivisions should pay impact fees commensurate with impacts on county services

ISSUE #8: HOUSING

The provision of housing units is largely the responsibility of the private sector, including builders, developers, mobile home manufacturers, real estate sales persons, and bankers. Policy decisions by all levels of government have a far reaching effect on the type, location, and

quality of housing that will be delivered by the housing industry.

Goal and Objective for Housing

Provide safe and diverse housing

- Encourage development in or near urban areas

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Housing

- Encourage opportunities for affordable housing
- Enforce land use regulations

ISSUE #9: COMMUNICATIONS

Communications systems are one of the most important economic development tools.

Goal and Objective for Communications

Pursue and promote access to state-of-the-art communications

- Improve access quality and availability to information and communication networks

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Communications

- Support information and communication networks
- Communicate Park County's communication needs to the Public Service Commission and direct the Commission to ensure optimum service in Park County

- Work with telecommunication companies in developing and improving communications networks
- Work with NWC to develop and expand countywide communications networks

ISSUE #10: HISTORIC PRESERVATION

Our history, culture, and community will survive with or without historic preservation, but the community has discovered that historic preservation is a logical and valuable weapon in our self-preservation and in the defense of our individuality.

Goal and Objectives for Historic Preservation

Identify and protect the historic resources and archaeological sites of significance to the area's heritage and culture without infringing on private property rights

- Encourage the preservation of oral, written, and pictorial history for future generations
- Respect sites of religious/spiritual significance to tribes

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Historic Preservation

- Encourage historical organizations throughout the county
- Encourage funding from private groups and volunteers as long as it

does not infringe on private property rights

- Continue to support Park County Historical Archives and county museums

ISSUE #11: CULTURAL IDENTITY

In spite of all of the community's efforts, the cultural identity of Park County is vulnerable. The loss of this heritage results from the gradual erosion of the community's economic base -- agriculture, oil and gas production, and tourism -- many of the attributes which make it a desirable place in which to live.

CULTURAL IDENTITY

Park County Goals and Objectives

Maintain a friendly, small town atmosphere which has a unique, Western, rural character based in local customs and traditions

- Increase the level of independence from federal or state government control
- Increase opportunity for citizens' involvement in the government decision-making process
- Maintain the cultural identities of each community and planning area in Park County
- Achieve harmony between agriculture and other more urban interests

Recommended Actions or Policies to Help Achieve Park County's

Goals and Objectives for Cultural Identity

- Recognize the unique character, economy, and ways of life within Park County

ISSUE #12: PUBLIC SERVICES

Public services are directly related to land use and population density. As Park County continues to grow and change, the availability of community facilities and services must be continually evaluated.

Goal and Objectives for Emergency Planning

Develop and/or maintain an emergency response plan for all areas

- Continue education and training of the public and emergency response personnel
- Encourage coordination between government agencies involved in emergency preparedness and response
- Maintain emergency services as population grows

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Emergency Planning

- Under the emergency response plan, encourage the private sector and public agencies to coordinate resources in times of disaster and to meet on an annual basis to review and update plans

- Encourage private participation to enhance emergency response

Goal and Objectives for Fire Protection

Provide fire protection for the entire county

- Maintain training, personnel, and equipment
- Improve access for fire equipment
- Avoid development in fire prone areas
- Increase response capabilities particularly in rural areas

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Fire Protection

- Require developers to provide hydrants or supplemental water supply in rural areas
- Encourage notification of private burning activities
- Make information available to the public, including children, on fire prevention and fire safety
- Require a fire plan for new subdivisions and commercial development that deals with water supply and access
- Continue to review and update fire protection services
- Encourage fire prevention through education..

TRANSPORTATION

Transportation decisions have a strong impact on patterns of development, environmental quality,

energy and resource conservation, and all types of economic development. Transportation decision-making must be developed in the context of comprehensive planning and coordinated intergovernmental cooperation.

Goal and Objective for Transportation

Encourage meeting transportation needs of people, goods, and services

- Encourage maintenance of roads and air service

Recommended Actions or Policies to Help Achieve Park County's Goals and Objectives for Transportation

- Encourage the use of a uniform, easily understood county road mapping system
- Work to ensure reliable, year-round transportation

3.2 Local Vision Statements

The local vision statements are one of the three main factors used to produce the 1998 County Land Use Plan. The local vision statements were factored together with the "Land Suitability Analysis" and the results of the 1998 opinion survey to produce the County Plan.

The local vision statements' origins begin with the 1993-1994 work of the Park County Community Planning Task Force and the 12 Ad Hoc Committees in each local planning area. Through the efforts of hundreds of citizens, the County gained an understanding of the goals and objectives for planning in each of the 12 planning areas and for the County as a whole. This work was distilled into "Comprehensive Policy Statements" that were adopted by the Planning & Zoning Commission in 1996. In addition, the Ad Hoc Committee for the Meeteetse area developed a "Land Use Plan and Policy Statement" that was adopted by the Board of County Commissioners in 1996. For the purposes of the 1998 County Land Use Plan, the Comprehensive Policy Statements were renamed "Local Vision Statements."

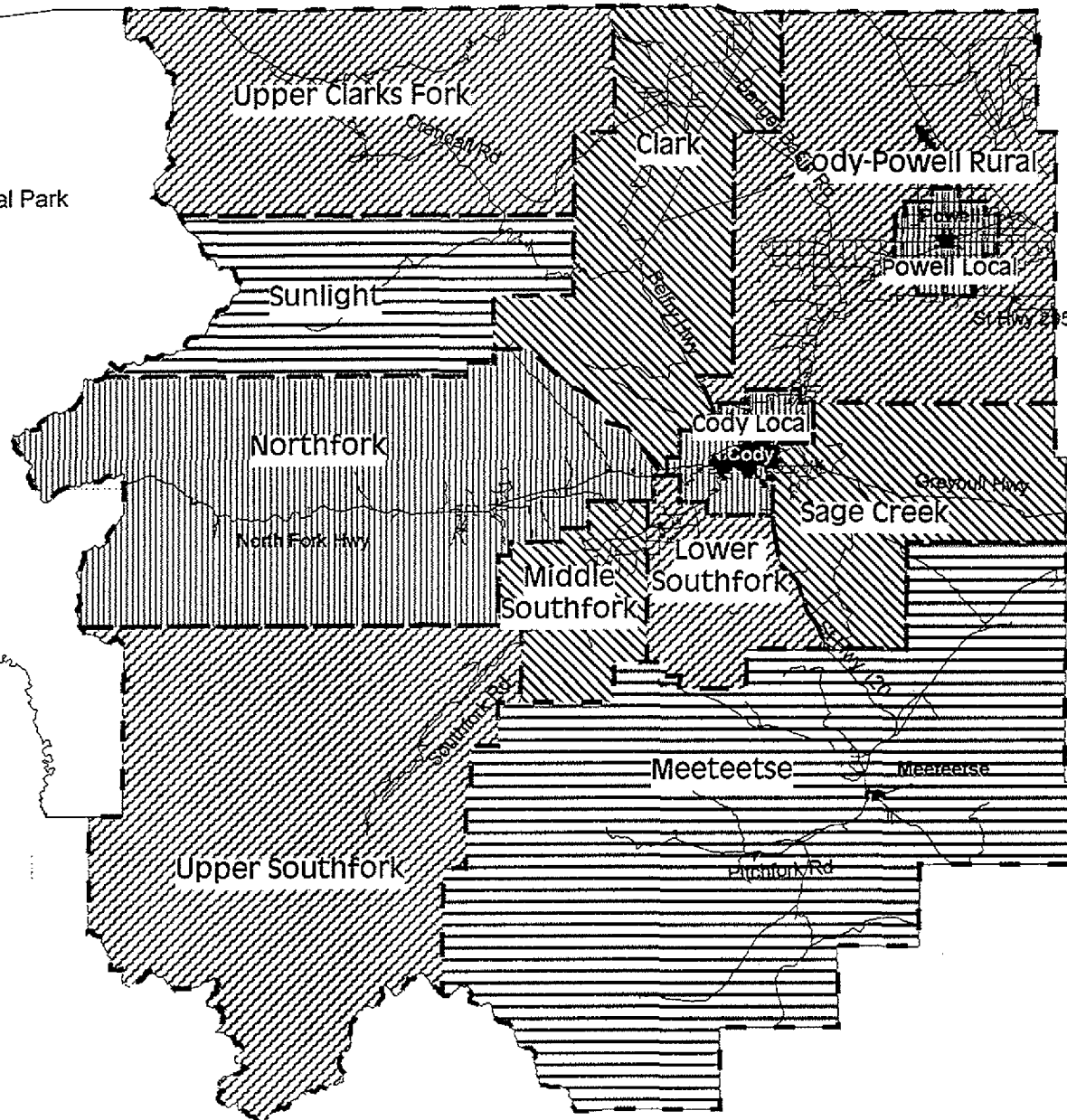
The following two figures are abstracts of the local land use "Vision Statements" for the 11 planning areas of Park County and for the County as a whole. All the local vision state-

ments amount to 185 pages. The abstracts were prepared to provide a shorter guide to the local vision statements that could be included here. These abstracts contain the most pertinent statements regarding the physical development of each planning area. The first (Figure 3.1) contains statements regarding housing densities and preferred land uses, while the second (Figure 3.2) contains statements about the design or physical characteristic of development. Similarly, statements regarding physical development were abstracted from the Meeteetse plan.

The abstracts are presented for information purposes only—the statements contained in the abstracts are not to be considered as policies of the County².

² This statement does not apply to the Meeteetse plan, which was adopted by the Board of County Commissioners thereby making it a policy of the County.

Yellowstone National Park



MAP 3.1

**THE PLANNING AREAS
OF PARK COUNTY, WYOMING**



Precise descriptions of the planning area boundaries are on file at the Planning & Zoning Department office, Courthouse, Cody, WY

Figure 3.1: Development Density and Land Use Types Identified in 1996 Local Policy Statements

<u>Planning Area</u>	<u>Density</u>	<u>Land Use</u>
Clark	Keep lot sizes large (e.g. 20 acres) to limit depletion of groundwater.	<ul style="list-style-type: none"> ◆ Allow home-based businesses in the area. ◆ Protect and encourage agricultural-related industries and community service-oriented businesses. ◆ Implement land use tools that support home-based, agriculturally-related and community service-oriented businesses.
Cody Local	Establish regulations that ensure lower density and larger open spaces with the density decreasing and the open space increasing as the distance from town increases.	<ul style="list-style-type: none"> • Promote business development in appropriate zones. • Locate industrial development in industrial parks. • Zone for mobile home parks, low-income housing, and multi-family housing. • Designate areas for mobile home parks.
Cody/ Powell Rural		<ul style="list-style-type: none"> ◆ Encourage industrial growth that supports agriculture. ◆ Encourage agriculture related businesses along the Cody-Powell Highway.
County-wide	<ul style="list-style-type: none"> • Concentrate population growth in or near existing urban areas. • Encourage development in or near urban areas. 	<ul style="list-style-type: none"> • Retain and expand existing businesses and industries. • Sustain agricultural businesses. • Diversify business and industry. • Support oil and gas industry. • Assure adequate land and infrastructure for commercial and industrial growth is available near urban centers
Lower Southfork	<ul style="list-style-type: none"> • Subdivisions shall have an average lot size of at least five 	<ul style="list-style-type: none"> • Encourage small value-added businesses. • Save South Fork for residential, agricultural, and home (cottage) industry.

<p>Lower Southfork (cont.)</p>	<p>acres with no lot smaller than two acres.</p> <ul style="list-style-type: none"> • Promote less building density further from town. 	<ul style="list-style-type: none"> • No junk yards, no retail, and no industrial. • Encourage agricultural, dude ranching, and low profile businesses in rural areas. • Support existing gypsum mining to keep those jobs. • Encourage oil industry. • No commercial, industrial, or retail, trailer parks, condominiums, multi-family dwellings, or billboards. • Discourage new subdivisions. • No new landfill on Lower South Fork.
<p>Meeteetse</p>		<ul style="list-style-type: none"> ◆ Encourage acquisition of labor intensive manufacturing and the exploration and development of existing natural resources. ◆ Support aesthetically pleasing scenery by encouraging the preservation of agriculture and related industries. ◆ Encourage a diversity of employment opportunities.
<p>Middle Southfork</p>	<ul style="list-style-type: none"> ▪ Subdivisions and population stay close to towns – density less and less further from town. ▪ Less housing density than Lower South Fork. ▪ No more than one single family home per twenty acres 	<ul style="list-style-type: none"> ▪ Save Middle South Fork for residential, agricultural, and home (cottage) industry. ▪ No junk yards, no retail, and no industrial. ▪ Encourage agricultural, dude ranching, and low profile businesses in rural areas. ▪ Encourage oil industry. ▪ No trailer parks, condominiums, or multi-family dwellings. ▪ No landfill.
<p>Northfork</p>		<ul style="list-style-type: none"> • Retain and expand existing businesses. • Increase the diversification of businesses. • Maintain oil, gas, and other extractive industries. • Encourage value-added businesses. • Develop land use regulations that support reasonable commercial opportunities while maintaining the rural character of our community. • No mobile home parks. • Encourage protection of our culture by maintaining agriculture, oil and gas,

Northfork (cont.)		<p>timbering, outfitting, hunting, dude ranching, and other recreation.</p> <ul style="list-style-type: none"> • No landfill on North Fork.
Powell Local	Concentrate population growth in or near existing urban areas.	<ul style="list-style-type: none"> ▪ Attract non-polluting industries, labor intensive manufacturing, and small business. ▪ Develop land use regulations that support commercial and industrial opportunities and maintain the rural character of the area.
Sage Creek	Establish lot size of five acres or more.	<ul style="list-style-type: none"> ▪ Limit economic development to those home businesses and home cottage industries compatible with the rural area and environmental character of the Sage Creek area. ▪ No junkyards, no mobile home parks, no feed lots, no waste landfills, and no strip development. ▪ Limit area development to single family dwellings.
Sunlight	<ul style="list-style-type: none"> ▪ Low density dwelling. ▪ Limit or maintain development at low densities compatible with the land's capacity. 	<ul style="list-style-type: none"> ▪ Discourage new subdivisions. ▪ Limit development in consideration of land contours, adequate water supply, sewage disposal systems, and wildlife habitat. ▪ Limit economic development to home-based businesses with no signage and guest ranches, bed and breakfasts, and recreation compatible with rural and environmental character of Sunlight area. ▪ Sustain present types of business – guest ranches; guiding for fishing, hunting and pack trips; cottage (invisible) industries; agriculture; timber; small mining. ▪ No junkyards, no retail, no industrial. ▪ Preserve present agricultural land, open space, and visual characteristics. ▪ Restrict activities that would have an impact to unique scenic area: gravel pit, batch plants, highway rest areas in scenic areas (ridge lines), transmitter/microwave towers. ▪ Eliminate opportunity for: Open pit mining, trailer parks, mined/mill tailings and ponds, dams, refueling stations, solid waste disposal/hazardous waste sites, sewage treatment plants, intensely developed recreation (golf course, softball fields),

Sunlight (cont.)		<p>wetland development.</p> <ul style="list-style-type: none"> ▪ No trailers or pre-built structures except during periods of construction. ▪ Encourage use of area as it has been – ranching, recreation, timber harvest, limited tourists' accommodations, and also single family summer homes.
Upper Clark's Fork		<ul style="list-style-type: none"> • Support existing business. • Allow non-intrusive cottage industries. • Encourage businesses which provide jobs and ensure that all services are paid for by those who use them. • Restrict and limit growth of new subdivisions to single family dwellings, rather than commercial development. • Single family housing only. • No new or expansion of existing R.V. or manufactured home parks.
Upper Southfork	Limit each forty to one single family home while allowing each forty to be split one time.	<ul style="list-style-type: none"> ◆ Encourage ranching and other agricultural and recreational use of land to prevent the break up and sale of large parcels. ◆ Maintain rural environment, using our traditional agricultural, established outfitting, and dude ranches, and other traditional businesses and recreation, conducive to the western environment. ◆ Limit uses that are detrimental to the public welfare by emission of unusual and excessive amounts of dust, chemicals, smoke, fumes, odors, gas, noises, or vibrations. ◆ Discourage development of additional campgrounds. ◆ No open pit mining. ◆ No pre-built structures. ◆ No commercial junkyards or retail businesses except home businesses. ◆ No mobile home parks allowed; mobile homes and other pre-built housing shall not be allowed. ◆ No public landfills.

