

A landscape photograph showing a wide, flat field in the foreground with tall, golden-brown grasses. In the middle ground, a small town or village is visible, including a prominent white church steeple. The background is a clear blue sky with scattered white clouds.

**City of Rexburg  
2020 Comprehensive Plan**





CITY OF  
**REXBURG**  
*America's Family Community*

**RESOLUTION FOR ADOPTION OF VISION 2020 REXBURG  
COMPREHENSIVE PLAN**

**Resolution 2008 - 19**

**WHEREAS**, on the 06<sup>th</sup> day of August, 2008, the City Council for the City of Rexburg was duly convened upon notice properly given and a quorum was duly noted; and

**WHEREAS**, the appropriate public hearings have been held before the Planning and Zoning Commission on July 17<sup>th</sup>, 2008; and the City Council on August 06<sup>th</sup>; including a work meeting on August 25, 2008, with regards to amendments to the *City of Rexburg Vision 2020 Comprehensive Plan* dated the 17<sup>th</sup> of July, 2008; and

**WHEREAS**, the City Council reviewed and approved the requested changes as delineated by area; including the addition of proposed Collector Streets, Minor Arterial Streets, Major Arterial Streets, Commercial Nodes and Neighborhood Nodes with regards to amendments to the *City of Rexburg Vision 2020 Comprehensive Plan*, dated the 17<sup>th</sup> of July, 2008;

**NOW THEREFORE**, by resolution duly adopted on the date first above written, be it resolved by the Mayor and the City Council the following:

The City of Rexburg does hereby accept and adopt the recommendation of the Rexburg City Planning and Zoning Commission concerning adoption of the *City of Rexburg Vision 2020 Comprehensive Plan*.

RESOLVED this 19<sup>th</sup> day of November, 2008; City Council, City of Rexburg, Idaho.

SIGNED BY: Shawn Larsen  
Mayor

ATTEST: Blair D. Kay  
City Clerk





## Table of Contents

Chapter 1: Introduction and Community Vision Statement .....	11
Chapter 2: Population and History.....	19
Chapter 3: Private Property Rights .....	33
Chapter 4: Schools and Transport.....	39
Chapter 5: Economic Development .....	43
Chapter 6: Land Use .....	65
Chapter 7: Natural Resources and Hazardous Areas .....	86
Chapter 8: Transportation .....	94
Chapter 9: Public Services, Facilities, and Utilities.....	104
Chapter 10: Parks, Recreation, and Open Space.....	110
Chapter 11: Housing .....	120
Chapter 12: Special Areas or Sites.....	134
Chapter 13: Community Design .....	136
Chapter 14: Impact Area.....	144
Chapter 15: Implementation .....	148
Maps.....	156
Map 1. Locater Map.....	156
Map 2. Rexburg Annexation History.....	157
Map 3. Rexburg Subdivision History .....	158
Map 4. BYU-Idaho Campus .....	159
Map 5. Future Land Use (9-3-2008).....	160
Map 6. Rexburg Zoning Map (5-14-2008).....	161
Map 7. Soil Limitations for Dwellings with Basements.....	162
Map 8. Soil Limitations for Small Commercial Buildings.....	163
Map 9. Soil Limitations for Local Roads and Streets.....	164
Map 10. Future Transportation Plan .....	165
Map 11. Street Map.....	166
Map 12. Future Parks Recreation, and Open Space.....	167
Map 13 Madison Trails.....	168
Map 14. Impact Areas.....	169
Appendix A: Planning Term and Concept Glossary.....	170
Appendix B: “Open Space Zoning: What It Is & Why It Works”.....	174
Appendix C: Transfer of Development Rights Program Administration Overview .....	180
Appendix D: Employment Growth Projections.....	186
Appendix E: Nearby Tourist Destinations, Facilities, and Attractions.....	190
Appendix F: Sales Leakage .....	194
Appendix G: Vocational Educational Opportunities .....	198





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## **PREFACE**

The City of Rexburg Council, Planning and Zoning Commission, City staff, and the general public have dedicated many hours to revising the Comprehensive Plan for the City of Rexburg. Special thanks are extended to all those who continue to participate in the planning process.

A comprehensive plan is a living document. This plan for the year 2020 updates the plan completed in 1997. With new growth and changing conditions a comprehensive plan should also change. It is never too late to get involved in the process and ongoing planning participation by the citizens of the community is encouraged.

It is suggested that you check with City staff or the Planning and Zoning Commission to see what amendments are currently being contemplated and add your input to the suggestions for possible inclusion in future updates of the plan



## Chapter 1: Introduction and Community Vision Statement

The Comprehensive plan is the official statement of the City's legislative body (City Council), which sets forth its major policies concerning desirable future physical development. The published comprehensive plan includes a single unified physical design for the community and it attempts to clarify the relationships between physical development policies and social and economic goals. It consists of text, maps and other exhibits and includes all of the planning elements required by *Idaho Code Section 67-6508*.

The comprehensive plan is specifically implemented through the City Planning and Zoning and Subdivision Ordinances, as well as through administrative decision making. Therefore it is critical for public officials to remain well versed in the current plan to assure that day to day decision making does not in some way disrupt the policies and long term initiatives outlined herein.

Rexburg is in the middle of substantial changes. As these changes are made, it is important that they be compatible with the efficient functioning of the rest of the community for the present and for the future. When a community begins to think about how present decisions are affecting what their town will become, the planning process has begun.

In order to develop a plan that reflects what citizens want their community to be in the future, the ideas and desires of its citizens should be collected. The existing conditions should be inventoried, and then the citizens should decide what opportunities and problems exist. Once the opportunities and constraints have been identified, goals and policies should be developed to maximize the opportunities and mitigate the constraints. Finally, a course of action for implementing the policies is prepared. When the planning process is complete, the finished product is:

- A collection of ideas and desires of the citizens of the community as to what they want for their community in the future.
- A statement adopted by the governing body listing its objectives and policies for future development that informs property owners, developers, citizens, and the public agencies of the city's intentions.
- A guide for decision making for the advisory and governing bodies in the city, federal, and state agencies considering the funding of projects within the city.

### Community Vision Statement

***Residents of Rexburg have chosen to live here because they enjoy the current quality of life, aesthetics, recreational opportunities, mix of land uses, and patterns of development that the City provides. The primary vision of the City of Rexburg Comprehensive Plan is to ensure that these qualities are maintained, preserved, and enhanced.***

The City of Rexburg is a community that highly values its history of a well-maintained residential community. The preservation of quality of life is of utmost importance to residents and business owners. Rexburg views itself as a city where residents, tourists, businesses, and

## Introduction and Community Vision Statement

government come together to create an attractive, safe, and well-maintained community where people can live, learn, work, and recreate.

The City recognizes the importance of preserving private property rights. All land use decisions, policies, and procedures should be implemented in such a way that public good and private rights are equally balanced.

The City of Rexburg sees the vital and central purpose of education in the community. Opportunities for collaboration among organizations to expand educational opportunities for the public will be explored and built upon. Leaders of school districts, teachers groups, private schools, and businesses should all work together to consistently improve the quality of education found in Rexburg. At the heart of Rexburg is Brigham Young University-Idaho. The City will seek to increase coordination with BYU-I in order to improve the quality of education for students of all levels.

The City is interested in improving the function and appearance of City streets, and increasing the variety of transportation options. The ideal is a transportation system that balances safety, service, community character, and convenience. Rexburg strives to provide a circulation network that accommodates all modes of transportation. Alternatives to the automobile will increase accessibility to those residents and patrons not well served by private vehicles, enrich the community and its neighborhoods, and contribute to the community's quality of life.

A network of urban trails is a desire of the City and its residents. A trail system would allow residents, both young and elderly, to easily access the resources of the City without driving.

Public places should be linked to residential neighborhoods, and commercial areas by a well-maintained trail system and landscaped roadways, so that the community's amenities are noticeable and convenient for visitors and residents. Use of public and/or civic property for trail alignments should take priority, and trail alignments should not require removal of housing units or condemnation of private property.

The city is economically sustainable and has vibrant business districts. Rexburg strives to maintain a supportive and friendly environment for these businesses as they help define a significant part of the city's economic base. "Home grown" businesses have been a staple of the community for years, but have difficulty competing against larger retailers. Rexburg values these small, locally owned businesses and is supportive of helping these businesses become a stronger economic force.



*Rexburg residents take pride in their neighborhoods and landmarks such as shown in the above image.*

As the gateway to the Yellowstone and Grand Teton area, Rexburg welcomes visitors and tourists and is uniquely situated to build upon tourism as a contributor to its economic base. The City strives to attract businesses that will serve the needs of the residents and tourists, promote the attractive image and appearance of the community, support and increase the general income and prosperity of the City, and complement the City's character as a gateway to this naturally beautiful area

The City is interested in ensuring a harmony of land uses, and maintaining existing densities and land use patterns. Residents take pride in their homes and strive to maintain them



## Introduction and Community Vision Statement

appropriately. In residential areas, the City desires to increase access to parks and open space, and provide convenient recreational facilities. In commercial areas, the City desires well-maintained, attractive streetscapes with lighting and landscaping, attractive and enduring architecture, restrained use of signs, and landscaped parking areas. Residents and business-owners make individual investments to the community by beautifying their environment through well-maintained homes and businesses. The City is working alongside these stakeholders by beautifying the City and enhancing the City image, especially in gateway areas and activity centers.

The City has expressed an interest in creating more permanent open spaces and parks; and protecting those that already exist. Citizens value the variety of recreational opportunities available. Both formal programs and informal recreational opportunities exist, which can be enjoyed by both the very young and the elderly. Parks and playgrounds are scattered throughout the City, and surrounding areas provide a variety of outdoor recreational opportunities.

Developing attractive, efficient, and affordable housing is always one of Rexburg's central concerns. Planning for future housing needs, while maintaining a reasonable level of affordability, will help the City develop a vibrant and sustainable economy - allowing families to enjoy the many amenities of the surrounding region.

### **Overall Goals of this Comprehensive Planning Effort**

1. To improve the physical environment of the community as a setting for human activities-to make it more functional, beautiful, decent, healthful, interesting, and efficient.
2. To promote the public interest, the interest of the community at large, rather than the interests of individuals or special groups within the community.
3. To facilitate the democratic determination and implementation of community policies on the physical development.
4. To effect the political and technical coordination in community development.
5. To inject long-range considerations into the determination of short-range actions.
6. To bring professional and technical knowledge to bear on the making of political decisions concerning the physical development of the community.
7. To maintain high levels of interaction with the public for planning and decision-making. Encourage citizen input when considering code modifications.

### **Planning Area Included**

The Rexburg Comprehensive Plan shall guide land use decisions affecting all the lands within the incorporated boundary of the City, as well as all lands outside of the incorporated boundary of the City but within the designated City of Rexburg Impact Area.

### **Purpose and Authority**

This comprehensive plan is a policy document. It is to be used as a guide by public officials in the:

- Preparation of specific project plans,
- Prioritization of public facility improvements,
- Adoption of land use and transportation related ordinances, and
- Review of development proposals.

### **Comprehensive Plan Purpose and Authority**

Idaho state law requires that each city and county prepare and adopt a comprehensive, long-range plan to identify and plan for present and future needs of the community as well as address growth and development of land within the community.



## Introduction and Community Vision Statement

Idaho Code §67-6508 authorizes local governments to prepare comprehensive plans for their communities. According to the statute, the plan should consider previous and existing conditions, trends, desirable goals and objectives, or desirable future situations for each planning component. The plan should include the following components, unless the plan specifies reasons why a particular component is unneeded.

- Property Rights
- Population
- School Facilities and Transportation
- Economic Development
- Land Use
- Natural Resources
- Hazardous Areas
- Public Services, Facilities, and Utilities
- Transportation
- Recreation
- Special Areas or Sites
- Housing
- Community Design
- Implementation
- National Interest Electric Transmission Corridors

This plan is organized around these chapters, with a few modifications. Natural Resources and Hazardous areas have been combined into a single chapter. Additionally, the National Interest Electric Transmission Corridors chapter has been omitted, as it is not applicable to Madison County. Finally, a new section on Impact Areas has been added.

A Comprehensive Plan sets out to capture and articulate a common vision for residents, businesses, property owners, and city and County staff and officials for future growth and development of the community. It is a guiding document adopted by the community to help decision-makers evaluate development proposals and implement a desired future for the community. According to The Practice of Local Government Planning,

*First, it is a physical plan. Although reflection of social and economic values, the plan is fundamentally a guide to the physical development of the community. It translates values into a scheme that describes how, why, when, and where to build, rebuild, or preserve the community.*

*A second characteristic of the comprehensive plan is that it is long-range, covering a time period greater than one year, usually five years or more.*

*A third characteristic of the comprehensive plan is that it is comprehensive. It covers the entire city geographically – not merely one or more section. It also encompasses all the functions that make a community work, such as transportation, housing, land use, utility systems, and recreation. Moreover, the plan considers the interrelationships of functions.*

*Finally, a comprehensive plan is a guide to decision-making by the Planning Commission and City Council, mayor, and/or manager.*

A comprehensive plan typically has a life of around five years, but looks forward at least twenty years to anticipate how the community will accommodate changes in population, demographic, economic, and social trends. Developing the City of Rexburg Comprehensive Plan is an opportunity to consider the community as it is today, determine what is working well, and what needs to change to make it better. The Comprehensive plan also gives Madison County an opportunity to plan for anticipated changes in community priorities, transportation

# Introduction and Community Vision Statement

options, and changing demands for various land uses such as housing, commerce, and open space.

## Planning Process

The Rexburg Comprehensive Plan Update process began with a kickoff meeting with the City Council and Planning Commission. At this meeting a schedule for updating the plan was established and a preliminary list of issues and ideas was compiled. The City Council and Planning Commission met monthly throughout the process to provide feedback on the plan direction.

Since the purpose of a comprehensive plan is to define a vision for the future of a community and develop a guiding framework to implement that vision, public participation is a critical component of the planning process. To solicit public input, three public workshops were held in Rexburg. At the workshops, members of the public were broken into small groups to facilitate greater discussion. A rotating team of facilitators moved through the groups, each soliciting input on a particular category of issues. The topics, identified by the City Council and Planning Commission as the biggest concerns for the City were: Growth Management and Development Patterns, Land Use and Open Space, Economic Development, and Infrastructure (transportation, utilities, and services). Comments from the public were recorded on large flip charts and were later used to guide the development of the Comprehensive Plan's goals and objectives.



*Determining today's needs and tomorrow's opportunity is vital in developing the future look and feel of Rexburg.*

In addition, a survey was circulated in addition to the formal workshop exercise to give members of the public additional opportunities to comment. The response number for the survey was small, but the feedback and comments were valuable and reinforced the comments heard at the public meetings.

The ideas and comments gathered from the public and the County staff and officials, were used to develop a community vision statement for the County, a set of goals and objectives for the comprehensive plan, and a draft future land use map. These plan components were refined and updated through the planning process as planning concepts were explored.

A public hearing was held on July 17, 2008 before the Rexburg Planning and Zoning Commission. The Commission considered public comments and made a recommendation to the City Council that the Draft Rexburg Comprehensive Plan be adopted. The City Council hosted a public hearing on August 6, 2008 to receive comments on the draft Plan. The City Council tabled the adoption of the plan, and scheduled a joint work session with the Planning Commission to discuss modifications to the Draft Plan. The work session was held on August 25, 2008 and several modifications were made to both the Comprehensive Plan text and map. The City Council reconvened on September 3, 2008 and the Comprehensive Plan Map was adopted. The Comprehensive Plan text was further revised, and adopted by the City Council on November 19, 2008.

## Using and Updating the Comprehensive Plan

A Comprehensive Plan is typically revisited and revised every few years in response to changing community priorities, technologies, market demands, or other unforeseen circumstances. This should be a living document, one that is used on a regular basis and updated as needed. The City should review the plan goals and policies annually, and minor revisions to the land use plan map are allowed every 6 months by Idaho Code §67-6509.

## Introduction and Community Vision Statement

There are no restrictions on how frequently the text may be amended. When considering an amendment to the plan, decision-makers should ask themselves, "Have conditions changed so that the plan does not reflect the City's preferred development patterns or its current goals?" If this question cannot be answered affirmatively, any amendment should be considered with caution.

### Trends, Conditions and Needs

The City of Rexburg has a long history of strong public investment into safety, education, recreation, and culture. The City of Rexburg has a strong tradition of safeguarding family values. The community has a vibrant population of young people and much of the emphasis of the community has been providing opportunities for youth to grow up and develop in a healthy family oriented atmosphere.

