

**CLARK COUNTY, IDAHO**  
**COMPREHENSIVE PLAN**  
**UPDATED 2019**



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## Table of Contents

1.0 Introduction.....	5
Purpose & Scope .....	5
1.1 Location.....	5
1.2 Historical Background.....	7
2.0 Property Rights .....	9
2.1 Goals, Objectives & Actions.....	9
3.0 Population .....	11
3.1 Current Conditions .....	11
3.2 Future Conditions:.....	13
3.3 Concerns:.....	13
3.4 Goals, Objectives & Actions:.....	13
4.0 Economic Profile .....	15
4.1 Employment .....	16
4.2 Income .....	17
4.3 Future Conditions .....	18
4.3 Concerns.....	18
4.4 Goals, Objectives & Actions.....	18
5.0 Transportation.....	20
5.1 Road Systems .....	20
5.2 Traffic Accidents/Safety .....	21
5.3 Public Transportation .....	22
5.4 Future Conditions.....	22
5.5 Concerns.....	22
5.6 Goals, Objectives & Actions.....	22
6.0 Recreation .....	24
6.1 Existing Parks/Recreation .....	24

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6.2 Concerns:.....	25
6.3 Goals, Objectives & Actions.....	25
7.0 Natural Resources .....	28
7.1 Current Conditions .....	28
7.2 Future Conditions .....	31
7.3 Concerns.....	32
7.4 Goals, Objectives & Actions.....	32
8.0 Special Areas & Sites.....	34
8.1 Current Conditions/Historical Sites .....	34
8.2 Future Conditions.....	34
8.4 Goals, Objectives & Actions.....	35
9.0 Community Design .....	36
9.1 Current Condition.....	36
9.2 Future Conditions.....	36
9.3 Concerns.....	36
9.4 Goals, Objectives & Actions.....	36
10.0 Housing.....	40
10.1 Current Conditions .....	40
10.2 Future Conditions .....	40
10.3 Concerns.....	40
10.4 Goals, Objectives & Actions.....	40
11.0 Public Services, Facilities and Utilities .....	42
11.1 Current Conditions .....	42
11.2 Future Conditions:.....	44
11.3 Concerns:.....	44
11.4 Goals, Objectives & Actions:.....	44
12.0 Hazardous Areas .....	46
12.1 Current Conditions .....	46
12.2 Concerns.....	55
12.3 Goals, Objectives & Actions.....	56

---

13.0 School Facilities and Transportation .....	58
13.1 Current Conditions .....	58
13.2 Concerns.....	58
13.3 Goals, Objectives & Actions.....	58
14.0 Land Use .....	60
14.1 Current Conditions .....	60
14.2 Future Conditions .....	62
14.3 Concerns.....	62
14.4 Goals, Objectives & Actions:.....	62
15.0 Implementation .....	64
16.0 Land Use and Zoning Maps .....	66



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# Clark County Comprehensive Plan

## 1.0 Introduction

### Purpose & Scope

The purpose of the Clark County Comprehensive Plan is to provide basic guidance for future land use and community development for Clark County and the cities of Dubois and Spencer. The Plan is designed to respect the independent spirit of the community, while providing the tools needed to ensure that land development imposes no undue burdens on the community or the environment.

The policies adopted in this plan emphasize the importance of traditional ways of making a living, including ranching, farming, and mining, in Clark County, and the need to ensure that future land development does not reduce the viability of those activities. This Plan also recognizes the diversity of the county's landscape and the ultimate need for more detailed planning in some areas, by establishing a geographic framework for the policy statements.

### Authority

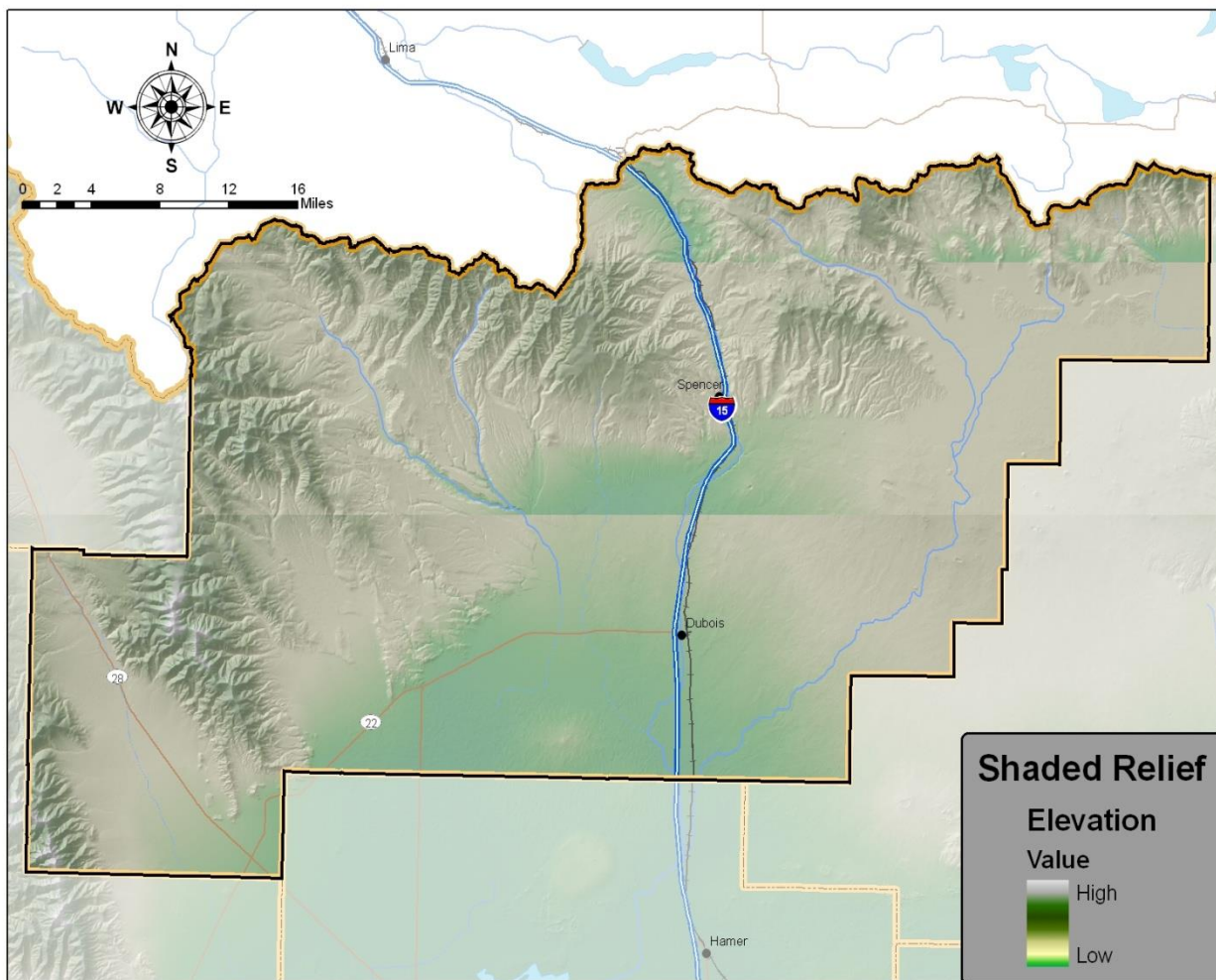
The Idaho Legislature passed legislation authorizing the forming of Planning Commissions, developing comprehensive plans, and adopting implementing ordinances in the 1950's. This original legislation was subsequently repealed and superseded by the Local Planning Act of 1975, set forth in Chapter 65-Title 67, of the Idaho Code. This Act requires all cities and counties in Idaho to undertake a planning and zoning program.

The most recent update to the Clark County Comprehensive Plan was completed in 2001, this Plan supersedes that Plan. This Plan is a planning tool to assist governing bodies in moving in the direction that the community has determined.

### 1.1 Location

Clark County is located in Southeastern Idaho with its northern border forming the state line with Montana. Clark County's northern border is also formed by the Continental Divide and the Bitterroot Mountains of the Rocky Mountains. It is bordered on the east by Fremont County, on the west by both Lemhi and Butte Counties, and on the south by Jefferson County. The county includes two national forests; the Caribou-Targhee National Forest in the eastern portions of the county and a small portion of the Salmon-Challis National Forest on the west.

The average elevation is 5,400 feet. Topography differs considerably across of the county. The south and southeastern section of the county lie on the upper Snake River Plain. This area is characterized by gradually southwestward sloping land surfaces with foothills and bench lands adjoining the plain. Sagebrush and grasses dominate the landscape. Most of the private land is located in this area. The western and northern boundaries include the Centennial Mountain range and the Beaverhead Mountain range, a sub-range of the Bitterroot Mountain Range. These mountains range from 6,000-10,000 feet and are more humid than the area around the Snake River Plain. The mountains have a colder winter and cooler summers with more precipitation. Vegetation includes Douglas Fir and Lodge-Pole Pine intermixed with sagebrush and grasses.



While Clark County is the least populated county in Idaho, it is diverse geographically. The county is considered a rural county. Ranching has been the main livelihood, although the surrounding natural environment has led to an increase in summer homes. Grazing is the predominant land use of both public and private lands, and rangeland is extremely valuable to the people of Clark County. Private and BLM lands total 53.8% of the county's total land area; this



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does not include Caribou-Targhee National Forest lands which are also used for grazing in the summer.

## **1.2 Historical Background**

The first known people to inhabit present day Clark County were the Northern Shoshoni approximately 7,000-8,000 years ago. However, the Idaho State University Museum, in conjunction with the Peabody Museum of Harvard University, found human evidence in the Birch Creek Valley in the southwest corner of Clark County that is 10,000 years old or more. These people were the forerunners of the Northern Shoshoni. They were mostly big game hunters, but also gatherers. Natural rock outcroppings and caves were used as dwelling areas and places to butcher and store meat. The Nez Perce Tribe also used the general area as a route traveled each year from the Wallowa Valley to their buffalo hunting grounds in Montana.

In the 1800's early trappers and explorers traveled the area regularly. In 1853 Lieutenant Mullen traveled through Medicine Lodge Canyon from Montana on his way to Fort Hall. This route, also used historically by Indians, became a well-traveled route to the Montana Gold Fields from Salt Lake City, Utah. Monida Pass, a high mountain pass that is part of the Continental Divide, became the main route running north and south and was traveled by freight, stagecoaches, and the Pony Express. The stage stop was located near present day Spencer; named the Beaver Stage Station, this was Clark County's first settlement.

In the 1880's the steam locomotive came to Clark County as it made its way to Montana, with it came the birth of a new town, Dry Creek. Originally, the intentions of the railroad were to replace the small railroad towns of Beaver Canyon and Camas because of unfavorable conditions in both areas. The railroad needed an area with flatter ground than Beaver Canyon offered, and Camas didn't have an adequate water supply for the steam engines. Facilities and other buildings were moved from Camas to Dry Creek. This town was later renamed Dubois, after Fred T. Dubois who had been instrumental in the statehood of Idaho. Dubois was eventually to lose its importance as a railroad center when the roundhouse was relocated to Lima, Montana in 1927. The County also faced drought conditions and the depression which took their toll on the county economy. Clark County lost much of its population during those years. Today Dubois is a close-knit livestock and agricultural community.

Clark County was formed on February 1, 1919 from a portion of land taken from Fremont County. The County was named for Sam K. Clark who was an early settler on Medicine Lodge Creek. He represented Fremont County at the time Clark County was created. The City of Dubois was designated the county seat.



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### *Climate, Elevation & Temperatures*

Clark County is located in southeastern Idaho. The Continental Divide forms the northern boundary of Clark County. The southern boundary is formed by Jefferson and Butte County's. Butte County also extends into the western boundary of Clark County where it meets Lemhi County. The eastern boundary is formed by Fremont County Idaho. Clark County contains 1,765 square miles of land and 1 square mile of water. The County is at an average elevation of 5,400 feet.

The lowest average daily minimum temperature is 19.8 degrees F. and the daily average high temperature is 67.4 degrees F. Clark County receives an annual total snowfall of 28 inches and an average of 12.5 inches of total precipitation. The average frost free season in Dubois is 125 days. The sun shines an average of 64 days and the last killing frost usually occurs in May. October is the driest month and the wettest month is June.

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## 2.0 Property Rights

An analysis of provisions which may be necessary to insure that land use policies, restrictions, conditions and fees do not violate private property rights, adversely impact property values or create unnecessary technical limitations on the use of property and analysis as prescribed under the declarations of purpose in Chapter 80, Title 67, Idaho Code.

Land use planning and its implementation by local units of government are required under state law. The function of this is to balance what is good and needed for the community's wellbeing with the importance of property rights, established by the federal and state constitutions.

The people of Clark County recognize the importance of the property rights established by the federal and state constitutions. The citizens of Clark County also recognize that major changes in the use of a property inevitably affect the entire community. The freedom to make such decisions is significant only where landowners accept responsibility for the consequences of their actions and avoid or mitigate adverse impacts. This Plan and the accompanying Development Code will provide guidelines for landowners seeking to fulfill their responsibility.

Clark County and the two incorporated cities of Dubois and Spencer have established a joint Planning and Zoning Commission according to I.C. 67-6504 and I.C. 67-6505.

### 2.1 Goals, Objectives & Actions

**Goal:** Protect property rights through all land use decisions made by Clark County pursuant to this Plan.

**Objective:** Protect private property rights by considering the impact of any amendments to this plan or the Clark County Development Code.

**Actions:**

- The County will actively encourage the participation of residents in the planning process.
- The County will maintain this Comprehensive Plan with regular updates and amendments that reflect the learning process of Plan administration, as well as keeping in mind changing conditions and public values.