Figure 3.2: Development Designs Guidelines Identified in 1996 Local Policy Statements

Planning Area	Development Design Guideline
Upper Clark's Fork	<ul style="list-style-type: none"> • Restrict and limit growth of new subdivisions to single family dwellings, rather than commercial development, on appropriately sized lots that blend with the contour of the land and do not burden available water resources and protect water quality. • Discourage use of outdoor lighting. • Develop architectural controls so buildings blend in with the surroundings. • Require all new development to address needs for both clean and adequate water supplies. • Use regulations and guidelines to control the placement of structures in consideration of land contours, wildlife habitat, floodplains, wetlands, water tables, potable water sources, and sewer systems. • Housing should meet the Uniform Building Code or equivalent. • Develop architectural controls in consideration of the performance standards drawn up by the Upper Clark's Fork citizens, Winter 1992-1993. • Develop guidelines for the development of recreational facilities that maintain the rural characteristics of the area.
Clark	<ul style="list-style-type: none"> ◆ Protect agricultural lands for agricultural uses. ◆ Use educational means or incentives of some kind to encourage private landowners to keep their property clean and well kept. ◆ Limit well use to domestic purposes and not for large irrigation operations or for any other operations that would require large quantities of water. ◆ Manage population density so as to retain the values of open spaces, wildlife habitat, access to public lands, the continued operation of farms and ranches and our Western rural culture. ◆ Housing should be safe, should be UBC inspected, should be affordable to all income levels. ◆ Require easy access to all new developments for emergency vehicles and equipment. ◆ Preserve historic sites for future generations for recreation and educational purposes.
Sunlight	<ul style="list-style-type: none"> ▪ Limit development in consideration of land contours, adequate water supply, sewage disposal systems, and wildlife

<p>Sunlight (continued)</p>	<p>habitat.</p> <ul style="list-style-type: none"> ▪ Define, develop, and enforce land use regulations that limit businesses and industries to those compatible with rural character and environment to limit visual impact, noise pollution, traffic lights (visual signage), etc. ▪ Limit or maintain development at low densities compatible with the lands' capacity (e.g. wildlife, water, sewage disposal, visual qualities, soils, vegetation, etc.). ▪ Define and protect (enhance) natural resources (animals, trees, soil, water, minerals) of the area from being degraded to assure the enjoyment of future generations. ▪ Protect wetlands, riparian areas, and other environmentally sensitive places. ▪ Preserve present agricultural land, open space, and visual characteristics. ▪ Plant trees, shrubs and grasses on public and private lands to improve wildlife habitat. ▪ Prohibit building in flood plains. ▪ Encourage private property owners to evaluate and implement sound range management. ▪ Mitigate development in migration corridors and crucial habitat. ▪ No billboards in scenic mountain areas. ▪ Establish regulations to control development to ensure preservation of crucial winter range, fisheries, healthy riparian habitat, and other conditions conducive to preservation and stability of wildlife populations. ▪ Encourage developers to use marginal lands for housing and preserve agricultural lands. ▪ Strict enforcement of regulations with County inspection of building codes and water and sewer systems. ▪ Noise and outdoor lighting control through county regulation. ▪ Discourage utility rights of way across private land to protect visuals in area; encourage utilizing transportation corridors for utilities; expanded road rights of way. ▪ Exclude winter recreational activities in areas crucial to wildlife. ▪ Bear proof garbage containers. ▪ Install adequate culverts in areas where there is drainage.
<p>North Fork</p>	<ul style="list-style-type: none"> • Develop land use regulations that support reasonable commercial opportunities while maintaining the rural character of our community. • Conserve scenic areas and open spaces. • Maintain quality of big game habitat without loss of private property. • Protect wetlands and watersheds. • Encourage maintenance of sensitive natural areas. • Encourage signs that are in character with the area. • Encourage developers to provide open space.

<p>North Fork (continued)</p>	<ul style="list-style-type: none"> • Protect activity of agriculture based on North Fork • Review development proposals for potential impacts to ground and riparian water. • Encourage sustainable land and water use on private and public land to minimize erosion and pollution. • Restrict building heights. • Encourage future safe upgrading of roads without sacrificing scenic qualities.
<p>Upper South Fork</p>	<ul style="list-style-type: none"> ◆ Maintain highest possible quality levels for air, water, land, and aesthetics. ◆ Encourage the protection and enhancement of migration routes, green belts, wetlands, winter range. ◆ Protect visual qualities and ridgelines. ◆ Coordinate efforts and develop programs to help private landowners and public agencies combat the invasion of noxious weeds. ◆ Encourage preservation of existing habitat. ◆ Fully mitigate effects of gravel mining. ◆ Discourage unsightly dumps and dumpsters. ◆ Signs are limited to onsite and/or general location signs with no plastic, flashing, blinking or mechanically moving parts. Signs should be of natural materials, no more than 3 earth tone colors that blend with the landscape. Signs should not exceed 20 square feet in area. ◆ Promote safe housing by rural residential building inspections on all new construction. ◆ Encourage historical use of ranches, guest ranches, Valley School, and Valley cemetery in operations and theme of western environment which do not degrade the aesthetics of the area.
<p>Middle South Fork</p>	<ul style="list-style-type: none"> ▪ Preserve the visual and cultural character of the environment. ▪ Encourage preservation of crucial wildlife habitats (winter and summer). ▪ Preserve agricultural lands, open space, and visual characteristics. ▪ Prevent degradation of existing aquatic environment. ▪ Promote sensible building restrictions to protect agricultural lands and wildlife habitat. ▪ Control noxious weeds by encouraging everyone to be responsible for their area, and controlling where necessary. ▪ Limit development on agricultural or ranching land. ▪ Review incentives to keep agricultural land agricultural, and disincentives to discourage the development of agricultural land. ▪ Adopt building codes. ▪ Develop "set backs" to maintain feeling of open space.

<p>Lower South Fork</p>	<ul style="list-style-type: none"> • Maintain present wildlife and plant environment, especially big game, and preserve crucial habitat. • Preserve the visual and cultural character of the environment. • Encourage preservation of crucial wildlife habitats (winter and summer). • Preserve agricultural lands, open space, and visual characteristics. • Prevent degradation of existing aquatic environment. • Promote sensible building restrictions to protect agricultural lands and wildlife habitat. • Control noxious weeds by encouraging everyone to be responsible for their area, and by controlling where necessary. • Limit development on agricultural or ranching land. • Review incentives to keep agricultural land agricultural, and disincentives to discourage the development of agricultural land. • Adopt building codes. • Develop "set backs" to maintain feeling of open space. • Ensure adequate fire fighting facilities as area develops.
<p>Meeteetse</p>	<ul style="list-style-type: none"> ◆ Support aesthetically pleasing scenery by encouraging the preservation of agriculture and related industries. ◆ Protect ground and surface water from sewage contamination. ◆ Encourage existing and new technologies for wastewater treatment and disposal.
<p>Sage Creek</p>	<ul style="list-style-type: none"> ▪ Commercial signs and billboards may be up to ten square feet and five feet off the ground, using up to 3 earth tone colors. No flashing lights, spot lights, or movable parts are allowed. ▪ Plan community growth so as not to interfere with wildlife habitat. ▪ Maintain or improve the visual quality of the community. ▪ Protect wetlands and riparian areas. ▪ Establish standards to protect privacy and visual character. ▪ Preserve agricultural land by directing development to marginal lands. ▪ Encourage underground utilities. ▪ Encourage preservation of agricultural base, open space, and riding and walking corridors. ▪ Require new developments to use treated water. ▪ Require new developments to use sprinkler irrigation.

<p>Sage Creek (continued)</p>	<ul style="list-style-type: none"> ▪ Require central sewer systems in high density developments. ▪ Encourage residents to blend new construction with surrounding area. ▪ Encourage architectural standards. ▪ Encourage incentives for renovating structures of historical significance and preserve relics and accounts of the past.
<p>Cody Local</p>	<ul style="list-style-type: none"> • Centralize commercial development to conserve open spaces. • Preserve irrigated agricultural land. • Promote business development in appropriate zones and encourage proper planning in regards to buffers, landscape screening, traffic circulation, parking, drainage, and uses. • Locate industrial development in industrial parks. • Limit height of buildings. • Encourage incentives to diminish the loss of irrigated agricultural land. • Protect wetlands, riparian areas, and other environmentally sensitive places. • Identify migration corridors and mitigate development in them. • Prevent encroachment into crucial habitat. • Establish green belts. • Maintain and add parks. • Encourage businesses and public facilities to landscape their buildings. • Bury utilities in new developments and where upgrades or replacements occur. • No billboards in scenic mountain areas. • Encourage architectural standards for commercial areas and travel corridors. • Continue tradition of clean towns with wide streets. • Restrict development on hazardous soils and unstable slopes. • Encourage preservation of open spaces and agricultural areas. • Zone to keep development out of agricultural lands. • Do not eliminate the potential for cluster development when and where it enhances the preservation of open space and reduces the cost of county services. • Encourage easements to help keep long-time ranchers and farmers on the land. • Mitigate water quality degradation. • Discourage development in floodplains. • Encourage municipal water systems to ensure adequate and safe water supply. • Require central sewer service in areas with dense development, poor soils, unstable slopes, of high water tables.

Cody Local (continued)	<ul style="list-style-type: none"> • Take 10% of subdivision gross area for open space. • Set up programs to protect historic buildings, sites, and structures. • Zoning to discourage development in high risk areas (for wildfire).
Cody/Powell Rural	<ul style="list-style-type: none"> ◆ Encourage municipalities to annex adjoining high density housing developments. ◆ Limit residential subdivision development on irrigated agricultural lands. ◆ Minimize the impact of population growth on existing farms and ranches. ◆ Keep housing out of disaster prone areas. ◆ Minimize loss of irrigated agricultural land to housing developments. ◆ Encourage filling existing subdivisions before developing new subdivisions. ◆ Maintain adequate emergency services as population grows. ◆ Require a fire plan for new subdivisions that deal with water supply and access. ◆ Encourage rural water district to provide fire hydrants. ◆ Consider impact fees on new development to cover impacts. ◆ Support highway improvements between Cody and Powell to limit conflicts between agricultural trucking and tourism.
Powell Local	<ul style="list-style-type: none"> ▪ Encourage planned development on least productive land to maintain agricultural resources. ▪ Investigate possible incentives for landowners to develop on the least productive land. ▪ Continue to require subdivision plans to include all information necessary to ensure that sewage disposal systems will function properly and not contaminate ground or surface water. ▪ Create historical districts through land use regulations that would reward private property owners for preserving historic sites and buildings. ▪ Encourage developers to provide hydrants or supplemental water supply in rural areas. ▪ Require adequate access for fire trucks in subdivisions and commercial developments. ▪ Encourage the development of bike and pedestrian pathways. ▪ Encourage compliance with city subdivision regulations.

3.3 1998 Land Use Survey

To better understand the views of all Park County landowners regarding planning issues, the County conducted a survey. The survey consisted of 15 questions on planning issues. It was sent to all 4,770 landowners in the unincorporated areas of the County in March 1998. 2,648 surveys were returned, yielding a response rate of 55.5 percent.

The surveys were labeled by planning area and were color coded by location of the mailing address (in-county, out-of-county but in-state, and out-of-state). Consequently, the survey results can be viewed for any one or combination of these categories.

The Planning & Zoning Commission produced a report in April 1998 containing all the results of the survey effort. The 67-page report is too long to include in the 1998 County Land Use Plan. However, the results have influenced the plan.

Important countywide results include the following:

- 48% of survey respondents were not in favor of a County building code and 56% disapproved of incentives for affordable housing.
- A majority of people responding to the survey felt the County should establish regulations for junk cars, signs and billboards, and mobile homes.
- 84% of the people said the County should be involved in federal land use decisions that affect Park County.
- The three most important planning issues were private property rights, promoting the continuation of agriculture, and maintaining wildlife habitats.
- 53% of the people prefer local area plans to countywide plans.
- 89% of the people felt that the County should have some form of Site Plan Review for new commercial and industrial developments. Most respondents felt nuisances and pollution, utilities and waste disposal, drainage and grading, impacts on wildlife, and traffic and parking should be considered when the County reviews site plans.
- 53% of the people felt the County should financially compensate landowners when County regulations seriously reduce property values.
- The most favored concepts regarding development of irrigated farmland were: (1) to encourage development around

existing population centers; and
(2) encourage the use of marginal
land for development.

- 41% of the people felt the County regulations regarding division of land exempt from subdivision review should be made more stringent and 26% said these regulations should not be changed.

People desiring to see all the survey results, including results for each local planning area, are encouraged to obtain a copy of the complete survey results report. The survey results report is available at the County Planning & Zoning Department office, the County Clerk's office, and at local libraries.

CHAPTER 4. POPULATION AND DEVELOPMENT TRENDS

Park County's population has increased steadily. The U.S. Census Bureau estimated the County's population for 1997 at 25,671. Figure 4.1 shows historical population growth as well as population forecasts to the year 2006. The Census Bureau projects that Park County will gain 2,707 people 1996-2006, giving the County a population of 28,080 in 2006. County population will likely reach 30,000 around the year 2015 if growth continues like it has since 1940. Such growth is on the higher side of moderate, but is not rapid or explosive.

According to the U.S. Census Bureau, the nation as a whole grew 7.6% in the 1990's while Wyoming grew 5.8%. At the same time, the 20-county region around Yellowstone National Park has grown 12.4% and Park County has grown 10.8%. Park County is growing faster than average for the state and nation. However, compared to fast growing states (Nevada at 39.5%, Arizona at 24.3%), Park County's growth rate is quite moderate. In Colorado, six counties have growth rates exceeding 50% in the 1990's.

Population growth in the County is reflected in local building and development statistics. The Planning and Zoning Department has kept records of permits issued for new

housing units since 1978 (Figure 4.2). 1996 saw the largest number of new homes permitted in Park County, surpassing the previous high during the energy boom of the early 1980's. Four of the six highest years for new home starts have been the last four years, 1994-1997.

Subdivision development followed a similar, but not identical pattern. Subdivision development peaked with 545 lots created in 1983 during the energy boom (Figure 4.3). Since that time, subdivision development decreased sharply during the energy bust, but has not rebounded as strong as housing starts did. Nevertheless, 1996 was the strongest year in ten years for number of subdivision lots created. However, in 1997 only 19 subdivision lots were created.

Since March of 1997, the Planning and Zoning Department has begun keeping statistics on the number of lots created through the "exemption process." By state law, certain types of land divisions are not considered subdivisions and are not required to meet County standards. Over the past year 110 lots have been created by exemption, 73 of which were smaller than 35 acres (Figure 4.4). State laws governing subdivision development were significantly toughened in 1997; County regulations were also toughened in 1994.

The combination of these two changes may result in an increasing use of the land division exemption process as opposed to subdivision. In 1997, five times as many new lots were made by exemption than by subdivision.

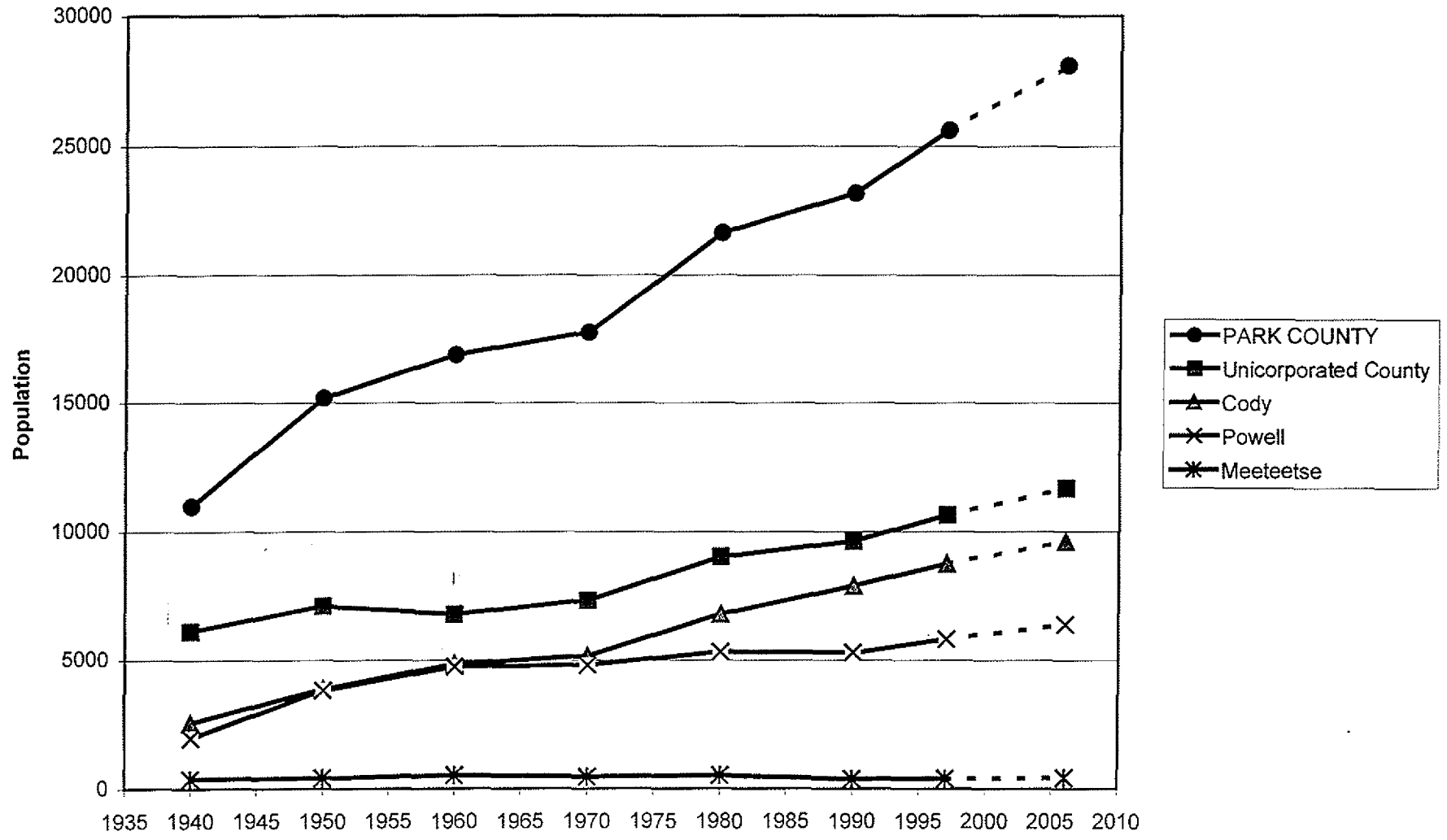
In 1997, the Planning & Zoning Commission inventoried all subdivision lots in the unincorporated areas of the County. Based on the records of the County Assessor, the Commission found that of the 4,081 lots in the County, 2,418 were vacant; 1,456 had site-built homes or modular homes on them; and mobile homes occupied 207 lots (Figure 4.5). These figures indicate there may be a large surplus of subdivision lots. This may be part of the reason why subdivision development has not rebounded strongly after the energy bust. On the other hand, not all of the 2,418 vacant lots are good building sites—some have problems with accessibility, water supply, or sewage disposal and other problems.