The community has placed special emphasis on maintaining an environment of public safety and has invested in a strong local police force to maintain that environment.

Education in Rexburg is first rate. Starting in the excellent elementary schools and extending through to high school, students learn from well prepared and disciplined teachers. Education has a long tradition of fine graduates and teachers are known for their dedication to the mission of educating their students. Rexburg has strong educational and vocational programs for persons with disabilities and special needs.

Rexburg has traditionally supported strong recreation programs. These programs involve many sectors of the youth population and have provided an atmosphere of responsibility and growth for our residents.

Rexburg has a very diverse population as students from 60 countries and most all 50 states attend the University. These students make up approximately half the current population of the City. Rexburg is also the Host City for the Idaho International Folk Dance Festival. Dance teams from all over the world share their talents and culture each year during this annual event.

### Brigham Young University – Idaho

The transition of Ricks College into a four-year University, Brigham Young University-Idaho, will continue to have major impact on the community over next several decades. The change has brought many new students to the area, and the University is working to increase its capacity and ability to educate more students.

Thousands of new multi-family dwellings have been constructed and apartments have continued to spring up in the multi-family zones. A perceived housing shortage has now mushroomed into what is at present a perceived overbuild. Time and continued growth will obviously balance this ratio.



*BYU-Idaho continues to have a major impact on the dynamics of the City.*



# Introduction and Community Vision Statement

## Cultural Expectations

Cultural expectations in Rexburg are an interesting study in history and hope for the future. Many in Rexburg feel that the community has always had a strong sense of expectation and hope for the long-term growth of the community. Many of the design and layout criteria included in the original plat reflect the vision of the pioneers who settled this region.

The community has been laid out to provide almost endless expansion capability. Road systems which include conformance to a "grid" layout make it easier and cost-effective when extending the road system and utilities into new growth areas.

The residents of Rexburg want to maintain the basic design layout of the community. It allows residents to enjoy a summer sky and gives a sense of place and openness to the community. These things are important to maintaining these historic roots and not become an "anywhere USA" generic community.

## Transition and Change

Several major components in the City of Rexburg are in the middle of dramatic change. Transportation systems that have in the past been at high levels of service have declined. The City and County recently cooperated in providing funding and data to support a new transportation plan which has been incorporated into this plan by reference and also directly.

Population increase has made it possible for new commercial development to spring up and for several local businesses to expand. Commercial developments are anticipated to continue to expand.

New development has made it necessary to annex various areas into the City of Rexburg. The City has annexed more land in the past few years than the total combination of annexations during the entire history of the City.

As a result of the pressures of growth, many single-family neighborhoods have begun transitioning to areas of multi-family, including dormitory housing. A positive consequence, largely as a result of this neighborhood transition, has been the formation of neighborhood associations that have organized and are now becoming involved with City government in assessing and making recommendations on issues that impact their areas.

There has also been a renewed interest in the community in investing in the revitalization of the downtown area. This goal is being strongly supported by the City in the form of development of a downtown blueprint or revitalization plan. This effort supports the desires of the community to maintain a nucleated or centristic community where the downtown functions as the core from which the rest of the community radiates. Success of this effort is the critical grassroots desire of the business and property owners in the downtown rallying to the support of this initiative to bring rapid public and private investment to bear.

## Community Needs

Some of the needs identified by the citizens of Rexburg through the public hearing and planning processes are as follows:

- Downtown Rexburg will be an inviting place to shop, visit, and spend time.
- The community will be informed and involved.
- Rexburg should have excellent police, fire, and emergency services.
- Maintain a positive community identity.



## Introduction and Community Vision Statement

- Develop a comprehensive economic development strategy and create a climate that facilitates business expansion and retention, as well as attraction of new businesses.
- Rexburg will continue to develop a variety of multi-use recreational activities and facilities for all residents.
- Rexburg should implement a trail system throughout the community, with emphasis on the greenway along the river corridor.
- The citizens of Rexburg would like to see more sit down restaurants.
- Rexburg needs more clothing shops.
- Rexburg needs to expand new school facilities to meet growing needs.
- The library facility is being expanded to meet growing needs.
- There is a demand for expanded County/City recreation facilities

Community needs will be further addressed in the individual sections of the comprehensive plan and will be identified as goals and objectives. Action steps toward accomplishing these goals will be listed as policies needed to obtain these listed goals.

## Chapter 2: Population and History

### History

The first inhabitants of the Madison County area were Bannock, Snake, Lemhi, Blackfoot and Crow Indians, who lived there for short periods of time, hunting and resting en route to trading rendezvous. The first white men to pass through the area were members of Andrew Henry's party of trappers, who spent the winter of 1810 a short distance from what is now St. Anthony.

For the next seventy years, trappers harvested pelts from all over the Upper Snake River Valley. "Beaver Dick", Richard Leigh, was the most famous, He lived with his first wife, Jenny, an Eastern Shoshone, and his six children on the Snake River five miles from Rexburg. In 1876, a smallpox epidemic took the lives of his family. He married another Indian woman, Susan Tadpole, and they had three children. Leigh knew the area well and once guided Theodore Roosevelt on a hunting trip. A County park monument and a picnic area west of Rexburg are named after him.

In 1882, President John Taylor of the Church of Jesus Christ of Latter-day Saints (LDS) called Thomas E. Ricks to be Bishop of the Bannock L.D.S. Ward, which included all of eastern Idaho. Ricks set out immediately to select "a central point for religious, educational and commercial enterprises, and to prepare the way for rapid colonization of the country." A site was selected and when word of the settlement got back to Utah, people were eager to come. Surveyor Andrew S. Anderson, Ricks and William B Preston set up survey lines for a new town March 11, 1883 and named it Ricksburg (This was later changed to Rexburg in conformity with Ricks' German stem name). Mormon Church members were called by their leaders to settle many areas, but this wasn't true of the Upper Snake River Valley. Volunteers arrived to settle the country as fast as the land could handle them, despite poor wagon roads, treacherous river crossings and a very difficult journey from Utah. By the end of 1883, there were 815 members on the Bannock Ward records and by the end of 1884, there were 1,420. Many large counties were carved up in Idaho's history before the present boundaries were established" Madison County area was within Oneida County from 1864 to 1885; within Bingham County from 1885 to 1893 and within Fremont County from 1893 to 1913. There had been some contention between St. Anthony and Rexburg over which city should be the County seat, and finally Rexburg's leading citizens started a drive to divide the County. After much political haggling and a public election, Madison County was created November 8, 1913.

(This narrative was based on information collected and contributed by Louis S. Clements, Harold S. Forbush and Debra Holm)

### Population

The City of Rexburg is located in Madison County in the southeastern part of Idaho, surrounded by Bonneville, Jefferson, Teton and Fremont counties. In geographic size, Madison County is the second smallest county in the region, with approximately 473 square miles, and is only slightly larger than Teton County. However, the County has the second-largest population in the regional area, primarily as a result of the substantial student population at BYU-Idaho.

# Population and History

Rexburg is the county seat of Madison County and the largest city within the County. Rexburg has an estimated year 2007 population of over 27,000 residents (including students). Sugar City, the second-largest city, had an estimated population of over 1,500 persons in 2007.

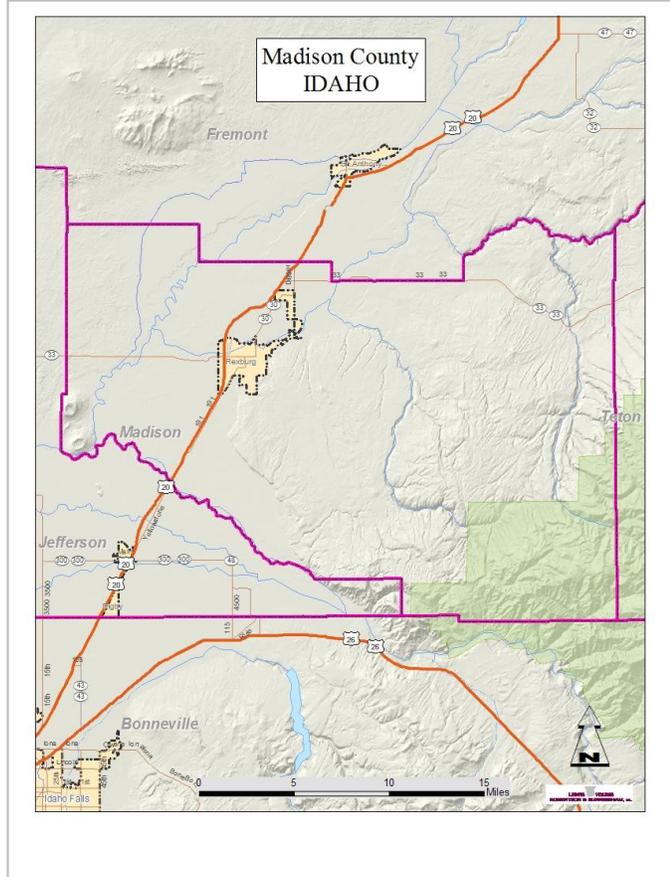
The educational system in Rexburg offers many employment opportunities and brings people from across the nation to the city. BYU-Idaho was converted from a two-year college, formerly known as Rick's College from 1923-2000, to a four-year college on August 10, 2001. BYU-Idaho is the largest employer in Madison County and attracts students from all 50 states and more than 30 foreign countries.

POPULATION OF REGIONAL AREA		
COUNTY	POPULATION 2007	SQUARE MILES
Bonneville	96,740	1,901
Fremont	12,468	1,896
Jefferson	22,917	1,106
Madison	37,722	473
Teton	8,171	451

Source: U.S. Census Data 2006, LYRB

## Population and Growth

Historically, until 2002, population growth in Rexburg had been relatively slow. Since 2002, following the announcement of the expansion of BYU-Idaho, population growth has been extremely rapid. From 1980 to 1990, the City's population increased from 11,559 to 14,302 persons – an average annual rate of 2.2 percent. Rexburg's population increased from 14,302 residents in 1990 to 17,257 residents in 2000, reflecting an average annual growth rate of 1.9 percent.

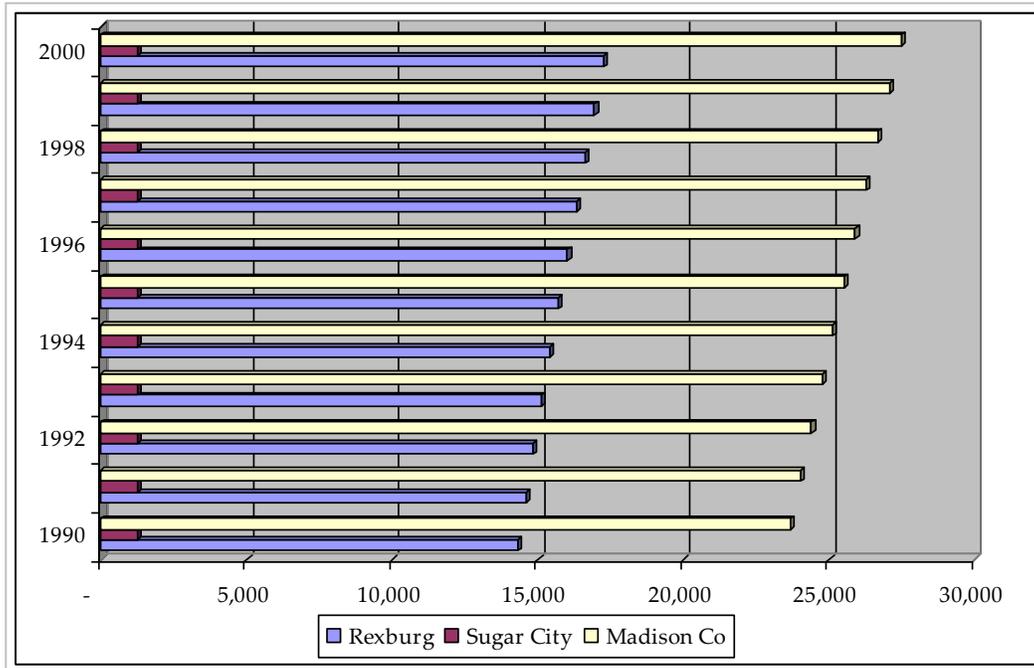


# Population and History

POPULATION GROWTH					
	1990	2000	TOTAL GROWTH	GROWTH RATE	PERCENT GROWTH
Rexburg	14,302	17,257	2,955	2%	20.66%
Sugar City	1,275	1,242	(33)	0%	-2.59%
Madison Co.	23,674	27,467	3,793	1%	16.02%

Source: Census Data 1990, 2000; LYRB

The bar graph represents the growth that occurred between 1990 and 2000 in Rexburg, Sugar City and Madison County. Rexburg has consistently represented more than half of the County's population over that time period.



Madison County grew from a population of 19,480 in 1980 to 23,674 in 1990, and then increased to 27,467 in 2000. The growth rate in Madison County from 1990 to 2000 is similar to the growth in Bonneville and Jefferson counties over the same time period, and nearly double the rate experienced in Fremont County. However, Teton County grew at a significantly faster rate from 1990 to 2000. Teton County experienced exceptionally rapid growth due to significant growth in the Grand Targhee Resort area, including second homes and overflow building from Jackson Hole Resort.

# Population and History

COUNTY GROWTH COMPARISON				
	1990	2000	TOTAL GROWTH	PERCENT GROWTH
Bonneville	72,207	82,522	10,315	1.3%
Fremont	10,937	11,819	882	0.8%
Jefferson	16,543	19,155	2,612	1.5%
Madison	23,674	27,467	3,793	1.5%
Teton	3,439	5,999	2,560	5.7%

Source: Census Data, LYRB

More recently, from 2000 to 2006, Rexburg and Madison County have experienced extremely rapid growth, with Rexburg increasing by an estimated 9,375 residents and an average annual growth rate of 7.7 percent. As a result of the expansion of the university, peak periods of growth in the City occurred in 2003 and 2004, with growth rates reaching over 16 percent and 12 percent respectively. As of 2006, Rexburg's population was approximately 27,000.

CITY OF REXBURG POPULATION GROWTH								
	CENSUS	2000	2001	2002	2003	2004	2005	2006
Rexburg, ID	17,257	17,677	17,750	18,847	22,014	24,721	26,265	26,992
Average Annual Growth Rate			0.4%	6.2%	16.8%	12.3%	6.2%	2.8%

Source: City of Rexburg; 2007 data is not yet available from the City.

Future growth projections for Rexburg and Madison County are shown in the following table. The population projections are based on the growth rates provided by the Idaho Department of Commerce and Labor, beginning with updated year 2006 population figures as reflected by the building permit data obtained from Rexburg, Sugar City and Madison County.

POPULATION PROJECTIONS				
	2006	2010	2015	2020
Rexburg	26,992	29,452	32,696	35,805
Sugar City	1,505	1,642	1,823	1,996
Other Madison County	9,225	10,066	11,174	12,237
TOTAL - Madison County	37,722	41,159	45,693	50,038
<i>Sensitivity:*</i>				
Madison County -- +1 percent	37,722	42,794	49,880	57,358

\*Sensitivity analysis was used to explore the impacts of higher growth rates than those projected by the Idaho Department of Commerce and Labor.

Growth rates provided by the Idaho Department of Commerce and Labor are as follows: 2.2 percent from 2006 to 2010; 2.1 percent from 2010 to 2015; and 1.8 percent from 2015 to 2020. At this pace, Madison County will reach a population over 50,000 by 2020. While the County has recently experienced a far more rapid growth rate, it will be difficult to sustain such rapid rates in the future – especially due to the fact that a large portion of this increase came from the one-time announcement of the expansion of BYU-Idaho. A comparison of the revised projections (i.e., projections based on updated 2006 population data) with those of the Idaho Department of Commerce and Labor are shown in the following table. Both methods use the same future growth rates – the difference is in the 2006 data. The revised estimate updates the Department of Commerce and Labor figures with building permit data provided by Rexburg, Madison County and Sugar City.

# Population and History

REVISED POPULATION PROJECTIONS Madison County				
	2006	2010	2015	2020
Revised	37,722	41,159	45,693	50,038
Idaho Commerce and Labor Comparison	31,970	34,860	38,700	42,380

## BYU-Idaho Enrollment

The ceiling at BYU-Idaho is for the equivalent of 12,500 full-time students.<sup>1</sup> Any increase in the ceiling would result in accompanying population growth for faculty and support staff at the university, as well as the increased need for goods and services locally which would have the multiplier effect of generating additional jobs in the community. Based on the data provided by BYU-Idaho, there is no reason to assume any significant growth in enrollment in the near term.