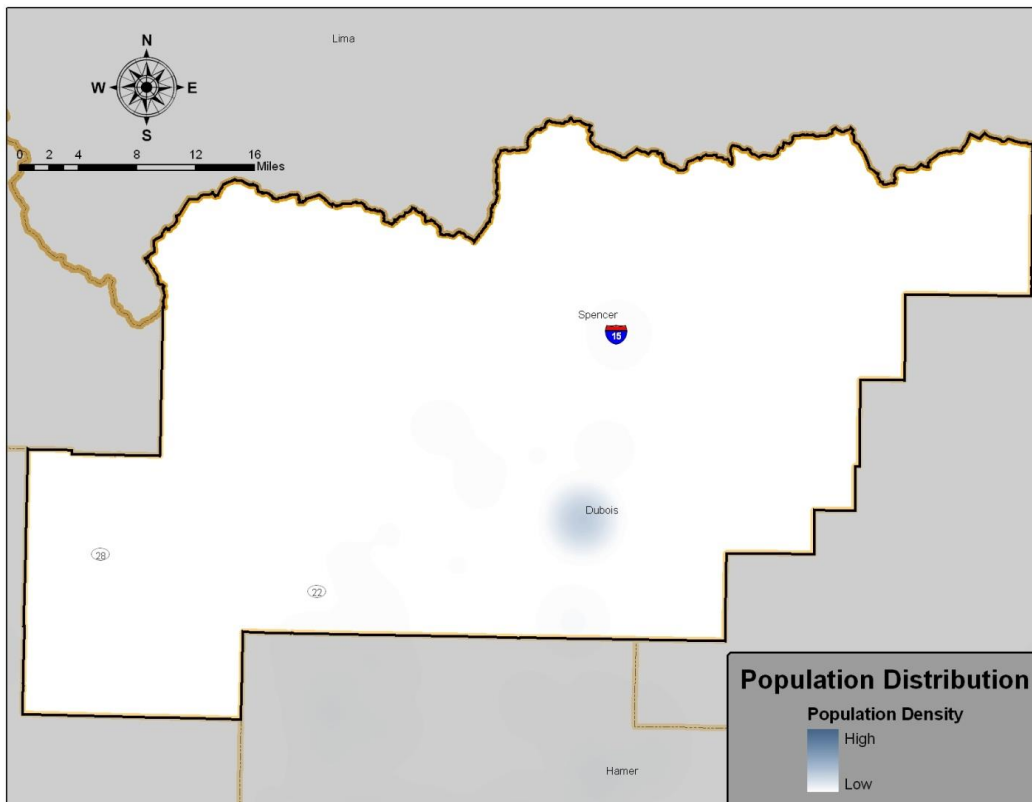


## 3.0 Population

An analysis of past, present, and future trends in population including such characteristics as total population, age, sex, and income.

### 3.1 Current Conditions

Clark County is the least populated County in the State of Idaho. The population of Clark County has fluctuated over the last several decades. In 1970 the population was 741 and remained under 800 until the year 2000 when it grew to its highest point at 1,022. However, in 2005 it had declined to 943, continuing this decline to 2008 when the US Census Bureau reported the total population at 910, a total decline of 6.8% from the year 2000. The 2009 County Overview showed a total population of 906, a further decline of 0.50% for one year. The 2010 US Census Bureau reported an 8.38% increase in population with 982. Between the years of 2010 – 2017 there has been a decline of 11% with the population at 873 in 2017 (or a decrease of 6.96% since the 2000 Census). The Population Reference Bureau reported on Small-Town and Rural Counties with the greatest population losses for 2000-2003, of the U.S. counties listed Clark County rated number ten in the nation in percentage of loss, with counties in Alaska and Nevada taking the higher rankings.



In 2017 Hispanic residents made up 42.6% of the population. White-non-Hispanic residents made up 53.3% of the population.

**Age:**

Of the total population of Clark County 16.2% are aged sixty-five or older, while 26.2% are under the age of 18. The average resident is 29.7 years old.

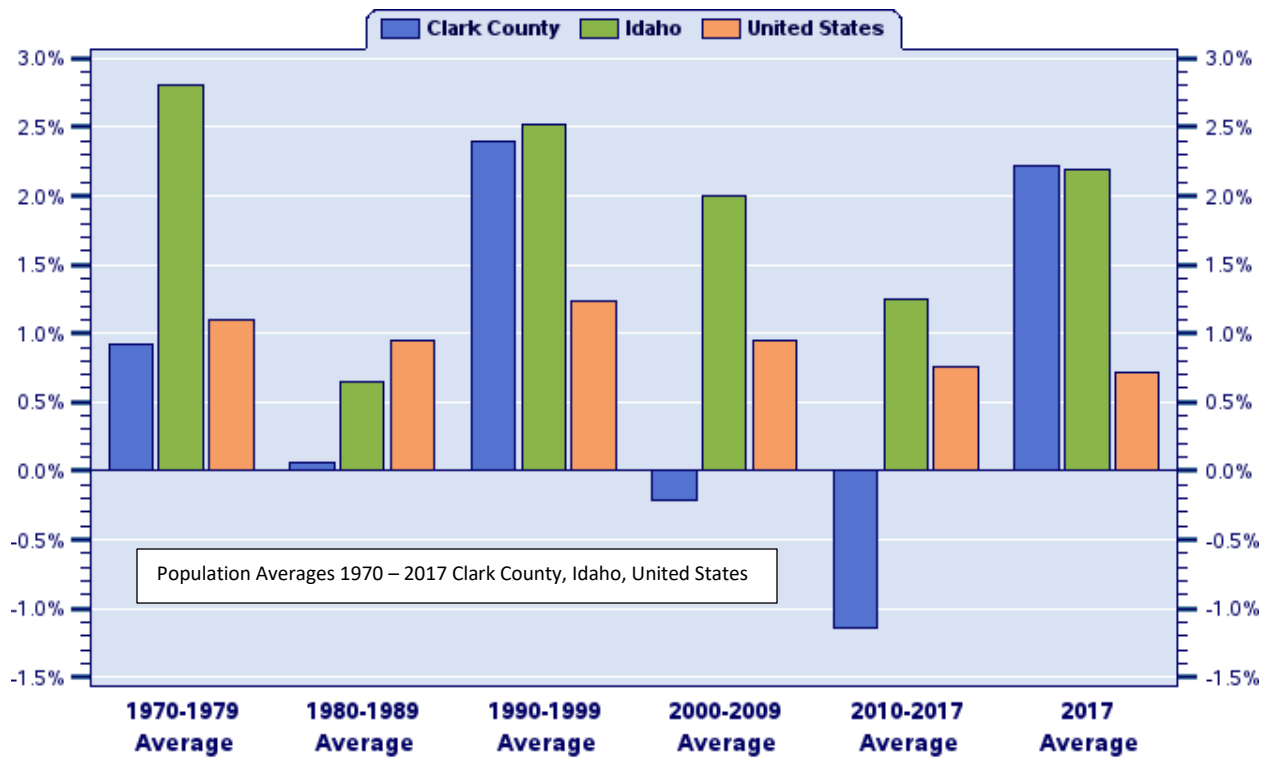
Fifty-one and a half percent of the residents are male and forty-eight and a half percent of the residents are female. Males outnumber females by almost three percent.

**Population Analysis:**

An analysis of county population is included in the comprehensive plan to provide an estimate of the demand for future community planning of public facilities and services.

	2000	2010	2017	Change 2000-2010	Change 2010-2017
Dubois	647	677	602	4.63%	-11.07%
Spencer	38	37	33	-2.63%	-10.81%
County	1022	982	973	-3.91%	-.916%

During the 1970s, Clark County's annual population growth rate averaged 0.92%. It averaged 0.06% during the 1980s, 2.39% throughout the 1990s, -0.22% throughout the 2000s, and -1.14% thus far this decade (2010 to 2017).



Source: Idaho.REAProject.org  
Data: Regional Income Division, BEA (11-15-2018)

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## **Schools:**

The Clark County School District has a total enrollment of one hundred twenty five students in 2018. Clark County School District consists of two schools, one elementary and one Jr/Sr High School. The district operates on a four-day school week schedule. Enrollment in the Clark County Schools dropped 11.39% in 2011. Enrollment was fairly steady 2012 – 2015 before dropping 13.37% in 2016. There was a 5% increase in enrollment in 2017 but decreased 12.59% in 2018. The school district also reports 76% of the students are on the free or reduced lunch program, this verifies the economic need in the county as families qualify for free or reduced lunch based on their household size and annual income.

Residents seeking higher education are able to travel to Brigham Young University-Idaho in Rexburg, forty-seven miles away, College of Eastern Idaho, fifty miles away and Idaho State University (Pocatello, Idaho) and University Montana – Western (Dillon, Montana) are both under one hundred miles away.

## **3.2 Future Conditions:**

The population in Clark County saw its peak by the year 2000, with a total of 1,022 residents, followed by a continual decrease in population down to the current 873. This decline will continue if economic development is not encouraged. Clark County growth in living wage jobs to encourage residents to remain in Clark County.

## **3.3 Concerns:**

- Clark County is the least populated county in the State of Idaho.
- With the closing of the Idahoan Foods Plant and the current national economic crisis Clark County may continue to see their population decline as residents seek living wage jobs out of the County.

## **3.4 Goals, Objectives & Actions:**

**Goal:** Encourage and prepare for a larger, diversified workforce.

**Objective:** Encourage new businesses and workforce recruitment.

### **Actions:**

- Offer increased opportunities for agricultural, commercial, and industrial businesses through the development of an Urban Renewal District in the City of Dubois.
- Offer recruitment planning, and training for the existing community workforce and new workers.





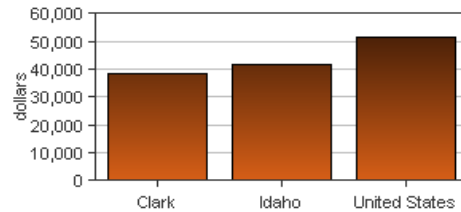
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## 4.0 Economic Profile

An analysis of the economic base of the area including employment, industries, economies, jobs, and income levels.

The Clark County economy is not strong relative to that of the state and the nation. According to the most recent available information from the U.S. Census Bureau<sup>1</sup> the median household income in 2017 was estimated as follows:

- United States           \$57,652
- State of Idaho         \$50,985
- Clark County           \$31,927



In that same year (2017), 14.5% of the Clark County population was living in poverty as compared with 12.8% in Idaho, and 12.3% in the U.S.

Clark County has an unemployment rate of 2.7% (2017). The US average is 5.2%. Clark County has seen the job market decrease by -7.6% over the last year (2016-17). Future job growth over the next ten years is predicted to be 22.2%, which is lower than the US average of 38.0%.<sup>2</sup>

With a small labor force and population, unemployment rates can fluctuate significantly. Unemployment in the agriculturally dependent county spiked from 2001 to 2005 because of water shortages. The county experienced a steady decline in its labor force from 1998 to 2002 before it began slowly rebounding. The population is aging as younger people are drawn away by urban education and employment.

Farming is the largest industry. Over 66 percent of the land is owned by the federal government and another 7 percent by state. The majority is considered rangeland and cattle and sheep are a major commodity. The U.S. Department of Agriculture operates a research faculty, which studies rangeland ecology and develops new breeds of sheep. Agriculture employees 29 percent of the workers in the county. Among the other industrial sectors, government provides 31 percent. Education and health services account for 20 percent of workers.<sup>3</sup> Efforts by county officials and economic development continue to develop the county's industrial park.

According to the Idaho Department of Labor website, the total covered wages jobs in Clark County were 541 in 2007 and dropped -19.77% to 434 in 2017. The average wages were \$31,134 in 2007 and increased 37.8% to \$42,773 in 2017. For the industries that had wage data releasable, there were not industries that experienced a decrease between 2016 and 2017.

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<sup>1</sup> <http://www.census.gov/quickfacts/fact/table/clarkcountyidaho,US/PST045218>

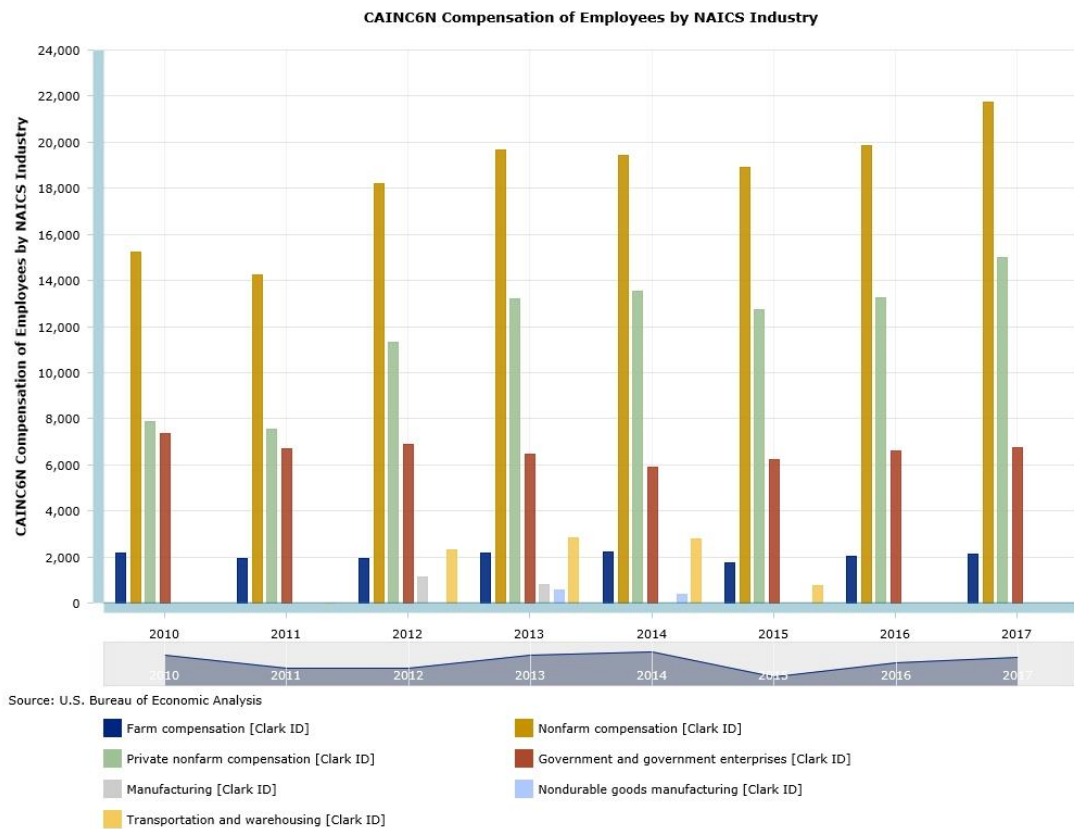
<sup>2</sup> <http://www.bestplaces.net/economy/county/idaho/clark>

<sup>3</sup> [Labor.idaho.gov](http://Labor.idaho.gov)

The Idaho Department of Labor Clark County profile<sup>4</sup> characterizes farming as the largest industry in the county. The county’s largest manufacturing employers utilized agricultural commodities; Blaine Larsen Farms Inc., which produced and processed large quantities of hay, sold the farm to various buyers in 2017-18. The property will continue to be farmed by new owners but may affect the employment status. Idahoan Foods, closed the Dubois Plant in October of 2009. The plant is now owned and operated by Humic Growth Solutions, a manufacturer and supplier of certified organic bio-stimulant products. Larsen’s Hay Terminal (established 2005) and Richard Larsen Farms (established in 2011) employs approximately 15 full time people and transports hay throughout the United States and China.