Since 1989, the County Planning and Zoning Department has mapped the approximate location of new homes built in unincorporated areas of the County. Map 4.1 displays the number of new homes construction in each 6-mile square township, 1989-1997. A total of 751 new homes were built in the unincorporated part of the County during that time. Of these, 245 new homes were constructed in

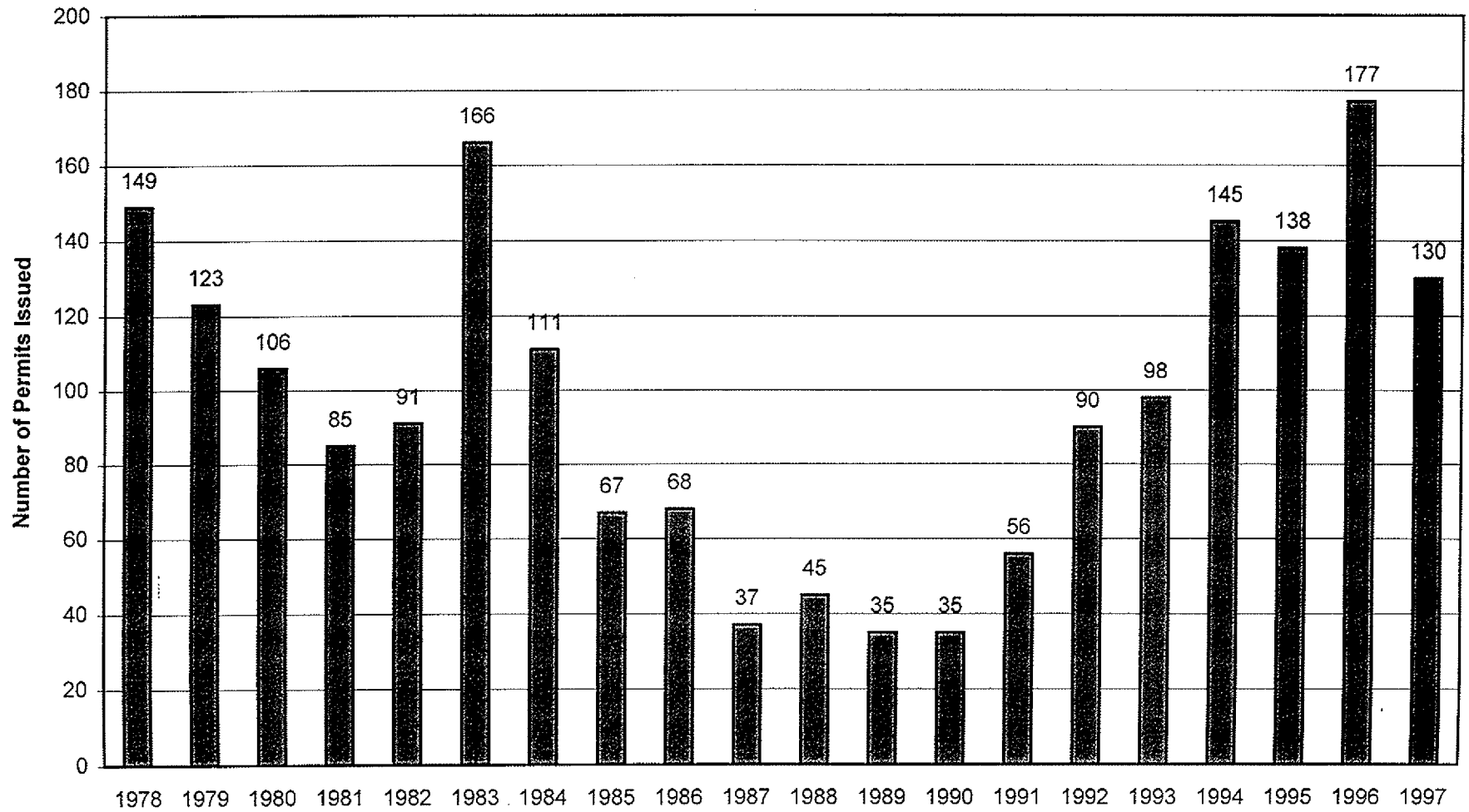
the townships adjoining Cody, which includes the Sage Creek area out the Greybull Highway, the County Rd. 2AB area north of Cody, the Cooper Lane area, and part of the South Fork area between the Buffalo Bill Reservoir and the city. 105 new homes were constructed in the township that surrounds Powell. Active areas for new homes away from the cities include the North Fork, with 120 new homes; and Clark, with 49.

The new housing constructed in the unincorporated areas of the County can be compared with similar data kept by the cities. Figure 4.6 shows the proportion of all housing in the county by its location. Since 1970, the unincorporated areas have grown faster than the cities; the unincorporated area had 42.7% of all housing in 1970 but now (1997) has 46.2% of all housing. The City of Cody has also increased its share of all housing, from 30.9% in 1970 to 34.2% in 1997. Powell has grown slower and now contains 19.6% of all housing compared to 26.4% in 1970.

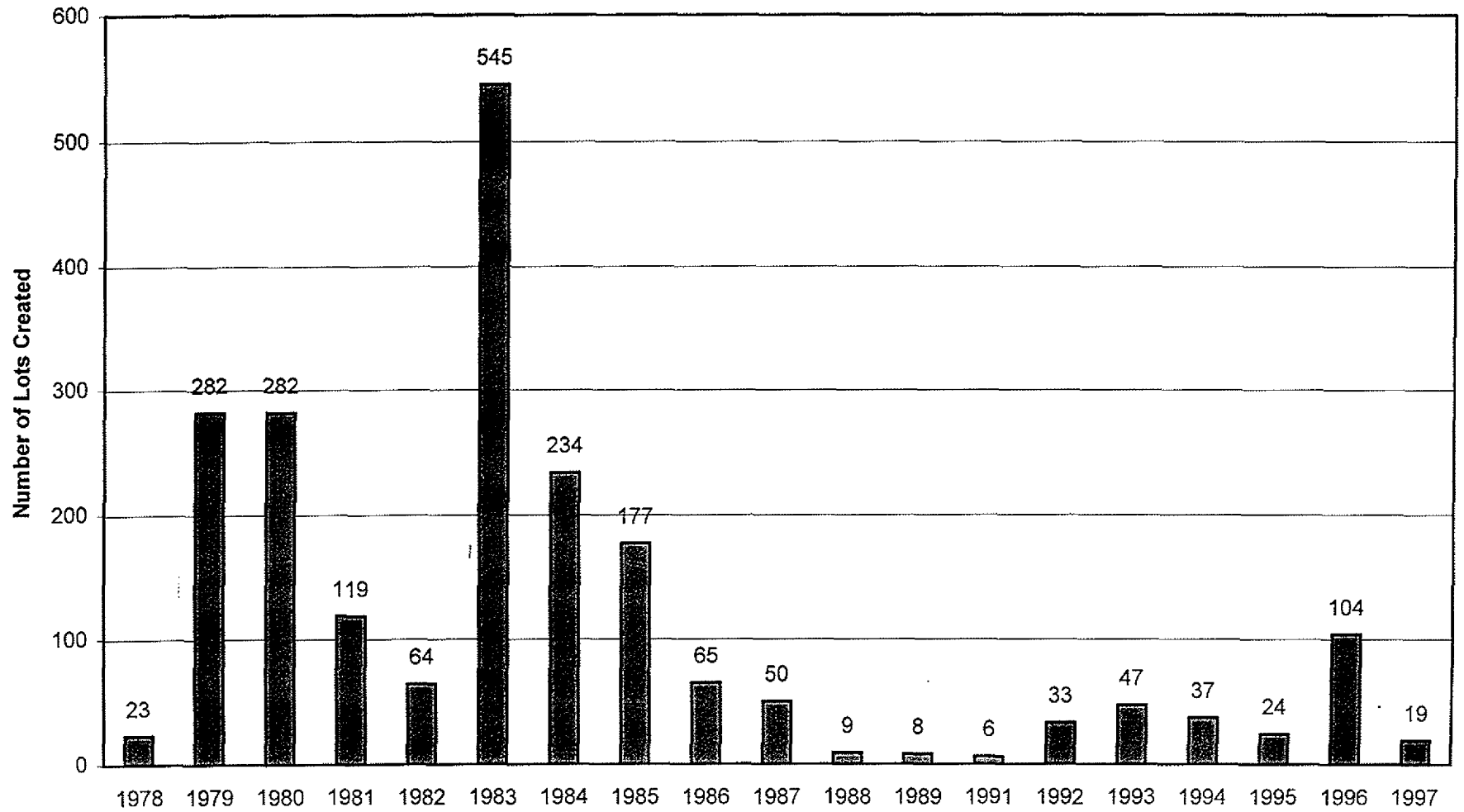
Figure 4.1 -- Population Trends in Park County, 1940 - 2006
 Source: U.S. Census Bureau



**Figure 4.2 -- Permits Issued for New Housing Units
in Park County (Unincorporated), 1978 - 1997**
Source: Park County Planning and Zoning Department



**Figure 4.3 -- Number of Subdivision Lots Created
in Park County (Unincorporated), 1978 - 1997**
Source: Park County Planning and Zoning Department



**Figure 4.4 -- Size Distribution of Lots Created
Exempt from Subdivision Review, 3-97 through 2-98
(A total of 110 parcels were created.)**

Source: Park County Planning and Zoning Department

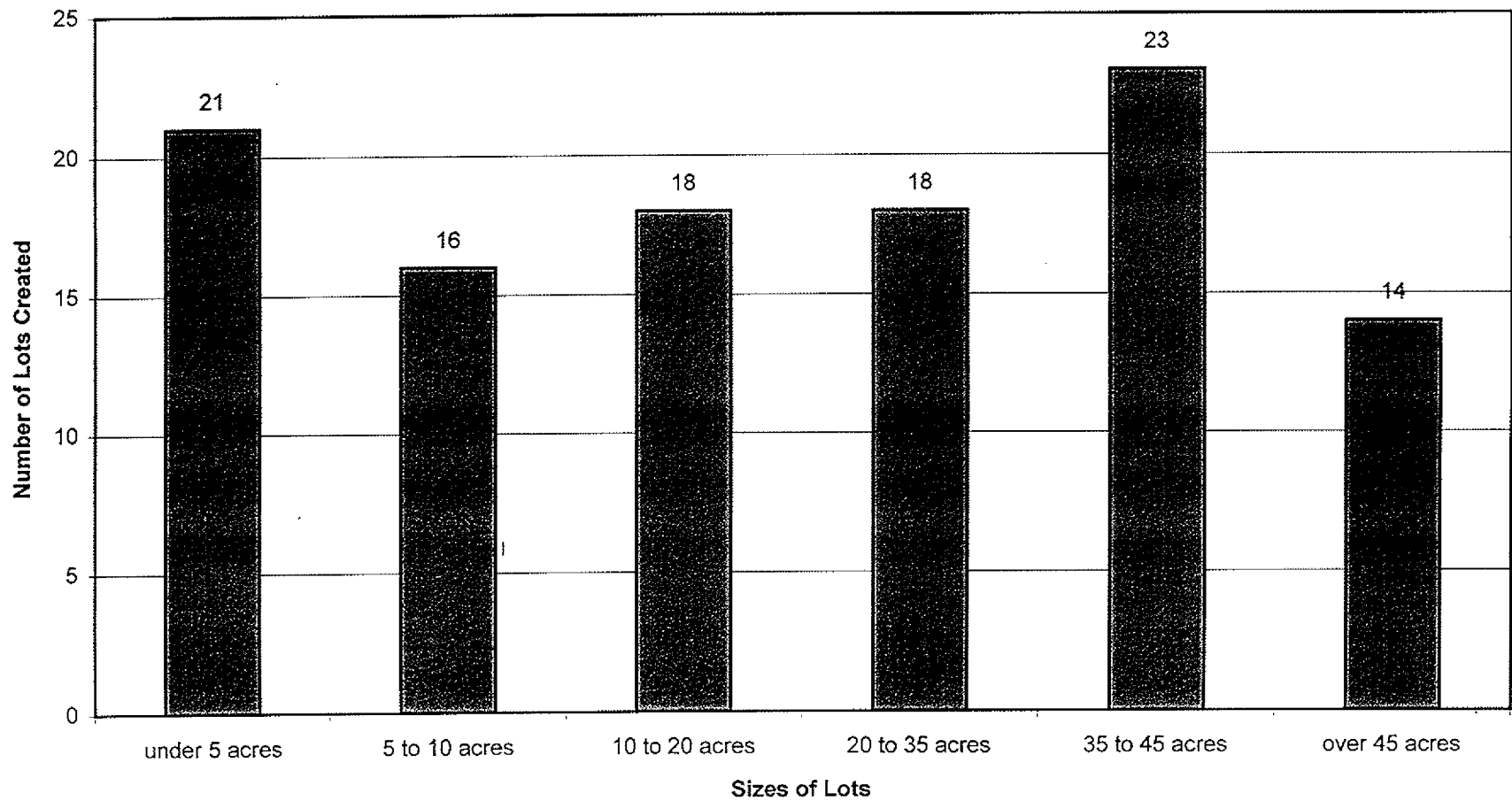
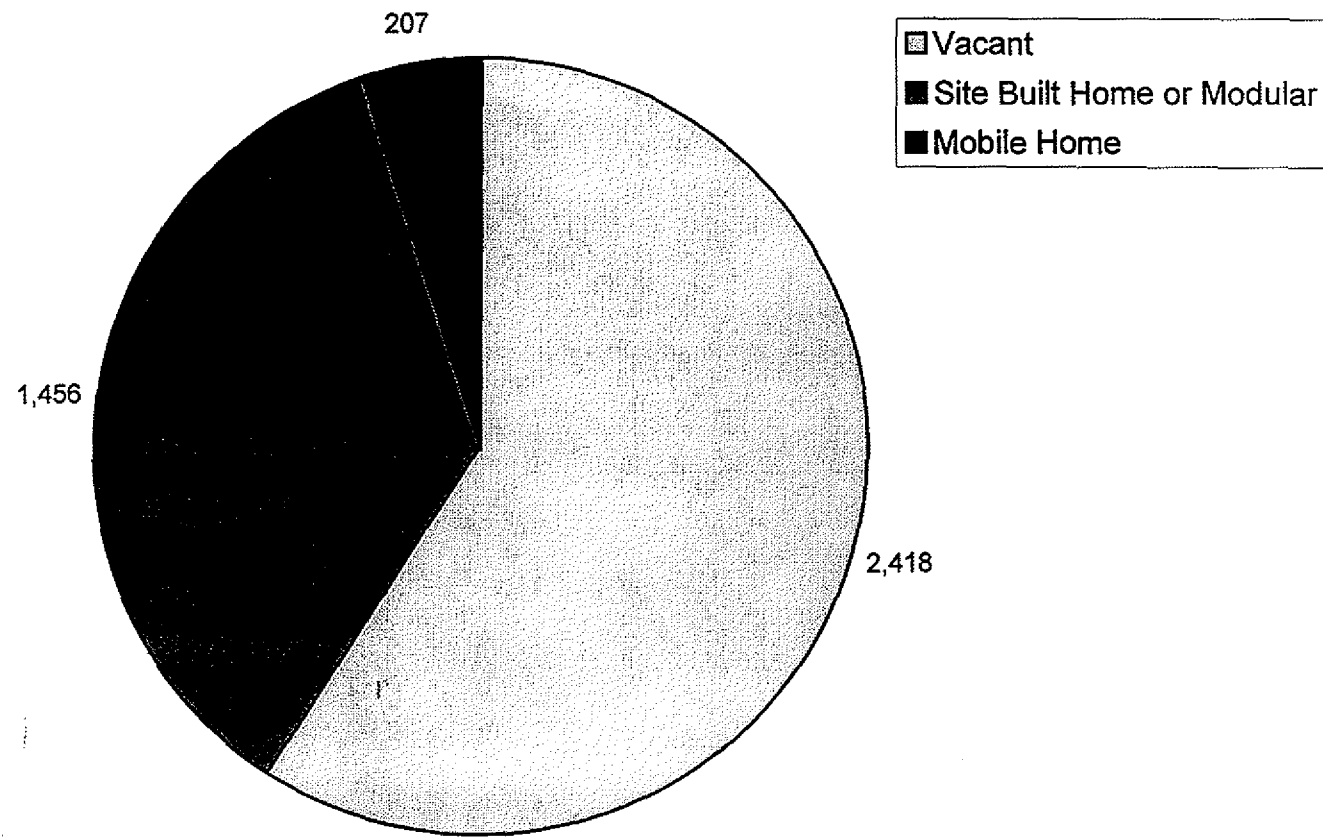
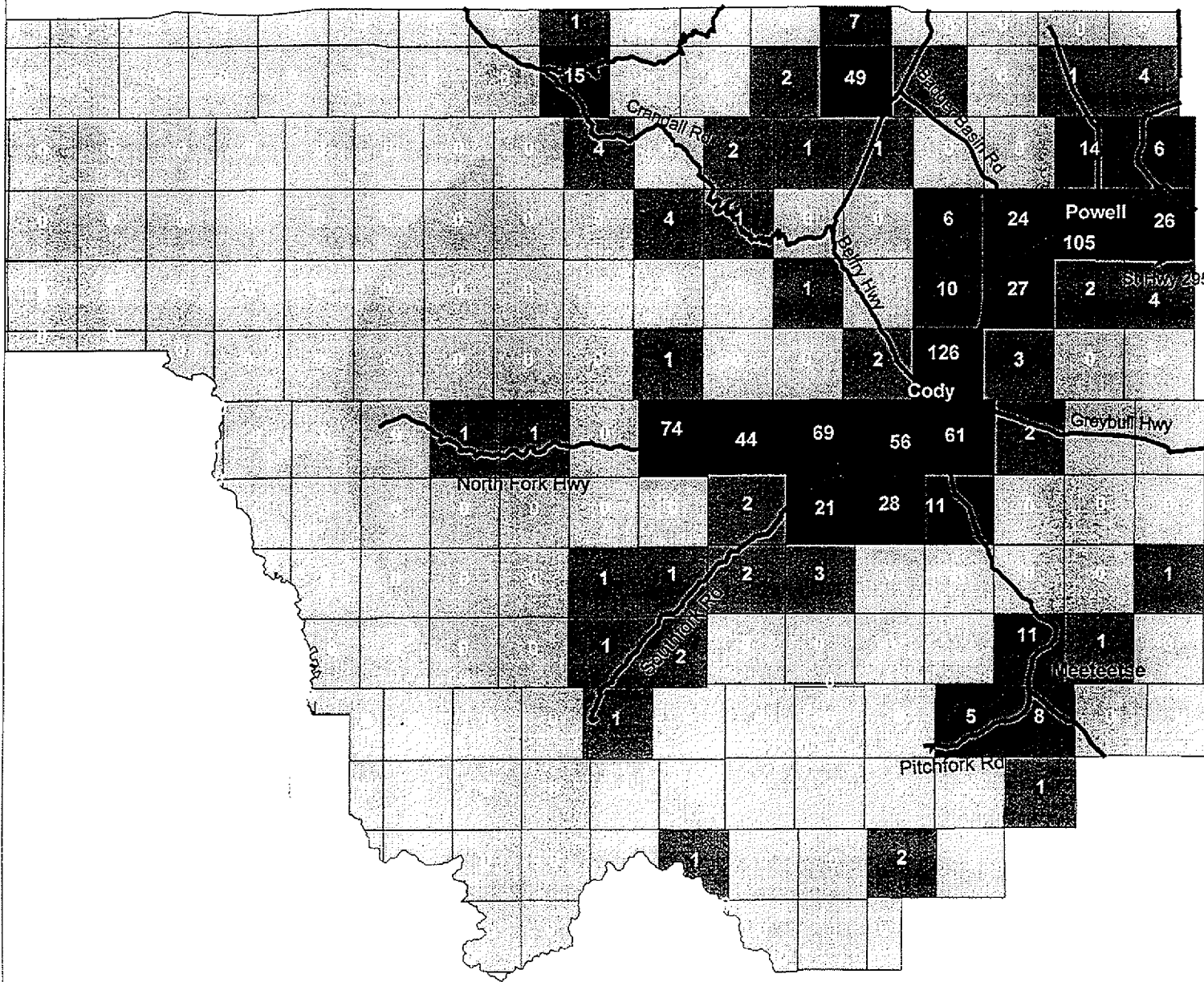