BYU-IDAHO ENROLLMENT DATA	
TERM	ENROLLMENT
Fall 2006	14,116
Winter 2007	13,778
Summer 2007	9,011
Fall 2007	12,842
Summer 2008	Anticipates equal enrollment with Fall and Winter semesters

Source: *BYU-Idaho*

BYU-IDAHO HISTORICAL ENROLLMENT DATA			
YEAR	ENROLLMENT	YEAR	ENROLLMENT
<b>1984-85</b>	6,318	<b>1997-98</b>	8,277
<b>1985-86</b>	6,880	<b>1998-99</b>	8,551
<b>1986-87</b>	6,931	<b>1999-2000</b>	8,628
<b>1987-88</b>	7,374	<b>2000-01</b>	8,949
<b>1988-89</b>	7,694	<b>2001-02</b>	9,200
<b>1989-90</b>	7,784	<b>2002-03</b>	10,703
<b>1990-91</b>	7,795	<b>2003-04</b>	11,137
<b>1991-92</b>	7,968	<b>2004-05</b>	11,555
<b>1992-93</b>	7,943	<b>2005-06</b>	12,303
<b>1993-94</b>	8,217	<b>2006-07</b>	13,523
<b>1994-95</b>	7,989	<b>2007-08</b>	13,155
<b>1995-96</b>	7,956	<b>2008-09</b>	12,760
<b>1996-97</b>	7,755	<b>2009-10</b>	12,760

Source: *BYU-Idaho*

## Educational Attainment

Of the population over 25 years of age in Rexburg, 23.1 percent have attended some college and 16.2 percent have obtained a Bachelor's degree. The County has a slightly higher rate of

<sup>1</sup> Actual head count may exceed 12,500 students, due to part-time enrollment.

# Population and History

college attendees (27.2 percent), but a somewhat lower percentage with college degrees (14.4 percent). Statewide, 27.3 percent have attended some college, with only 14.8 percent receiving a degree.

EDUCATIONAL ATTAINMENT			
	REXBURG	MADISON COUNTY	IDAHO
Attended some college, no degree	23.1%	27.2%	27.3%
Bachelor's degree	16.2%	14.4%	14.8%

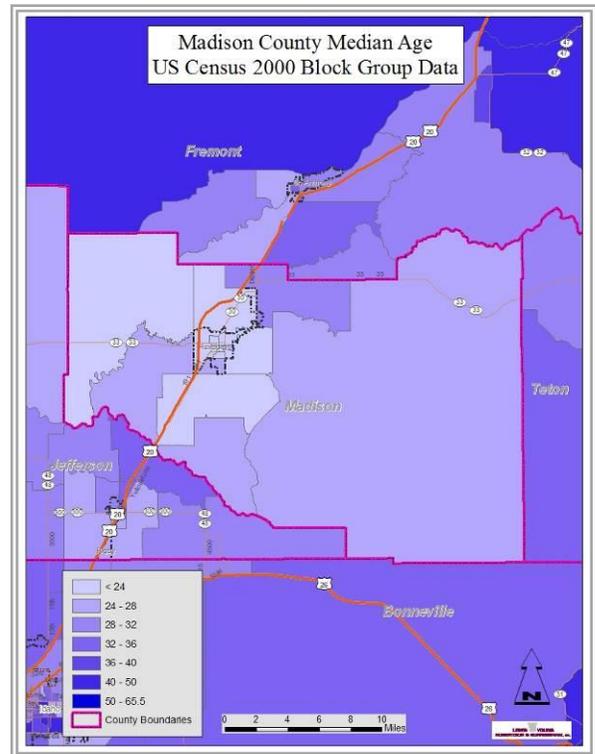
*Source: United States Census 2000*

## Age Distribution

Population trends by age group drive future housing and community development needs, as well as potential opportunities for economic development. The median age of Rexburg residents increased from 19 in 1990 to 20.3 in 2000. This is much lower than the median age of the State of Idaho, which was at 33.2 years in 2000, and the nationwide median age of 35.3 years. The significantly lower median age in Rexburg reflects the large number of college students in residence in Rexburg.

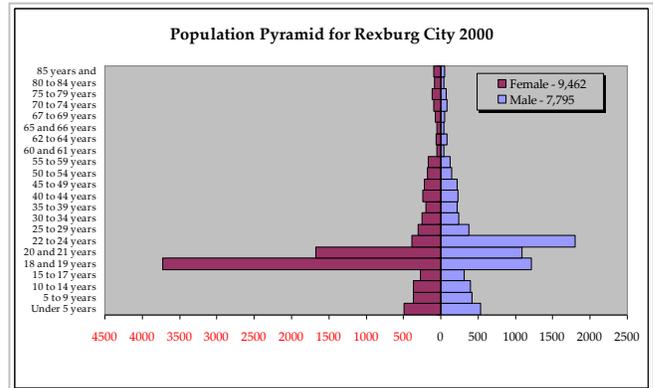
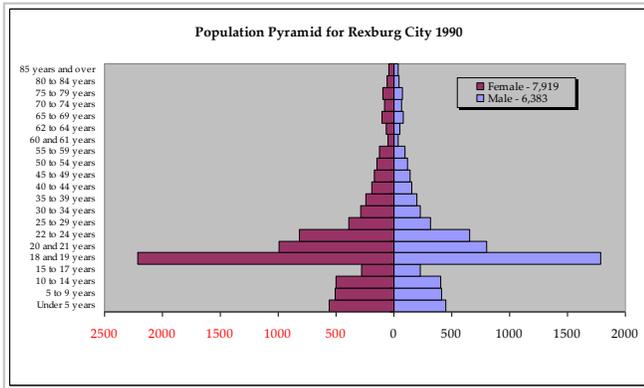
The fastest-growing age groups in Rexburg from 1990 to 2000 were the 20 to 24 year-old group, (56 percent increase); and those aged over 75 (37 percent increase). The age groups that lost population were residents aged 5 to 9 years, with an 18 percent decrease; and residents aged 25 to 34 years, with a four percent decrease.

Madison County experienced similar trends to those in Rexburg, where the median age increased from 19 in 1990 to 20.7 in 2000. The fastest-growing age groups in Madison County were residents between the ages of 20 to 24 years old (a 50 percent increase), and residents in the 45 to 64-year old range (a 42 percent increase in population).

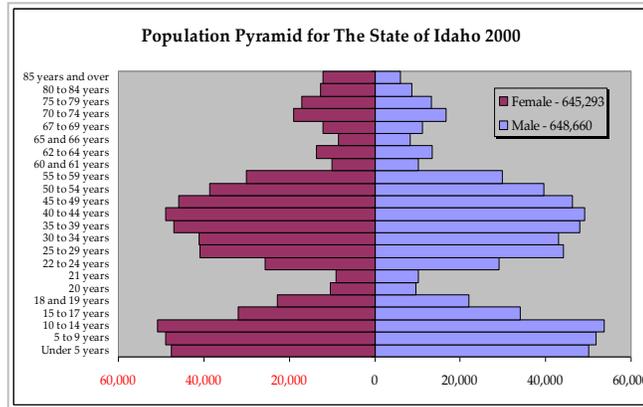


Population pyramids illustrate the extremely young population in Rexburg, as well as shifting trends from 1990 to 2000.

# Population and History



The average age in Rexburg has historically been extremely low. In 2000, nearly 40 percent of the female population was between the ages of 18 and 19, and 52 percent was between the ages of 18 and 21.

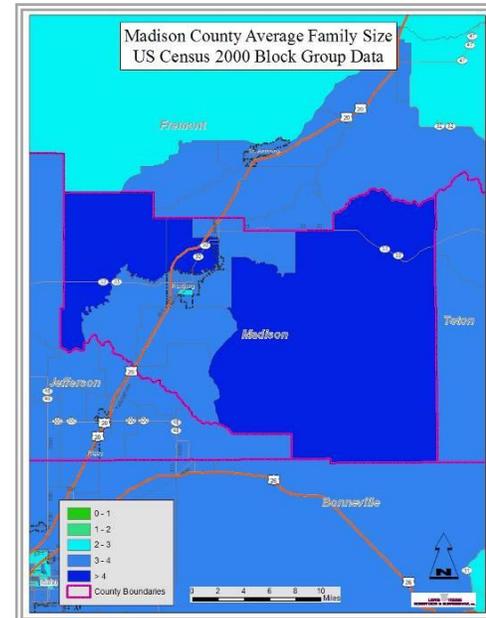


## Race

The 1990 Census indicates that the vast majority of the citizens of Rexburg were white (96 percent), while only three percent came from Hispanic origin. As of the 2000 Census, the white population remained fairly constant at 95.2 percent. With the expansion of BYU-Idaho, more students may be attracted from around the world, and thus expand the ethnic diversity of the community. Other than the white population, Asians are the biggest single race, representing 0.7 percent of the overall population of Rexburg.

PERCENT OF POPULATION (RACE CHARACTERISTICS)	
	PERCENT OF POPULATION
White	95.2%
Asian	0.7%
Black or African American	0.3%
Native Hawaiian	0.3%
Some Other Race	2.2%

Source: Census 2000





## Population and History

### Housing Characteristics

During the 1990's, the number of households in Rexburg increased from 3,410 to 4,274. Growth escalated from 2000 through 2006, with a total of 6,478 households at the end of 2006 and an estimated population of nearly 27,000.

The average household size in Rexburg is 3.71 persons, slightly larger than the County average of 3.66. The average statewide is 2.69 persons, while the average nationwide is 2.59 persons. This is an important statistic, when compared to household incomes, and suggests that Rexburg households, due to their large size, may have less discretionary income than other areas in the state and nation.

With such a large student population, the number of non-family households is large – 44 percent of the households in Rexburg. In Madison County, the percentage of non-family households is a somewhat smaller 32 percent, while the percentage statewide is only 29 percent.

### Income

Between the years 1990 and 2000, the median household income in Rexburg grew from \$19,962 to \$26,965 – an increase of 35 percent. Statewide, household incomes in Idaho grew from \$25,257 to \$37,572, an increase of 49 percent.

Neighboring Sugar City reported a median household income that was \$18,535 above that of Rexburg. Madison County was \$5,642 above Rexburg's \$26,965, and the State of Idaho reported a median household income of \$37,572, which was just over \$10,000 greater than the median household income of Rexburg.

	<b>MEDIAN HOUSEHOLD INCOME</b>	<b>DIFFERENCE FROM REXBURG</b>
Rexburg	\$26,965	\$0
Sugar City	\$45,500	\$18,535
Madison County	\$32,607	\$5,642
Idaho	\$37,572	\$10,607

*Source: Census Data 2000*

In the 1990's, almost 70 percent of Rexburg households had incomes of less than \$30,000 annually, and more than one-third of households had incomes of less than \$15,000. Only 15 percent of households earned over \$50,000. Madison County's income distribution is similar to Rexburg's, although fewer households earned less than \$15,000 and the County had a higher percentage of upper-income households.

In 2000, slightly more than 50 percent of Rexburg residents had incomes less than \$30,000, compared to 69 percent in 1990. Less than one quarter of residents had incomes less than \$15,000, compared to 35 percent in 1990. Madison County had the lowest overall incomes in the regional area, largely due to the lower student incomes in Rexburg.

## Population and History

<b>MEDIAN HOUSEHOLD INCOME 2000</b>	
<b>County</b>	<b>Median Income</b>
Bonneville	\$ 41,805
Fremont	\$ 33,424
Jefferson	\$ 37,737
Madison	\$ 32,607
Teton	\$ 41,968

*Source: Census 2000*

The difference in income between Rexburg and Madison County illustrates the impact of the students (who generally have lower incomes) that reside in Rexburg. Student incomes are particularly apparent in the average per capita incomes of Rexburg.

<b>PER CAPITA INCOMES</b>	
	<b>Per Capita Income</b>
Rexburg	\$9,173
Madison County	\$10,956
State of Idaho	\$17,841
USA	\$21,587
Bonneville County	\$18,326
Fremont County	\$13,965
Jefferson County	\$13,838
Madison County	\$10,956
Teton County	\$17,778

*Source: United States Census 2000*

### Earnings and Employment

Madison County's employment structure has changed over the past three decades. Although Madison County has been a farm-based community, employment in the County has moved away from agricultural employment. In 1970, the three largest employment areas were services, farming, and government, which together accounted for nearly two-thirds of all jobs in Madison County. The fastest-growing sectors from 1970 to 1980 were construction, manufacturing, and wholesale trade.

In the 1980s, employment moved further away from agriculture and toward the retail trade sector. Retail trade grew more than 50 percent during the 1980's. By 1990, the service sector dominated the employment base with 35 percent of total employment, followed by retail trade at 16 percent. The fastest-growing industries from 1990 to 1999 were construction, finance, insurance and real estate, and wholesale trade.

During the past ten years, the largest employment increases have been in professional and business services, followed by educational and health services. The largest wage increases have been in educational and health services; and in manufacturing.

# Population and History

Madison County	1996			2006			DIFFERENCE		
	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage
Total Covered Wages	8,476	100%	\$ 17,987	12,224	100%	\$ 24,487	3,748		\$ 6,500
Agriculture	361	4%	\$ 18,263	347	3%	\$ 26,481	(14)	-1%	\$ 8,218
Construction	262	3%	\$ 19,459	649	5%	\$ 23,257	387	2%	\$ 3,798
Manufacturing	1,153	14%	\$ 18,152	1,085	9%	\$ 27,352	(68)	-5%	\$ 9,200
Trade, Utilities and Transportation	2,360	28%	\$ 15,447	2,609	21%	\$ 23,027	249	-7%	\$ 7,580
Information	82	1%	\$ 13,254	144	1%	\$ 19,669	62	0%	\$ 6,415
Financial Activities	287	3%	\$ 15,235	486	4%	\$ 22,865	199	1%	\$ 7,630
Professional and Business Services	365	4%	\$ 16,631	1,833	15%	\$ 17,713	1,468	11%	\$ 1,082
Educational and Health Services	1,417	17%	\$ 27,673	2,065	17%	\$ 36,952	648	0%	\$ 9,279
Leisure and Hospitality	698	8%	\$ 6,459	1,053	9%	\$ 9,108	355	0%	\$ 2,649
Other Services	116	1%	\$ 13,669	148	1%	\$ 19,159	32	0%	\$ 5,490
Government	1,375	16%	\$ 19,288	1,804	15%	\$ 27,771	429	-1%	\$ 8,483

Source: Idaho Department of Labor, LYRB

# Population and History

Idaho	1996			2006			DIFFERENCE		
	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage
Total Covered Wages	490,869	100%	\$ 23,257	644,354	100%	\$ 32,568	153,485		\$ 9,311
Agriculture	19,947	4%	\$ 17,688	21,762	3%	\$ 25,114	1,815	-1%	\$ 7,426
Mining	2,981	1%	\$ 35,001	2,374	0%	\$ 51,692	(607)	0%	\$ 16,691
Construction	31,123	6%	\$ 25,965	52,201	8%	\$ 33,560	21,078	2%	\$ 7,595
Manufacturing	65,431	13%	\$ 31,756	65,886	10%	\$ 45,278	455	-3%	\$ 13,522
Trade, Utilities and Transportation	104,632	21%	\$ 20,783	126,436	20%	\$ 30,240	21,804	-2%	\$ 9,457
Information	7,701	2%	\$ 26,328	10,595	2%	\$ 38,227	2,894	0%	\$ 11,899
Financial Activities	21,646	4%	\$ 26,910	29,848	5%	\$ 40,036	8,202	0%	\$ 13,126
Professional and Business Services	42,969	9%	\$ 28,398	81,392	13%	\$ 39,320	38,423	4%	\$ 10,922
Educational and Health Services	41,989	9%	\$ 23,858	67,072	10%	\$ 32,047	25,083	2%	\$ 8,189
Leisure and Hospitality	47,564	10%	\$ 8,680	59,599	9%	\$ 12,571	12,035	0%	\$ 3,891
Other Services	13,938	3%	\$ 16,308	15,684	2%	\$ 22,634	1,746	0%	\$ 6,326
Government	90,948	19%	\$ 24,752	111,504	17%	\$ 33,213	20,556	-1%	\$ 8,461

Source: Idaho Department of Labor, LYRB

Wages range between \$9,108 in leisure and hospitality (lowest-paying sector) to a high of \$36,952 in educational and health services. The largest sector – trade, utilities and transportation – is relatively low paying (\$23,027). However, the second largest sector – educational health services – is the highest-paying sector in Madison County (\$36,952) and reflects the positive impact of BYU-Idaho on the local economy. ????