On average, Clark County’s real total industry earnings grew at an annual rate of 1.87% over 1970-2017. The county posted its highest growth in 1983 (48.42%) and recorded its lowest growth in 1975 (-24.11%). In 2017, Clark County’s real total industry earnings grew by 5.03%.<sup>5</sup>

The retail and service sectors play a relatively small role in the Clark county economy, probably because of the sparse population. Residents must often travel outside the County to find goods and services not provided here. This is balanced somewhat, however, by significant sales to non-residents traveling through the County on Interstate-15.



<sup>4</sup> Idaho Department of Labor, <http://labor.ido.gov/lmi/pubs/clarkprofile.pdf>

<sup>5</sup> [http://idaho.reaproject.org/analysis/comparative-trends-analysis/average\\_earnings\\_per\\_job/](http://idaho.reaproject.org/analysis/comparative-trends-analysis/average_earnings_per_job/)

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## 4.1 Employment

Agriculture was for many years the predominant economic sector in Clark County, however; this industry has seen a decline. With the largest private employer in the County, Idahoan Foods, closing its doors in the fall of 2009, county government and the school district rank as the leading employers. The industries with the largest increase in wages have been education and health care, growing by 36% in 2009. The Clark County cost of living for 2017 was 11.40% below the U.S. average. Food processing/production and construction have been the hardest hit industries, declining 37% in construction and 22.7% in food processing with the closure of the Idahoan Foods facility.

The largest employers in Clark County are the Clark County government and the Clark County School District. At one time Blaine Larsen Farms was the largest agricultural employer, with the sale of the farms in 2017 employees are hopeful that they will continued to be employed with the new owners. Larsen's Hay Terminal and Richard Larsen Farms have shown substantial growth, along with other local farms, for agriculture employment. The U.S. Forest Service employs nine permanent employees, as well as several seasonal employees in the Dubois Ranger District. The U.S. Department of Agriculture also employs a number of residents of Clark County at the U.S. Sheep Experiment Station. This station focuses on domestic sheep, and developing integrated methods of increasing production efficiency and improving the sustainability of rangeland ecosystems. The U.S. Sheep Experiment Station consists of 27,930 acres of land surrounded by the Caribou-Targhee National Forest.

Although unemployment had been declining from 2005 to 2007 it began a steady rise in mid-2007. The December 2008 Clark County unemployment rate was 5.8% rising to 9.0% by December of 2009. In December 2010 the average unemployment rate raised to 11.5%, decreasing to 6.8% in December 2013, decreasing even more in December 2016 to 3.9% and again in December 2018 to 3.1%. Clark County's poverty rate in 2017 is at 14.5%, higher than the state average of 12.8%. Monthly trends from previous years indicate that the part-time summer employment has some impact on the county with unemployment rates decreasing somewhat from May through September and increasing again from October through April.

Since 2005 the unemployment rate in Idaho has ranged from 2.2% in May 2007 to 10.5% in January 2010. The current unemployment rate for Idaho is 3.7% for February 2019.<sup>6</sup>

## 4.2 Income

According to the Idaho REAP Project the 2017 per capita income in Clark County was \$36,355 which was an increase of 12.14% from the 2010 per capita income. Relative to nationwide real per capita personal income growth trends, Clark County exceeded the nation in the 1970's (2.71% vs. 2.35%), registered above the nation throughout the 1980's (7.09% vs. 2.21%), fell

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<sup>6</sup> <https://www.homefacts.com/unemployment/Idaho.html>

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under the nation over the 1990's (-4.50% vs. 2.02%), trailed the nation over the 2000's (-0.95% vs. 1.10%), and outperformed the nation over 2010-2017 (5.24% vs 1.95%).<sup>7</sup> The average Clark County median income 2013-2017 was reported to be \$31,927 with Idaho's median income average was \$50,985. Ranked fourth among Idaho's forty four counties, Clark County's per capita income growth outperformed the statewide average of 18.22% by a 17.93% margin.<sup>8</sup>

### **4.3 Future Conditions**

As the availability of living wage jobs declines, so does the population of the County. To maintain the current population and hopefully draw more residents to the County, living wage jobs and an increase in employers is necessary. Most recent population totals for the County also show that over 42.6% of the population is Hispanic. The Hispanic population has been increasing since 1980. Clark County is listed in the Idaho Commerce and Labor report on Hispanic Buying Power in Idaho, as the only county where a fifth of the County's buying power is controlled by the Hispanic population. Of these Hispanic residents 38.6% speak Spanish at home and only 39% are able to speak English well, while 31% do not speak English at all. To meet future conditions the County will need to incorporate businesses and employers who are able to meet the needs of the increasing bilingual community.

### **4.3 Concerns**

- Clark County's economy is not strong relative to the state and the nation. It has seen a decline in employment opportunities and in living wage jobs.
- The location of the County does provide access to two institutes of higher education within a forty-seven mile driving distance and two within one hundred miles distance.
- A lack of living wage jobs is causing many families to look elsewhere for employment.
- Clark County has partnered with the City of Dubois and the Mud Lake Telephone Cooperative to purchase land on the east side of Dubois. The goal of this partnership is to create a Business Park. The Mud Lake Telephone Cooperative also created a propane distribution company, High Plains Propane, for its members.

### **4.4 Goals, Objectives & Actions**

**Goal:** Recruit businesses to the area.

**Objective:** Increase the possibility of living wage jobs by recruiting competitive businesses to the County.

**Actions:**

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<sup>7</sup> Calculations by the Idaho Regional Economic Analysis Project with data provided by the U.S. Department of Commerce, Bureau of Economic Analysis

<sup>8</sup> Idaho.REAProject.org

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- Continue development of the Centennial Business Park. This will aid in establishing commercial and industrial development, as well as offering living wage jobs to the local community.
  - Encourage industries that will enhance and promote the local customs, culture, and historic use of resources and the economic welfare of the community.
  - Job announcements, job fairs, public information, etc. will be presented in both Spanish and English.
  - Wages will be competitive with similar businesses in other counties in Idaho.

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## 5.0 Transportation

An analysis showing the general locations and widths of a system of major traffic thoroughfares and other traffic ways, and of streets and the recommended treatment thereof. This component may also make recommendations on building line setbacks, control of access, street naming and numbering, and a proposed system of public or other transit lines and related facilities including rights-of-way, terminals, future corridors, viaducts and grade separations. The component may also include port, harbor, aviation, and other related transportation facilities.

### 5.1 Road Systems

Clark County shall maintain a transportation network that optimizes accessibility within the county. This accessibility would allow movement between communities and public lands without infringing on private property rights.

Currently, the median travel time to work in Clark County is fifteen to twenty minutes. Eighty-eight percent of the population drive or carpool to work while twelve percent walk or bike. The median travel time in this community is good, with little traffic.

#### *Roads*

Clark County links with the rest of Idaho and the nation via state and federal highways. Interstate 15 passes from north to south through the county and is a major international trucking route for goods between Canada, Mexico, and the United States. Idaho route 22 serves a rural area west of Dubois, connecting with several County, BLM, and National Forest roads for access to rural areas and the Caribou-Targhee National Forest. Idaho 22 intersects with Idaho 28 which cuts through the southwest corner of the county and provides access south to Mud Lake and north to Birch Creek Valley and Salmon, Idaho. The federal and state highways are maintained by the Idaho Transportation Department which has a station in Dubois.

#### *Roadways on Public Lands*

The Caribou-Targhee National Forest maintains an extensive road network that provides access to most of Clark County's timber, mining, and recreation areas from major highways and county roads. Ten percent of these roads are classified as arterial, which are often two-lane and paved or have a good gravel surface and can handle unrestricted traffic at minimum speeds. Branching from these arterial roads are collector roads which contribute to about 25 percent of the open-system mileage. These roads are however, medium standard roads which are stable enough for most traffic during the normal season. The remaining sixty-five percent of forest roads are single-lane local roads. These roads often provide access for specific purposes, allow only limited passing and slow travel, as well as being restricted to vehicular traffic much of the time. There are also 1,222 miles of non-system two-track roads in the Caribou-Targhee National Forest; these isolated roads are not designed for public use. Road surfaces are generally rough and irregular with no drainage. Idaho law also allows for motorbikes and ATV's on forest roads,

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children are also allowed to use these roads with motorbikes and ATV's as long as an adult is accompanying them. Traffic on these roads must watch for and give right of way to recreational vehicles.

### ***County Road System***

The Clark County Road and Bridge Department has the principal responsibility for rural transportation in the County. Clark County maintains approximately 387 miles of approved roads (graded and drained), 100 miles of these roads are paved, of these approximately 154 miles of roads are closed in the winter. Clark County Road and Bridge's main shop is located in Dubois and there is a storage shed in Kilgore.

Clark County's road system is adequate. There is some heavy trucking traffic along the Kilgore road and old highway 91 during the spring and fall with cattle and potato hauling. These roads require more frequent maintenance but are designed to accommodate the loads. The increased use of snowmobiles for recreation has led to an increase in winter traffic. This may lead to an increase in demands for maintenance and improvements of county roads that are not traditionally used in the winter.

Clark County also has some problems with aging bridges. One of these bridges is Spencer Railroad Overpass which overall condition rating in July 2016 was "poor"<sup>9</sup> This bridge was built in 1936 and is a truss bridge which passes over Union Pacific Railroad tracks on old US 91 near Spencer. A second bridge, Pleasant Valley Creek Bridge was built in 1934. This bridge is a steel arch bridge over Pleasant Valley Creek on old US 91 this bridge also received an overall condition rating in July 2016 as "fair". There will be three bridges, Sheep Station Rd., Roland Rd. and Medicine Lodge, will be replaced the summer of 2019.

The City of Dubois has 6.9 miles of oiled road and 0.5 miles of gravel. In the winter, only Main Street is sanded.

County route A-2 is a seasonal road which leads to Kilgore in the northeastern corner of the County as well as Island Park and St. Anthony in neighboring Fremont County.

### **5.2 Traffic Accidents/Safety**

Fatal accidents in Clark County are spaced a few years apart. The worst years being 1985, rising again in 1995 and peaking in 1998. In 1999 the number of fatal accidents still topped 1985 and 1995 but had dropped from the 1998 number. Accidents decreased until 2003 when they again met the 1999 total, dropping again from 2000 to 2006. Some years from 1970 to 2006 had no accidents while some years reported accidents. The number of fatal accidents has appeared to increase since the 1990's. The report found for this Comprehensive Plan only listed fatal accidents and not accidents with little or no injury.<sup>10</sup> Fatal accidents have decreased since 2010.

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<sup>9</sup> <http://bridgehunter.com/id/clark/31565/>

<sup>10</sup> (Accidents were reported per 100,000 population-Source: [http://www.city-data.com/county/Clark\\_County-ID.html](http://www.city-data.com/county/Clark_County-ID.html))



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The Clark county Sheriff’s office reported a total of 342 car accidents on Clark County roads between the years 2014 to 2019 but did not verify how many of those were fatal.

### **5.3 Public Transportation**

There are no public bus services or passenger rail services in Clark County.

#### **Airports**

Dubois Municipal Airport is owned and operated by the City of Dubois and is located in Dubois Idaho. It has one active turf runway which extends 4600 feet and is 100 feet wide. The runway is fitted with runway reflectors. The airport handles 1,000 itinerant operations annually. There are no aircraft based at the airport. The closest domestic flight airport is located in Idaho Falls, forty–seven miles to the south. Idaho Falls Regional Airport offers regional travel to southeast Idaho with connecting flights to Boise, Idaho and Salt Lake City, Utah daily.

#### **Railroad**

Union Pacific Railroad passes through Dubois two to four times daily. This is a freight transportation rail service. The rail service hauls agricultural, automotive, chemical, and industrial products.

### **5.4 Future Conditions**

#### ***Projected Traffic Volumes***

- Although visitors and residents of Clark County are seeking out recreation throughout Clark County, traffic volumes are not expected to increase significantly.
- According to fatal traffic accident reports the County can expect to see traffic accidents increase. Since the 1990’s the number of years with no accident have declined and most years have at least one accident.

### **5.5 Concerns**

- Future development of rural lands will inevitably lead to increased demands for the maintenance and improvement of county roads.
- Increased recreational use will increase the use of county roads that have not been traditionally maintained in the winter.

### **5.6 Goals, Objectives & Actions**

**Goal:** Improve and/or develop roads or bypasses to provide better access within the county and minimize the cost of movement between all communities and across public lands.

**Objective:** Determine areas of continued road maintenance, or where maintenance has been seasonal, and how best to handle the increased usage of these areas.

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**Actions:**

- All new land developments will be required to have a safe system of internal circulation, which would include roads, walkways or trails adequate to carry the anticipated traffic for the proposed development. Internal circulation will be provided at the developer's expense and maintained by owners.
- Continue to meet goals set forth for County road maintenance in the County Transportation Plan.
- The Airport Protection Zone was added to the Clark County Land Use Code in July of 2015. This was a recommendation by the Federal Aviation Administration that will protect the continued use of the airport.

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## 6.0 Recreation

An analysis showing a system of recreation areas, including parks, parkways, scenic byways, trails, playgrounds, and other recreation areas and programs

Clark County recognizes the cultural value of public and private recreational resources, wildlife, and wilderness. These land uses should be compatible with the local customs and within the constraints of private property rights and local self-government.

Recreation is a popular activity in Clark County. The County offers snowmobiling, cross country skiing, and sledding in the winter, while in the summer residents and visitors enjoy fishing, hiking, hunting, picnicking, rodeos and horseback riding. Clark County recognizes the need for access to recreational sites on public and private lands. However, the County does not wish this access to encumber or restrict private property rights.

Clark County is situated between two national forests, the Caribou-Targhee National Forest and the Salmon-Challis National Forest. Both forests extend into Clark County with the Caribou-Targhee National Forest covering more acres in the County than the Salmon-Challis National Forest. Clark County does not encourage any development that would block, encroach upon, or otherwise hinder access to these public lands.

### 6.1 Existing Parks/Recreation

The Dubois Ranger District of the Caribou-Targhee National Forest stretches from Aldous Lake, in northeastern Clark County, to North Birch Creek Valley. The Dubois Ranger District monitors 460,000 acres of public land experience. Camping, fishing, hiking, and wildlife viewing are available to the public.

Sheridan Reservoir is located in northeastern Clark County. The reservoir is also located within the Caribou-Targhee National Forest. Hiking is available throughout the Dubois Ranger District and fishing is a popular pastime in the lakes and area creeks.