Figure 4.5 -- Building Status of Subdivision Lots, as of December 1, 1997
(There are a total of 4,081 Subdivision Lots in the Unincorporated Area of the County.)
Source: Park County Planning and Zoning Dept. and Park County Assessor



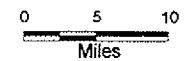


MAP 4.1

**NUMBER OF NEW HOMES
BY TOWNSHIP & RANGE
1989 - 1997**

851 Total Housing Units

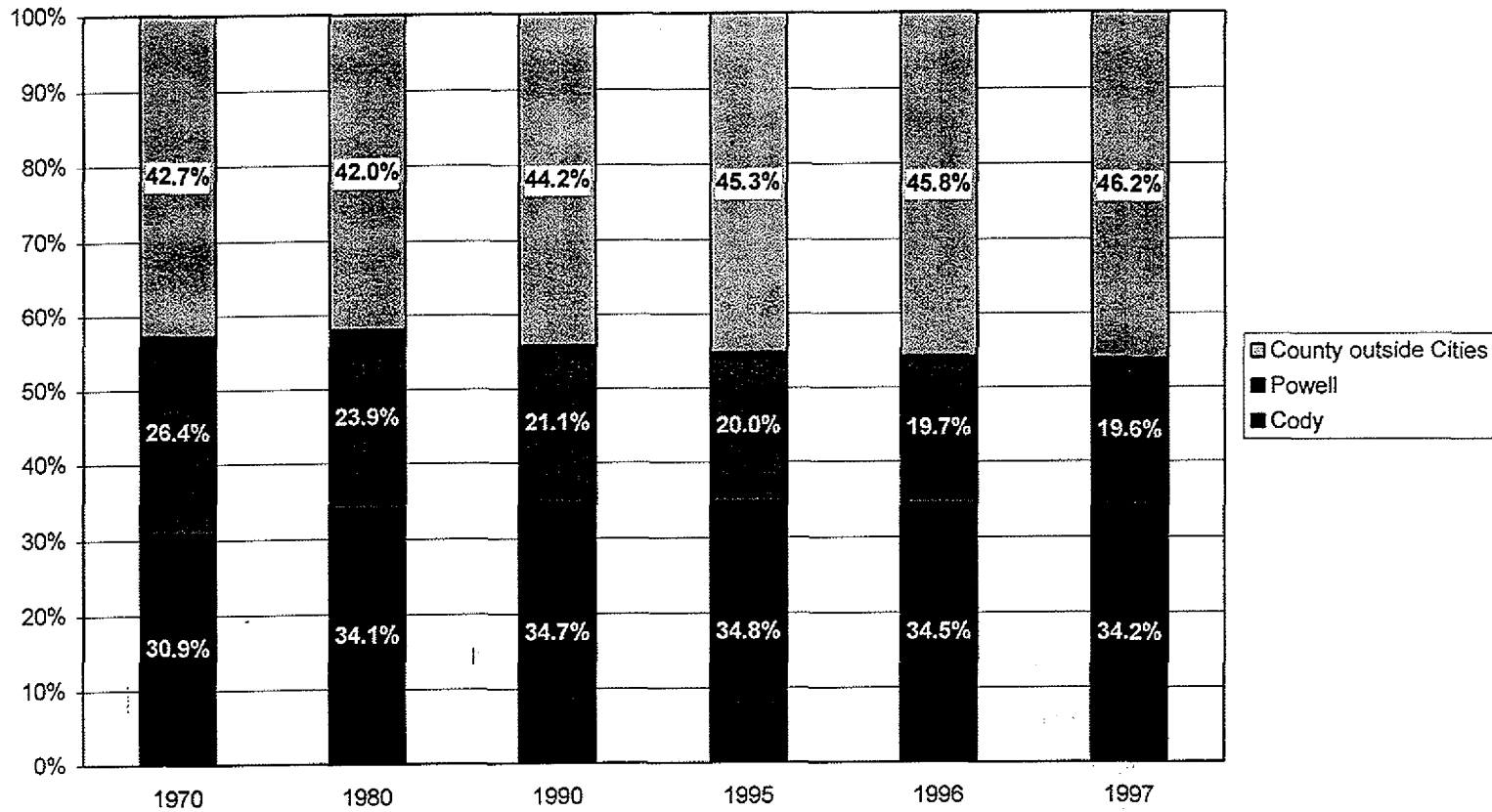
Based on Permits Issued
in the Unincorporated
Areas of Park County



Source: Park County
Planning & Zoning Dept.

Figure 4.6 -- Proportion of Housing in Cody, Powell, and Remainder of Park County, 1970 - 1997

Source: U.S. Census Bureau, Cody Building Dept., Powell Building Dept., and Park County Planning and Zoning Dept.



CHAPTER 5: LAND SUITABILITY ANALYSIS

5.1 Description of the Process

Land Suitability Analysis is a land use planning technique which evaluates large areas of the County in terms of suitability for various land uses and development potential. Land Suitability Analysis is useful because all land is evaluated in the same systematic fashion. The result is that the land "speaks for itself" in terms of its land use potential.

The end product of the Land Suitability Analysis is a single map showing land use suitability of all land in the County. This map becomes the basis for establishing the land use guidelines of the 1998 County Land Use Plan. This map is shown in four parts on the following pages (Maps 5.1-5.4).

These four maps show five grades of land suitability ranging from "urban" to "conservation." Agricultural districts are also identified. The strength of the Land Suitability Analysis is apparent—lands of similar suitability characteristics and development potential are now identified. Planning recommendations for these areas can have an objective basis and similar land will have similar specifications.

5.2 Mapping Procedures

The mapping procedures for the Land Suitability Analysis generated 20 large format (36" x 48") maps. Due to their numbers and size, these maps are not presented in this plan. The actual maps, along with details on their origins and specifications are included in a technical report on the Land Suitability Analysis that is available at the Planning & Zoning Department office, County Clerk's office, and local libraries. The following paragraphs describe the maps and how they were produced.

The Land Suitability Analysis is conducted by combining five major map layers each of which indicate various dimensions of land use suitability. These maps are:

1. "Agricultural Districts"
2. "Infrastructure"
3. "Land Use Limitations"
4. "Land Use Status"
5. "Public and Private Land"

Each of these five map layers is a composite of other mapped factors (see Figure 5.1), as indicated below. Figure 5.2 illustrates the process used to combine these various maps.

The "**Agricultural Districts**" map layer defines the highest-value irrigated crop land in the County.

This map is a composite of four intermediary maps, each of which has been included in the map analysis for the following reasons:

- Agricultural soil suitability--Highly productive soils produce higher crop yields, often with fewer inputs and have an intrinsically higher economic value. Marginal lands are generally considered more suitable for development.
- Size (acreage) of agricultural parcels--Larger agricultural parcels lend themselves better to the economies of scale in agricultural production. Smaller parcels are less significant to the agricultural land base.
- Irrigated lands--Irrigation involves a substantial investment and results in the most productive agricultural lands in the County. Irrigated lands produce the highest value per acre in terms of agricultural commodity production.
- Agricultural land use--Only land actually in agricultural production should be included in the "Agricultural Districts."

The "**Infrastructure**" map layer indicates the location of the physical infrastructure which strongly and directly influences land use suitability. This map is a composite of four intermediary maps, each of which has been included in the map analysis for the following reasons:

- Water lines--Water lines indicate those parts of the County where

public domestic water service is available. In Park County the availability of domestic water has produced development along the water lines.

- Sewer lines--Septic systems require lots larger than one acre. When public sewage treatment is available to an area, development densities are not so limited and much more dense development can take place.
- Road System--Access to the road system is an important consideration in determining land use. Paved roads can better accommodate additional traffic compared to unimproved roads. Furthermore, Park County regulations require all but the smallest subdivisions to be located on paved roads.
- Rail Lines--Rail lines are important for industrial development. The location of existing sidings and spurs and other low speed zones are more attractive for certain types of industrial development.

The "**Land Use Limitations**" map layer indicates areas of the County where physical features of the land create serious problems for development. This map is a composite of four intermediary maps, each of which has been included in the map analysis for the following reasons:

- Flood Plains-- County regulations and federal policy strongly discouraged the building of im-

provements in flood plains. The flood plains in Park County are generally narrow and easily avoided by new development.

- Wildlife Habitat--Maintenance of existing wildlife populations, particularly big game, is important to the County's citizens and the economy.
- Landform hazards--Landform hazards, including landslide areas, rock slide areas, and avalanche chutes, are generally unsuitable sites for new development.
- Groundwater availability--Groundwater availability is a critical factor in determining land use in the absence of domestic water lines.

The "**Land Use Status**" map layer depicts where further development can be expected as indicated by local government land use plans, regulations, ownership, and land use characteristics. This map is a composite of four intermediary maps, each of which has been included in the map analysis for the following reasons:

- Current zoning--Current County zoning specifies allowable uses (such as commercial, industrial, residential) and determines development densities through minimum lot size requirements.
- City plans--Both Cody and Powell have adopted land use plans for areas outside their corporate limits. While these plans are not effective until endorsed by the

County, they should be taken into account as part of the County planning process.

- Parcel density--Parcel density refers to the number of parcels in a given area. In rural areas, higher parcel density is generally equated with higher suitability for development. Areas with low parcel density usually represent areas without any immediate expectations of significant development. Due to data and mapping limitations, parcel density is displayed only on the High Intensity Mapping (see Map 5.2).
- Current land use--Current land use has an obvious impact on future land use and development expectations. Due to data and mapping limitations, current land use is displayed only on the High Intensity Mapping (see Map 5.2).

The "**Private and Public Land**" map layer is a composite of four intermediary maps, each of which represents land ownership or management categorized by likelihood of development:

- Private land--Privately owned land is considered the most likely land to be developed.
- BLM, Bureau of Reclamation, and State lands--Lands in this grouping may be less likely to be developed than private lands but more likely than other land groupings.
- Forest Service - non-wilderness--Areas of the National Forest not

designated as wilderness may be developed only in a limited manner.

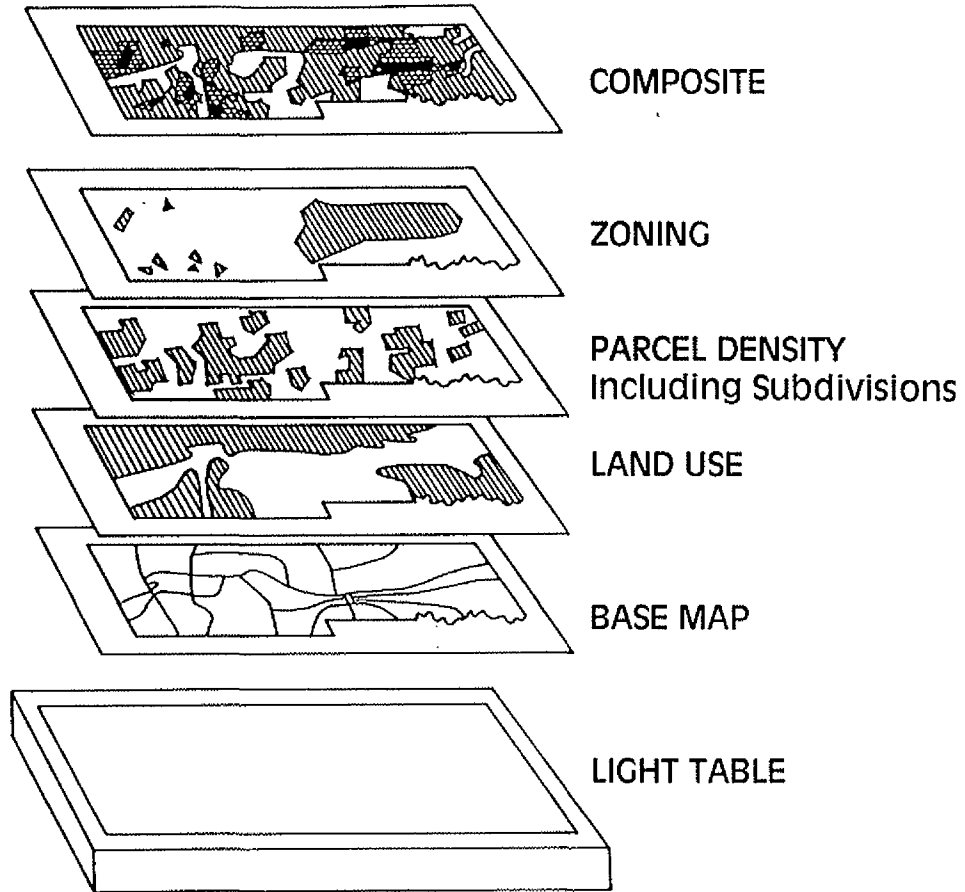
- Wilderness Areas and State and National Parks --Yellowstone Na-

tional Park and State Park lands and federally designated wilderness are the least likely to be developed.

Figure 5.1: Summary of factors included in Park County Land Suitability Analysis.

<p>"Agricultural Districts"</p> <ul style="list-style-type: none">• Agricultural soil suitability• Size (acreage) of agricultural parcels• Irrigated lands• Agricultural land use	<p>"Land Use Status"</p> <ul style="list-style-type: none">• Current zoning• City plans• Parcel density (including subdivisions)• Current land use (High Intensity Mapping only)
<p>"Infrastructure"</p> <ul style="list-style-type: none">• Water lines• Sewer lines• Road system• Rail lines	<p>"Public and Private Land"</p> <ul style="list-style-type: none">• Private• BLM, Bureau of Reclamation, State• Forest Service - non-wilderness• Wilderness Areas and State & National Parks
<p>"Land Use Limitations"</p> <ul style="list-style-type: none">• Flood Plains• Wildlife Habitat• Landform hazards• Groundwater availability	

Figure 5.2: Land Suitability Analysis Mapping Technique



By overlaying translucent maps, the Planning & Zoning Commission compared land characteristics. This simplified depiction of overlay mapping consists of the County's base map and three other maps: Zoning, Parcel Density, and Land Use. The composite map that results from viewing the four maps simultaneously highlights the areas (the darkest) where all three constraints overlap, which are therefore the most suitable for development. In Park County the maps were actually overlaid on a computer monitor instead of a light table, but the result is the same.

LAND SUITABILITY ANALYSIS

Map 5.1

SUITABILITY CATEGORIES MAP

ENTIRE COUNTY

July 21, 1998







PLANNING & ZONING COMMISSION CERTIFICATION

This map is a true and correct copy prepared by the Park County Planning & Zoning Commission and approved by resolution of said Commission on July 21, 1998.