LARGEST EMPLOYERS	
Name of Business	Number of Employees
BYU-Idaho	1,000 - 1,200
Madison Memorial Hospital	400 - 650
Madison School District #321	300 - 400
Western Wats Center	N/A
Discovery Research	N/A
Artco	N/A
Melaleuca	N/A
Barrett Business Services	N/A
Wal-Mart	200- 300
Madison County	100 - 200
N/A - have over 300 employees, but the exact number is uncertain	

Source: Idaho Department of Commerce and Labor



## Population and History

### Commuting to Work

According to the 2000 Census information, 5,112 of the 7,061 workers (72 percent) living in Rexburg work within the City limits. And, 86 percent of the workers who reside in Rexburg work inside the County limits. Economically, it is advantageous to have a high percentage of the local workforce remain within the local community, as workers are then more likely to make purchases closer to home and the workplace.

### Future Employment Conditions

After the announcement of the expansion of BYU-Idaho, the City of Rexburg conducted interviews with 12 large employers and manufacturers in Rexburg. These interviews suggest that increased enrollment at BYU-Idaho is expected to have significant impacts on the economic conditions of the City. General expectations among employers, as stated in the interviews, include an increase in the number of students working year-round, with accompanying increased productivity and profitability for employers. More married students are anticipated to stay in the area during the summer months instead of returning to their home towns.

Employers such as Artco and Melaleuca feel they will be able to hire more students as long-term employees instead of seasonal and part-time workers. Based on input provided from the City, Melaleuca indicated that it would consider increasing its call center employee base if its applicant pool enlarged and the quality of applicants increased. The company often promotes college graduates from its Rexburg call center to the regional office in Idaho Falls.

Schools, banks, and other financial institutions in Rexburg have already felt the impact of the BYU-Idaho increase. Madison County School District is also experiencing growth. The district gained 146 students in the 2008 school year, with a total of 4,616 students as of November 2007. Based on growth estimates for Madison County, the District is constructing two new elementary schools and is in the design phase for a new high school. These capital improvements are intended to relieve a portion of the student population housed in portable classrooms and to absorb new growth.

### Summary

This overview of the general demographic and economic conditions within Rexburg and Madison County support the following conclusions:

- Population growth has been extremely rapid over the past few years due to the announcement of the expansion of BYU-Idaho. The growth rates in the future will be solid, although not as rapid as the growth rates recently experienced. If BYU-Idaho has additional expansions in enrollment in the future, communitywide growth rates will then see significant increases.
- Household statistics in Rexburg reflect the large student population and cultural tendency to have large families. The median age in Rexburg is about 13 years younger than the state average. Average household size in Rexburg and Madison County is larger than the state average by almost one person. Non-family households comprise the 44 percent of the households in Rexburg, but only 32 percent of the households in Madison County.
- Median household income in Rexburg (\$26,965) is only 72 percent of the median household income statewide (\$37,572). Per capita income in Rexburg (\$9,173) is only 51 percent of the state average (\$17,841) – only 51 percent. This is a clear reflection of the student incomes in Rexburg.



## Population and History

- The historically dominant farming employment sector has declined and diversified into the growing service, retail trade, and government sectors. In 1999, fire, insurance and real estate yielded the highest average earnings, followed by government, farming and manufacturing. Average unemployment rates remain consistently lower than state rates.
- Interviews by The City of Rexburg with 12 large employers in Rexburg indicate that the increase in enrollment at BYU-Idaho will have a positive impact on economic conditions.



## **Population and History**

## Chapter 3: Private Property Rights

### Goals and Objectives

**Goal 1: Ensure that the City of Rexburg land use policies, restrictions, conditions and fees do not violate private property rights. Establish an orderly, consistent review process for the City of Rexburg to evaluate whether proposed actions may result in a taking of private property.**

Objective 1.1: Ensure that city land use actions, decisions, and regulations will not cause an unconstitutional physical occupation of private property.

Objective 1.2: Ensure that land use actions, decisions, and regulations do not cause an unconstitutional physical invasion of private property.

Objective 1.3: Ensure that city land use actions, decisions, and regulations do not effectively eliminate all economic value of the property.

Objective 1.4: Ensure that city land use actions, decisions, and regulations further the city's responsibility to protect public health, safety, and welfare.

Objective 1.5: Ensure that city land use actions, decisions, and regulations do not prevent a private property owner from taking advantage of a fundamental property right or impose a substantial and significant limitation on the use of the property.

Policy: Ask and answer the six questions respecting private property rights development identified by the Attorney General when making any land use policy decision:

1. Does the regulation or action result in a permanent or temporary physical occupation of private property?
2. Does the regulation or action require a property owner to dedicate a portion of property or to grant an easement?
3. Does the regulation deprive the owner of all economically viable uses of the property?



## Private Property Rights

4. Does the regulation have a significant impact on the landowner's economic interest?
5. Does the regulation deny a fundamental attribute of ownership?
6. Does the regulation serve the same purpose that would be served by directly prohibiting the use or action; and does the condition imposed substantially advance that purpose?

### **Constitutional Requirements and a Balance of Interests**

Both the federal constitution and the constitution of the State of Idaho provide that private property may not be taken for public use without just compensation as prescribed by law.

Idaho Code sections 67-6508 (a), 67-8001, 67-8002, and 67-8003 establish a review process, which the City or County uses to evaluate whether proposed regulatory or administrative actions result in a taking of private property without due process of law.

However, Section 67-8001 states that it is not the purpose of the chapter to expand or reduce the scope of the private property protections provided in the State and federal Constitutions. Section 67-8001 states that nothing in the section grants a person the right to seek judicial relief requiring compliance with the provisions of the chapter.

Any laws or regulations governing private property should heavily depend upon the government's authority and responsibility to protect public health, safety, and welfare. Based upon this premise, courts have supported the limitation of the use of private property through land use planning regulations such as Comprehensive Plans, Zoning Ordinances, Subdivision Ordinances, and Environmental Quality Acts.

### **Questions and Legal Background**

It shall be the policy of the City of Rexburg that City staff shall consider the following questions, as outlined by the State of Idaho Attorney General's Office, in reviewing the potential impact of a regulatory or administrative action on specific property.

While these questions provide a framework for evaluating the impact proposed regulations may have generally, takings questions normally arise in the context of specific affected property. The public review process used for evaluating proposed regulations is another tool that the city should use aggressively to safeguard rights of private property owners. If property is subject to regulatory jurisdiction of multiple government agencies, each agency should be sensitive to the cumulative impacts of the various regulatory restrictions.

Although a question may be answered affirmatively, it does not mean that there has been a "taking." Rather, it means there could be a constitutional issue and that City staff should carefully review the proposed action with legal counsel.

#### **1. Does the regulation or action result in a permanent or temporary physical occupation of private property?**

Regulation or action resulting in a permanent or temporary physical occupation of all or a portion of private property will generally constitute a "taking." For example, a regulation that required landlords to allow the installation of cable television boxes in their apartments was found to constitute a "taking." See *Loretto v. Teleprompter Manhattan CATV Corp.*, 458 U.S. 419 (1982).

### **2. Does the regulation or action require a property owner to dedicate a portion of property or to grant an easement?**

Carefully review all regulations requiring the dedication of property or granting of an easement. The dedication of property should be reasonably and specifically designed to prevent or compensate for adverse impacts of the proposed development. Likewise, the magnitude of the burden placed on the proposed development should be reasonably related to the adverse impacts created by the development.

A court also will consider whether the action in question substantially advances a legitimate state interest. For example, the United States Supreme Court determined in *Nollan v. California Coastal Commission*, 483 U.S. 825 (1987), that compelling an owner of waterfront property to a public easement across his property that does not substantially advance the public's interest in beach access, constitutes a "taking."

Likewise, the United States Supreme Court held that compelling a property owner to leave a Public greenway, as opposed to a private one, did not substantially advance protection of a floodplain, and was a "taking." *Dolan v. City of Tigard*, 114 U.S. 2309 (June 24, 1994).

### **3. Does the regulation deprive the owner of all economically viable uses of the property?**

If a regulation prohibits all economically viable or beneficial uses of the land, it will likely constitute a "taking." In this situation, the agency can avoid liability for just compensation only if it can demonstrate that the proposed uses are prohibited by the laws of nuisance or other pre-existing limitations on the use of the property. See *Lucas v. South Carolina Coastal County*, 112 S. Ct. 2886 (1992).

Unlike 1 and 2 above, it is important to analyze the regulation's impact on the property as a whole, and not just the impact on a portion of the property. It is also important to assess whether there is any profitable use of the remaining property available. See *Florida Rock Industries, Inc. v. United States*, 18 F.3d 1560 (Fed. Cir. 1994). The remaining use does not necessarily have to be the owner's planned use, a prior use, or the highest and best use of the property.

One factor in this assessment is the degree to which the regulatory action interferes with a property owner's reasonable investment-backed development expectations.

Carefully review regulations requiring that all of a particular parcel of land be left substantially in its natural state. A prohibition of all economically viable uses of the property is vulnerable to a takings challenge. In some situations, however, there may be pre-existing limitations on the use of property that could insulate the government from takings liability.

### **4. Does the regulation have a significant impact on the landowner's economic interest?**

Carefully review regulations that have a significant impact on the owner's economic interest. Courts will often compare the value of property before and after the impact of the challenged regulation. Although a reduction in property value alone may not be a "taking," a severe reduction in property value often indicates a reduction or elimination of reasonably profitable uses. Another economic factor courts will consider is the degree to which the challenged regulation impacts any development rights of the owner. As with 3 above, these economic factors are normally applied to the property as a whole.

### **5. Does the regulation deny a fundamental attribute of ownership?**

## Private Property Rights

Regulations that deny the landowner a fundamental attribute of ownership—including the right to possess, exclude others, and dispose of all or a portion of the property—are potential takings.

The United States Supreme Court recently held that requiring a public easement for recreational purposes where the harm to be prevented was to the floodplain was a "taking." In finding this to be a "taking," the Court stated: The City never demonstrated why a public greenway, as opposed to a private one, was required in the interest of flood control. The difference to the petitioner, of course, is the loss of her ability to exclude others.

This right to exclude others is "one of the most essential sticks in the bundle of rights that are commonly characterized as property." *Dolan v. City of Tigard*, 114 U.S. 2309 (June 24, 1994).

The United States Supreme Court has also held that barring the inheritance (an essential attribute of ownership) of certain interests in land held by individual members of an Indian tribe constituted a "taking" *Hodel v. Irving*, 481 U.S. 704 (1987).

### **6. Does the regulation serve the same purpose that would be served by directly prohibiting the use or action; and does the condition imposed substantially advance that purpose?**

A regulation may go too far and may result in a takings claim where it does not substantially advance a legitimate governmental purpose. *Nollan v. California Coastal Commission*, 107 S.Ct. 3141 (1987); *Dolan v. City of Tigard*, 114 U.S. 2309 (June 24, 1994).

In *Nollan*, the United States Supreme Court held that it was an unconstitutional "taking" to condition the issuance of a permit to land owners on the grant of an easement to the public to use their beach. The Court found that since there was no indication that the Nollan's house plans interfered in any way with the public's ability to walk up and down the beach, there was no "nexus" between any public interest that might be harmed by the construction of the house, and the permit condition. Lacking this connection, the required easement was just as unconstitutional as it would be if imposed outside the permit context. Likewise, regulatory



*Local land use control and property rights are valid topics that warrant intense focus and attention amongst residents and governmental authority alike.*

actions that closely resemble, or have the effects of a physical invasion or occupation of property, are more likely to be found to be takings. The greater the deprivation of use, the greater the likelihood that a "taking" will be found.

Private property rights and local land use control have been linchpins of American society for many years but it seems these ideals, sometimes viewed as complementary, have become unlikely adversaries. At least part of the reason is that these concepts have changed over time.

Property rights groups seem to be well aware of their own rights, but sometimes lose sight of others' property rights and oppose development projects they don't like. Local land use control, in principle a process that allows local residents to be involved in planning their cities' future, has become a forum for outside activists to block new development. The dilemma is that local control can certainly infringe upon property rights, but pure property rights leaves few options for local land use control.



## Private Property Rights

There are many local land use control issues these days. Opposition to growth and development in some areas has grown to the point that it has prompted the creation of terms such as NIMBY (not in my backyard), LULU (locally unwanted land use), and BANANA (build absolutely nothing anywhere near anything). The forces behind this resistance range from concerned local citizens worried about property values and neighborhood changes to environmental groups worried about air quality and ecosystem preservation. Regardless of the motive, the outcome of their opposition is often to deny property owners their preferred use of their land and thus diminish their property rights.

From a treatise published by the American Planning Association.

### Recommendations

There are a number of different ways in which communities concerned about fairness and balance for all citizens in addressing the "takings" issue can protect themselves against potential "takings" claims. These include the following:

- **Establish a sound basis for land use and environmental regulations through comprehensive planning and background studies.** A thoughtful comprehensive plan or program that sets forth overall community goals and objectives and which establishes a rational basis for land use regulations helps lay the foundation for a strong defense against any "takings" claim. Likewise, background studies of development and pollution impacts can build a strong foundation for environmental protection measures.
- **Explore the benefits and applicability of instituting an administrative process that gives decision-makers adequate information to apply the "takings" balancing test by requiring property owners to produce evidence of undue economic impact on the subject property prior to filing a legal action.** Much of the guesswork and risk for both the public official and the private landowner can be eliminated from the "takings" arena, by establishing administrative procedures for handling "takings" claims and other landowner concerns before they go to court. These administrative procedures should require property owners to support claims by producing relevant information, including an explanation of the property owner's interest in the property, price paid or option price, terms of purchase or sale, all appraisals of the property, assessed value, tax on the property, offers to purchase, rent, income and expense statements for income-producing property, and the like.
- **Through good planning, take steps to prevent the subdivision of land in a way that may create economically unusable substandard or unbuildable parcels.** Subdivision controls and zoning ordinances should be carefully reviewed, and should be revised if they permit division of land into small parcels or districts that make development very difficult or impossible--for example by severing sensitive environmental areas or partial property rights (such as mineral rights) from an otherwise usable parcel. Such self-created hardships should not be permitted to develop into a "takings" claim.
- **Whenever possible, require development pay for its proportionate fair share of impacts to city-wide resources and facilities, but establish a rational, equitable basis for calculating the type of exaction, or the amount of any impact fee.** The U.S. Supreme Court has expressly approved the use of development conditions and exactions, so long as they are tied to specific needs created by a proposed development. The use of nationally accepted standards or studies of actual local government costs attributable to a project, supplemented by a determination of the actual impact of a project in certain circumstances, may help to establish the need for and appropriateness of such exactions.



## Private Property Rights

- **As appropriate, avoid any government incentives, subsidies, or programs that encourage development in sensitive areas such as steep slopes, floodplains, and other high-hazard areas.** Nothing in the Fifth Amendment requires a government entity to promote the maximum development of a site at the expense of the public purse or to the detriment of the public interest. Taxpayers need not subsidize unwise development. At the same time, consider complements to regulation such as incentive programs that encourage *good* development, when regulatory approaches cannot alone achieve necessary objective without severe economic deprivation. While not a legal requirement, such programs can help take the sting out of tough, but necessary, environmental land use controls. Generally, development should avoid all sensitive areas, and should certainly not be encouraged through incentives. However, sometimes development does occur in sensitive areas such as floodplains. If development is to occur in floodplains, appropriate insurance should be secured to ensure that development does not become a burden on the City or public.

## **Chapter 4: Schools and Transport**

### **Goals and Objectives**

**Goal 1: As much as possible and within the controls of the City, provide and maintain sufficient school building capacity for the needs of school children in Rexburg.**

Objective 1.1: Coordinate with the school districts to encourage the establishment and maintenance of level of service standards for public school facilities by type of facility (elementary, middle, and high school).

Policy: Encourage school districts to maintain an appropriate balance between school system capacity and increases in student populations as a result of future.

Policy: Support educational institutions in exploring opportunities to expand continuing education offerings in the City through existing educational institutions.

Policy: Encourage educational organizations to offer summer and online courses and continuing education to traditional and non-traditional students.