Stoddard Creek Campground is located seventeen miles north of Dubois at an elevation of 6,200 feet and provides twenty-one campsites. There is one group site which can accommodate fifty people for camping and picnicking. Stoddard Creek Campground also features the Stoddard-Van Noy Trail which is a six-mile loop trail beginning and ending at the campground. The campground offers:

- Restrooms
- Drinking Water
- Garbage containers
- RV sites
- Group Campground
- Steel Creek Campground is located thirty-five miles northeast of the town of Dubois in the willow and pine trees. The campground is situated along Steel Creek. Hiking,

- 
- fishing, mountain biking, and ATV riding are popular activities in this area. The campground offers:
- Restrooms
  - Garbage containers
  - Drinking Water/hand well
  - Picnic tables
  - Barbeque grills

Camas Meadows Battle Site is located thirty miles west of Kilgore-Yale Road. This site commemorates the Camas Meadows Battle fought in 1877 by the Nez Perce Tribe and the Cavalry.

A portion of the Nez Perce National Historic Trail traverses through the top northern portion of Clark County. This Trail reminds residents and visitors of the struggles of the Nez Perce tribe, led by Chief Joseph, as they fled the US cavalry in their attempt to reach Canada.

Indian Massacre Historical Monument is located in the southeastern corner of Clark County off State route 28.

Spencer Opal Mine is located in Spencer, north of Dubois on I-15. The mine was discovered in 1948 by two deer hunters and filed as a mining claim in 1952. This mine is the only Opal mine in North America where opals are plentiful enough to mine. The Stetler family acquired the property in 1964 and opened the mine to visitors and “rockhounds” in 1968. Visitors may dig for opal or purchase opals at the Gift shop/Café.

## **6.2 Concerns:**

- The increase in winter recreation requires the maintenance of roads which are not normally maintained in the winter.
- Recreationists need to be able to identify areas for recreation and areas that are private property or otherwise off limits.
- Clark County has minimal public services, gas stations, convenience stores, fast food places for visitors or residents. However, the slowing economy adds further concern as to whether these businesses would succeed.

## **6.3 Goals, Objectives & Actions**

**Goal:** Encourage and increase use of Clark County recreational areas.

**Objective:** Provide public information and signage for recreational areas.

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**Actions:**

- Develop signage to identify recreational areas from private property, and other public lands.
- Develop public information, brochures, etc. to encourage use of federal, state, and county recreational areas.
- Encourage new businesses to accommodate recreational users (i.e. gas stations, convenience store in northern portion of County).

**Goal:** Clark County recognizes the need for protection of some undeveloped areas.

**Objective:** Clark County will promote multiple use and approve all reasonable plans for protection of recreational areas, including; streams and riparian areas, so long as they do not infringe on the historical and customary use, or the culture and economy of Clark County.

**Actions:**

- Clark County recognizes the need for access to recreational areas on public and private lands.
- Clark County recognizes the need to protect threatened and endangered species.
- Clark County opposes the introduction of wolves or any protected species without prior and thorough investigation into all the effects on the customary uses of public and private areas.
- Clark County will consider potentially adverse impacts on wildlife when reviewing proposed developments, and will work with developers to attempt to find ways to mitigate those impacts.



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## 7.0 Natural Resources

An analysis of the uses of rivers, and other waters, forests, range, soils, harbors, fisheries, wildlife, minerals, thermal waters, beaches, watersheds, and shorelines.

### 7.1 Current Conditions

#### *Geology:*

The geology of Clark County has been influenced by two different topographical regions within the County. The southern portion, an extension of the Snake River Plain, is characterized by a belt of mafic volcano flow and sedimentary rocks. Most of this belt is made up of quaternary basalt flows covering tertiary rhyolites. These flows are permeable and comprise the major aquifers in the area.

The Central Rocky Mountains in the north and western portions of the County are comprised of pretertiary sedimentary rocks that consist of tertiary rhyolites, pyroclastic rocks, and related rocks. These flows have a low permeability. The upper portions of these mountains contain a large amount of sandstone, shale, and mudstone, as well as a mix of eugeosyncline suggesting that the mountains may have been formed by volcanic activity compressing and lifting the sedimentary rock.





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### ***Vegetation***

The Caribou-Targhee National Forest portion of Clark County contains lodgepole pine interspersed with Englemann spruce, subalpine fir, and Rocky Mountain Douglas fir.

Lower sections of the County have wide expanses of sagebrush/bunchgrass.

### ***Wildlife***

Clark County provides a habitat for the sage grouse whose population and habitat have been threatened for over eighty years. The sage grouse has been studied as early as the 1930's when it was discovered that the population was declining rapidly. Sage grouse rely on sagebrush for shelter in the winter.

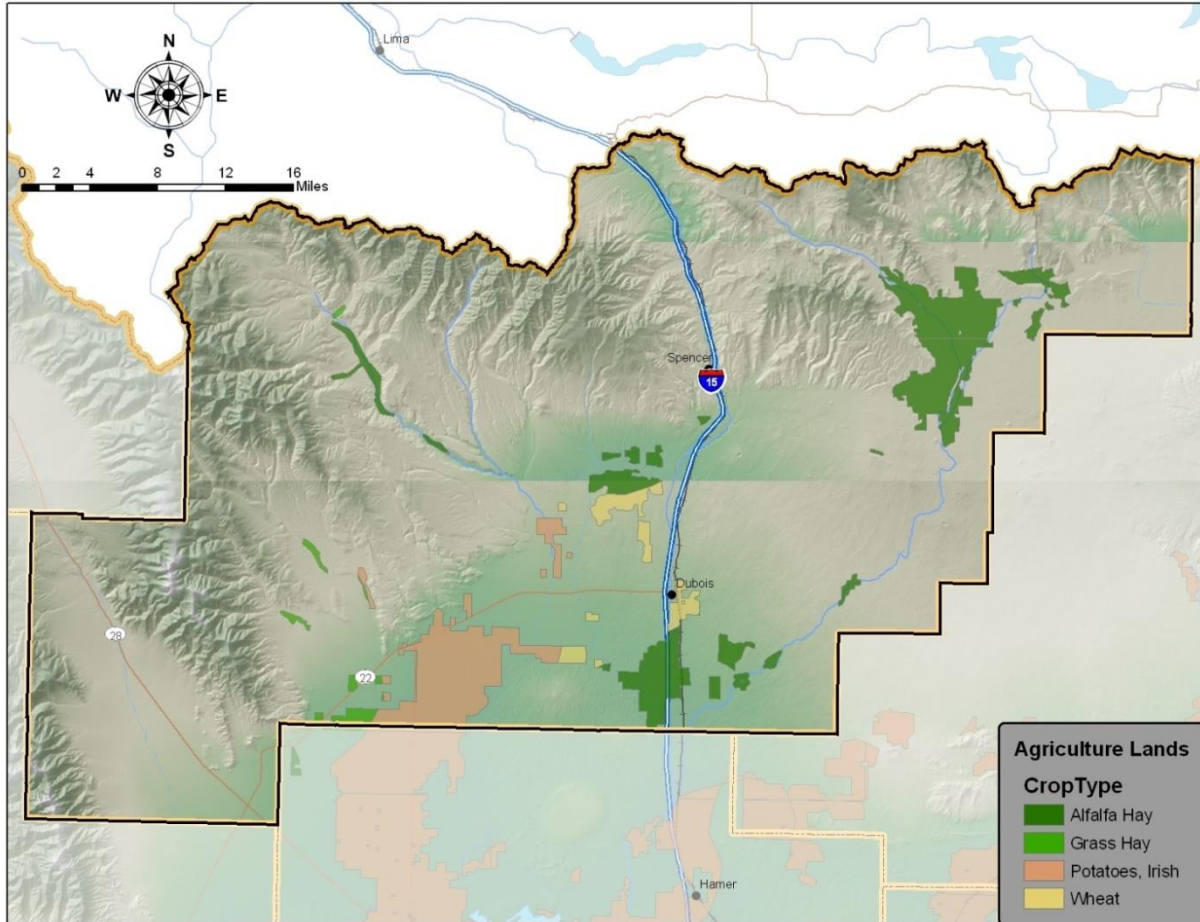
The Caribou-Targhee National Forest is home to black bear, wolf, elk, moose, mule deer, white tail deer, mountain lions, and pronghorns. The various streams, brooks and creeks are home to a variety of fish including, cutthroat trout, brook trout, and rainbow trout.

### ***Land Use***

Federal and state lands make up almost three fourths of the land in the County while private land makes up most of the remaining one fourth of the County. City and County owned lands count for only 1% of the land use in the County. Forest Service land is used for grazing, mining, timber harvest, recreation, and fire-wood gathering. The predominant use of land in the County is grazing. Other uses include irrigated and dry crop lands, pasture, and alfalfa fields.

The USDA also operates the Sheep Experiment Station in Clark County. This project includes 28,000 acres of land north of Dubois. The sheep are mainly fed through grazing; however, harvested feed is used to “formulate balanced diets to feed the sheep when they are in dry lots”.

There are some minerals and stones found and mined in the county with opals being the largest commodity. The Spencer Opal Mine is an open pit mine that is the only area in North America where opals are plentiful enough to mine.



## 7.2 Future Conditions

- Opportunities for grazing livestock on federal and state lands should be continued at levels that are consistent with customs, culture, historical use, and the protection of equitable property rights.
- Continue offering incentives for improving grazing lands and promoting good land stewardship;
  - Encouraging permitted ownership of range improvements;
  - Appropriate fee schedules;
  - Allotment management plan flexibility;
  - Increasing grazing capacity or allowing other benefits to accrue to permittees making investments in range betterment.

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### 7.3 Concerns

- Mining is still conducted in Clark County but is no longer a major employer in the County.
- While grazing is still a primary use of land in Clark County there has been a decline in the agricultural industry.

### 7.4 Goals, Objectives & Actions

**Goal:** Protect wildlife habitat and waterways.

**Objective:** Ensure that developments are designed to minimize impact on wildlife, habitat, and waterways.

**Actions:**

- Develop appropriate definitions of wetland and riparian resources.
- Ensure that livestock access to surface water resources remain consistent with customs, cultural and historical use, as well as not be obstructed in any way.
- Clark County shall assist federal and state resource management agencies in developing appropriate goals in wildlife monitoring and numbers that will minimize any conflict in resource use between wildlife and livestock. Shall not be designed in a manner which would have serious impacts upon the customs, culture and economy.
- Protect threatened and endangered species; this protection shall not be designed in a manner which would have serious impacts upon the customs, culture, and economy of Clark County. Clark County shall be informed of and have the opportunity to respond to any such plans.

**Goal:** Clark County will assist federal and state resource management agencies in adopting an appropriate range monitoring system.

**Objective:** The development of this range monitoring system shall document conditions and trends of rangeland resources.

**Actions:**

- The range monitoring system shall accurately reflect good range management principles consistent with Clark County grazing management objectives.
- Opportunities for grazing livestock on federal and state lands should be continued at levels which are consistent with Clark County's customs, cultural and historical use, as well as the protection of equitable property rights.



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## 8.0 Special Areas & Sites

An analysis of areas, sites, or structures of historical, archeological, architectural significance (analysis of areas and sites of ecological, wildlife, and scenic significance are contained in the Natural Resources chapter).

### 8.1 Current Conditions/Historical Sites

Clark County recognizes the cultural value of public and private recreational resources. These land uses should be compatible with the local customs and culture, within the constraints of private property rights.

Clark County contains a portion of the Nez Perce Trail referred to as the Birch Creek Massacre Site. This location was the site of the death of five freighters in the days preceding the Camas Meadows Battle of 1877. The Camas Meadows Camp and Battle Site are located east of Kilgore off County Route 2.

According to the Idaho State Historic Preservation Office Clark County consists of 35 architectural sites and 957 prehistoric/archaeological sites. These sites are of some historical value but may not be on the National Historic Register of Historic Places. The list below shows the sites which are on the National Register:

- **Birch Creek Rock Shelters** (added 1974 - **Site** - #74000737) address restricted, Blue Dome
- **Camas Meadow Camp and Battle Sites** (added 1989 - **Site** - #89001081)  
E of Kilgore, Kilgore
- **Spencer Rock House** (added 1989 - **Building** - #89001991)  
Also known as **Hardy, Charles W., House; Centennial Mountain Lodge**  
Off US 91 at Huntley Canyon, Spencer
- **St. James' Episcopal Mission Church** (added 1993 - **Building** - #93000387)  
Also known as
- **St. Peter's Catholic Mission Church; Heritage Hall**  
Reynolds St. (Old Co. Hwy. 91), Dubois

Heritage Hall Museum is located on South Reynolds Street in the town of Dubois. From the museum visitors can travel the Lost Gold Trails Loop off the Fort Henry Historic Byway at the “Y” intersection onto County Route A-2 north of Dubois. This old trail closely follows Beaver Creek as it meanders its way towards Montana.

### 8.2 Future Conditions

It would benefit Clark County to search out historical sites in the County that may be restored and added to the list of historical sites on the National Register. Some examples of these would be the Historic Dubois Hotel, Medicine lodge travertine mines, etc. By having them placed on the National Register, money would be available through grants to keep the buildings in historic

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condition. This would add to the charm of the County as well as the historical value placed on Clark County by its residents.

### **8.3 Concerns**

- Without proper maintenance, and the funding to complete this maintenance, the historical sites may be lost to the elements and effects of time

### **8.4 Goals, Objectives & Actions**

**Goal:** Protect significant historical and archaeological sites.

**Objective:** Encourage the preservation and restoration of historic resources.

**Actions:**

- Encourage local historic preservation efforts.
- Encourage public participation in the historic preservation program.

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## 9.0 Community Design

An analysis of needs for governing landscaping, building design, tree planting, signs, and suggested patterns and standards for community design, development, and beautification.

### 9.1 Current Condition

#### *General Historic Pattern*

Dubois, the County seat, remains the largest community in the County. The Dubois area also contains the majority of the County population and businesses.

Beaver Canyon was Clark County's first real settlement, although until the railroad arrived in 1879 it was not a formal town. The arrival of the railroad in 1879 eventually forced the residents to move to Spencer in 1897. The intentions of the railroad at this time were to replace the two small railroad towns of Beaver Canyon and Camas because of unfavorable conditions in both areas. No trace of these original towns exists today.

The original town of Beaver (or as some reports state Dry Creek), named after the creek that flowed through the town, is now Dubois. Dubois is the largest incorporated area in Clark County. Dubois eventually lost its importance as a railroad center, when the Roundhouse was relocated to Lima, Montana (north of the Idaho/Montana border) in 1927. This loss, combined with drought conditions and the depression took its toll on Clark County. Clark County lost much of its population during these years.