Colin M. Simpson, Chairman
Park County Planning & Zoning Commission

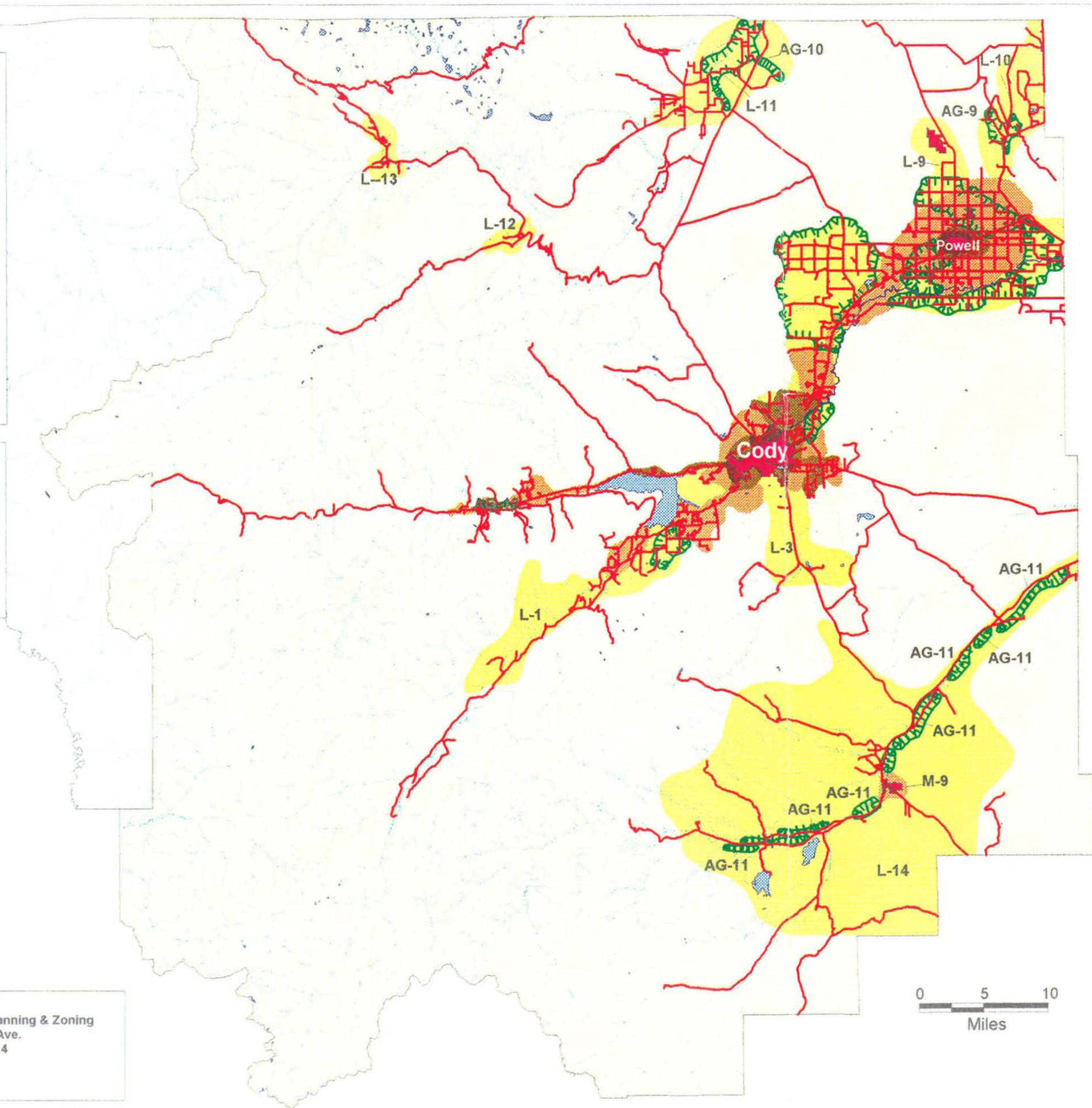
LEGEND

-  Agricultural Districts
-  Urban
-  High-Rural
-  Medium-Rural
-  Low-Rural
-  Conservation



Source:
Park County Planning & Zoning
1002 Sheridan Ave.
Cody, WY 82414

1-307-527-8540



LAND SUITABILITY ANALYSIS

Map 5.2

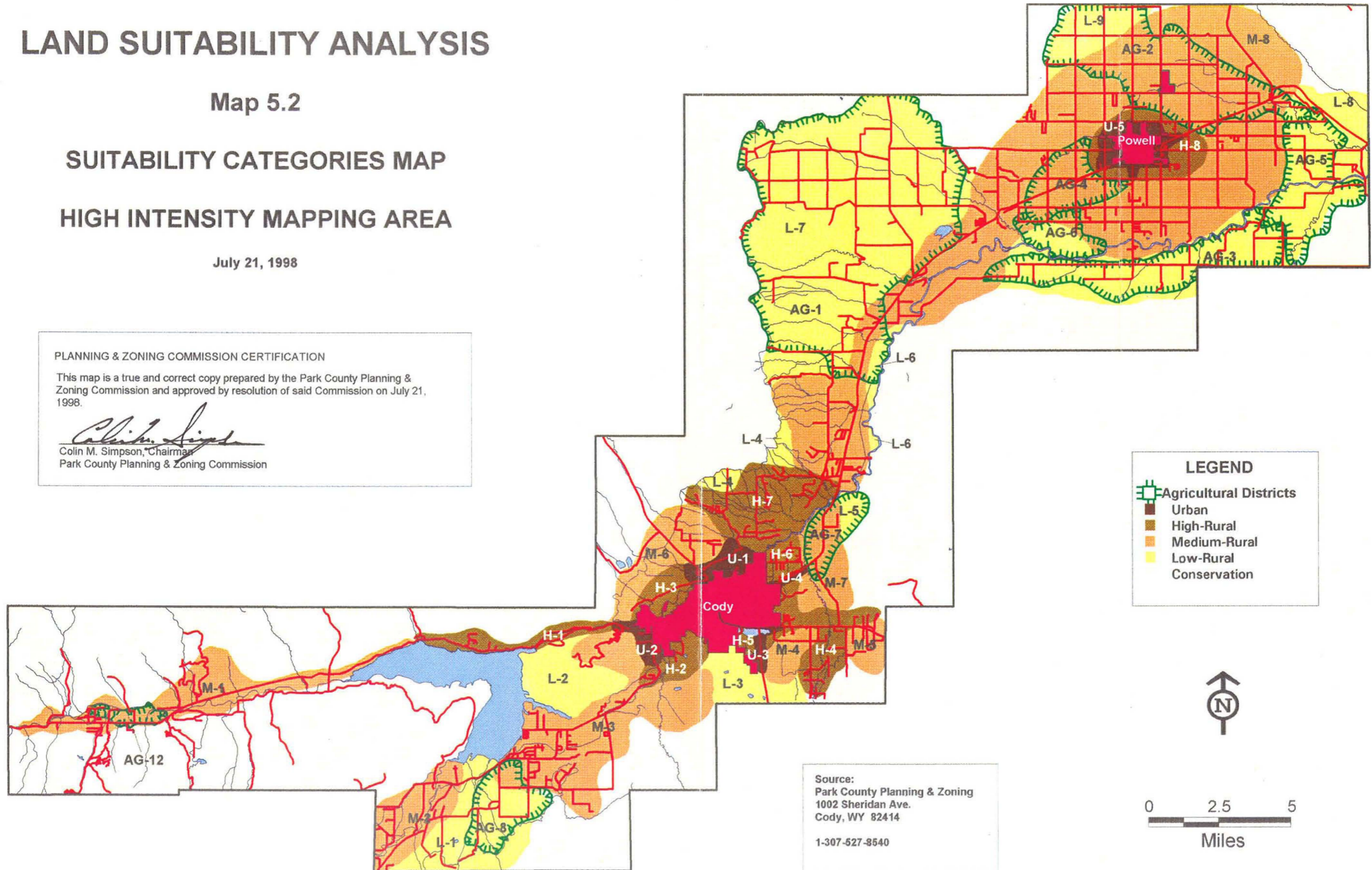
SUITABILITY CATEGORIES MAP HIGH INTENSITY MAPPING AREA

July 21, 1998







PLANNING & ZONING COMMISSION CERTIFICATION

This map is a true and correct copy prepared by the Park County Planning & Zoning Commission and approved by resolution of said Commission on July 21, 1998.



Colin M. Simpson, Chairman
Park County Planning & Zoning Commission



LEGEND

-  Agricultural Districts
-  Urban
-  High-Rural
-  Medium-Rural
-  Low-Rural
-  Conservation

Source:
Park County Planning & Zoning
1002 Sheridan Ave.
Cody, WY 82414
1-307-527-8540


0 2.5 5
Miles

LAND SUITABILITY ANALYSIS

SUITABILITY CATEGORIES MAPS

July 21, 1998



LEGEND

-  Agricultural Districts
-  Urban
-  High-Rural
-  Medium-Rural
-  Low-Rural
-  Conservation

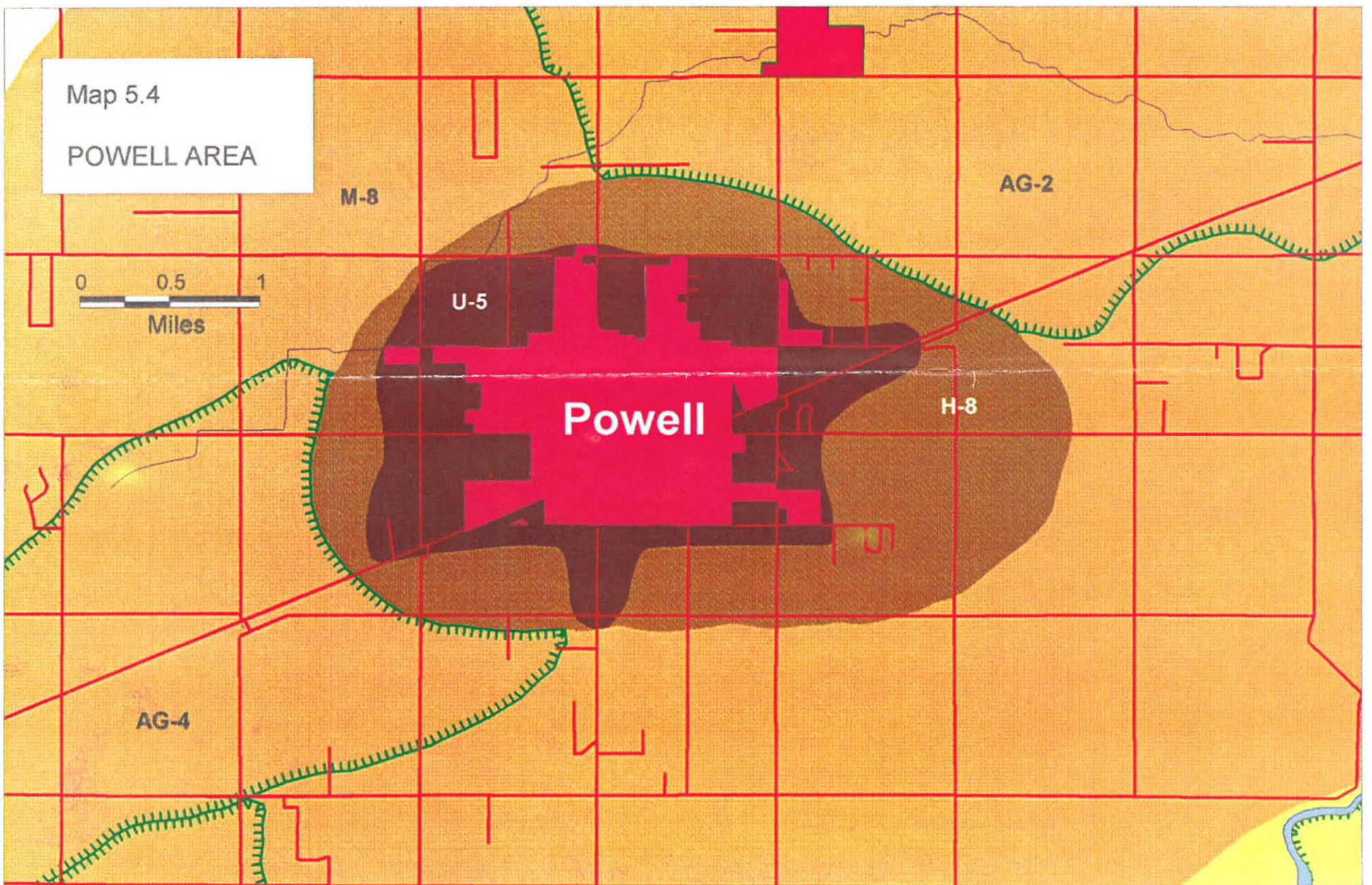
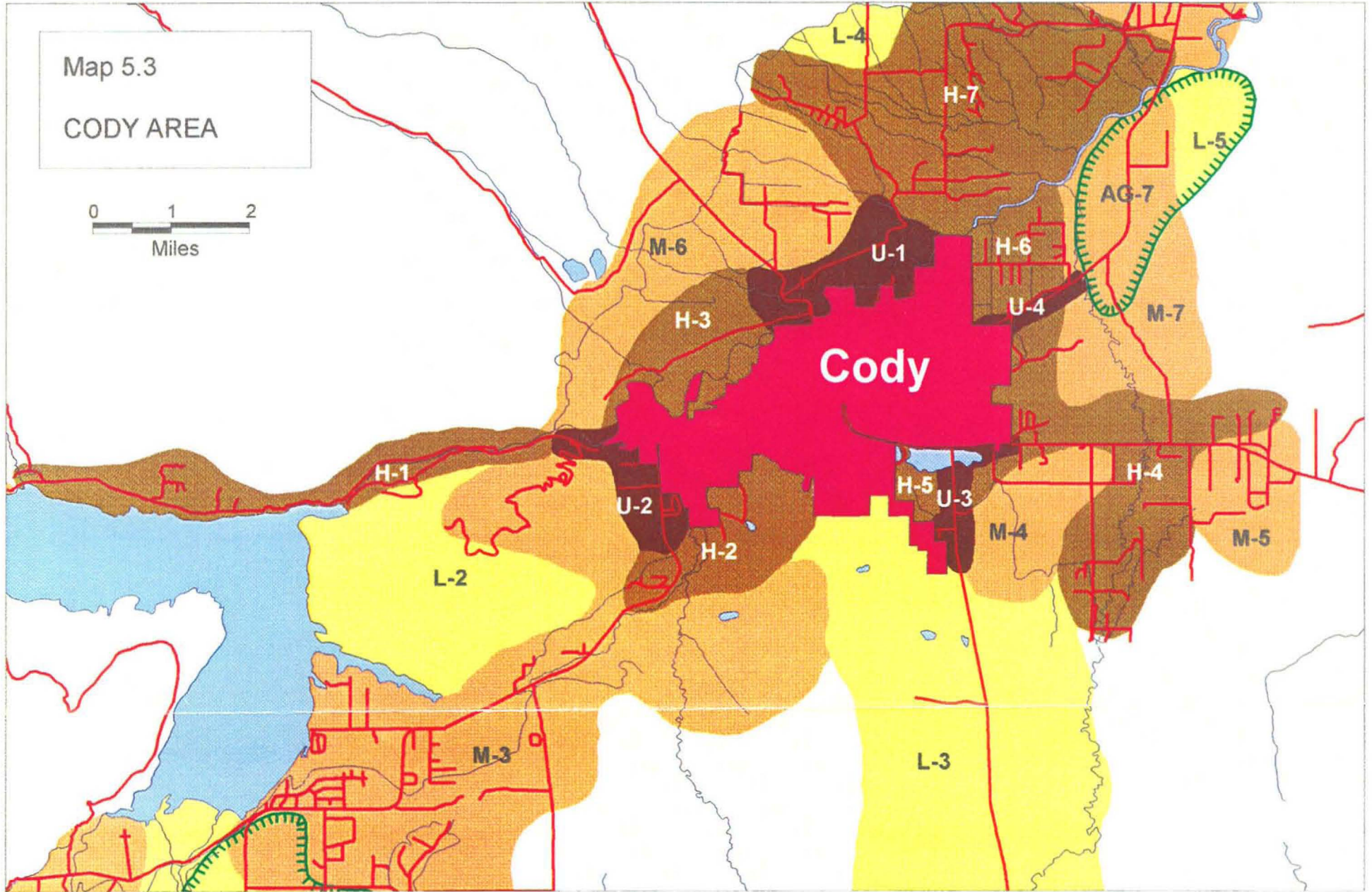
PLANNING & ZONING COMMISSION CERTIFICATION

This map is a true and correct copy prepared by the Park County Planning & Zoning Commission and approved by resolution of said Commission on July 21, 1998.


 Colin M. Simpson, Chairman
 Park County Planning & Zoning Commission

Source:
 Park County Planning & Zoning
 1002 Sheridan Ave.
 Cody, WY 82414

1-307-527-8540



5.3 Land Use Guidelines

The mapping process described in the previous section produced the five suitability categories, "urban" through "conservation." Appropriate land uses were identified for each category. The results are shown as "Land Use Guidelines" in Figure 5.3.

These Land Use Guidelines and the suitability categories maps (Maps 5.1-5.4) are the essence of the 1998 County Land Use Plan. The Guidelines and maps show how the County can be expected to develop over the next 15-20 years. However, these maps and the Guidelines combine to form only the most generalized picture of future land use.

Note that the Land Use Guidelines rate different land uses in different ways:

- Generally Suitable—the land use is usually appropriate for the given area, requiring minimal or no county review.
- Conditionally Suitable—the land use can be appropriate for the area, but a more detailed review process is used or special requirements apply. Such land uses will usually be reviewed by the County's special use permit process or by the proposed site plan review process, both of which include public hearings.