Objective 1.2: Cooperate with the school districts, as appropriate, to develop and maintain current data for the evaluation of the adequacy of school facilities in rezoning requests.

Policy: Encourage increased coordination between educational organizations and the community through exploring opportunities for shared facilities.

Objective 1.3: Support and encourage the maintenance and improvement of public school facilities as needed.

Policy: Encourage coordination among business organizations and educational institutions to provide a link between business needs and educational training and programs.

**Goal 2: As much as possible, ensure that school facilities are incorporated into the long-range comprehensive planning process so that schools may serve as focal points for communities and neighborhoods.**

# Economic Development

Objective 1.1: When appropriate, utilize common data sources in the development of the Rexburg Public Schools' planning documents and the Comprehensive Plan.

Policy: Encourage inter-agency cooperation to provide a link between planning efforts and community and educational needs.

Policy: Encourage increased coordination between educational organizations and the community through exploring opportunities for shared facilities.

Objective 1.2: Locate schools where they may assist in providing community and neighborhood focal points, when possible.

Policy: Coordinate capital improvements in pursuit of co-location of complementary facilities such as parks and libraries, as appropriate.

Objective 1.3: As appropriate, encourage coordination in the design and appearance of schools to meet address neighborhood needs.

Policy: Encourage the utilization of public workshops to engage the broader community, as well as review by the city and county design review boards.

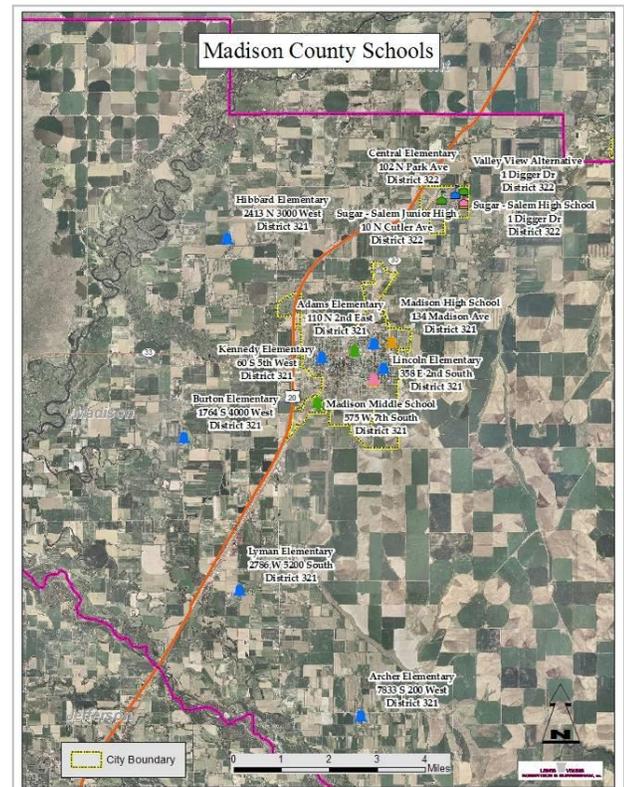
## Schools

Madison School District #321 covers almost 300 square miles, and serves the majority of Madison County, including all of Rexburg. District #322 serves the remaining areas of Madison County, including Sugar City. Within District #321, the high school, junior high, and middle schools are located within the City of Rexburg, with the elementary schools in Archer, Lyman, Hibbard and within the City of Rexburg. The total number of schools is eleven. The elementary schools serve grades K-4, the middle schools serve grades 5-7, the junior high serves grades 8-9, and the high school serves grades 10-12. In addition, the District offers an alternate high school. A new high school is under construction and other schools will be considered as needs arise. To accommodate growth and provide necessary renovations and remodeling for capital needs, the District recently passed (August 2006), a \$40.5 million bond to be repaid over 20 years.

### Brigham Young University-Idaho

On November 12, 1888, Bannock Stake Academy was created in Rexburg. In 1903, the school was renamed as Ricks Academy and in 1923 the Academy became known as Ricks College.

On June 21, 2000, President Gordon B. Hinckley, who serves as chairman of the Board of Trustees, made the announcement that Ricks College would change from a two-year junior college to a four-year university. The school officially



## Economic Development

became known as Brigham Young University-Idaho on August 10, 2001. BYU-Idaho is a four-year university which is owned and operated by The Church of Jesus Christ of Latter-day Saints.

The campus, which is situated on 250 acres west of 2nd East, contains 32 major buildings, residence halls, and a 5,000-seat outdoor stadium. The University recently completed several building projects, namely the Gordon B. Hinckley Building and the Jacob Spori Building. The total staff employed at BYU-Idaho is 1,112, and average enrollment per semester is growing, with approximately 12,842 students attending Fall Semester 2007 and 13,155 students anticipated in 2007-2008.

BYU-Idaho offers non-cooking style dormitories for single men and women with cooking style dormitories as an option for women. All on-campus housing provides high-speed internet. The men's dormitory is located at the Lowell G. Biddulph Hall, which houses men year-round. The women's residences include the Virginia H. Perkins Hall, Annie S. Kerr Hall, Sarah Ann Barnes Hall, Edna Ricks Hall, Helen Lamprecht Hall and the Verla J. Chapman Hall. Three of these dormitories are used as year-round facilities with the remaining three used during the Fall and Winter Semesters.



*The University Village shown above provides multiple housing solutions for college students.*

On-campus housing is also provided for families. University Village is owned and operated by BYU-Idaho and houses BYU-Idaho students who qualify to live in community housing.

Off-campus housing consists of approved single-gender complexes ranging in price and size. All single students are required to live in approved housing unless circumstances prevent them from doing so. On-campus community housing units designed for student families are also provided to

students. These units are privately owned and operated.

BYU-Idaho attracts students from all 50 states and more than 30 foreign countries. The University offers baccalaureate and associate degrees, integrated degrees and internships that are tailored to fit students' interests.

Brigham Young University-Idaho is a two-tiered institution that gives students a choice between an associate degree and 49 different bachelor's degrees -- from accounting to computer science and from engineering to teacher education. Integrating degrees that are interesting and relevant, as well as increasing student marketability through internships, is a major priority for the institution. Expanding opportunities in on-campus sports, arts, service, and social events to more students has also been a major focus.

Another major initiative since the BYU-Idaho announcement has been the implementation of an innovative year-round track system that allows more students to attend the school. This has in effect increased summertime enrollments by 80 percent. By rotating tracks, the anticipated total students served in a calendar year will be 20,000.



# **Economic Development**

## **Chapter 5: Economic Development**

### **Goals and Objectives**

#### **Goal 1: Promote and support a diverse and sustainable economy.**

- Objective 1.1: Cooperation and coordinate with and support Madison Economic Partners on all economic development efforts.
- Objective 1.2: As resources allow, provide demographic and economic market information that will support existing businesses and aid in new business development.
- Objective 1.3: Encourage expansion of business, industrial and employment opportunities that are environmentally sensitive in Rexburg.
- Objective 1.4: Improve Rexburg's competitive position by supporting incentives for business growth, expansion and relocation.
- Objective 1.5: As appropriate, proactively recruit new business by working with state agencies, pursuing grant opportunities and private/public partnerships, and improving the economic infrastructure of Rexburg.
- Objective 1.6: Allow development of home-based businesses with appropriate ordinances to mediate any potential impacts, as appropriate.
- Objective 1.7: Identify and pursue strategically-targeted business and industry clusters, as appropriate.
- Objective 1.8: Encourage the support the development of a marketing/recruitment plan aimed at new businesses.

#### **Goal 2: Coordinate with Madison County to support development as an outdoor adventure recreation and tourism center.**

#### **Goal 3: Identify and promote business/industrial park sites with good airport and highway access, as appropriate.**

- Objective 3.1: Support designation of a sufficient supply of industrial land in urban growth areas, in appropriate locations.
- Objective 3.2: Explore partnerships with BYU Idaho, including business entrepreneurship and business incubation.



## Economic Development

**Goal 4: Encourage entrepreneurship by supporting increased opportunities for business incubation.**

**Goal 5: Promote downtown as the center and heart of Rexburg – an attractive and dynamic place for students, residents, shoppers, civic users, employment and business owners.**

Objective 5.1: Encourage destination and specialty retail store clusters, including eating establishments, in a walkable, pedestrian-friendly environment.

Objective 5.2: Encourage joint marketing of downtown businesses.

Objective 5.3: Support the improvement of the streetscape and ambiance of downtown.

Policy: Explore the benefits and applicability of providing city-sponsored revolving loan funds, or matching grant funds for façade renovation for businesses fronting on Center Street and College Ave.

Policy: Encourage code enforcement of rundown properties and those not meeting code standards, including educational approach to existing property owners regarding the level of standards required in order to meet the code.

Policy: Improve signage through signage theme program or guidelines to business owners, as appropriate. Review and rewrite zoning design regulations as necessary.

Policy: Encourage rear parking and cross easements in rear of buildings.

Policy: As resources allow, support the provision of city-sponsored activities (i.e., parades, festivals, farmer's markets, open-air concerts, etc.) to take place in downtown and along College Ave -- between downtown and the university.

Objective 5.4: Locate important community buildings in downtown, as applicable.

Objective 5.5: Support expanding physical and visual connections between downtown and the university.

Policy: Encourage streetscape improvements along College Ave and downtown in order to enhance the visual connection between the two areas.

**Goal 6: Encourage the expansion of shopping and entertainment opportunities in Rexburg.**

Objective 6.1: Aim to recapture lost sales opportunities in areas such as entertainment, sit-down restaurants, and convenience shopping categories.

Objective 6.2: Promote the development of neighborhood centers, in appropriate areas.

# Economic Development

**Goal 7: Provide capital improvements, as possible and as needed by commerce and industry, through intergovernmental cooperation and public-private partnerships.**

Objective 7.1: As possible, ensure that impact fees within Rexburg boundaries adequately cover the costs of new development. Coordinate with Madison County to ensure that new development in Areas of Impact pay impact fees that reflect the true cost of providing services.

Objective 7.2: Promote efficient, orderly development that allows for efficient use of city resources and provision of services.

Objective 7.3: Promote development and expansion of the airport.



*Rexburg has the opportunity to develop commercial centers that capture the spending power for tourists traveling through the community*

**Goal 8: Support local educational institutions to promote a well-educated, trained workforce and educational opportunities for all residents.**

Objective 8.1: Support expanded vocational training and opportunities in the community.

Objective 8.2: Encourage an adequate supply of affordable housing for the community through appropriate land use planning tools.

## Overview

A stable and diverse economy supporting family-wage jobs plays a significant role in maintaining the vitality and quality of life within a community. A healthy tax base provides for schools, parks, infrastructure, public safety, and other public facilities and services. Economic development activities help to build strong, sustainable communities. At the same time, economic prosperity should not come at the detriment of the natural environment, which is an important asset to attract and retain businesses and skilled workers. The balance between the environment and the economy increasingly is called "sustainable economic development." Activities that seek to nurture a healthy economy involve far more than just business leaders and local governments. Members of labor, neighborhood, social service, environmental, cultural and educational groups are all concerned with how employment and economic vitality affect our daily lives and our community. The context of economic development itself has changed during recent years. In the past, economic development was a locally or regionally driven process, occasionally affected by state or national concerns. Technological advancements are pushing the world toward a more "global" economy.

As communities experience the impacts of this new economy, they should focus some of their business retention, expansion, formation and recruitment efforts upon those industries that are able to respond to global trends or are linked to the global economy and expected to grow.

## Economic Development

These key industries are predicted to be the primary generators of basic employment in the future. Local economic policy and initiatives will play an ever-increasing role in shaping the global competitiveness of Rexburg business and industry. These policies and initiatives should focus on trade, transportation, communication, skilled labor, research and a regulatory and taxation framework that promotes sound economic expansion.

In addition, Rexburg's economic development policy requires that we develop, maintain, and monitor a streamlined approval and permit process.



*A stable and diverse economy plays a significant role in maintaining the quality of life within a community and affects both commercial centers and neighborhoods.*

agency responsible for facilitating and fostering economic development and diversification in Rexburg. MEDCO has begun to implement some of the strategies identified in its strategic plan to foster economic development and diversification within Rexburg. MEDCO will be an ongoing partner with Rexburg, its businesses and its citizens to help make the Rexburg Comprehensive Plan's economic vision a reality.

We should take a proactive stance in attracting suitable industry and commerce to Rexburg, measure our performance, promote intergovernmental cooperation and make a commitment towards consistency and predictability for all parties. By implementing such, we will be recognized and stand out as a leader in economic development in a very competitive market.

The Madison Economic Development Corporation (MEDCO) is a non-profit

### Planning Context

The Idaho Land Use Planning Act, in an attempt to encourage local governments to anticipate, prepare for and respond to different economic trends, requires that jurisdictions' comprehensive plans encourage economic development consistent with other community policies and provide for the economic needs of all citizens, including the unemployed and disadvantaged. Countywide Planning Policy also calls for policies to promote economic development. In addition, Rexburg's Planning Policy seeks to encourage coordinated economic growth among all jurisdictions in the County. This Economic Development Chapter is intended to meet these requirements and communicate community desires for a productive and sustainable economy.

### Geographic Location

Rexburg is located 32 miles northeast of Idaho Falls. Idaho Falls is a major regional center that attracts shoppers from surrounding cities and counties – including Rexburg and Madison County. While sales from Rexburg are definitely "leaking" out of the County to Idaho Falls and other locations, Rexburg also has the ability to attract some shoppers from surrounding cities and counties and to expand its services as the commercial center of the Upper Snake River Valley. The nearest cities to Rexburg include the following:

## Economic Development

	DISTANCE FROM REXBURG	POPULATION
Sugar City	4.3 miles	1,497
Teton	9.1 miles	565
Parker	9.5 miles	319
St. Anthony	12.1 miles	3,384
Newdale	13.2 miles	355
Ririe	13.4 miles	523

### Rexburg's Economic Needs

Rexburg needs more economic diversification in order to reduce dependence on agricultural employment and relatively low-paying jobs at call centers. Currently, the City relies heavily on employment at BYU-Idaho for its higher-paying jobs, with a large percentage of the population also employed at call centers and with agricultural products.

Major, private employers in Rexburg include the following:

MAJOR EMPLOYERS (Private)
Artco
Brigham Young University – Idaho
Empro Professional Employment
Melaleuca, Inc.
Discovery Research Group
Western Watts
Wal-Mart
<i>Source: Idaho Department of Labor, Madison County Workforce Trends, January 2008.</i>

Of these major employers, three are call centers that capitalize on the availability of college students and a relatively low wage scale. BYU-Idaho also offers a multi-lingual labor force that is attractive to many businesses.

In Madison County, agriculture has declined slightly as a percent of total employment – from four percent to three percent from 1996 to 2007. Other sectors that have declined include: manufacturing (14 percent to nine percent); trade, utilities and transportation (28 percent to 21 percent); and government (16 percent to 15 percent). Sectors that have increased include: construction (three percent to five percent); financial activities (three percent to four percent); professional and business services (four percent to 15 percent); and leisure and hospitality (eight percent to nine percent). Those sectors with the highest wages include: educational and health services (\$36,952); government (\$27,771) and manufacturing (\$27,352). The lowest wages are in leisure and hospitality (\$9,108).