Throughout Clark County there can be found significant landscapes not only for the views they offer but for the sense of history they provide. Clark County has the unusual benefit of being surrounded by two national forests; one on the east and the other on the west border of the County, as well as the northern border being part of the Continental Divide leading into Montana and the Beaverhead Deerlodge National Forest. The southern end of the County is drier and has a history of dry farming and rangeland.

### 9.2 Future Conditions

Clark County desires to maintain its rural lifestyle and historic pattern.

### 9.3 Concerns

- The loss of agricultural businesses has led to a decline in the population.
- Residents are moving from Clark County affecting the business, schools, and community in general.

### 9.4 Goals, Objectives & Actions

The objective in designing communities in rural areas is to establish residences around main service center, providing easy access to necessary goods and services. Traditionally, as the communities reach capacity through infill and the need to grow outward from city centers



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becomes apparent, residential lots will ideally become larger and larger as they reach out towards the large farms/ranches and public lands which are so prevalent in the County. By planning community development in this manner there is preservation of rural living for those who choose it and a concentration of services in a small area for those wanting or needing easier access.

The abundance of recreational sites throughout the county is an integral part of many aspects of the Comprehensive Plan and community design is no exception.

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

**Goal:** Preserve and enhance the existing character that defines the entire Clark County community.

**Objective:** Revise the Development Code to balance between private property rights and practical use when making decisions on community design criteria.

**Actions:**

Work within the Clark County Development Code to set development standards for:

- Areas of critical concern – Standards to discourage development that will have significant negative impacts on surrounding natural resources
- Areas best suited for residential, commercial, and industrial uses. Standards that will allow decision makers to judge the best places for these uses in the county
- Signs – Provide for better enforcement of sign regulations, lighting, and placement of signs
- Buffering and Landscape – Encourage strategies that protect view corridors and buffer commercial and industrial development from rural living areas.
- Junk or Salvage Yards – Regulation and enforcement on the placement and operation of such uses
- Setbacks – Review use of setbacks, particularly along transportation corridors or areas that have scenic or visual value
- Nuisances – Give the County and the cities full authority to clean up non-attractive nuisances or those posing health and safety issues
- Abandoned Vehicles – Set standards as to the number and duration that unlicensed or abandoned vehicles can remain on property.
- Develop historic building guidelines to encourage preservation and maintenance of our cultural heritage.

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- Encourage tree planting in the County and continue the standards for landscaping for commercial and industrial developments.
  - Encourage planting and preservation of eco-functional plants on private property to minimize water use and loss of wildlife habitat.
  - Discourage landscape plantings that use highly palatable, non-native plants
  - Protect Clark County's fish and wildlife resources as important elements of community character, culture, and heritage.
  - Promote private property owner incentives to protect open space, natural areas, and wildlife corridors.
  - Promote the use of wildlife-friendly fencing (with exception of agricultural fencing for livestock) in rural settings, exclusionary fencing when needed for residences, or no fencing when appropriate.



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## 10.0 Housing

An analysis of housing conditions and needs; plans for improvement of housing standards; and plans for the provision of safe, sanitary, and adequate housing, including the provision for low cost conventional housing, the siting of manufactured housing and mobile homes in subdivisions and parks and on individual lots which are sufficient to maintain a competitive market for each of those housing types and to address the needs of the community.

### 10.1 Current Conditions

#### *Housing Stock and Affordability*

The housing stock in Clark County consists of five hundred fifty-three housing units, with or without garages. The median household contains 3.31 people. The median value of homes has increased in the last decade. In 2000 the median value was \$54,300 but by 2016 this had grown to \$116,866 dropping slightly in 2019 to \$108,629. The average home in 2016 sold for \$145,961, with mobile home selling for \$18,735. Renters paid an average of \$575 a month in Clark County in 2013-2017.

The town of Dubois also consists of a large amount of seasonal or second-home housing for recreational users. Dubois's availability of reasonably priced housing for rent has declined. The town also has low real estate taxes to entice new home buyers.

Sixty-nine percent of the occupied units are occupied by owners, slightly over 8% of the structures are multi-unit structures, and approximately 14% of the occupied units are renter occupied.

### 10.2 Future Conditions

Home sales in 2008 averaged \$102,000. The current average of three homes listed for sale April of 2019 is \$259,600. This is an increase of 154% if these homes sale for listed price.

### 10.3 Concerns

- With the loss of living wage jobs residents may lose their homes to foreclosure or bank repossession.
- As the economy declines home values will also decline.

### 10.4 Goals, Objectives & Actions

**Goal:** Provide adequate, safe housing for residents of Clark County.

**Objective:** Provide affordable housing for families.

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**Actions:**

- Assess the housing market and determine areas where affordable housing could be built, or buildings remodeled to allow for more affordable housing.
- Market affordable housing, focusing on families.
- Encourage new businesses to attract, as well as maintain, residents to the County.

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## 11.0 Public Services, Facilities and Utilities

An analysis showing general plans for sewage, drainage, power plant sites, utility transmission corridors, water supply, fire stations and firefighting equipment, health and welfare facilities, libraries, solid waste disposal sites, schools, public safety facilities and related services. The plan may also show locations of civic centers and public buildings.

### 11.1 Current Conditions

#### Water Source

Surface water makes up less than 1% of the total area of Clark County. The total withdrawal of fresh water for public use in Clark County is 0.11 million gallons per day.

Clark County consists of several creeks; Medicine Lodge Creek, which runs through the west-central portion of the County, Birch Creek which runs through the far western section of the County and Camas Creek which runs from the north-central border with Montana to Mud Lake and Rays Lake in Jefferson County, Idaho. These creeks are part of the “sinks” drainage that sinks into the Snake River Aquifer. Paul’s Reservoir is located northwest of the town of Spencer, close to the Montana border; Sheridan Reservoir is located in the north eastern tip of Clark County near the Fremont County border.

- Aldous Lake (Slide Mountain area)
- Divide Creek Lake (Deadman Lake area)
- Gardner Lake (Gardner Lake area)
- Hancock Lake & Aldous Lake (Slide Mountain area)
- Little Lake (Spencer North area)
- Walking Fish Lake (Slide Mountain Area)
- Paul Reservoir (Paul Reservoir area)
- Sheridan Reservoir (Sheridan Reservoir area) (privately owned no public use)
- Threemile Reservoir (Spencer South area)

The largest of these is Sheridan Reservoir in the northeast corner of the County. Sheridan Reservoir is privately owned and provides no public water supply.

#### Wastewater

The City of Dubois provides domestic water distribution and sewage collection and treatment for residents within the city limits. Beyond the boundaries of Dubois, water is supplied by individual wells and sewage systems.

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There are approximately twelve public water systems in Clark County which provide services to businesses and recreation sites.

### ***Solid Waste Management***

Clark County Solid Waste is located in Dubois and provides municipal waste collection for Clark County.

In 2010 Clark County and neighboring counties formed a Regional Solid Waste District, as allowed under Idaho Code Title 31 Chapter 49. The creation of this District anticipated to facilitate the construction and long term operation of a Waste to Energy plant in Clark County. Unfortunately these plans did not materialize. Since then, the District has worked diligently to find an area for a landfill. Clark County had property they examined for the site but due to environmental stipulations they were unable to facilitate the landfill. Fremont County will be the location of the site.

### ***Fire Protection***

Fire Protection for Clark County is provided by a twenty three member volunteer fire department located in Dubois. Dubois Volunteer Fire Department is part of the Eastern Idaho Interagency Fire Center. This agency has thirty-eight Cooperative Agreements with city and rural fire departments.

The Camas Creek Rangeland Fire Protection Association was established in 2017 to assist BLM and Forest Service with fire suppression efforts. Forty local landowners, mostly ranchers, have completed the training. The association is still in the process of attaining necessary equipment.

### ***Safety***

Law enforcement in Clark County is mainly conducted by the Clark County Sheriff's Department. Assistance is also provided by the Idaho State Police and two Idaho Fish and Game Department conservation officers. The Forest Service contracts the Sheriff's Department to patrol campgrounds as well as to conduct search and rescue during the summer months. Clark County Sheriff's Office also has a County Search and Rescue team of approximately twenty-three volunteers. This Search and Rescue Team is considered a Level 3 Sheriff's Reserve. Clark County also has nine volunteer Emergency Medical Technicians who provide emergency medical services in Clark County. Clark County Sheriff's Office provides dispatch for Search and Rescue, EMT's, and the fire department.

### ***Ambulance Services***

An ambulance is based in Dubois and linked to the state emergency medical service system. Volunteer EMT's provide emergency medical services, with three EMT's on call at all times. Backup is provided by Mud Lake District, the Air Idaho and Life Flight Rescue helicopters. April 2019 a new ambulance was received through grant efforts of the Emergency Manager.

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## *Hospital*

The nearest hospitals are located in either Rexburg (Madison Memorial) or Idaho Falls (Eastern Idaho Regional Medical Center & Mountain View Hospital); each one is approximately fifty miles away.

## *Library System*

The Clark County District Library is located in Dubois, Idaho. The District Library is a public library system which serves the nine hundred and six residents of Clark County, Idaho. The library's collection consists of 8,592 volumes.

### **11.2 Future Conditions:**

Emergency services rely on volunteers to support their programs; the diminishing population may cause the decline of volunteer firefighters and EMT's. Although the resident population is diminishing the tourist population continues to increase, particularly in the summer. The increase of non-residents requires the need for up to date facilities and services.

### **11.3 Concerns:**

- Decline in population may lead to lack of emergency services volunteers.

### **11.4 Goals, Objectives & Actions:**

**Goal:** Clark County will assess the impacts of proposed developments on public services and facilities, and the school district.

**Objective:** Refer all proposed new developments to the school district, fire department and other potentially affected services for review and comment.

#### **Actions:**

- Require developments in timber or other areas of flammable vegetation to provide defensible spaces to help protect structures and their occupants from wildfire.
- Clark County will limit the density of rural development to match the limited public facilities and services available.
- Developers will be required to provide all on-site facilities, including roads needed to serve the residents or users of their project.
- Clark County will assess the impacts of proposed facilities on off-site facilities, and where necessary ask developers to make a fair, proportional contribution to the provision of any new or improved facilities needed to serve the residents or users of their development.

**Goal:** Provide public services and facilities for County residents and non-residents.

**Objective:** To increase the availability of public services for County residents and non-residents.



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**Actions:**

- Offer incentives to businesses to locate in Clark County.
- Educate community on volunteer services needed (including firefighters, EMT's, etc.) and recruit volunteers.

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## 12.0 Hazardous Areas

An analysis of known hazards as may result from severe weather, susceptibility to surface ruptures from faulting, ground shaking, ground failure, landslides or mudslides; avalanche hazards and floodplain hazards.

### 12.1 Current Conditions

#### Extreme Cold

Extreme Cold is the most serious hazard facing Clark County. Extreme Cold, coupled with either a severe straight line wind or winter storm event, occurs frequently in the County. Extreme cold affects the individual, families, cities, and the County. Economic impacts are difficult to estimate however, the economy comes to a standstill during extreme cold events. Damage typically occurs to individual properties; however, city water systems are usually vulnerable to extreme cold. Repairs to water line freeze ups and breaks typically require the roadways to be excavated necessitating additional maintenance and repairs during the warmer months.

Extreme Cold can cause death and injury especially to those working or stranded outside for prolonged periods. Economic loss is related to private individuals, businesses, and government agencies in heating of homes and facilities. Additional losses can be expected to the livestock industry. During extreme cold periods the schools are closed to protect children traveling to and from school.

During the spring, summer, and fall temperatures can drop low enough to produce frost. While such temperatures are not low enough to damage infrastructure or require extra heating costs, it can be devastating to crops.

#### Winter Storms

Winter storms occur fairly frequently in Clark County and have had some devastating consequences. One such storm occurred in February of 1989 and has been dubbed the “Siberian Express”. The storm hit Clark County a day before it had been predicted by weather reports, and according to one rancher, it “killed everything in its path that didn’t have shelter.” The storm lasted for four days with sub-zero temperatures and winds of 40 to 50 mph creating a wind chill factor of 90-100 degrees below zero. Innumerable cattle, sheep, and horses were lost during the storm, and many animals died after due to stress, frostbite, bloat, abortions, and other storm related causes. Many herds were completely wiped out. Wildlife suffered equally including elk, moose, coyotes, snowshoe hares, and other small wildlife. Suffocation was one apparent cause of death as ice formed on the nostrils, eyes, and mouth areas. Snow and wind caused snowdrifts as high as 15 feet, stranding many people in their homes and travelers on the roadways for the duration of the storm. Cecil D. Andrus, Governor of Idaho, declared Clark County a disaster.

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*Disaster aid sought*  
**Snowdrifts  
bury herds**

The impacts of the very cold temperatures that may accompany a severe winter storm are discussed above. Other life threatening impacts are numerous.



Post Register file photo

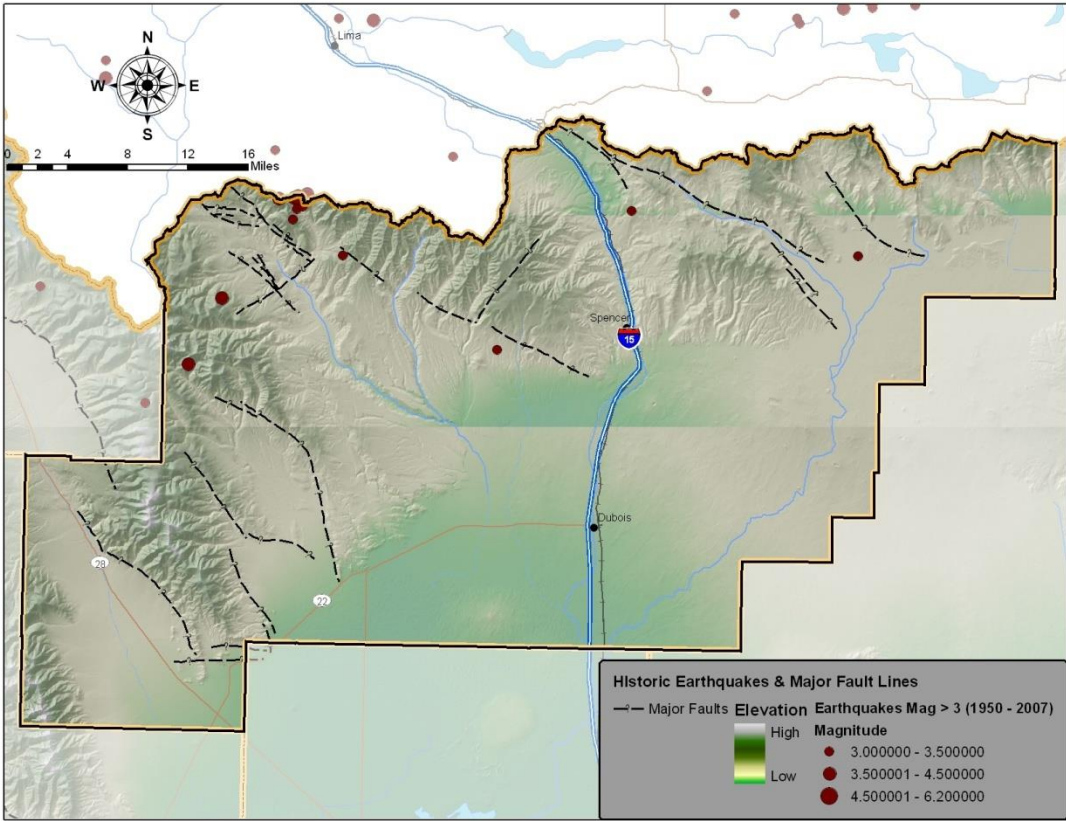
Motorists may be stranded by road closures or may be trapped in their automobiles in heavy snow and/or low visibility conditions. Bad road conditions cause automobiles to go out of control. People can be trapped in homes or buildings for long periods of time without food, heat, and utilities. Those who are ill may be deprived of medical care by being stranded or through loss of utilities and lack of personnel at care facilities. Use of heaters in automobiles and buildings by those who are stranded may result in fires or carbon monoxide poisoning. Fires during winter storm conditions are a particular hazard because fire service response is hindered or prevented by road conditions and because water supplies may be frozen. Also, Emergency Services may not be available if telephone service is lost. People who attempt to walk to safety through winter storm conditions often become disoriented and lost. Downed power lines not only deprive the community of electricity for heat and light, but pose an electrocution hazard. Death and injury may also occur if heavy snow accumulation causes roofs to collapse.