- Conditionally Suitable in Highway Corridors—the land use can be appropriate for the area, provided it is located along a major road. These uses will usually be reviewed by the County's special use permit process or by the proposed site plan review process.
- Conditionally Suitable in Selected Areas—the land use is conditionally suitable, but only in designated map units.
- Not Suitable—the land use is not appropriate for the area and would only occur in unique cases where a variance is granted or pre-existing land use is "grandfathered."

Figure 5.4, titled "General Characteristics of Land Uses," (on pages 55 - 57) characterizes the land use terminology used in the Land Use Guidelines. Figure 5.4 is general in nature; precise definitions of terms should be developed later as part of the process of revising the County's Development Standards and Regulations. Regarding subdivision lot sizes, note that Figure 5.4 characterizes lot sizes in terms of average lot sizes or density. Lot sizes are intended to be flexible--a mixture of lot sizes is allowed, provided the overall density guideline is met.

To refine the plan further, the work of the Park County Community Planning Task Force and the 12 Ad

Hoc Committees was factored in and used to adjust the Land Use Guidelines. The plan then more closely conforms to the goals, policies, and objectives of the Task Force and Ad Hoc Committees.

The five suitability categories ("urban," "high intensity rural," "medium intensity rural," "low intensity rural," and "conservation") are broken down into individually numbered "map units." These numbered map units are shown on Maps 5.1-5.4. Each map unit was evaluated in terms of its boundaries, proposed land use guidelines, and compared to the Task Force and Ad Hoc Committee reports. The Land Use Guidelines for each individual map unit appear on pages 58 – 68.

Figure 5.3: Land Use Guidelines

KEY	
●	Generally Suitable
◐	Conditionally Suitable
○	Not Suitable
🚗	Conditionally Suitable in Highway Corridors
◻	Conditionally Suitable in Select Areas

LAND USE	LAND SUITABILITY CATEGORY				
	Urban	High Rural	Medium Rural	Low Rural	Conser- vation
• Subdivisions with 35 to 50-acre average lot sizes	○	◻	●	●	●
• Subdivisions with 20 to 35-acre average lot sizes	○	◻	●	●	◐
• Subdivisions with 5 to 20-acre average lot sizes	○	◐	●	◻	○
• Subdivisions with 2 to 5-acre average lot sizes	◐	●	◐	○	○
• Subdivisions with 0.5 to 2-acre average lot sizes	●	◻	○	○	○
• Community service commercial	●	◻	◻	◻	○
• Regional service commercial/retail	●	◻	○	○	○
• Regional service commercial/wholesale	○	◻	○	○	○
• Tourist-oriented highway commercial	🚗	◻	◻	🚗	○
• Tourist-oriented destination commercial	🚗	◻	◻	◐	◐
• Cottage industries	●	●	●	●	●
• Agricultural service businesses	🚗	●	◐	◐	◐
• Value-added agricultural business	🚗	◻	◻	◐	◐
• Small scale manufacturing	🚗	◻	◻	◐	○
• Large scale manufacturing	🚗	◻	○	○	○
• Large-impact structures	◐	◐	◐	◐	◐
• Institutional uses	◐	◐	◐	◐	◐
• Mining, Oil & Gas Extraction	●	●	●	●	●
• Timbering	○	○	●	●	●
• Agricultural production	●	●	●	●	●
• Multi-family housing	◻	○	○	○	○
• Mobile home parks	◻	○	○	○	○

Figure 5.4: General Characteristics of Land Uses

Land Use	General Characteristics
<ul style="list-style-type: none"> • 35 - 50 acre lot subdivisions • 20 - 35 acre lot subdivisions • 5 - 20 acre lot subdivisions • 2 - 5 acre lot subdivisions • 0.5 - 2 acre lot subdivisions 	<p><i>Various densities of residential housing; Subdivisions and other land divisions should yield overall housing densities (in terms of acres per single residence) that fall within the specified range; These ranges are planned for "lot size averaging;" Lot size averaging allows for a mixture of lot sizes within a development, including lots smaller than those listed in the range, provided the overall density is not exceeded (see Figure 6.2).</i></p>
Community service commercial	<p><i>Businesses that serve a neighborhood or community-sized market, but not so large as to serve regional markets; Building sizes generally under 5,000 square feet; Examples include convenience stores, bank branch offices; hardware stores.</i></p>
Regional service commercial/retail	<p><i>Retail businesses that serve a regional market; Building sizes of 5,000 to 100,000 square feet of floor area; Examples include department stores; automobile dealerships; building materials stores.</i></p>
Regional service commercial/wholesale	<p><i>Wholesale businesses serving a regional market; Building sizes 5,000 to 100,000 square feet of floor area; Examples include bottling distributors; warehouses; truck terminals.</i></p>
Tourist-oriented highway commercial	<p><i>Businesses that provide services to highway travelers; Examples include motels, restaurants, gift shops.</i></p>

Tourist-oriented destination commercial	<i>Businesses that are a primary destination of tourists; Examples include dude ranches, museums, resorts, ski centers.</i>
Cottage industries	<i>Businesses run out of a person's home or outbuilding; Includes home businesses such as an insurance agent's office, a music teacher, a seamstress; Also include larger businesses such as Western furniture making; Sizes of businesses should be limited based on its setting; For example, in small lot residential subdivision, cottage industries should be more restricted than in more isolated settings.</i>
Agricultural service businesses	<i>Businesses which specialize in goods or services necessary to the operation of farms and ranches; Examples include veterinarians, feed stores, farm machinery dealers and repair shops.</i>
Value-added agricultural businesses	<i>Businesses or industries that convert locally produced-agricultural products into more finished products.</i>
Small scale manufacturing	<i>Manufacturing with up to 10 employees, buildings of less than 5,000 square feet.</i>
Large scale manufacturing.	<i>Manufacturing operations with more than 10 employees and buildings larger than 5,000 square feet.</i>
Large Impact Structures	<i>Buildings larger than 5,000 square feet.</i>
Institutional Uses	<i>Public and semi-public uses such as schools, churches, meeting halls, parks, campgrounds, recreational facilities , animal shelters, governmen-</i>

	<i>tal offices, fire, sheriff, and ambulance stations, post offices, etc.</i>
Mining, Oil & Gas Extraction	<i>All operations reasonably necessary for hard rock mining, oil and natural gas extractions.</i>
Timbering	<i>The harvesting of logs for saw logs and pulp.</i>
Agricultural production	<i>All agricultural operations, including ranching, dryland farming, irrigated farming, dairying, and other livestock operations, but not including feed lots of more than 1,000 animals.</i>
Multi-family housing	<i>Apartments and townhouses where housing densities may be as high as 12 units per acre.</i>
Mobile home parks	<i>3 or more mobile homes on one parcel of land, where spaces for the units or the units themselves are for rent.</i>

URBAN LAND

Generally suitable for:

- ✓ 0.5 to 2 acre lot subdivisions
- ✓ Community-service businesses
- ✓ Regional-service businesses (retail)
- ✓ Cottage industries
- ✓ Mining, oil, & gas extraction
- ✓ Agricultural production

Conditionally suitable for:

- ✓ 2 to 5 acre lot subdivisions
- ✓ Regional-service businesses (wholesale)
- ✓ Large-impact structures
- ✓ Institutional uses

Highway Corridors conditionally suitable for:

- ✓ Tourist-oriented highway commercial
- ✓ Tourist-oriented destination commercial
- ✓ Agricultural service businesses
- ✓ Value-added agricultural businesses
- ✓ Small-scale manufacturing
- ✓ Large-scale manufacturing

Conditionally suitable in select areas:

- ✓ Mobile home parks
- ✓ Multi-family housing

Map Unit Land Use Guidelines

- U-1** Highway corridor uses are suitable along WYO 120 and County Road 2AB.
In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area U-1.
- U-2** Highway corridor uses are conditionally suitable along U.S. 14-16-20.
In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area U-2.³
- U-3** Highway corridor uses are conditionally suitable along WYO 120.
In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area U-3.
- U-4** Highway corridor uses are conditionally suitable along US 14A.⁴

³ The 1997 City of Cody Master Plan designates this area for residential use only.

⁴ The 1997 City of Cody Master Plan designates this area, north of US 14A, for mixed use development, urban density residential development, and commercial development.

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area U-4.

U-5 Highway corridor uses are conditionally suitable along US 14A and WYO 295.

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area U-5. Lot sizes for subdivisions in this area should conform to the City of Powell 1997 Master Plan.

HIGH INTENSITY RURAL LAND

Generally suitable for:

- ✓ 2 to 5 acre lot subdivisions
- ✓ Cottage industries
- ✓ Agricultural service businesses
- ✓ Mining, oil, & gas extraction
- ✓ Agricultural production

Conditionally suitable for:

- ✓ 5 to 20 acre lot subdivisions
- ✓ Large-impact structures
- ✓ Institutional uses

Conditionally suitable in select areas:

- ✓ 35 to 50 acre lot subdivisions
- ✓ 20 to 35 acre lot subdivisions
- ✓ 0.5 to 2 acre lot subdivisions
- ✓ Community-service businesses
- ✓ Regional-service businesses (whole-sale)
- ✓ Regional-service businesses (retail)
- ✓ Tourist-oriented highway commercial
- ✓ Tourist-oriented destination commercial
- ✓ Value-added agricultural businesses
- ✓ Small-scale manufacturing
- ✓ Large-scale manufacturing

Map Unit Land Use Guidelines

H-1

Conditionally suitable for:

- 20 to 50-acre lot subdivisions
- community service businesses
- tourist-oriented highway commercial
- tourist-oriented destination commercial

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area H-1.

H-2

Conditionally suitable for 0.5 to 2 acre lot subdivisions

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area H-2.⁵

H-3

Conditionally suitable for 20 to 50-acre lot subdivisions

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area H-3.

⁵ The 1997 City of Cody Master Plan designates this area for residential use only.

H-4 The "generally suitable" and "conditionally suitable" uses listed above are planned for area H-4.

H-5 Conditionally suitable for:

- 0.5 to 2 acre lot subdivisions
- Community service businesses
- Regional-service wholesale commercial
- Regional-service retail commercial
- Tourist-oriented highway commercial
- Tourist-oriented destination commercial
- Small and large scale manufacturing
- Value-added agricultural businesses

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area H-5.

H-6 Conditionally suitable for 0.5 to 2 acre lot subdivisions.

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area H-6.

H-7 The "generally suitable" and "conditionally suitable" uses listed above are planned for area H-7.

H-8 Conditionally suitable for

- 0.5 to 2 acre lot subdivisions
- Community-service businesses
- Regional-service businesses (wholesale)
- Regional-service businesses (retail)
- Tourist-oriented highway commercial
- Tourist-oriented destination commercial
- Value-added agricultural businesses
- Small-scale manufacturing
- Large-scale manufacturing

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area H-8. Lot sizes for subdivisions in this area should conform to the City of Powell 1997 Master Plan.

MEDIUM INTENSITY RURAL LAND

Generally suitable for:

- ✓ 35 to 50 acre lot subdivisions
- ✓ 20 to 35 acre lot subdivisions
- ✓ 5 to 20 acre lot subdivisions
- ✓ Cottage industries
- ✓ Mining, oil, & gas extraction
- ✓ Timbering
- ✓ Agricultural production

Conditionally suitable in select areas:

- ✓ Community-service commercial
- ✓ Tourist-oriented highway commercial
- ✓ Tourist-oriented destination commercial
- ✓ Agricultural service businesses
- ✓ Value-added agricultural businesses
- ✓ Small-scale manufacturing

Conditionally suitable for:

- ✓ 2 to 5 acre lot subdivisions
- ✓ Agricultural service businesses
- ✓ Large-impact structures
- ✓ Institutional uses

Map Unit Land Use Guidelines

- M-1** Conditionally suitable for⁶:
- Community-service commercial
 - Tourist-oriented highway commercial
 - Tourist-oriented destination commercial
 - Agricultural service businesses
 - Value-added agricultural businesses
 - Small-scale manufacturing

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area M-1.

- M-2** 2 to 20 acre lot subdivision are not suitable in this area.⁷
Aside from this exception, the "generally suitable" and "conditionally suitable" uses listed above are planned for area M-2.

⁶ North Fork Area Vision Statement suggests new commercial opportunities for the area. Area serves as primary tourist corridor to Yellowstone National Park. New commercial sites should be designed to help maintain rural character of the area.

⁷ The Middle South Fork Area Vision Statement suggested a 20-acre minimum lot size for the area.

M-3 2 to 5 acre lot subdivisions conditionally suitable provided lot sizes average five acres.⁸

Conditionally suitable for:

- Agricultural service businesses
- Value-added agricultural businesses

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area M-3.

M-4 The "generally suitable" and "conditionally suitable" uses listed above are planned for area M-4.

M-5 The "generally suitable" and "conditionally suitable" uses listed above are planned for area M-5.

M-6 Conditionally suitable for:

- Community-service businesses
- Agricultural service businesses
- Value-added agricultural businesses
- Tourist-oriented highway commercial
- Small-scale manufacturing

In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area M-6.

M-7 The "generally suitable" and "conditionally suitable" uses listed above are planned for area M-7.

In addition, this area is conditionally suitable for:

- Agricultural service businesses
- Value-added agricultural businesses

⁸ The Lower South Fork Vision Statement suggested subdivisions have an average lot size of 5 acres with no lot smaller than 2 acres.

M-8 The “generally suitable” and “conditionally suitable” uses listed above are planned for area M-8.⁹ In addition, the portion of area M-8 within 3 miles of Powell is conditionally suitable for:¹⁰

- Community-service commercial
- Tourist-oriented highway commercial
- Tourist-oriented destination commercial
- Small-scale manufacturing

Furthermore, all of M-8 is conditionally suitable for:

- Agricultural service businesses
- Value-added agricultural businesses

M-9 Lot size limits and allowed uses are not specified for this area. All uses and lot sizes are allowable based on review relative to local area performance standards.¹¹

⁹ The 1998 Land Use Survey indicated that minimum lot size requirements are not appropriate for the Cody-Powell Rural and Powell Local planning areas. Accordingly, no minimum lot sizes are specified for this Map Unit. The current practice regarding lot sizes is retained—subdivision densities are set in the subdivision review process based on site and area characteristics. The one-acre minimum for lots with on-site septic systems is also retained.

¹⁰ Cody-Powell Rural Area Vision Statement suggests that agricultural industries and businesses are appropriate for this area. The Powell Local Area CPS suggests that commercial and industrial sites are appropriate, provided they maintain the rural character of the area.

¹¹ The 1998 Land Use Survey indicated that minimum lot size requirements are not appropriate for the Meeteetse planning area. Accordingly, no minimum lot sizes are specified for this Map Unit. The current practice regarding lot sizes is retained—subdivision densities are set in the subdivision review process based on site and area characteristics. The one-acre minimum for lots with on-site septic systems is also retained. Regarding land uses, a performance-based review process is suitable in the Meeteetse planning area because of the relatively slow rate of growth and development in the area. Such a review process does not define allowed and disallowed uses—all uses are potentially allowed, subject to review for compliance with pre-established performance standards covering such topics as waste disposal, utilities, traffic access, parking, etc. Development review in map unit M-9 should be coordinated with the Town of Meeteetse.

LOW INTENSITY RURAL LAND

Generally suitable for:

- ✓ 35 to 50 acre lot subdivisions
- ✓ 20 to 35 acre lot subdivisions
- ✓ Cottage industries
- ✓ Mining, oil, & gas extraction
- ✓ Timbering
- ✓ Agricultural production

Conditionally suitable for:

- ✓ Tourist-oriented destination commercial
- ✓ Agricultural service businesses
- ✓ Value-added agricultural businesses
- ✓ Small-scale manufacturing
- ✓ Large-impact structures
- ✓ Institutional uses

Highway Corridors conditionally suitable for:

- ✓ Tourist-oriented highway commercial

Conditionally suitable in select areas:

- ✓ 5 to 20 acre lot subdivisions
- ✓ Community-service businesses

Map Unit Land Use Guidelines

- L-1** 5 to 35 acre lot subdivisions are not suitable in the Upper South Fork Planning Area.¹²
Aside from these exceptions, the "generally suitable" and "conditionally suitable" uses listed above are planned for area L-1.
- L-2** 5 to 20 acre lot subdivisions are conditionally suitable in L-2.¹³
In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area L-2.
- L-3** 5 to 20 acre lot subdivisions are conditionally suitable in L-3.¹⁴
In addition, the "generally suitable" and "conditionally suitable" uses

¹² Upper South Fork Planning Area Vision Statement suggests 40-acre lot size. Park County zoning has required a 40-acre lot size in this area since 1980.

¹³ Lower South Fork Vision Statement suggests 5-acre lot size for subdivisions in that planning area.

¹⁴ Sage Creek Planning Area Vision Statement suggests 5-acre lot sizes for the planning area.

listed above are planned for area L-3.

- L-4** 5 to 20 acre lot subdivisions are conditionally suitable in L-4.¹⁵
In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area L-4.
- L-5** The "generally suitable" and "conditionally suitable" uses listed above are planned for area L-5.
- L-6** The "generally suitable" and "conditionally suitable" uses listed above are planned for area L-6.¹⁶
- L-7** The "generally suitable" and "conditionally suitable" uses listed above are planned for area L-7.¹⁷
- L-8** Community-service businesses are conditionally suitable in L-8.¹⁸
In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area L-8.¹⁹
- L-9** Community-service businesses are conditionally suitable in L-9.²⁰
In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area L-9.²¹
- L-10** The "generally suitable" and "conditionally suitable" uses listed above are planned for area L-10.²²
- L-11** Community-service businesses and 5 to 20 acre lot subdivisions are conditionally suitable in L-11.²³

¹⁵ Due to the location of area L-4 (next to High- and Medium-Rural designations, the 5 to 20 acre lot size range is conditionally suitable as a transition from higher-density development.