# Economic Development

Madison County	1996			2006			DIFFERENCE		
	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage
Total Covered Wages	8,476	100%	\$ 17,987	12,224	100%	\$ 24,487	3,748		\$ 6,500
Agriculture	361	4%	\$ 18,263	347	3%	\$ 26,481	(14)	-1%	\$ 8,218
Construction	262	3%	\$ 19,459	649	5%	\$ 23,257	387	2%	\$ 3,798
Manufacturing	1,153	14%	\$ 18,152	1,085	9%	\$ 27,352	(68)	-5%	\$ 9,200
Trade, Utilities and Transportation	2,360	28%	\$ 15,447	2,609	21%	\$ 23,027	249	-7%	\$ 7,580
Information	82	1%	\$ 13,254	144	1%	\$ 19,669	62	0%	\$ 6,415
Financial Activities	287	3%	\$ 15,235	486	4%	\$ 22,865	199	1%	\$ 7,630
Professional and Business Services	365	4%	\$ 16,631	1,833	15%	\$ 17,713	1,468	11%	\$ 1,082
Educational and Health Services	1,417	17%	\$ 27,673	2,065	17%	\$ 36,952	648	0%	\$ 9,279
Leisure and Hospitality	698	8%	\$ 6,459	1,053	9%	\$ 9,108	355	0%	\$ 2,649
Other Services	116	1%	\$ 13,669	148	1%	\$ 19,159	32	0%	\$ 5,490
Government	1,375	16%	\$ 19,288	1,804	15%	\$ 27,771	429	-1%	\$ 8,483

Source: Idaho Department of Labor, LYRB

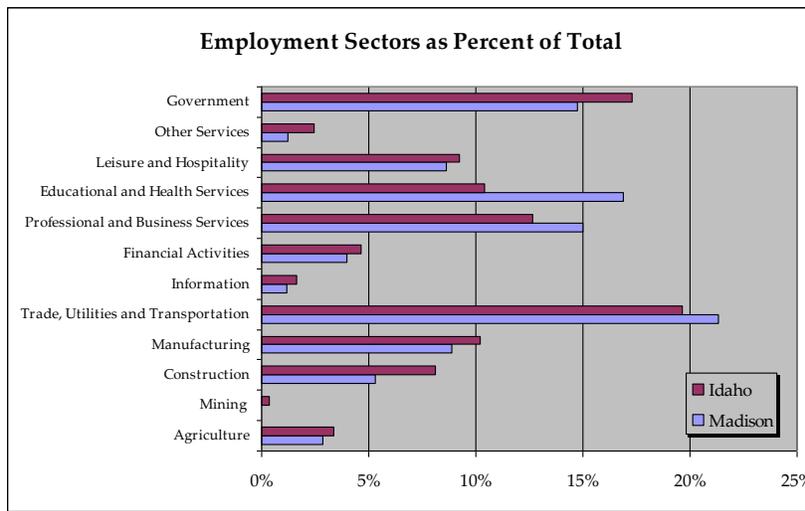
Idaho	1996			2006			DIFFERENCE		
	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage
Total Covered Wages	490,869	100%	\$ 23,257	644,354	100%	\$ 32,568	153,485		\$ 9,311
Agriculture	19,947	4%	\$ 17,688	21,762	3%	\$ 25,114	1,815	-1%	\$ 7,426
Mining	2,981	1%	\$ 35,001	2,374	0%	\$ 51,692	(607)	0%	\$ 16,691
Construction	31,123	6%	\$ 25,965	52,201	8%	\$ 33,560	21,078	2%	\$ 7,595
Manufacturing	65,431	13%	\$ 31,756	65,886	10%	\$ 45,278	455	-3%	\$ 13,522
Trade, Utilities and Transportation	104,632	21%	\$ 20,783	126,436	20%	\$ 30,240	21,804	-2%	\$ 9,457
Information	7,701	2%	\$ 26,328	10,595	2%	\$ 38,227	2,894	0%	\$ 11,899
Financial Activities	21,646	4%	\$ 26,910	29,848	5%	\$ 40,036	8,202	0%	\$ 13,126
Professional and Business Services	42,969	9%	\$ 28,398	81,392	13%	\$ 39,320	38,423	4%	\$ 10,922
Educational and Health Services	41,989	9%	\$ 23,858	67,072	10%	\$ 32,047	25,083	2%	\$ 8,189
Leisure and		10%	\$ 8,680		9%	\$ 12,571		0%	\$ 3,891

# Economic Development

Idaho	1996			2006			DIFFERENCE		
	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage
Hospitality	47,564			59,599			12,035		
Other Services	13,938	3%	\$ 16,308	15,684	2%	\$ 22,634	1,746	0%	\$ 6,326
Government	90,948	19%	\$ 24,752	111,504	17%	\$ 33,213	20,556	-1%	\$ 8,461

Source: Idaho Department of Labor, LYRB

When compared to the State, Madison County has a significantly higher percentage of employees in educational and health services. It also has a somewhat higher percentage in professional and business services, and in trade/utilities/transportation. Surprisingly, given the many recreational areas surrounding Rexburg, the area has a lower percentage of total employment in leisure and hospitality.



## Employment Growth

Long-term employment projections<sup>2</sup> for the State of Idaho are included in the Appendix. Within the next ten years, Idaho expects to see overall job growth of over 150,000 jobs. While very few industries are expected to decline, crop production and support services for agriculture and forestry are among the few declining industries. This will likely have an impact on Rexburg.

While there are a wide variety of future development opportunities in Rexburg, some of the most promising – those with good forecasted growth rates that would be suitable for development in Madison County -- include: Education and Health Services; Trade, Transportation and Utilities; Goods Producing; Leisure and Hospitality; and Manufacturing.

The City should actively pursue jobs with good wages, including expansion of education and health care, manufacturing, high technology and business/professional services. Rexburg has a competitive advantage in its ability to offer a highly-educated workforce and the amenities of a university community. The bilingual skills of the student body are also becoming increasingly attractive to companies that are emerging into the global marketplace.

<sup>2</sup> Long-term projections are generally made for a ten-year period.

## Economic Development

In order to attract manufacturing and industrial firms, the City will need to set aside significant land areas for this use, as well as for other employment categories. Employment in Madison County has increased from 12,391 persons in 2000 to 14,317 persons in 2006. Although jobs have increased, the employment-to-population ratio has declined from roughly 45 percent to 38 percent, suggesting that jobs have not kept up with the rapid population growth of the past few years. While the data below represents Madison County, Rexburg is the employment and economic center of the County, and will be the site of the majority of the increased employment due to the comparative level of services that it offers.

<b>MADISON COUNTY</b>							
<b>Historical Population and Employment Growth</b>							
	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>
Employment	12,391	12,769	13,358	13,018	13,611	14,311	14,317
Population	27,467	28,958	30,531	32,189	33,937	35,779	37,722
Ratio employment to population	45%	44%	44%	40%	40%	40%	38%

*Source: Madison County Work Force Trends, January 2008; LYRB*

Employment growth has been modeled based on an employment-to-population ratio ranging from 38 percent to 45 percent. Using this approach, Madison County will need to plan for an additional 8,256 jobs by 2020, the majority of which will be located in Rexburg and its Impact Area.

<b>MADISON COUNTY</b>				
<b>Population and Employment Projections</b>				
<b>Projections - Madison County</b>	<b>2006</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>
Employment	14,317	18,008	20,613	22,573
Population	37,722	41,159	45,693	50,038

Assuming that Madison County can increase its share of manufacturing, we have projected the following ratios and number of jobs in Madison County in 2020, the majority of which should be located within Rexburg and its Impact Area.

## EMPLOYMENT GROWTH PROJECTIONS BY INDUSTRY Madison County

	2006	Adjusted 2006*	2006	2020	2020	Increase
Agriculture	347	406	3%	451	2%	45
Construction	649	760	5%	903	4%	143
Manufacturing	1,085	1,271	9%	2,935	13%	1,664
Trade, Utilities & Transportation	2,609	3,056	21%	4,740	21%	1,684
Information	144	169	1%	226	1%	57
Financial Activities	486	569	4%	903	4%	334
Professional and Business Services	1,833	2,147	15%	3,160	14%	1,013
Educational and Health Services	2,065	2,419	17%	3,837	17%	1,419
Leisure and Hospitality	1,053	1,233	9%	2,257	10%	1,024
Other Services	148	173	1%	226	1%	52
Government	1,804	2,113	15%	2,935	13%	821
<b>TOTAL</b>	<b>12,223</b>	<b>14,317</b>	<b>100%</b>	<b>22,573</b>	<b>100%</b>	<b>8,256</b>

Source: Madison County Work Force Trends, January 2008

\*Includes all jobs, not just "covered" jobs. Covered jobs are from businesses that are subject to state and federal unemployment insurance laws. These laws apply to approximately 92 percent of employers in Idaho.

The above analysis shows a fairly large increase in manufacturing. Rexburg needs to increase its basic industry employment that exports products out of the local economy. Basic-sector jobs provide good wages, attract job seekers from outside of the local community and encourage the startup of non-basic businesses. Economic diversification and success is often measured in terms of new basic jobs and the resultant income creation.

The County's current low reliance on manufacturing is indicative of the County's historical reliance on agricultural employers for basic jobs. If significant reductions in agricultural employment do occur, the Rexburg economy will suffer, not only in the loss of basic jobs, but also in the multiplier impacts on the dependent service and retail industries.

### Land Capacity Analysis

A land capacity analysis is used to estimate the projected demand for and supply of land for employment uses in Rexburg through 2020. The general approach is to: 1) identify and forecast job growth; and 2) estimate land needs based on typical building configurations, densities and use patterns.

The number of projected new employees in commercial and industrial categories was converted into gross acres of land using a number of ratios and factors, as provided by the City of Rexburg. The ratios – which include estimates of square feet per employee and lot coverage – were developed based on examination of the approaches of other jurisdictions in the region and research into national trends. The square feet per employee factor indicates the typical average number of square feet of building area devoted to each employee for each type of use. Rexburg has conducted research that indicates that a weighted average of space requirements per worker – calculated at 969 square feet per employee – was developed to reflect different industrial use categories (business parks, light industrial, warehouse distribution and heavy industrial). Based on a survey of ratios of commercial space per

## Economic Development

employee used by other jurisdictions, an average of 500 square feet per employee was identified as appropriate for retail, office and service business uses in Rexburg.

Lot coverage refers to the percentage of land that is covered by buildings, parking areas, outside storage and other impervious surfaces. Permitted lot coverage for different types of uses is generally determined by zoning regulations. The City of Rexburg's research of Madison County development standards and the City's analysis of industrial developments built in Rexburg over the last four years yielded an average lot coverage of 38 percent. A similar analysis of other jurisdictions and recent development was performed for commercial development, yielding an average of 32 percent.

Another approach to estimating the necessary amount of land to be zoned for industrial and commercial development is by calculating an average floor area ratio ("FAR") for building coverage of the land. Generally, floor area ratios in rural or suburban areas for industrial are approximately 15 percent; floor area ratios for office space are closer to 22 percent; and floor area ratios for retail are approximately 20 percent. Clearly, these ratios can differ widely based on the availability of suitable land in a community.

The average square feet per employee, using data provided through the Urban Land Institute, would suggest approximately 450 square feet for light industrial; 550 square feet for manufacturing; and nearly 800 square feet for light warehousing. Offices generally have 250 square feet per employee, while retail centers have closer to 400 square feet.

The land analysis below relies on the above assumptions in order to provide a general idea of the magnitude of the additional commercial and industrial acreage that will be needed by 2020. However, these estimates are highly dependant on the type of development that takes place. Some types of manufacturing require closer to 1,000 square feet per employee, in which case the additional 140 manufacturing acres shown below would nearly double to 280 acres. Also, the figures provided below should be increased somewhat in order to accommodate unforeseen opportunities that may arise in various industries and to allow for flexibility in site location.

LAND ANALYSIS					
	Increased Employment in Madison County (2020)	SF per Employee	FAR	Additional Building SF	Acres
Agriculture	45	NA			
Construction	143	NA			
Manufacturing	1,664	550	0.15	915,008	140
Trade, Utilities & Transportation	1,684	700	0.18	1,179,101	150
Information	57	250	0.22	14,266	1
Financial Activities	334	250	0.22	83,418	9
Professional and Business Services	1,013	250	0.22	253,310	26
Educational and Health Services	1,419	250	0.22	354,673	37
Leisure and Hospitality	1,024	900	0.15	921,541	141
Other Services	52	400	0.20	20,951	2
Government	821	225	0.22	184,832	19
TOTAL	8,256				527

The information illustrated in the table above are based on Madison County growth statistics, thus the data shows the county wide acres needed as a result of new employment. Based on the 2000 U.S. Census, Rexburg's civilian labor force equaled 7,923 persons, or 63 percent of the County total. However, it is likely that some of the County residents work within the City

# Economic Development

limits of Rexburg. To estimate the additional commercial and industrial acreage that will be needed by 2020 we have applied a range assuming Rexburg captures 75 to 90 percent of the new workforce.<sup>3</sup> The results illustrated in the table below show that Rexburg will need to provide additional industrial acres for future development. To date, there are 706 acres that have been zoned as industrial in the city limits; 500 acres are for light industry and 206 acres are for heavy industry. About 20 percent, or 141 acres, are vacant.

REXBURG NEW ACRES (SENSITIVITY)					
	Increased Employment Madison County (2020)	Additional Commercial and Industrial Acreage (Rexburg)			
		75%	80%	85%	90%
Agriculture	45	NA	NA	NA	NA
Construction	143	NA	NA	NA	NA
Manufacturing	1,664	105	112	119	126
Trade, Utilities & Transportation	1,684	113	120	128	135
Information	57	1	1	1	1
Financial Activities	334	7	7	7	8
Professional and Business Services	1,013	20	21	22	24
Educational and Health Services	1,419	28	30	31	33
Leisure and Hospitality	1,024	106	113	120	127
Other Services	52	2	2	2	2
Government	821	14	15	16	17

## Downtown Rexburg

Downtown Rexburg has historically been the heart of the community. It is valuable for not only its commercial benefits but also its historical and social significance. Downtown Rexburg is currently characterized by one, two, and three-level buildings with commercial office or retail filling the first levels and some residential and office filling the second and third levels. This mixed-use concept has been encouraged in the past and will continue to be strongly encouraged as Rexburg’s downtown makes the transition from being primarily a transportation route, to a more pedestrian-friendly environment with low through-traffic volumes.



*Typical main street establishments flourish when design standards such as the above pedestrian-friendly concepts are set in place.*

A pedestrian-friendly concept for the downtown area that ties in the University is critical. In order to implement a pedestrian-friendly concept, downtown parking, design standards, and traffic circulations will need to be addressed. It is strongly believed that as the downtown district makes the transition towards a more pedestrian-friendly environment, it will remain a vital and flourishing part of the community.

<sup>3</sup> The U.S. Census was the most recent employment data attainable at the municipal level according to the Idaho Department of Labor. Thus a sensitivity analysis was conducted to illustrate potential outcomes assume certain employment capture rates.



## Economic Development

In downtown Rexburg, there are a variety of commercial businesses types, including grocery stores, restaurants, financial services, big box retail, professional services, miscellaneous retail, etc. Downtown is anchored at the east end of Main Street by Walgreen's, and at the west end of Main Street by Broulim's Grocery. In between these two locations, there are clusters of miscellaneous retail, restaurants, as well as a variety of professional services.

The City of Rexburg values the historical sense of place that the downtown has provided for over a hundred years and has identified several guiding principles that will guide the continuation of the downtown core over the next hundred years. These principles are as follows:

1. Downtown is a pedestrian-priority area;
2. Downtown is the civic, social and cultural center of Rexburg and Madison County;
3. Downtown is highly attractive to visitors;
4. Downtown is the heart of "America's Family Community;"
5. Downtown is a mixed-use center which includes retail, office, residential, entertainment, culture and educational facilities;
6. Downtown is highly connected to the City, region and to BYU-Idaho;
7. Downtown is guided by public-private partnerships, including agencies;
8. Circulation system manages "through" and "to" traffic strategically;
9. Downtown's way-finding and parking systems are user-friendly;
10. Downtown hosts a central plaza for community events and activities;
11. Downtown is a great place to work, visit, shop, learn and live.

The Development Framework that has been identified and within which the community will pursue a revitalization blueprint is as follows:

1. Define and focus development on target markets;
2. Emphasize mixed-use development with ground floor retail;
3. Infuse residential units downtown;
4. Build a sound parking system for employees, customers, visitors and residents;
5. Build a pedestrian and cycling pathway network linking key downtown nodes;
6. Undertake infill, adaptive re-use and historic preservation. Implement urban renewal program;
7. Install small business amenities and services to draw this market;
8. Design the place of downtown for America's families;
9. Connect to community and region with wayfinding, gateways, parking, amenities and marketing.
10. Recruit social retailers to reconnect with major regional markets;
11. Emphasize Rexburg's rich heritage in marketing.

### **Commute-to-Work Data**

According to the 2000 Census information, 5,112 of the 7,061 workers (72 percent) living in Rexburg work within the City limits. And, 86 percent of the workers who reside in Rexburg work inside the County limits. Economically, it is advantageous to have a high percentage of the local workforce remain within the local community, as workers are then more likely to make purchases closer to home and the workplace.

### **Economic Infrastructure**

The potential for economic development in a community is tied closely to the community's economic infrastructure – its roads, modes of transportation, including railroads, bus and freight services, airports, and technology capability.

# Economic Development

## Airport

The Rexburg-Madison County airport (RXE), located 1 mile northeast of Rexburg, Idaho, is a general aviation airport serving the communities of Rexburg, Sugar City and Teton, together with surrounding Madison County.