### Seismic and Geological Hazards

Geologic and seismic hazards are adverse conditions capable of causing loss of life and damage to property involving the movement of geologic features or elements of the surface of the earth. There are a wide variety of these hazards that may be categorized as either sudden or slow phenomena. These hazards include soil erosion, sinkholes, and other ground subsidence, and migrating sand dunes. Sudden geologic hazards include; earthquake, landslide/mudslide, and snow avalanche.

Idaho ranks fifth in the nation for earthquake hazard. Clark County's historical earthquake activity is above the state average and 193% greater than the U.S. overall average. Between 1959 and 2006 Clark County had 204 recorded earthquakes. The following table lists earthquakes with the highest magnitudes recorded 1976-2018.

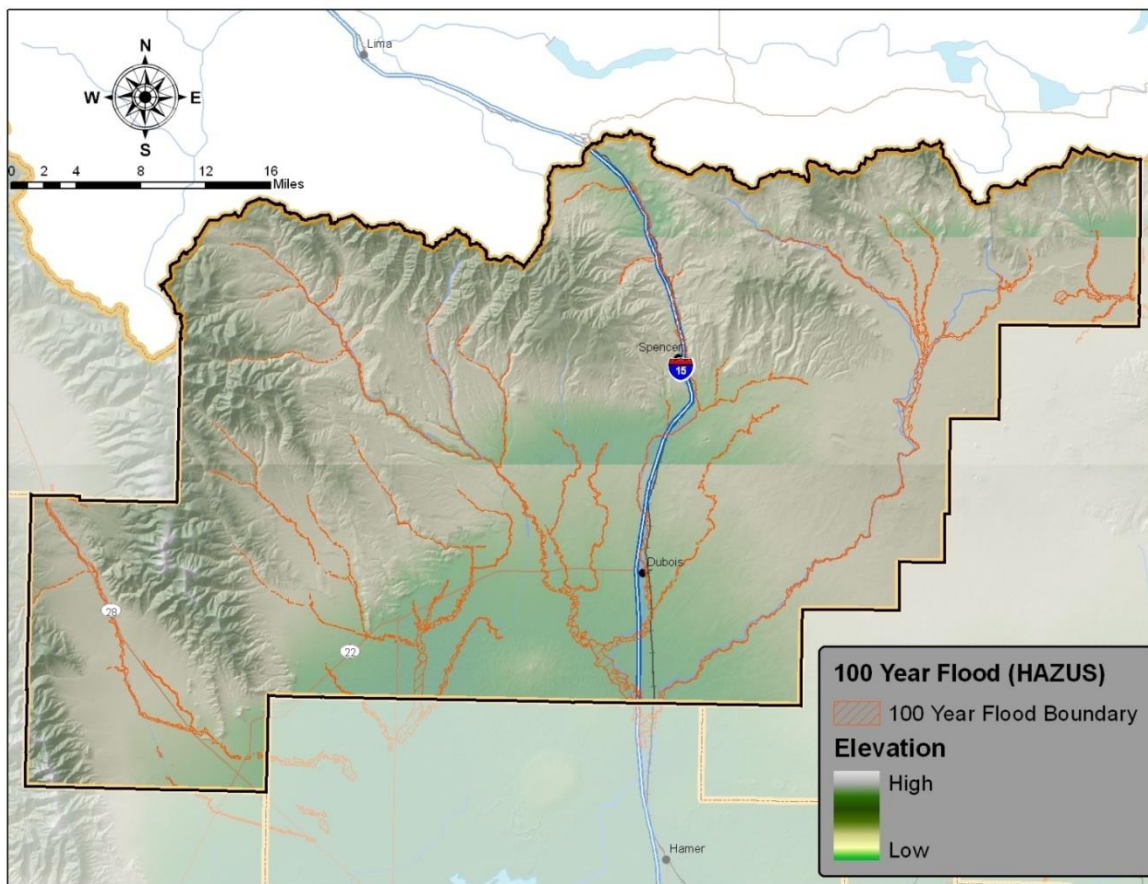
Place	Date	Event	Magnitude
Clark	12/2/1976	Earthquake	3.4
Clark	5/7/1984	Earthquake	4.1
Clark	10/2/1985	Earthquake	3.3
Clark	11/21/1985	Earthquake	3.8
Clark	5/23/1989	Earthquake	3.2
Clark	11/14/1998	Earthquake	3.4
Clark	11/1/1999	Earthquake	3.2
Clark	1/28/2001	Earthquake	3.8
Clark	2/5/2006	Earthquake	4.4
Clark	4/5/2011	Earthquake	4.4



Snow Avalanches are common in mountainous terrain where heavy snowfall accumulates on steep slopes. The average slope for an avalanche is 30-45 degrees with 38 degrees being the “ideal” slope for development of avalanche conditions. The exact moment of an avalanche cannot be predicted; avalanche conditions are readily recognizable and tend to recur on the same slopes year after year. Although the table below only shows one reported avalanche, many avalanches occur in the back country and go unrecorded. With the increase in second homes and recreationists, Clark County could experience an increase in reported avalanches.

### Floodplain Hazards

Clark County participates in the National Flood Insurance Program. The Clark County Floodplain Administrator is the Emergency Management Coordinator. Clark County utilizes the Community Rating System designation through FEMA. Clark County has one community within the 100 year flood plain hazard area, the City of Dubois.





There was historic flooding throughout the county March 2018.



Sullivan Ranch



Highway 91



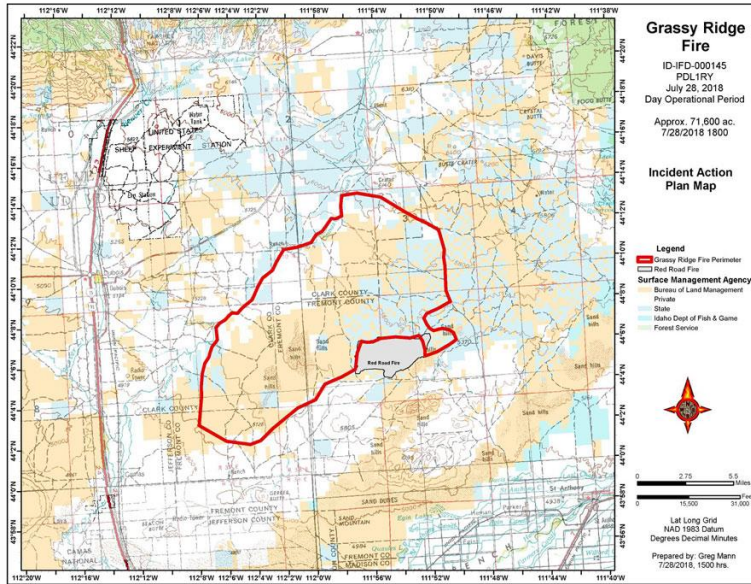
Medicine Lodge

### Wildfire

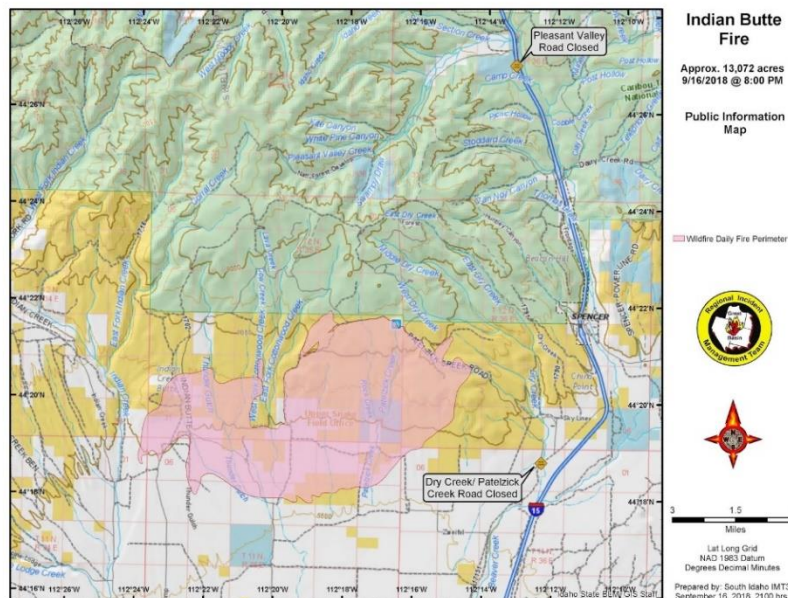
From 1983 to 2002 recorded wildfires in Clark County burned approximately 13,158 acres. A breakdown of the number of acres burned is given in the following table.

<b>Number of Fires</b>	<b>Approximate Acres Burned</b>
141	Less than 100
8	100-199
4	200-499
3	500-1999
6	>1,000

Lightning started the Grassy Ridge fire on July 26, 2018. Approximately 99,502 acres burned. The town of Dubois was evacuated when the fire came within 1.5 to 2 miles of the city. Several producers lost livestock, grazing, conservation structures and fencing.



The Indian Butte Fire was started by a motorized vehicle on private property on September 12, 2018. This fire was located 8 miles northwest of Dubois burning 13,072 acres. Producers also lost livestock, grazing and fencing. g in this fire.



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Wildfires threaten the lives of anyone in their path including hikers, campers, and any other recreational users, as well as firefighters and home owners. Large volumes of smoke and airborne particulate materials are produced that can affect the health of persons for many miles downwind. Nearer to the fire, smoke reduces visibility, disrupts traffic, and increases the likelihood of highway accidents. Wildfires also affect water quality in the area; erosion rates may increase as well as bring an increased rainfall runoff and flash flood threat. Indirect impacts of fire include; losses to tourism, recreational and timber interests, and loss of wildlife habitat. Agricultural losses may be sustained including livestock, crops, fencing, and equipment.

The Clark County Wildland Fire Mitigation Plan was written and adopted in May of 2003. The plan was updated in 2014. The Wildland Fire Mitigation Planning Committee did an excellent risk assessment of the WUI area and developed several mitigation projects. The Committee provided the risk evaluation contained in Table 4.4.1 and illustrated in Figure 4.4.1. According to the Risk evaluation the highest hazard areas are Pleasant Valley, in the Beaver Creek Drainage, and Kilgore Northwest and Northeast, in the Camas Creek Drainage.

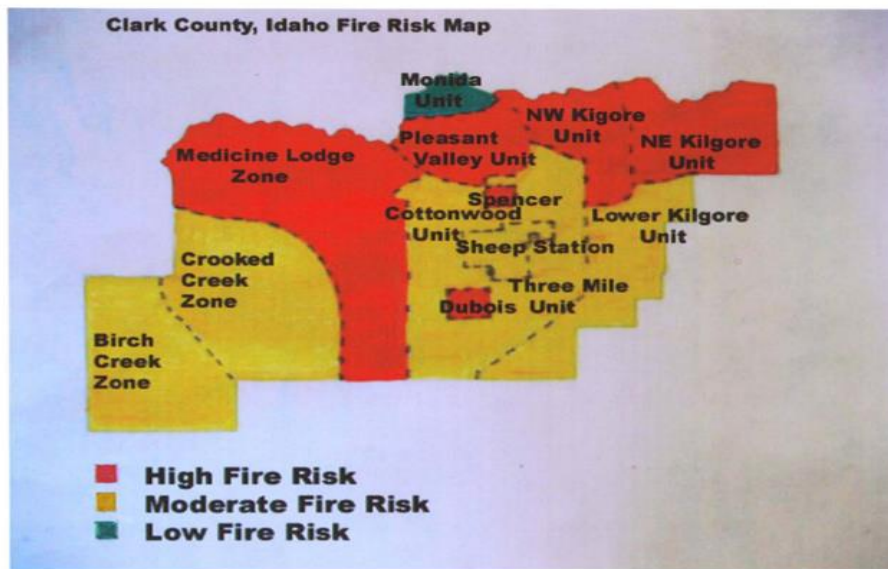
The Bureau of Land Management Idaho Falls District transferred a surplus wildland fire engine to the Clark County Fire Department today, part of BLM's effort to respond to rural wildland fires by giving excess equipment and supplies to local fire departments and Rangeland Fire Protection Associations.