¹⁶ The 1998 Land Use Survey indicated that minimum lot size requirements are not appropriate for the Cody-Powell Rural planning area. Accordingly, no minimum lot sizes are specified for this Map Unit. The current practice regarding lot sizes is retained—subdivision densities are set in the subdivision review process based on site and area characteristics. The one-acre minimum for lots with on-site septic systems is also retained.

¹⁷ Same as note 16, above.

¹⁸ The Powell Area Vision Statement suggests more businesses would be suitable in this area.

¹⁹ Same as note 16, above.

²⁰ Businesses associated with the Powell airport are anticipated.

²¹ Same as note 16, above.

²² Same as note 16, above.

²³ Clark Area Vision Statement suggests that community-service businesses are needed. Lots smaller than 20 acres will only be permitted where groundwater quality and quantity for existing users will not be impaired.

Highway corridor uses are conditionally suitable on Wyo. Hwy. 120 and County Rd. 1AB between the State Hwy. and Canyon Rd. In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area L-11.

L-12 20 to 40 acre lot subdivisions are conditionally suitable in L-12. Small-scale manufacturing is not suitable in L-12. Aside from these exceptions, the "generally suitable" and "conditionally suitable" uses listed above are planned for area L-12²⁴.

L-13 5 to 20 acre lot subdivisions are conditionally suitable in L-13.²⁵ Highway corridor uses are conditionally suitable along the State Highway in this planning area. In addition, the "generally suitable" and "conditionally suitable" uses listed above are planned for area L-13.

L-14 Lot size limits and allowed uses are not specified for this area. All uses and lot sizes are allowable based on review relative to local area performance standards.²⁶

²⁴ A majority of survey respondents in the Sunlight Planning Area expressed a preference for the 40-acre minimum lot size. Subdivisions with 20 to 40 acre lots will include conditions that subdivision and building designs minimize visual impacts and impacts to wildlife. The vision statement for this area indicates that small-scale manufacturing is inappropriate for this area.

²⁵ Conditions on 5 to 20 acre lot subdivisions will include subdivision and building designs that minimize visual impacts and impacts to wildlife.

²⁶ The 1998 Land Use Survey indicated that minimum lot size requirements are not appropriate for the Meeteetse planning area. Accordingly, no minimum lot sizes are specified for this Map Unit. The current practice regarding lot sizes is retained—subdivision densities are set in the subdivision review process based on site and area characteristics. The one-acre minimum for lots with on-site septic systems is also retained. Regarding land uses, a performance-based review process is suitable in the Meeteetse planning area because of the relatively slow rate of growth and development in the area. Such a review process does not define allowed and disallowed uses—all uses are potentially allowed, subject to review for compliance with pre-established performance standards covering such topics as waste disposal, utilities, traffic access, parking, etc.

CONSERVATION LAND

Generally suitable for:

- ✓ 35 to 50 acre lot subdivisions
- ✓ Cottage industries
- ✓ Mining, oil, & gas extraction
- ✓ Timbering
- ✓ Agricultural production

Conditionally suitable for:

- ✓ 20 to 35 acre lot subdivisions
- ✓ Agricultural service businesses
- ✓ Value-added agricultural businesses
- ✓ Tourist-oriented destination commercial
- ✓ Large-impact structures
- ✓ Institutional uses

Map Unit Land Use Guidelines

- C-1** The "generally suitable" and "conditionally suitable" uses listed above are planned for area C-1.

CHAPTER 6 IMPLEMENTATION

This Chapter discusses the specific steps to implement the 1998 County Land Use Plan. The Chapter covers many subjects including property rights, public lands, agricultural lands, development regulations, and others. For each topic specific recommended actions are identified. There may be other possible actions identified later that can also be evaluated for implementation as they arise.

6.1 Property Rights

While there is broad support for land use planning in Park County, the County needs to ensure private property rights are protected and land use planning is fair. This means avoiding sudden or surprising changes in regulations and making sure that no landowner is arbitrarily required to bear a disproportionate share of the burden of land use planning. Finally, the County must ensure that landowners' property rights are protected according to the U.S. Constitution and U.S. Supreme Court rulings.

In the preparation of this land use plan, Park County has examined ideas for protection of private property rights. The County should take the following actions to minimize the

impacts of land use planning on private property rights:

1. Adopt the 1998 County Land Use Plan to provide more certainty in land use planning: Some important aspects of the current land use planning program in Park County are unpredictable. For example, subdivision approval is an unpredictable process because the County has no up-to-date land use plan. Lot sizes and number of lots allowed are determined after the application is filed. Consequently, the developer faces considerable uncertainty not knowing what is possible on a given piece of land. Adoption of this land use plan will provide specific development guidelines.
2. Provide financial compensation: County land use regulations have a mixed effect on land values. Regulations can promote higher property values by protecting properties from activities that depress property values. Alternatively, regulations can restrict the type and amount of development thereby diminishing property values. In cases where the overall effect of County regulations affect a taking according to the U.S. Constitution and U.S. Supreme Court rulings the County should

change the offending regulation or compensate the landowner. The County should develop policies and procedures to implement this recommendation.

3. Provide full measure of due process on all matters: The County must afford all applicants due process of law to minimize property rights infringement. This means proper public notice, a properly conducted public hearing, the avoidance of *ex parte* contacts by decision makers, clearly established approval standards, time lines for decisions, and written findings of fact for each decision. Not all County land use procedures have all these safeguards. The County hereby commits to revising its procedures to ensure that every procedure has these safeguards.
4. Provide for variance review: The County should periodically review all its land use regulations to ensure that they contain adequate variance procedures and realistic standards of approval for variances.
5. Limit conditions of approval: The County has the authority to approve various developments with conditions. The conditions must be limited to items directly related to the development's impact. The conditions must also be

proportional to the impacts. Finally, the conditions must be limited to matters of established County concern, such as the public health, safety, morals, and general welfare of the county.

6. Recognize vested rights: When a development gains necessary County approvals, the development has "vested rights" to proceed. The County should make no change of rules infringing on these rights for 5 years following approval. This should be a sufficient time to allow the project to be substantially developed and thereby protect the investment of the property owner.
7. Avoid using moratoria: The use of a moratorium to temporarily halt development is a powerful tool only to be used in the most extreme circumstances. A moratorium can create a temporary "taking" of property and therefore can be a major infringement on property rights. A moratorium should be used as a last resort when the Board of County Commissioners determines that a true emergency exists. If the County can take other action to avoid or control the emergency, then this must be done before a moratorium is considered.
8. Consult with the regulated persons: When considering new

regulations, the County can protect property rights and produce more widely supported regulations by working with people affected by the regulation. As a result, property rights will be better protected. For regulations of countywide application the County should establish a task force of people affected by the proposed regulations. The County would ask the task force to help make the regulations practical and fair.

9. Consider using non-regulatory programs: The County should consider using non-regulatory programs instead of land use regulations whenever possible. The County could use voluntary guidelines and educational efforts to address many issues. Aesthetic issues like building design and landscaping may be best handled through voluntary guidelines.
10. Provide more flexibility in regulations: The County should periodically review its regulations to allow flexibility wherever possible. Rigid standards in subdivision and zoning regulations are often the source of unnecessary property rights infringements.

6.2 Public Lands

The economy and aesthetic environment of Park County are dependent largely on its public lands which comprise 85% of the County (Figure 6.1). These lands must be managed in a manner that will continue to produce grass, forest products, oil and gas, minerals, and wildlife, and continue to provide recreation and tourist-oriented activities. In the 1998 Park County Land Use Survey, 84% of persons responding felt the County should be involved in federal land use decisions that affect the County.

Park County Goal and Objectives

Develop a harmonious and productive relationship among the people, city and county governments, and state and federal land and resource management agencies administering public lands within Park County

- Increase local officials' level of coordination with state and federal agencies in the management and use of public lands to help meet the needs of county residents -- it is a desire that all governments in Park County communicate and provide a "free" exchange of information on common issues and problems.
- Increase local public involvement in public lands issues and improve the availability of information

concerning the use of public lands.

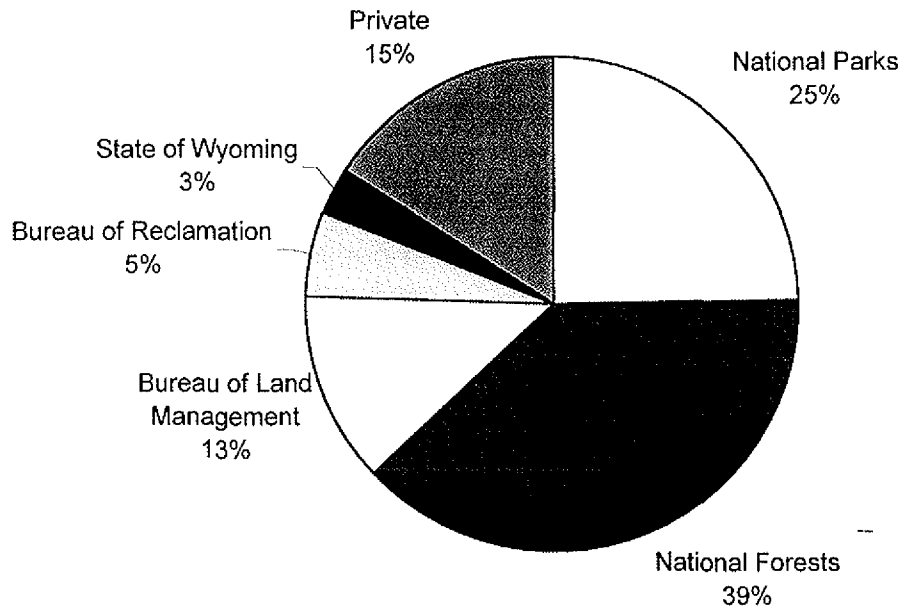
The County should implement the following actions regarding public lands:

1. In response to the public lands scoping efforts, the Board of County Commissioners will make a good faith effort to raise all issues it deems important in as specific a manner as possible. The county shall describe applicable state and local laws, plans, and policies which may apply to the proposal or have an effect on the decision.
2. Develop regular and special meetings between local government officials and public lands managers.
3. The Board of County Commissioners shall study the issues concerning the management of public lands and respond to issues as a board by forwarding majority and minority reports to the public lands managers -- it is a desire that we ensure that no single board member act on behalf of the board by proposing policies to agencies on issues of such importance to the community.
4. Encourage the public land managers to include local officials in field work and field trips to increase levels of understanding.
5. Develop and maintain an economic model for Park County to assist decision makers in assessing the effects of various public land management decisions on the local economy.
6. The Board of County Commissioners decisions concerning the management of public lands should reflect consideration of non-commodity values.
7. The Board of County Commissioners shall work to improve the availability of information concerning public lands decisions, particularly decisions that involve the exchange, acquisition, or sale of public lands by including public lands discussions and issues on their weekly agenda or by utilizing other appropriate methods of notifying the public.
8. The Board of County Commissioners shall make the effort to review and provide comments concerning the effects any proposed public land exchange or acquisition or sale of public land will have on Park County..
9. Establish a technical advisory committee to review public lands management proposals and provide information to the Board of County Commissioners concerning the effects on Park County. The committee shall ensure that all

elements of a proposal are considered including NEPA and other federal and state legislation. The committee should not act as an

advocacy group for any particular position, but as a technical information gathering committee.

Figure 6.1 -- Park County Land Area by Ownership Status (Percent of Total)
(Includes portion of Yellowstone National Park within Park County)
Source: Wyoming State Data Center



6.3 Development Coordination with Cities

In 1998, the cities of Cody and Powell adopted new land use plans addressing land use outside their city limits. The Cody plan established development guidelines for future annexation areas and for areas within one-mile of the city. Powell's plan also contains development guidelines for annexation areas and for areas within one half-mile of the city. Cody's one-mile area and Powell's one-half mile area are both designated by the cities as "Urban Development Areas."

The County should implement the following recommendations:

1. The County should adopt the cities' plans as they apply to the designated Urban Development Areas.
2. The County should work with the cities to ensure that County development standards are compatible with those of the cities.
3. The County should also investigate opportunities to work more closely with the cities in such areas as joint review of developments and creating a single set of development regulations for city-county borderlands.

6.4 Local Area Plans

Park County has a tradition of localized planning. The County's 1978 Land Use Planning report established 9 local planning areas and recommended the County create local advisory boards for each area. Those boards were created and were involved in the development of the 1980 Land Use Implementation Program, a county zoning resolution. Local advisory boards were again created and were involved in development of the "Comprehensive Policy Statements," which the Planning & Zoning Commission adopted in 1996. There are now 12 local planning areas, 11 vision statements, and one local area plan (Meeteetse). The Meeteetse area has produced its own local area land use plan and policy statement which was adopted by the Board of County Commissioners in 1996. These documents were a major factor in the development of the 1998 County Land Use Plan.

Wyoming statutes require planning and zoning be conducted on a countywide basis. However, the Land Use Guidelines (pages 58 - 68) are the essence of the plan and they reflect each local planning area's desires regarding future development, density, and use specifications, among others.

The County Land Use Plan is general in nature, yet allows the County to work

with and support local area advisory boards to produce more detailed and consensus-based area plans that "dovetail" with the County Plan.

6.5 Development Review Procedures and Standards

A) Revision of County Zoning

The current zoning regulations were adopted in 1994 as emergency regulations. They were not based on an up-to-date land use plan. The 1994 regulations are basically the same for the entire County, despite differing conditions and goals across the County.

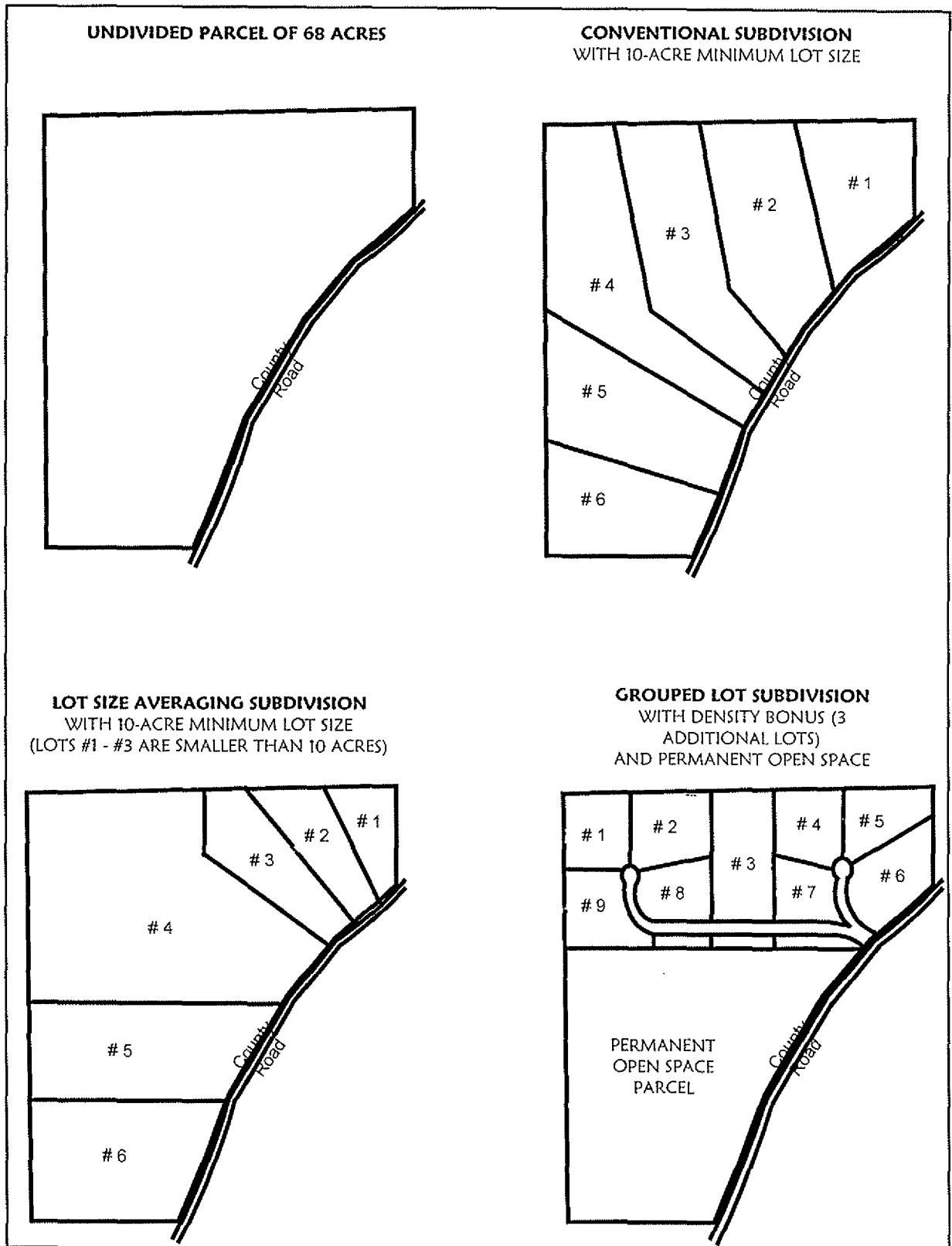
With the adoption of the 1998 County Land Use Plan, the County should revise its zoning regulations to conform with the new plan. Revising the zoning regulations based on the newly adopted plan will result in a more realistic set of zoning regulations. More specifically, this entails using the Suitability Categories Map and the Land Use Guidelines of Chapter 5 as a basis for new zoning regulations. While the map and guidelines are fairly general, they should serve as the basis for the boundaries of new zoning districts and for corresponding land use and lot-size regulations.