Located at an elevation of 4,858 MSL, RXE has a single 4,200 x 75 ft. runway with a north-south alignment (runway 17-35), full-length taxiways, tie-down areas and hangars. RXE has two fixed-base operators offering airframe and engine repairs together with aircraft storage. Both jet-A and 100LL fuel are available. The runway is lighted (MIRL) for night operations and has pilot-activated VASI lighting at both ends of the runway. Radio communications are on the common traffic advisory frequency of 122.8 and automated surface weather information is available on frequency 135.075.

RXE is surrounded by a municipal golf course on the south and east sides, and by sewer lagoons on both sides of the north end of the runway.

Although this airport is small and located approximately 25 miles north-east of the much larger Idaho Falls airport, RXE can accommodate small corporate jets or turboprop aircraft. While there is no scheduled commercial air service to RXE, the airport averages 85 aircraft operations daily; principally private aircraft, helicopter training and crop dusting. The airport is a significant advantage in developing the tourism and recreation industry in the area, as well as in attracting new businesses and industries to Madison County.

In conjunction with BYU-Idaho, the airport could be used for training in aviation-related services.

The closest airports to Rexburg that are certified for carrier operations include: 1) Idaho Falls Regional in Idaho Falls (about 30 miles); 2) Jackson Hole in Jackson, Wyoming (about 75 miles); and 3) Yellowstone in West Yellowstone (about 76 miles).

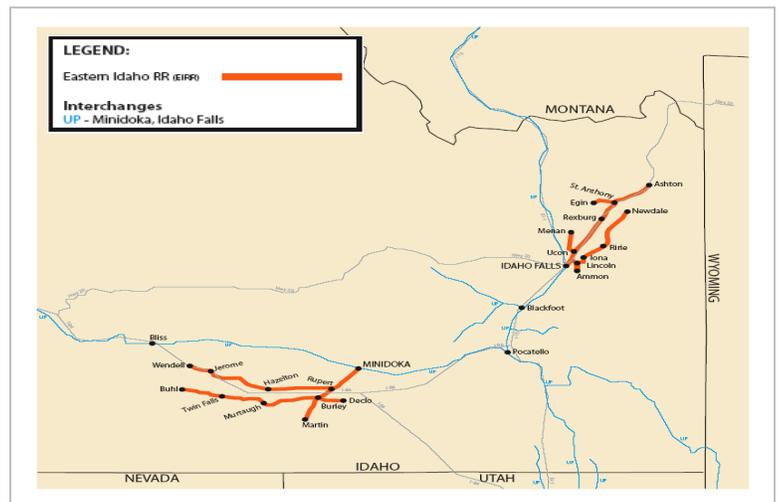
## Highways

Rexburg is well served by US 20 and Idaho 33. Not surprisingly, US 20 and Idaho 33 have the highest traffic counts in the area. As would be expected, traffic counts where US 20 and Idaho 33 intersect are higher than in surrounding areas.

## Rail

Madison County and Rexburg are served by the Eastern Idaho Railroad. With nearly 270 mainline miles, the Eastern Idaho Railroad is one of the largest single shortline spin offs.

Serving the agriculturally diverse areas of Idaho Falls and the Snake River (from Buhl/Wendell to Minidoka), the EIRR carries a wide variety of products, including wheat, corn, and potatoes, in its near 45,000 annual car load capacity. Some of EIRR's largest customers are General Mills, Taylor Produce, and Ririe Grain.



# Economic Development

## Trucking

Major trucking companies include MT West Bark, Cedar Point, Wal-Mart, Danco, Inc., David Munns, LA Parkinson, Wadell Trucking, West Valley, AJ Trucking and Crapo Trucking.

## Shipping Services

Rexburg is served by UPS, Federal Express and Airborne.

## **Recreation, Leisure and Hospitality Development**

Due to its magnificent scenery and geographic location, Rexburg has the potential to increase its visitor base for recreation and outdoor adventure tourism. The City is conveniently located near top-quality fishing, hunting, snow sports and water sports. Rexburg is approximately 1.5 hours from Jackson Hole, 2.5 hours from Sun Valley, one hour from Targhee, and within a 90 minute drive of Yellowstone National Park. The Island Park and Teton Basin area, adjacent to Yellowstone National Park on the east, are major tourist attractions with 35 resorts, lodges, inns and dude ranches.

## **Business Parks**

Existing business parks in Rexburg are shown below. The City will need to designate additional areas for business park development if it is to keep up with the future growth in demand. It is also important to note that many of these business parks are relatively small, when compared to other business parks. It is important for Rexburg to set a standard for lot sizes in relation to business and industrial parks that will help provide a more campus feel to these parks. The City may consider clustering of businesses to promote larger industrial parks that fit the design standards supported by the City. It was also important for the City to develop and promote a unified development standard that incorporates street side landscaping, street lights, sidewalks, and facades.

<b>REXBURG BUSINESS PARKS</b>		
<b>Subdivision Name</b>	<b>Location</b>	<b>Number of Lots</b>
Valley Wide Cooperative	West Main Street	30
Airport Commercial Park	Airport Road	20
Trejo Professional Park 1, 2	4 <sup>th</sup> South	15
Madison Professional Park	Near Hospital on East Main St.	6
Professional Plaza	East Main Street	13
Walker Addition 1, 2, 3	4 <sup>th</sup> North & 2 <sup>nd</sup> East	24
Artco Business Park	North 2 <sup>nd</sup> East	11
Rexburg Business Park 1, 2	North 2 <sup>nd</sup> East	26
Wilcox Business Park	South Yellowstone Hwy/ University Blvd	6
Henry's Fork Plaza	South Yellowstone Hwy	30+
<i>Source: City of Rexburg</i>		

## Industry Analysis

Madison County's main industry is agriculture, with grain, hay and potatoes as the chief crops. The area is known as a rich, potato region and has three potato processing plants that operate nine to ten months each year. There are also 11 fresh market potato warehouses. The land changes from semi-desert on the west side to a mineral-rich, volcanic soil east of the Henry's Fork of the Snake River. While agriculture is largely located in the County, rather than in the City of Rexburg, it is an important economic generator for food processing plants which are located within the City.

Future agricultural-related food processing would revolve around the County's strengths in potatoes, wheat and barley. Many also feel that there is the potential for solar/windpower development in the area.

While manufacturing represents a small percentage of the overall employment of Madison County (nine percent), the major manufacturing sectors in the County include: canning & preserving; furniture & fixtures; and stone, clay and glass products. In addition, the County is strong in stockyards (packing and crating and delivery services); water distribution (not irrigation); and wholesale trade. These sectors represent areas of strength on which the County may be able to build.

The following table shows the total sales in each of the industrial categories where Madison County is a leader (note: data is not available at the City level). Total sales in each category (taxable and nontaxable) are divided by the number of households in Madison County to calculate a per household amount. Then, as a basis for comparison, total sales in Idaho are also divided by the number of households statewide to calculate a per household amount for the state. These two amounts are compared in order to estimate a current capture rate in Madison County, as compared to the average (100 percent) statewide. When the capture rate is greater than 100 percent, Madison County has a relative strength compared to the average statewide for that particular industry sector.

MADISON COUNTY 2007							
SIC Code	Industry	Total Sales	Nontaxable Sales	Total Taxable	Madison County per Household	Idaho per Household	Capture Rate
203	Canning & preserving mfg	25,950,090	25,927,497	114,670	3,025.54	821.56	368%
250	Mfg furniture & fixtures	3,308,137	2,860,249	597,968	385.70	207.70	186%
320	Mfg stone clay & glass prods	17,239,744	626,213	16,637,271	2,010.00	399.69	503%
478	Stockyards, packing & crating, delivery svcs	457,711	0	491,248	53.36	3.43	1557%
494	Water/distribution for sale (not irrigation)	292,406	222,359	70,047	34.09	2.18	1562%
500	Wholesale trade	24,090,381	23,820,087	270,295	2,808.72	1,608.24	175%
519	Misc nondurable goods	9,832,027	7,806,706	2,025,412	1,146.32	309.56	370%

In addition to building on its manufacturing strengths, other opportunities for Rexburg would be to build on the region's strengths and attractiveness as a gateway to outdoor recreation, and to focus on high technology manufacturing firms in the outdoor technology sectors, such as: boat manufacturers, fishing equipment, RV trailers, backpacks, etc.

Local economic development professionals have expressed the concern that vocational educational opportunities are not available in Rexburg. Students have, in the past, had to travel to Idaho Falls in order to receive this type of education. Vocational training opportunities for Rexburg and Madison County residents are listed in Appendix D. The lack of a skilled and trained workforce in areas such as welding, electrical, etc., could somewhat negatively impact the City's ability to attract certain types of manufacturing firms.

Idaho National Laboratories is a federally-funded project that is slated to become the nation's premiere nuclear research institution - especially with the announcement that Areva, the French based company plans on putting a uranium enrichment plant in the area. The main facility is located in the desert, 60 miles from Idaho Falls, with headquarters in Idaho Falls. Idaho National Labs creates opportunities for "spinoff" businesses, as patents are issued, and products are ready to be taken to market. At this point, they need to move off of the federally-controlled site. Rexburg, with its highly-trained workforce is an ideal location for many of these businesses. In order to encourage this type of development, the City should provide land where these types of business ventures can "cluster," and should provide state-of-the-art technology infrastructure. Venture capital will be a critical factor for these startup businesses.

### **Retail Sales Analysis**

Retail sales in Madison County have been analyzed by comparing the average sales per household in Madison County with average sales per household in Idaho. Where capture rates are higher than 100 percent, Madison County is either: 1) attracting shoppers from outside of the County for these types of purchases; or 2) the disproportionately high student population (as compared to statewide) is distorting purchases in a particular category as compared to statewide.<sup>4</sup>

As shown in Appendix C, Madison County has retail strengths in:

- farm equipment sales;
- cottage industry/home and hobby;
- candy, nut and confection stores;
- bakeries;
- motor vehicle dealers;
- gasoline service stations; and
- beauty and barber shops.

The community is losing significant sales in many categories, including the following:

- building materials;
- general merchandise;
- grocery stores;
- shoe stores;
- clothing stores;
- restaurants;
- computer stores; and
- sporting good stores.

### **Professional Development**

Rexburg has a significantly large percentage of medical service providers. Although somewhat surprising with a relatively young population, medical professionals generally cluster near hospital services. Therefore, this is likely explained by the presence of Madison Memorial Hospital. Legal services development is quite low. Future development in these non-basic sectors of the economy will be based on new demand generated by basic sector development (i.e., manufacturing) that create demand for support services.

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<sup>4</sup> Sales tax data, as collected by the State of Idaho, does not include (in each County's data) businesses that have more than one outlet in the State. This data is collected in a separate category - not by County. Therefore, total retail sales amounts are distorted. However, capture rates have some limited comparison values across the state.

## PROFESSIONAL DEVELOPMENT

SIC Code	Industry	Total Sales	Nontaxable Sales	Total Taxable	Madison County per Household	Idaho per Household	Capture Rate
801	Physicians & surgeons	3,632,557	3,562,998	115,714	423.52	76.98	550%
802	Dentists	19,434	2,944	297,830	2.27	33.45	7%
803	Osteopaths chiropractors etc	29,394	1,129	34,212	3.43	14.75	23%
806	Hospitals & nursing homes	408,471	52,472	406,230	47.62	217.80	22%
809	Optometrists prescribg & fitng	2,970,668	946,346	2,024,321	346.35	90.25	384%
810	Legal services	1,414	0	9,038	0.16	8.51	2%

### Community Quality of Life

Rexburg has many advantages that would be attractive to business development. Crime rates are low in the City, with Rexburg's crime index only 62.1 – compared to the United States average of 325.2.<sup>5</sup> Rexburg is a family-oriented community, with clean air and clean water.

Rexburg is located near a wide variety of recreational activities, including a 9-hole municipal golf course and a 27-hole course at Teton Lakes. The community is close to world-class fishing, hunting, snow sports and water sports. It is also within a 90 minute drive of Yellowstone National Park.

The expansion of BYU-Idaho to a four-year institution will create increased interest and demand for jobs where students can remain in the community after graduation. This highly-trained and educated workforce, with bi-lingual skills, as well as the advantages of a small-town university community, will be a strong attraction to many businesses going forward.

### Competitive Environment

Rexburg has a property tax rate that is considerably less than that of surrounding communities. Its rates are roughly one-half to one-third the rates found in Rigby, Idaho Falls, Blackfoot and Pocatello. Because property tax rates, in Idaho, cannot increase more than three percent per year, Rexburg will likely continue to be less expensive than surrounding communities in this regard.

Based on information provided by the City of Rexburg, the cost of building a new home (\$150,000 in construction costs only), will be \$13,624 more in the City of Rexburg than in the County. The major difference is the price of land in the County (average of \$35,000 per acre) compared to land in Rexburg (average cost of \$220,000 per acre).<sup>6</sup> While water and sewer hookup fees are much higher in the County than in Rexburg, these higher fees are more than offset by the higher land prices in Rexburg. This cost discrepancy is encouraging development to occur outside of City boundaries.

<sup>5</sup> 2005 crime data. Source: City of Rexburg

<sup>6</sup> The land prices were provided by City of Rexburg. Interviews with local realtors suggest that land prices might be more in the range of \$40,000 to \$80,000 per ¼-acre lot (\$160,000 to \$320,000 per acre) in Rexburg proper. Land costs outside of the City are estimated at \$40,000 to \$50,000 per acre.

## Economic Development Incentives

### State Support Programs for Economic Development

Several factors influence where a business chooses to locate, including the cost of land (land to capital ratio or the rent gradient), the supply and cost of transportation, space availability and the proximity to key markets. Utility costs and natural resources also influence the attractiveness of certain locations above others. Additionally, human inputs including labor costs and general workforce qualifications are influential factors governing business location. A successful economic environment may also result in a multiplier effect – successful economic development promotes additional development. Although Idaho's economy is expected to slow this year, it will gradually improve through 2008 and 2009 and is projected to expand faster than the national economy.<sup>7</sup> This environment can foster economic development and encourage growth.

A strong economic environment, coupled with appropriate tax policies offered to new businesses entering the state, has provided Idaho with an era of growth. The State of Idaho provides several incentive packages to encourage businesses to locate in Idaho. The *Idaho Corporate Advantage* is offered to large companies that relocate their headquarters or invest in a major administrative expansion in Idaho. This program provides a six percent tax credit up to \$5 million in any one year, coupled with a tax credit based on new job creation ranging from \$1,500 to \$3,000 per job depending on salary levels. Additional property tax credits and sales tax rebates are offered for qualifying companies. The *Idaho Business Advantage* offers similar benefits for smaller businesses, offering an enhanced Investment Tax Credit of 3.75 percent up to \$750,000 in any one year. This credit is offered to businesses investing \$500,000 in new plant and facilities and creating at least 10 new jobs paying above \$40,000 annually plus benefits. In addition, qualifying companies receive a credit ranging from \$1,500 to \$3,000 per job, a 2.5 percent real property improvement tax credit up to \$125,000 in any one year, along with a 25 percent rebate on sales tax paid on construction materials for a new plant.



*A strong economic environment in recent years has provided Idaho with an era of growth.*

The State also offers a three percent tax credit, income tax credits, research and development credits, broadband credits, as well as net operating loss deductions. These incentives are designed to encourage new investments, higher employee wages, and added broadband services to public subscribers in Idaho. In addition, the net operating loss deductions provide an avenue for the absorption of losses. The three percent tax credit is available for qualifying new investments in Idaho and can offset up to 50 percent of state income tax liability on new or used depreciable property.<sup>8</sup> The five percent research and development income tax credit is offered to remunerate businesses conducting basic and qualified research performed in Idaho. An additional three percent investment tax credit, up to \$750,000 in any one year, is allowed for qualified broadband equipment used primarily to provide services to public subscribers in

<sup>7</sup> *Idaho Economic Forecast*, Vol. XXX, No. 1, January 2008, p.5

<sup>8</sup> As defined in Internal Revenue Code Sections 46(c) and 48.



## Economic Development

Idaho. The state also provides additional property, sales and use tax exemptions for certain goods or equipment, as outlined below.

Property tax exemptions in the State of Idaho include the following:

- Business inventories
- Livestock
- Goods temporarily stored in Idaho for shipment elsewhere
- Required pollution control equipment
- Household belongings and clothing, and
- Registered motor vehicles, vessels and aircraft.
- Partially exempt: improvements on residential property, farms.