Location	Fuel	Slope	Access	Response	Occurrence	Value	Total	Rating
Birch Creek	3	2	8	7	8	3	31	Moderate
Crooked Creek	4	2	9	6	5	3	29	Moderate
Beaver Creek Drainage								
Monida	2	2	7	8	3	3	25	Low
Pleasant Valley	4	3	7	8	6	7	35	High
Three Mile	3	2	7	6	3	5	26	Moderate
Cottonwood	3	2	7	6	11	5	34	Moderate
Spencer	3	4	6	2	2	22	39	High
Dubois City	3	1	1	0	7	26	38	High
Sheep Station	4	2	6	4	8	2	26	Moderate
Camas Creek Drainage								
Kilgore South	4	1	6	8	4	3	26	Moderate
Kilgore Northwest	5	4	7	8	6	5	35	High
Kilgore Northeast	5	4	7	8	9	7	40	High

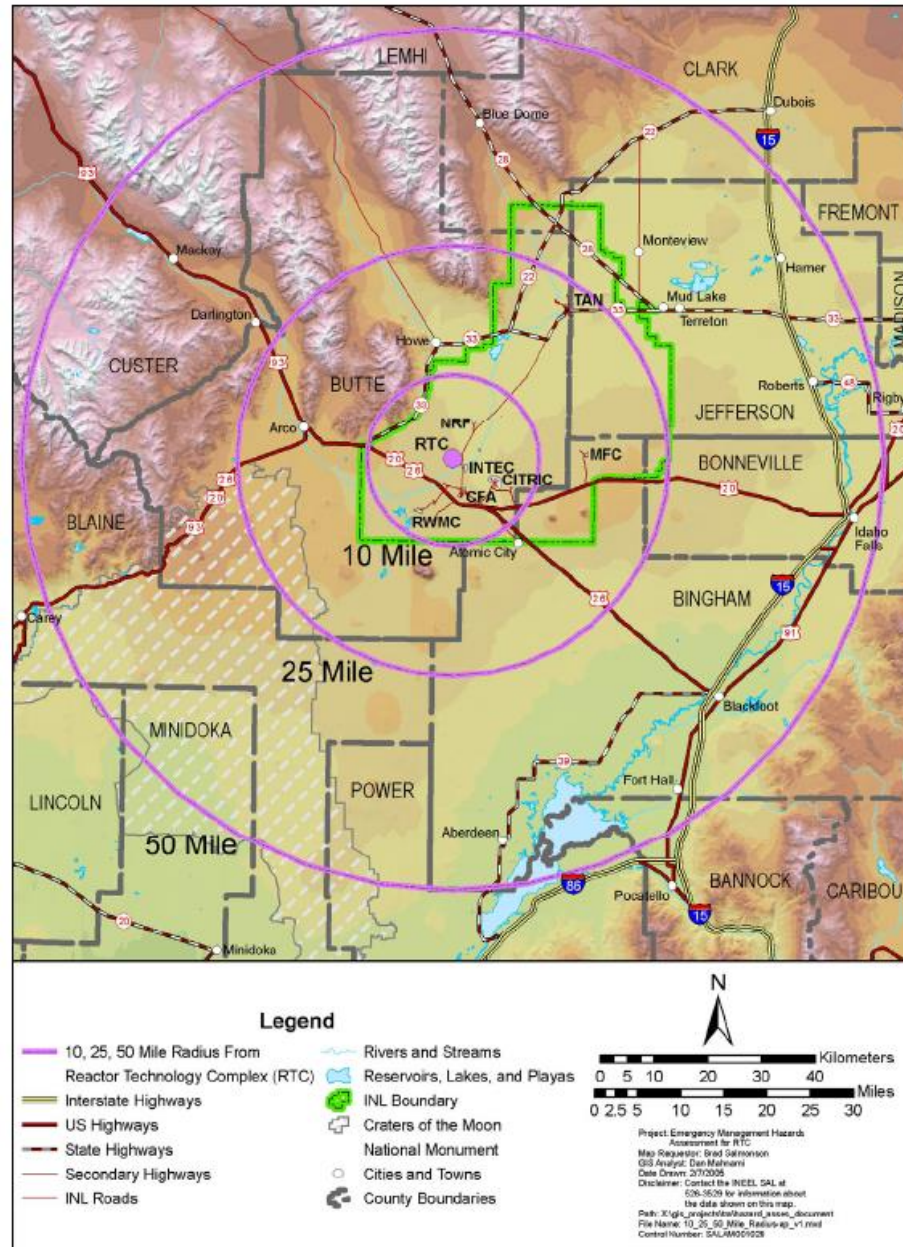
Fire Risk Rating 0-25 Low, 26-35 Moderate, 35-45 High



Source: Clark County WUI Fire Mitigation Plan

## Manmade Hazards

The Idaho National Laboratory poses a credible hazard to southwestern parts of Clark County. The locations of the INL and of the RTC facility within the Site boundary are shown in the figure below. The Protective Action Distance for a radiological release from the RTC facility is given as 115 km (approximately 69 miles). This indicates a threat to crops and grazing lands in southwestern portions of Clark County.



The ingestion pathway planning zone is the area within a 69-mile radius of Reactor Technology

<b>INL Hazards Assessment Maximum Protective Action Distances (PAD)</b>		
<b>Facility</b>	<b>Non-Rad PAD</b>	<b>Rad PAD</b>
Research Center (IRC)	0.1 km	None
Radioactive Waste Management Complex (RWMC)	None	15 km
Reactor Technology Complex (RTC)	7.8 km	115 km
Idaho Nuclear Technology and Engineering Center (INTEC)	1.6 km	16 km
Central Facilities Area (CFA)	0.5 km	None
Transportation	*	*
MATERIALS AND FUELS COMPLEX (MFC)	1.7 km	4.5 km
AREA NORTH (TAN)	**	0.03 km

\* INL asserts that associated transportation activity is within “normal” limits for highway traffic and uses the DOT ERG for its planning basis. \*\* Unclear but well within INL Site boundary

*Source – U. S. Department of Energy Idaho Operations Office*

Complex that includes all food production, processing and marketing facilities. There are two types of responses meant to prevent or limit public exposure through the ingestion pathway:

1. Preventive protective action - Actions taken by farmers to prevent contamination of milk, water, and food products (i.e., shelter dairy animals and put on stored feed and covered water).
2. Emergency protective actions – Actions taken by public officials to address contaminated milk, water, and food products, and divert such products from animal and human consumption (i.e., embargoes). The routes of ingestion are not as direct as those of the plume pathway. Ingestion exposure remains a longer-term problem because vegetables, fruit, trees, and grains may take up radionuclides from the soil. They may also be ingested by wild game and fish that may in turn, be eaten by humans.

## **12.2 Concerns**

- Clark County needs to continue to implement those mitigation actions identified in the Clark County All Hazard Mitigation Plan which was adopted in November of 2008.
- Clark County Hazard Mitigation Plan will be updated 2019.

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### 12.3 Goals, Objectives & Actions

**Goal:** Clark County will reduce the potential damage to County infrastructure and structures through implementation of mitigation techniques.

**Objective:** Protect residents and property from potential damages.

**Actions:**

- Begin city participation in the NFIP.
- Develop a Culvert Maintenance Program

**Goal:** Clark County will develop methods to mitigate the losses due to severe weather in the County.

**Objective:** Develop Methods to Reduce Straight Line Wind Damage

**Actions:**

- Plant Living Windbreaks/Snow Fences
- Develop secondary supply of electrical power

**Goal:** Clark County will reduce potential damage to County infrastructure and structures through implementation of earthquake mitigation techniques.

**Objective:** Ensure enforcement of seismic building code provisions in the International Building Code as adopted.

**Action:**

- Adopt the International Building Code County wide. Update: International Building Code 2012 adopted July 10, 2017.

**Goal:** Clark County will reduce the potential damage to property from Landslides by adopting codes and standards for construction in landslide prone areas.

**Objectives** Reduce Potential Damage to Structures in Landslide Prone Areas.

**Action:**

- Revise the County Subdivision Ordinance to restrict building in areas prone to land/mud slides.

**Goal:** Clark County will reduce the losses caused by wildfire by continuing the Wildland Urban Interface Mitigation Program.

**Objectives:**

- Adopt and enforce applicable components of NFPA Code 1144 that addresses the unique needs of Clark County.
- Improve access to areas prone to Wildland Fire.

- 
- Reduce flammable fuels immediately adjacent to roads in high risk areas.
  - Develop Additional Water Supplies for Fire Protection.

**Actions:**

- Develop a Wildland Fire Ordinance which establishes the road widths, access, water supply, and building regulations suitable to ensure new structures can be protected.
- Standardize roadway/street widths for improved access in Wildfire Areas.
- Revise the County Subdivision Ordinance to require dual access in all subdivisions.
- Develop a standard practice for roadside vegetation management in the WUI.
- Develop an agreement with developers and rural private landowners for access to and use of water sources for fire protection.

**Goal:** Clark County will continue to work to reduce the risk of Nuclear Events in the County.

**Objective:** Work with INL and proposed nuclear facilities to understand the risk posed to the County from operations.

**Actions:**

- Develop an ingestion pathway protection program.

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## 13.0 School Facilities and Transportation

An analysis of public school capacity and transportation considerations associated with future development.

### 13.1 Current Conditions

Clark County School District is the only school district in Clark County. The Clark County School district consists of two schools and an average enrollment of one hundred fifty six students. Clark County Junior-Senior High School consists of grades six through twelve. Lindy Ross Elementary School consists of grades first through fifth. Both schools are located in Dubois.

Clark County School District is a small district with personal attention to the individual. The student/teacher ratio is 12 to 1. The Clark County School District also serves a large Hispanic population.

### 13.2 Concerns

The population of Clark County has been declining with the loss of living wage jobs, this decline may also lead to a decline in school enrollment. The economic challenges and the decline in population will affect the state funding to the schools, this will in turn affect the district's ability to maintain facilities and retain teaching staff.

### 13.3 Goals, Objectives & Actions

**Goal:** Maintain and increase the enrollment in the Clark County School District.

**Objective:** Clark County needs to maintain and increase the number of residents with school age children.

**Actions:**

- Recruit businesses that can offer living wage jobs to the area.
- Develop family friendly parks and housing areas to encourage current families to stay, as well as attract new families to the area.
- Appeal to the sense of rural-family community to attract families to the area from urban areas.





## 14.0 Land Use

An analysis of natural land types, existing land covers and uses, and the intrinsic suitability of lands for uses such as agriculture, forestry, mineral exploration and extraction, preservation, recreation, housing, commerce, industry, and public facilities. A map shall be prepared indicating suitable projected land uses for the jurisdiction.

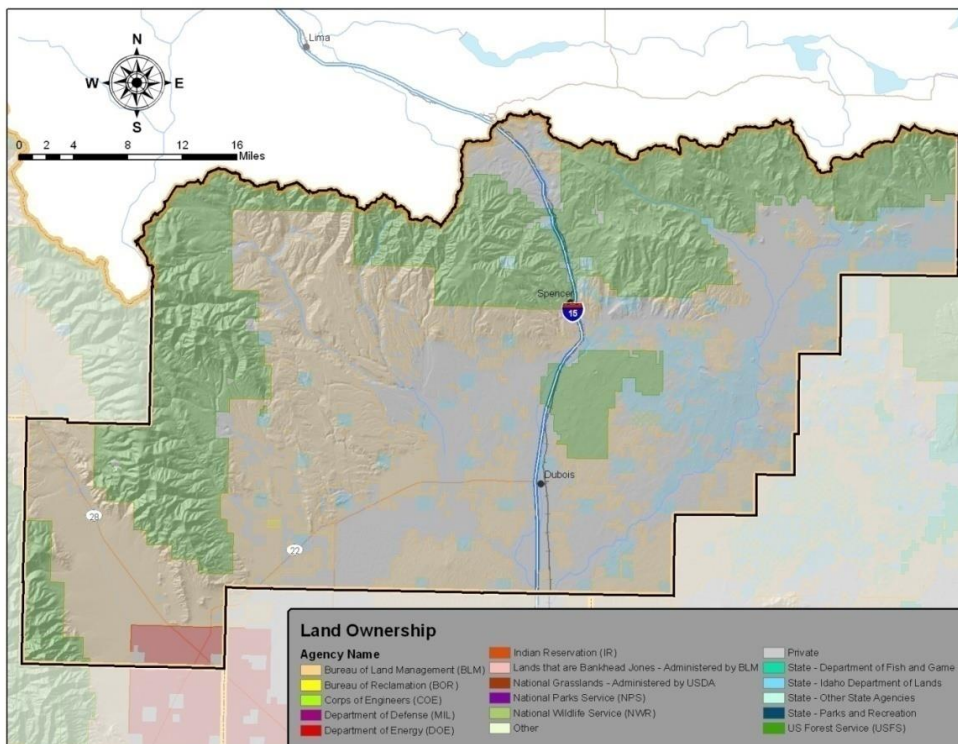
### 14.1 Current Conditions

Clark County is the least populated county in Idaho, but very diverse geographically. There are two incorporated cities in Clark County: Dubois and Spencer. Other communities include Kilgore, Humphreys, Lidy Hot Springs, Lone Pine, Small, Edie, and Idmon. The County is considered 100% rural. Farming and ranching is the main livelihood; however, due to the recreational opportunities available and the surrounding natural environment, summer homes are beginning to show up scattered throughout the County.

The existing land use patterns in Clark County include grazing as the dominant land use on both public and private lands in Clark County. Rangeland constitutes 76.5% of land use in the County. Other uses include irrigated and dry crop lands, pasture, and alfalfa fields, forest, and recreation.

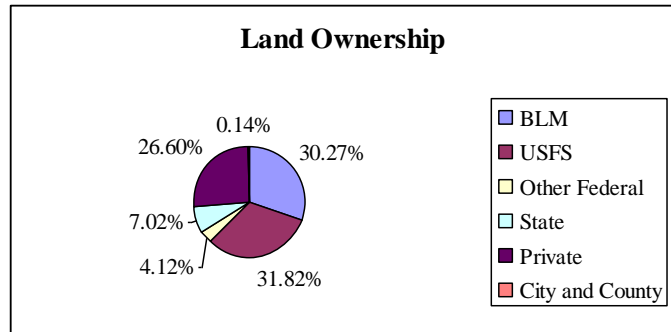
The USDA operates the United States Sheep Experiment Station (USSES) in Clark County. This operation was designated by US President Woodrow Wilson in 1916 and is located on 28,000 acres north of Dubois. The USSES employs approximately 16 people with 13 houses and trailers on site. The USSES currently has 2,500 mature sheep, plus attendant young sheep of various

ages. The lambing rate is approximately 170% .Sheep harvest the majority of their feed through grazing; however, harvested feed is used to formulate balanced diets and to feed the sheep when they are in dry-lots.