B) Revision of Subdivision Regulations

The County should implement the following four recommendations for revising the subdivision regulations:

1. Minor Subdivisions -- The County should revise subdivision procedures and standards to facilitate minor subdivisions. (This is discussed in more detail under the recommendations for Agricultural Districts on page 81.)
2. Grouping of Subdivision Lots -- The County should amend the development regulations to encourage the grouping of smaller lots on part of a parcel, provided at least half of the remaining parcel is left as open space for agriculture, wildlife, or scenic beauty (see Figure 6.2). The County should encourage this pattern of development by offering several regulatory incentives:
 - allow more lots in grouped-lot subdivisions compared to the number allowed with a conventional design;
 - reduce the improvement standards, such as road and utility requirements for grouped-lot subdivisions;

Figure 6.2 – Lot Size Averaging and Grouped Lot Subdivisions



eliminate the rezoning requirement for grouped-lot subdivisions²⁷; and

- expedite the review for grouped-lot subdivisions by eliminating extra steps or processes not required by state law.

Based on the 1998 Land Use Survey results, this incentive package should only be available in the Middle Southfork, Northfork, Sunlight, Upper Clark's Fork, and Upper Southfork planning areas.

3. Substandard Subdivisions – Park County contains subdivisions that were platted before the County had modern development standards. Such subdivisions have no public sewer or water service yet contain city-size lots. Planned improvements, such as roads, have not been properly laid-out and constructed. While substandard subdivisions are typically largely vacant, these sites may eventually develop. If substandard subdivisions develop as platted, they can create severe problems. The County should amend its regulations now to head off

²⁷ Presently, most land in the County is zoned General Rural. This zoning classification only allows subdivisions of four or fewer lots. To subdivide a greater number of lots, property must be rezoned to the Residential Single Family classification. The County could make grouped-lot subdivisions (of any number of lots) allowed in General Rural, thereby eliminating the need for re-zoning.

such problems by making substandard subdivisions conform as much as reasonably possible to the basic, modern standards.

4. Lot Splitting – There is a problem with the County's rules for "splitting land," or dividing land outside the subdivision process. The rules are complex, hard for people to understand, and seem to work against large landowners who have not divided their land in the past. The rules governing lot splitting are mandated to the County by state laws, court decisions, and legal opinions. While the County may not have a great amount of latitude to correct this problem, the County should investigate its legal options for improving the rules on lot splitting. If legally possible, the County should make the rules more simple to understand and administer and more fair and equitable.

C) Site Plan Review

In the March 1998 land use survey Park County landowners strongly endorsed the concept of Site Plan Review for commercial and industrial development. Site Plan Review is a planning technique by which the County reviews various aspects of commercial and industrial building development on a single building site.

Certain kinds of land uses can cause major problems if attention is not paid to how, or where, they are situated on a parcel of land. Such problems might, for example, include signs located where they block views of traffic exiting the parking lot; or building and parking locations that do not leave sufficient area for a suitable septic system; or vehicle entrances being located too close to an intersection. Site Plan Review is not used to determine if a particular land use will be allowed—this is determined by zoning. Instead, the purpose of Site Plan Review is to minimize problems that might be created by establishment of an allowed land use.

The County can use Site Plan Review to ensure that new commercial development will be an asset to the County by examining site development issues. The use of Site Plan Review will also simplify the rezoning process for commercial and industrial areas because site-specific details do not need to be resolved when property is rezoned—instead, these issues can be addressed later through site plan review.

The County should Develop and implement Site Plan Review, using the results of the citizen survey to help determine which factors will be considered.

D) Building Code

Presently, there is no building construction code applying to the unincorporated areas of the County. In Wyoming, building codes are optional for counties and Park County has never adopted one. Building codes usually address all aspects of building construction including structural, plumbing, electrical, and heating and ventilation standards. The primary advantage of a building code is that it protects consumers from health and safety hazards. Nevertheless, there is not a solid basis of support for a building code among the County's citizens. In the 1998 Park County Land Use Survey, only 37% of survey respondents favored a building code, 49% opposed it and 14% were undecided.

The private sector can take the lead for building code issues. Buyers of older homes can hire private building inspectors prior to purchase. Persons having homes constructed can require contractors to build to code and can hire private inspectors to ensure compliance. Lending institutions may make the same requirements.

6.6 Agricultural Districts

Commercial agriculture is important to the Park County economy. Park County farms and ranches produced a total value of crops and livestock of \$82 million in 1992²⁸, making Park County 4th among counties in the state for agricultural production. Gross agricultural income in 1992 was approximately \$90 million--much of this was spent locally, supporting over 1,000 additional non-farm jobs. Net farm income of \$26 million is about 10 percent of all income received in the county. Clearly, agriculture is an important part of the economy of Park County.

Park County has an abundance of soils well suited for agriculture--the county has over 125,000 acres of Class II and III agricultural land.²⁹ The county also has extensive irrigation projects, the largest being the Shoshone Project which irrigates over 100,000 acres. Other smaller irrigation districts, including the Clark's Fork, the Lakeview, Cody Canal, and the Greybull Valley districts irrigate additional acreage.

Park County farms are the top producers in the state for barley, oats and dry beans, and the second highest for sugar beets.³⁰ Park

County ranks eighth in the state for both cattle and hay production.

Park County had about 579 farms and ranches in 1992.³¹ As the county population grows and more land is converted to residential use, the number of agricultural operations has declined. In the ten years, 1982-1992, Park County lost about one out of every ten farms and ranches. Farms and ranches in the 100 to 500-acre size range accounted for most of the decline (62 farms and ranches).

A) Basis of Districts

The Agricultural Districts in Park County are shown in Maps 5.1 through 5.4. The district boundaries are drawn to include areas dominated by productive, operating farms and ranches. Areas are included in the district based on the following characteristics:

- land is irrigated
- predominant soil types are favorable for agricultural production
- most land is currently used for agricultural production
- land parcels are generally large enough to farm or ranch efficiently
- land is outside the path of future city growth.

²⁸ 1992 Census of Agriculture.

²⁹ 24,990 acres SCS Class II and 98,600 SCS Class III (includes non-irrigated land).

³⁰ 1994 production - Wyoming Agricultural Statistics, 1995.

³¹ Statistics in this paragraph are from the 1982 and 1992 Censuses of Agriculture.

The purpose of the Agricultural Districts is to promote the continuation of commercial agriculture as the preferred and primary land use. The district is created recognizing that non-agricultural land uses, including residential subdivisions and commercial enterprises, will continue to locate in the district. However, whenever possible non-agricultural uses will be directed to marginal agricultural land in the district or to areas outside the district.

B) Recommendations for the Agricultural Districts

The County should implement the following recommendations to promote the continuation of agriculture in the Commercial Agricultural District:

1. Encourage development to occur around existing population centers: The County Land Use Plan is designed to encourage development in areas that are well-suited for development. Areas around the population centers are usually categorized as future "urban" areas in the plan because these areas have many features conducive to development and few severe limitations. The plan provides for higher housing densities and more varieties of commercial uses in these areas. This is not enough to really encourage development around population centers. The

County should also work cooperatively with its municipalities to ensure that new developments around the population centers are well functioning, attractive, and desirable neighborhoods. To the extent this happens, the pressure to use remote agricultural land for housing may be lessened.

2. Encourage use of marginal agricultural land for subdivisions: Incentives should be available to encourage the owners of agricultural land to subdivide on the marginal portions of the land:
 - Subdivision improvement standards, such as road and utility requirements, should be relaxed.
 - The County should eliminate the rezoning requirement for marginal land subdivisions³².
 - The County should revise its subdivision procedures to eliminate any extra steps or processes not required by state law. This would result in more rapid review of marginal land subdivisions.

³² Presently, most land in the County is zoned General Rural. This zoning classification only allows subdivisions of four or fewer lots. To subdivide a greater number of lots, property must be rezoned to the Residential Single Family classification. The County could make marginal land subdivisions (of any number of lots) allowed in General Rural, thereby eliminating the need for re-zoning.

3. Simplify subdivision regulations and reduce improvement and design standards³³ for small subdivisions. In Park County, there is a distinct connection between subdivision standards and the amount of land divided into 35-acre lots. The statutory subdivision exemption favors lots over 35 acres, allowing these lots to be made quickly and inexpensively, without any public review or required improvements. The making of smaller lots requires a County subdivision permit which takes more time and expense. When the County subdivision review process becomes too cumbersome and expensive, landowners opt for the 35-acre lots. Therefore, the County should review its requirements for subdivisions of 2 to 4 lots. If the County can make the process faster and less expensive, there will be less inducement to make 35-acre lots and thereby preserve open space.

4. Require subdividers to notify potential lot buyers that agriculture is the preferred land use. When land is subdivided in or adjoining the agricultural district,

the subdivider should be required to notify³⁴ lot purchasers that:

- agriculture is the preferred land use; and
- agriculture can be incompatible with subdivisions because of noises, odors, chemical usage, dust, flies, and other factors that are consequences of accepted agricultural practices;

Lot purchasers must also recognize the farmer's and rancher's "right to farm," and acknowledge these aspects of farming. Furthermore, lot purchasers should acknowledge their responsibilities to control dogs, vandalism, trash and other residential impacts on agricultural operations.

5. Design new, non-agricultural developments to minimize potential problems with existing agricultural operations. County regulations should require new, non-agricultural development, including subdivisions, to be designed to minimize potential conflicts with existing farming operations. While not a cure-all, the use of design techniques such as building setbacks and fencing can help control the impacts of non-agricultural development.

³³ County regulations governing subdivision improvements cover such items as road paving, installing utilities underground, and other such requirements that could be reduced or eliminated for small subdivisions.

³⁴ This notification could occur through a statement on the subdivision plat, a statement in the deeds to the lots, or by some other mechanism.

6. Discourage the extension of growth-inducing facilities in the Agricultural Districts. Growth-inducing facilities, such as water and sewer lines and major road improvements, should generally not be extended into the district. If such facilities must be extended into the district, they should be sized to accommodate housing densities specified in this plan.

7. Encourage non-agricultural businesses that help support existing agricultural operations. County development regulations should support the business enterprises of agricultural families. Such businesses, while not necessarily agriculture-related, can be important to the economic viability of the farm or ranch. The County should review its development regulations to ensure that such businesses are allowed with the minimum of County review.

8. Encourage the establishment of agricultural support industries. The County should review its zoning regulations with the intent of providing sufficient amounts of properly-zoned land to attract agricultural support industries and services, such as crop processing plants, shipping terminals, farm equipment dealers, etc. The County should target industries and services that are important to

the continuation and expansion of local farming.

9. Implement similar recommendations for agricultural land outside agricultural districts: There are also some lands lying outside the designated agricultural districts that may or may not be irrigated upon which commercial farming and ranching should be encouraged. Continuation of agriculture on these lands has the obvious benefit of agriculture's contribution to the economy as well as benefits to wildlife habitats and open spaces. The previous eight recommendations should also apply to these lands as well as the incentives for lot grouping discussed in Chapter 6.5-B. The County should establish within its development regulations procedures for identifying productive farms and ranches lying outside agricultural districts so that these recommendations can be applied when such lands or neighboring lands are considered for development approval.

6.7 Affordable Housing Incentives

The Planning & Zoning Commission has considered offering developers regulatory incentives to build affordable housing. Regulatory incentives are reduced development

requirements, including lower permit fees; or lesser improvement standards—such as gravel roads instead of paved roads; or increased housing densities or number of lots than ordinarily would be allowed.

The County should not provide any specific incentives to developers to encourage affordable housing. 56% of people responding to the Land Use Survey agree with this position (see Chapter 3.3). However, the County should always avoid adding any unnecessary costs in the development process, which would be passed on to homebuyers.

6.8 Mobile Home Regulations

Presently, mobile homes, manufactured homes, modular homes, and site built homes are treated the same under the County's development regulations. Mobile home parks are limited to certain zoning categories and not allowed in most of the County. In Park County, many subdivisions have private covenants that prohibit mobile and modular homes.

Mobile homes have been criticized because of their appearance, but they provide an important form of affordable housing. 54% of people responding to the Land Use Survey felt the County should regulate mobile homes (see Chapter 3.3). Some communities have adopted

appearance requirements for mobile and modular homes, such as requiring skirting and pitched roofs. Other communities have banned mobile homes or modular homes from some types of residential areas.

The County should implement the following recommendations regarding mobile homes:

1. The County should establish a basic level of standards for mobile homes, requiring proper sewage disposal and minimal construction and appearance standards. Appearance standards should be implemented through site plan review for new mobile home sites in highway corridors. (See section 6.10)
2. Motor vehicle titles for mobile homes should be cross-checked for compliance with sewage disposal requirements and the County's Development Standards and Regulations.
3. The County should establish limitations on the use of recreation vehicles as housing units.

6.9 Junk Cars and Other Unsightly Conditions

Park County presently does not have regulations controlling junk cars or other unsightly conditions associated

with non-commercial properties. 78% of people responding to the Land Use Survey felt the County should regulate junk and junk cars. Options for County regulation include prohibiting any junk cars or other junk anywhere, anytime. Lesser options include allowing a limited number of junk cars and/or requiring that junk cars be located out of sight of neighbors or from highways.

The County should implement the following recommendation regarding junk cars and other unsightly conditions:

1. The County should establish a minimal level of junk regulations. To this end, the County should consider adopting a rule like Wyoming Statute § 31-13-105 which states "No person shall possess four or more abandoned vehicles on his property or on property which is in his lawful possession or control, if any four or more of the vehicles are visible from a highway for more than 30 consecutive days."

6.10 Highway Corridors

Park County is blessed with many miles of highways running through some of the most scenic terrain in the country. Only the Chief Joseph Scenic Byway and the Northfork Highway between the Forest Service

boundary and Pahaska Tepee are designated scenic highway. Many other road segments in the county are scenic, but are not officially designated.

The Wyoming Department of Transportation sponsored the Chief Joseph Scenic Byway Corridor Management Plan, completed in 1997. The plan made several recommendations regarding development along the road:

"Park County's Development Standards and Regulations could be strengthened by identifying methods of preserving scenic views and by providing incentives for developers to design projects which preserve scenic views."

The plan recommended that Park County develop "visual resource protection guidelines" to protect scenic resources:

"For developments along the Byway, guidelines could help developers minimize visual impacts and preserve scenic vistas by:

- *concentrating structures in the least visually obtrusive portions of a property;*
- *locating structures at or below tree lines;*

- *locating structures below ridge lines;*
- *installing utilities underground;*
- *using natural terrain contours to protect sight lines from roadways;*
- *revegetating cleared areas with native plants;*
- *using natural materials such as stone or wood, earthtone colors and ranch or lodge type architectural structures.*

As an incentive for developers to comply with these guidelines, the county could allow higher densities or relaxed improvement requirements such as not requiring paved roads for cluster developments."

The County should implement the following recommendations regarding highway corridors:

1. To promote the retention of scenic areas, the County should apply Site Plan Review to new structures within the scenic byway corridor. Review criteria should be expanded to include visual criteria as suggested by the Chief Joseph Scenic Byway Corridor Plan.

2. Site Plan Review should be used to minimize the adverse visual effects of strip commercial development on highways in the following planning areas: Clark, Lower Southfork, Middle Southfork, Northfork, Sage Creek, Sunlight, Upper Clark's Fork, and Upper Southfork. Site Plan Review should include consideration of how well new commercial development and new residential subdivisions fit in with the surrounding landscape by paying attention to factors such as building setbacks, location of parking areas, and size and location of signs.

6.11 Signs and Billboards

Park County presently has sign controls in the Meeteetse, Lower Southfork, Sage Creek, Upper Clark's Fork, Sunlight, Upper Southfork, and Clark areas. The areas around Cody, Powell and the areas in between are lacking any sign regulation.

The County should implement the following recommendation regarding signs and billboards:

1. The County should adopt sign and billboard regulations for the Cody and Powell areas and areas in between, particularly if the cities adopt or update their own sign regulations.

2. Sign regulations should be reviewed countywide for uniformity, effectiveness, and consistency with local vision statements and plans, and amended as necessary.

6.12 Feedlots

Large confined animal feeding operations can have serious local impacts. The State of Wyoming regulates the largest of these. The County requires a special use permit for any size operation.

The County should implement the following recommendation regarding feedlots:

1. The County should develop specific standards for the review and permitting of all but the smaller operations.

6.13 Public Facilities and Utilities

The location, size, and timing of public facilities and utilities can strongly influence the path of development.

The County should implement the following recommendation regarding public facilities and utilities:

1. When considering proposals for new public facilities and utilities,

the Board of County Commissioners should consider whether the proposal is consistent with this land use plan.

6.14 State Planning Statutes

All county planning authority originates and is governed by state planning statutes enacted by the State Legislature. These laws include the Real Estate Subdivision Act, the Land Use Planning Act, and the County Zoning Act. Most of the laws governing county planning were originally devised in the 1970's. The legislature has made piecemeal changes to the planning statutes but has never re-examined the statutes in light of contemporary practices and needs. The lack of a updated and comprehensive statutes leaves the counties to operate their planning under an awkward and antiquated framework.

The County should implement the following recommendations regarding improving the state statutes:

- 1 The County Planning & Zoning Commission should monitor and comment on any proposed planning legislation.
- 2 The County Planning & Zoning Commission should develop a list of needed improvements to the planning statutes and should work

with citizens, organizations, and other counties to build consensus for the needed changes.

- 3 The County Planning & Zoning Commission should seek to be involved in the legislative process for the purpose of improving the planning statutes.