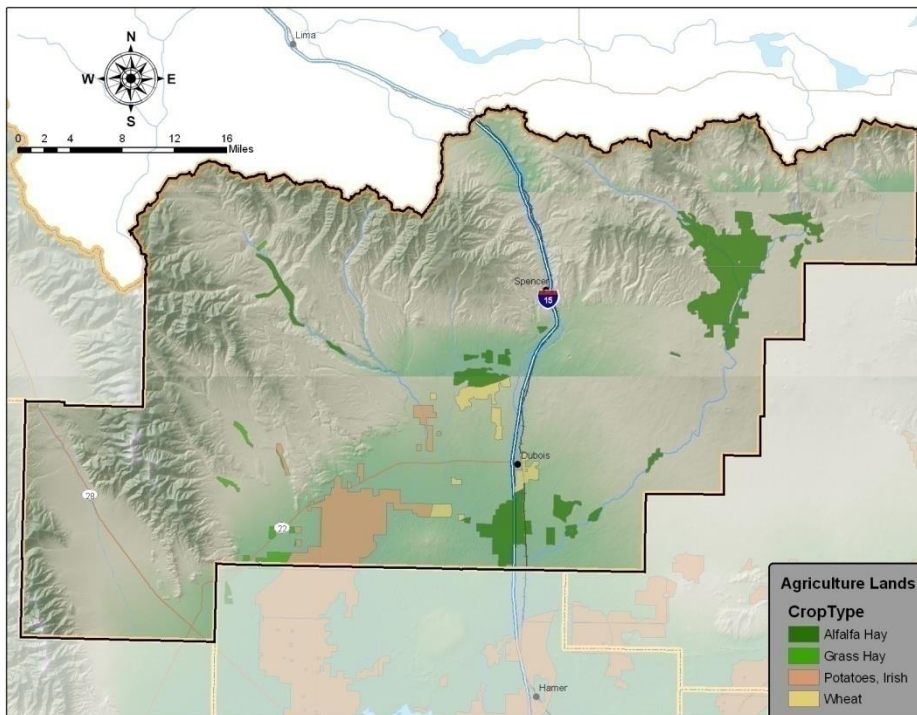
The distribution of land ownership in the County is shown in Figure 2.2 below. Federal and state lands make up almost ¾ of the County. Private land is about ¼ of the County at 333,813 acres and the city and county lands are less than 1% at 1,604 acres.



Agriculture:

Agriculture represents only 7.4% of land use in Clark County. While agriculture is not the leading use of land in the County it is one of the major employers. Larsen Farms, Inc. produces large quantities of alfalfa. The alfalfa is grown, shredded, compacted, and shipped by rail car or truck to various locations.

Recreation:



Recreation is a popular activity in Clark County in all seasons. Clark County offers snowmobiling, skiing, ice skating, and sledding in the winter; as well as fishing, picnicking, rodeos, horseback riding, hiking and many other outdoor experiences in the spring, summer, and fall. The high mountains, clear streams, and historical sites bring many photographers and

nature buffs to the area. It is also centrally located to other popular destinations, such as, Island Park, Yellowstone National Park, Craters of the Moon National Monument, Caribou-Targhee National Forest and Salmon-Challis National Forest. Medicine Lodge Silver Spur Ranch offers a real ranch vacation including horse drives, as well as packing trips..

Recreation occurs on rangeland and forest land.

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### Mining:

There are some minerals and stones found and mined in the County such as thorium, silver, uranium, lead, gold, copper, monazite, zinc, limestone, clay, gemstones, iron, antimony, stone, and rare earth's. Opals are also mined in Clark County. The Spencer Opal Mine, an open pit mine, is the only area in North America where opals are plentiful enough to mine. Phosphate rock is also a major commodity and contains fluorine, uranium, vanadium, and rare earths.

### **14.2 Future Conditions**

With the increase in recreational use the County has the opportunity to plan for recreational users by encouraging current businesses to accommodate their needs. This affords Clark County the opportunity to encourage new businesses that would offer services to both the recreational users and area residents.

### **14.3 Concerns**

- Clark County has one gas station/convenience store to serve the Dubois area. There is a small convenience store in Kilgore that is open during the summer months.

### **14.4 Goals, Objectives & Actions:**

**Goals:** Clark County will work to ensure that any development is compatible with neighboring land uses.

**Objective:** Development in rural areas must be consistent with the level of access and other public services available and compatible with the neighboring uses.

#### **Actions:**

- Assess the potential impact of the proposed facility on local customs, culture, and historical use, as well as public access.
- Assess any short or long term effects on public health, public safety, the environment, and the future land use.
- Clark County will make assessments of public services which are not currently available, or need improvement, in the county and how these services may be enhanced to better serve the county's needs.
- Any commercial or public service development in rural areas must be consistent with the level of access and other public services available and compatible with neighboring land uses.



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## 15.0 Implementation

An analysis to determine actions, program budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan.

It is intended that the recommendations of this plan will be carried out with special priority given to the actions under each element of the plan. The plan must be treated as a living amendable document. A review of this plan by the Clark County Economic Development committee should occur annually to make recommendations on needed amendments or additions. Day to day decisions should be based on this plan's goals and objectives. Official actions and ordinances adopted by the County must be in harmony with this plan.

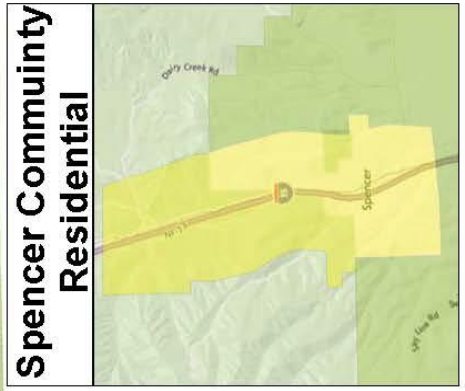
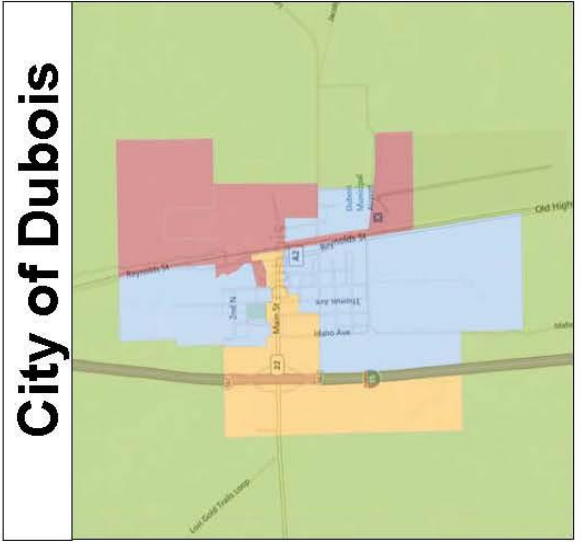
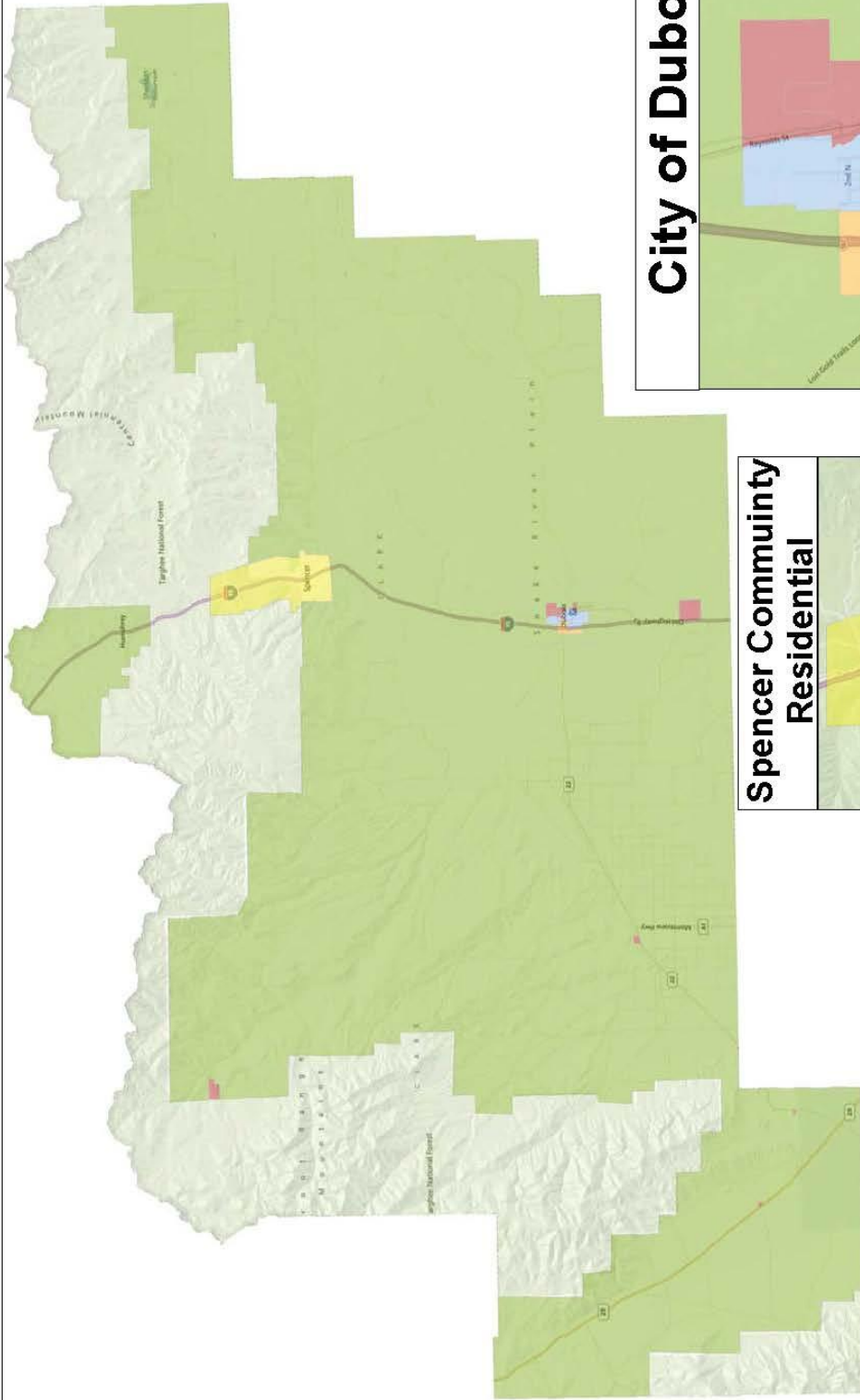
Below are specific recommended actions that will facilitate implementation of various actions listed under each of the plan's elements:

- Review the entire Comprehensive Plan every five years and make annual amendments to maintain current data on population, housing, economic development and public facilities.
- Clark County shall enforce compliance with this Plan and monitor consistency between federal and state actions and activities.










# 16.0 Land Use and Zoning Maps

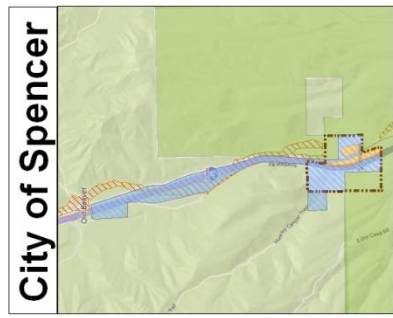
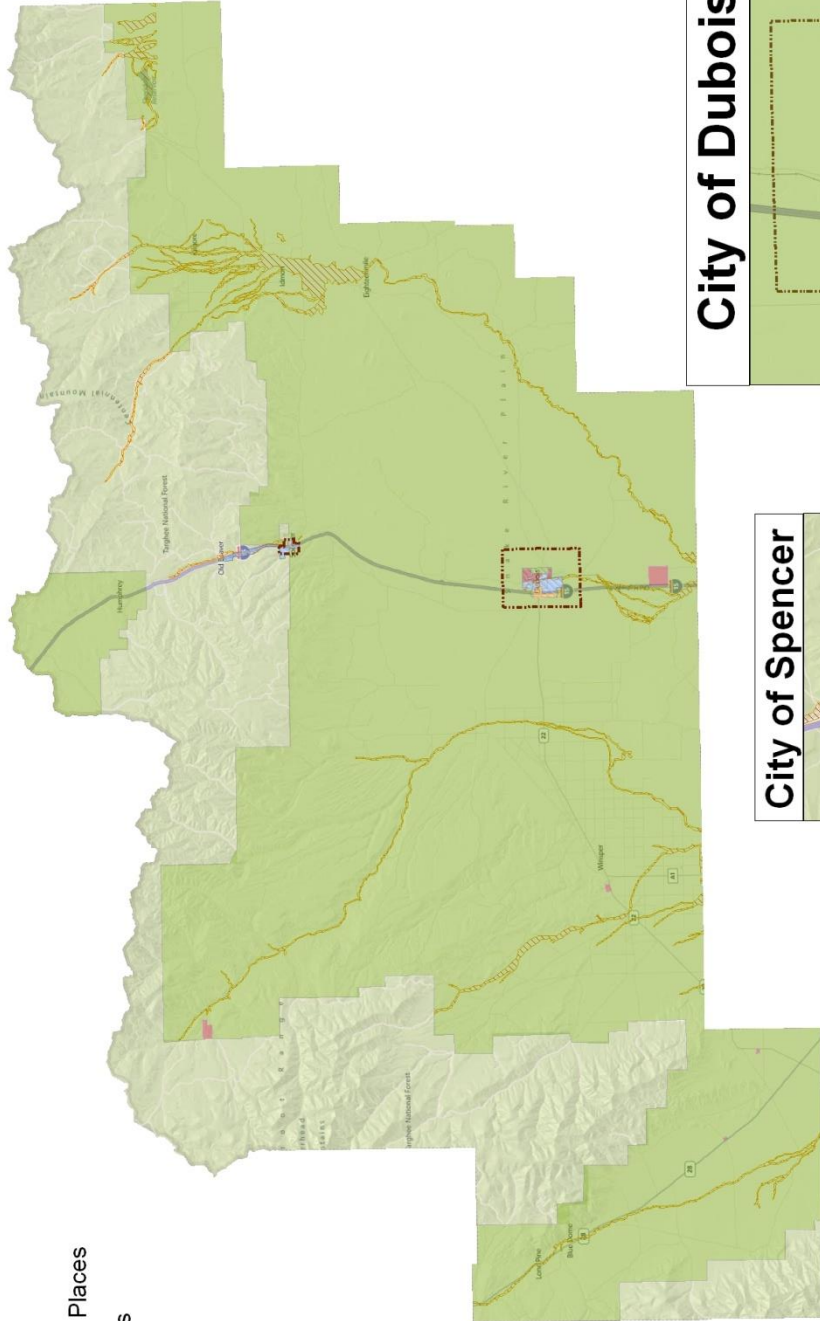
## Clark County Zoning Map



- ### Legend
- Commercial
  - Industrial
  - Residential
  - Rural Living
  - Spencer Community Residential

# Clark County Land Use Map

- Legend**
-  Incorporated Places
  -  Impact Areas
  -  FIRM Flood
- Zone**
-  Commercial
  -  Industrial
  -  Residential
  -  Rural Living



**City of Dubois**