The state also offers sales and use tax exemption on the following items:

- Equipment and materials used directly or consumed in manufacturing, processing, mining, logging operations or producing fabricated property
- Clean rooms used in semiconductor and semiconductor equipment manufacturing, any equipment or material used in research and development activities,
- Goods purchased by a carrier in its business and delivered outside Idaho,
- Certain containers for packaging,
- Delivered utilities including water, electricity, natural gas, heating fuel, and industrial fuels,
- Required pollution control equipment.

The state provides additional property tax exemptions for companies with property in a single county valued over \$800 million. The property value over this threshold is exempt from property tax if the company makes a yearly capital investment of at least \$25 million in the county and employs a minimum of 1,500 full-time employees in the county. These tax incentives, coupled with the low per capita tax rates, reliable and inexpensive power, and an overall lower cost of doing business are factors that influence business location.

The State offers business support and resources that enable companies to remain stable. Additional workforce programs centered on training development and standardization, technical assistance, export assistance, and management are offered to Idaho companies. Small Business Development Centers (SBDC) deliver up-to-date counseling, training and technical assistance in all aspects of small business management to help small business owners and potential business owners make sound decisions that enable them to succeed.

### Regional Development

There are several regional organizations providing business and fiscal stimulus for Idaho's economy. Madison Economic Partners, a non-profit economic development association created in 1988, promotes and assists in economic growth throughout Madison County. The partners include Madison County, the City of Rexburg, Sugar City, BYU-Idaho, Rocky Mountain Power, and others. The goal of Madison Economic Partners is to bring in new businesses and retain current establishments, focusing on job creation.

The Regional Development Alliance (RDA), located in Idaho Falls, also promotes business growth through investment funds. These funds are available to every stage of business – including start-ups and mature corporations – and applications are considered for funding from nearly every industry sector, excluding retail operations, training/schools, or primarily tourism-dependent concerns. RDA's primary focus is job creation in a seven-county area in eastern Idaho: Bannock, Bingham, Bonneville, Butte, Custer, Jefferson and Madison. In addition to the standard loan program, RDA also supports a micro-loan program and a Community Reuse Organization designed for start-up businesses or growing businesses in need of small amounts of cash or land to succeed. Other statewide organizations exist to provide technical support, consulting, funding and other resources to business in Idaho.

# Economic Development

## Local Level Economic Development

TIF financing is a tool utilized at the local level for business development. This method of financing allows cities to create special districts and make public improvements within those districts that will generate private-sector development. During the development period, the tax base is frozen at the predevelopment level. Property taxes continue to be paid, but taxes derived from the increases in assessed values (the tax increment) resulting from new development either go into a special fund created to retire bonds issued to originate the development, or leverage future growth in the district.

Another resource available to businesses at the local level is tax-free bonds to finance manufacturing, processing, production and assembly projects. These bonds are a form of municipal bonds as they are issued by a local industrial development corporation. The bond proceeds are loaned to businesses to finance capital investment projects and the company or organization that uses the facility provides the interest and principal payments on the loan. The project or business serves as collateral and the local government is simply in partnership with industry lending its name but not its credit.

## **Public Input**

As part of this planning process, the public was given multiple opportunities to provide input for this economic development portion of the plan. Common themes of the public input are summarized as follows:

- Need for employment growth with high-quality, good-paying jobs
- Opportunities for increased recreation/tourism development
- Maximize partnership opportunities with BYU-Idaho
- Additional land needs to be identified and zoned for industrial/business park development
- Strengthen existing businesses
- Need to revitalize downtown
- Lack of higher-paying professional jobs
- Housing is becoming unaffordable for many
- Good, skilled workforce with bilingual skills; good work ethic
- Temple will draw retirees to the area

## **Vision**

As Carl Sandburg once stated, "Nothing happens unless first a dream." Recognizing the necessity of having an economic vision, as well as goals and objectives, the City of Rexburg has written the following vision statements.

### **A. Economic Development and Diversity**

Rexburg should create and encourage a business environment that is supportive of a variety of economic uses in order to diversify the local economy. Rexburg government can help by supporting the MEDCO's efforts of enlisting state and federal agencies, the cities, the chambers of commerce, port districts, public and



*A business environment that fosters diversity amongst economic uses strengthens the community.*



## Economic Development

private utilities, labor organizations, industry and private sector entrepreneurs, educators, environmental groups and other interested stakeholders to assist in creating a business environment that will foster a healthy and diverse economy. However, Rexburg recognizes that it is virtually impossible to plan a community's future without an examination of its economic base and its tax base. Therefore, Rexburg endorses the need for a subsequent market study to identify industries best suited for local expansion.

### **B. Industrial Land Capacity**

Rexburg will provide for sufficient industrial land to meet estimated demand.

### **C. Cooperation and Partnerships**

Rexburg's economic development policy requires that we promote intergovernmental cooperation and public-private partnerships.

### **D. Education and Job Training**

A well-educated workforce is important to remain competitive in the global marketplace. Rexburg will promote policies to maintain and attract a well-educated population.

### **E. Permit Process**

Rexburg's economic development policy requires that we develop, maintain and monitor a streamlined approval and permit process. We should evaluate and revise our system, take a proactive stance in attracting suitable industry and commerce in the county, measure our performance and make a commitment towards consistency and predictability for all parties.

### **F. Major Industrial Developments**

Rexburg will support current investments in industry in this city and encourage future employment and industrial development by promoting continued capital investment. This will be done through a concerted effort to attract major industrial developments for manufacturing, industrial or commercial business that will benefit the city, as well as promote environmentally sound industry.

### **G. Rexburg's Downtown**

Rexburg's downtown area has traditionally existed as the central hub for its commercial markets. However, as the population has increased, commercial developments are occurring North on 2<sup>nd</sup> East and South on the South Yellowstone Highway, and substantial growth is expected to occur at the three main interchanges in Rexburg. Future development is also expected to occur on College Ave. Downtown will therefore need to redefine itself as the community center, with an emphasis on specialty retail, dining, government services, entertainment and community events. Downtown should also incorporate historic architecture as future design standards as a way to create a sense of place that is unique when compared to other commercial areas of Rexburg. This will require a combination of marketing and promotion efforts, streetscape and urban design improvements, as well as encouraging the right cluster and mix of businesses to congregate together.



**Economic Development**

## Chapter 6: Land Use

### Goals and Objectives

**Goal 1: Preserve the high quality of life that currently exists in Rexburg, and strengthen the image of the City as “America’s Family Community.”**

Objective 1.1: Through the use of zoning, planning, and land use encourage future development and growth to occur in an orderly and planned fashion that fosters a sense of community and neighborhood connection.

Policy: Adopt a future land use plan and Map that reflects the needs and values of the community and guides future growth in a manner that is consistent with the City’s history and heritage. Strategies should encourage:

- Community-based residential development,
- Revitalization and strengthening of downtown, and
- Clustering of community and neighborhood commercial centers around key infrastructure and activity centers.

Objective 1.2: Aspire to provide for a graduated transition between the land uses of the City of Rexburg, Sugar City, and unincorporated County and agricultural lands.

Policy: Coordinate with the Madison County and the cities of Rexburg, Sugar City, Teton, and Newdale through the new Joint Commission to:

1. Renegotiate Area of City Impact boundaries,
2. Coordinate zoning to ensure consistency in development standards across jurisdictional boundaries, and
3. Ensure Rexburg’s land use objectives are preserved at the City’s borders.

Policy: When necessary, update the City zoning map to ensure future development of lands likely to be annexed into the City in the reasonably foreseeable future is appropriate and compatible.

Objective 1.3: Strive to minimize incompatibility of land uses by implementing City-wide land use planning. Where varied uses are adjacent, protect the viability of each use through appropriate standards, as appropriate.

## Natural Resources and Hazardous Areas

Policy: Continue to locate industrial uses in the northern portions of Rexburg. Preserve flat sites with convenient highway and railroad access for industrial development, as appropriate.

Policy: Cluster industrial development to limit expansion of public infrastructure, as appropriate. Services used by employees and patrons of these facilities should be located adjacent to limit the burden on local roads.

Objective 1.4: As appropriate, protect the quality of existing residential neighborhoods, ensure new residential development is of high quality, and provide a variety of housing opportunities to meet the needs of all Rexburg residents.

Policy: When planning the City, aim to provide housing for Rexburg residents in all stages of life by identifying in the land use plan locations for a variety of dwelling sizes and types. Housing options may include single-family homes, townhomes, mixed-use options, and apartments and condominiums.

Policy: Encourage new development located adjacent to existing residential neighborhoods to be compatible in scale and use.

**Goal 2: As appropriate, preserve key natural and open spaces, maintain and enhance existing park spaces, and promote development of additional park spaces to meet growing demands.**

Objective 2.1: As much as is practical, ensure continued public access to river corridors and public lands.

Policy: Consider the applicability of establishing standards to prohibit development from cutting off public access to public lands and significant river corridors.



*Developing a green grid of parks, trails, and bicycle routes will connect neighborhoods with open spaces and community destinations.*

Objective 2.2: Aspire to become a city where all residents, including those not able to drive, the ability to access parks, open spaces, and community amenities.

Policy: Encourage and support the development of a "green grid" plan that preserves opportunities for future bicycle and pedestrian routes connecting neighborhood centers, schools, churches, parks, commercial areas, and community assets such as the Teton River, the Rexburg Temple, downtown, and BYU-I.

Objective 2.3: Wherever possible, protect sensitive lands, including steep slopes, wetlands, wildlife habitat, and riparian areas from adverse impacts of development; and protect the safety of Rexburg residents by regulating development in hazardous areas.



## Natural Resources and Hazardous Areas

Policy: If applicable, consider the development of a sensitive lands ordinance to ensure protection of sensitive and hazardous lands. The ordinance should ensure responsible development where development is appropriate, and avoidance of hazards and sensitive lands where development is not appropriate.

Policy: Explore the benefits and applicability of providing density or other incentives to focus development in appropriate areas.

### **Goal 3: Encourage the efficient use of land, public infrastructure, and tax dollars.**

Objective 3.1: Minimize capital improvement costs to the City by encouraging new development to occur near similar developments or existing infrastructure systems where possible.

Policy: As appropriate discourage “leap-frogging” and development in isolated areas. Options and tools available to local governments include developer incentives in areas more appropriate for development, or disincentives such as more stringent requirements and application review procedures for development in areas less appropriate for development.

Policy: As appropriate, consider a phased approach to expansion of the City, focusing new development efforts in areas that are closer to existing infrastructure systems.

Policy: Encourage development of vacant or underused land, when appropriate, prior to additional greenfield development.

Policy: Encourage responsible growth within the City. Strategies the City may want to consider include by developing policies that require developers to demonstrate the availability of adequate public services and facilities, or to demonstrate their plans or alternatives for meeting the increased demand on these services as a result of the development.

### **Goal 4: Promote an economically stable economy by promoting a coordinated land use strategy, encouraging downtown revitalization and high-quality commercial and office development in appropriate areas.**

Objective 4.1: Plan for and accommodate a diverse mix of commercial, office, research and development, and light industrial in appropriate places to strengthen the economic base of Rexburg.

Policy: Encourage clustered large scale retail and office land uses around the Highway 20 interchanges and the Yellowstone Highway.

Policy: Encourage the redevelopment of industrial areas in the heart of the city as future sites for employment centers, and open space areas where appropriate such as directly adjacent to the river, when timing is appropriate.

Objective 4.2: Recognize the hierarchy of commercial needs in the City of Rexburg.

Policy: When planning the City, encourage the separation of large footprint commercial and industrial areas from planned or



## Natural Resources and Hazardous Areas

existing schools, especially elementary schools. Separation will maintain safety for students and eliminate incompatibility of land uses.

Policy: Encourage the provision of neighborhood commercial services at the intersection of arterial and collector streets, fostering neighborhood center development. Appropriate areas are identified on the Comprehensive Plan Map.

Objective 4.3: As possible, work to revitalize Main Street and downtown as the cultural, civic, and commercial heart of the City.

Policy: Consider the recommendations of the Downtown Blueprint Plan, and as appropriate, encourage the implementation of applicable recommendations.

### Background and Existing Land Use

The City of Rexburg is a growing community that is rich in cultural resources and concerned with preserving its friendly, small town environment. Rexburg offers its residents continued employment opportunities, affordable residential neighborhoods, and regional shopping experiences. Much of the current land development is being spurred by the growth of Brigham Young University-Idaho.

Knowing existing land use assists in developing plans for future land use. A walking survey to determine land use was completed in 1990. A windshield survey was also done prior to determining future land uses in the area of impact. In late 1996 and early 1997, another windshield survey was completed to update earlier surveys. A new walking and windshield survey was conducted as part of this planning process to determine any changes in land use from previous analyses.

#### Agriculture

Very little agricultural land remains within the incorporated boundaries of the City, however, much of the designated Area of City Impact is primarily agricultural in nature. This includes lands on the Rexburg Bench to the east, north of the Teton River, and lands west of Highway 20. Agricultural land is transitioning to residential over time, and it is expected that this trend will continue unless agricultural preservation tools are implemented in places where the City feels preservation supports the City's vision.

#### Commercial

Commercial businesses in the past have been located in the downtown and along two of the City's main entrances, 2nd East and South Yellowstone coupled with 2nd West. In the past commercial development has focused on "big box" or "strip" commercial, which has created a ribbon of commercial development along these main transportation routes. In some cases, this has created congestion in other parts of the City, like 2<sup>nd</sup> East, because all of the City's residents are traveling to these few areas for all of their shopping needs. There is a lack of small, neighborhood-scale commercial throughout the rest of the City, so even quick trips require a drive to a large retailer.

Main Street and downtown are experiencing effects of this style of commercial development as well, and many retail spaces are underperforming. Main Street was the historic location for all commercial uses in the City. Traditionally, main streets across the nation functioned in this way and were the heart of each community. Today, Rexburg's Main Street is still an attractive, busy place but it is losing its prominence as the center of the City.



## Natural Resources and Hazardous Areas

One gap in the spectrum of land uses in the City is a significant office component. Rexburg is struggling in the employment area, and a cluster of office buildings has not yet sprung up in the city.

### Industrial

Industrial development has historically located in a central location adjacent to the railroad both south and north of Teton River. These locations will likely redevelop over time, and it is expected that future industrial land uses will locate farther away from the City.

### Residential

Single-family residential development has been concentrated in the lower western portions of the City or on the hill east of BYU-Idaho. The percentage of land occupied by single-family homes is lower than found in most communities and the amount of land occupied by multi-family housing is higher. Over one-quarter of the lands within the City boundaries are vacant. The majority of these vacant lands are in residential areas.

### Educational, Community, and Civic Institutions

There are a number of local schools scattered throughout the City, and the largest educational institution, BYU-I, is located just south of downtown. There are a number of civic facilities also located downtown. These include the City of Rexburg Hall and administrative buildings, the fire station, the Madison County courthouse, and the Madison County administrative offices. Several churches can be found downtown as well as the recently expanded hospital. The location of all of these functions downtown reflects the historical importance of downtown and Main Street. Rexburg's Main Street and downtown still have all the elements needed to once again serve as the cultural, civic, and commercial heart of the community.

### Open Space, Parks and Recreation

The City is home to two large parks, Porter and Smith parks, as well as a few other small neighborhood parks. These parks are all well maintained, and frequently used. The residents of the City also have access to a trail system that will eventually interconnect the Teton and Snake Rivers, with the communities of Rexburg and Sugar City. Most of the existing residential areas are well served with parks, but the southeast corner of the city could benefit from additional park space. Additionally, as the City grows and expands there will be an increased demand for parks and recreation opportunities. There is a current demand for additional recreation facilities. Funding sources for these facilities should be explored, including a regional parks and recreation district that could include Madison County, Rexburg, and Sugar City.

## **Future Land Use Plan**

The Rexburg Comprehensive Plan Map is a graphic illustration of the community's desired future. This map shows what land uses the community would like to see in the City in the future, and where those land uses should take place. This map is a guide for City staff and officials as they are evaluating development proposals or revisions to City policy.

This map differs from the City zoning map in two ways:

- a. First, the land use designations on the Comprehensive Plan Map may or may not match up with existing zoning classifications, they are simply describing the character and type of land use that is desired for a certain location in the City. For example, there may not necessarily be a Highway Commercial *zoning classification*, but is a *Comprehensive Plan Map designation* as described in this plan.

## Natural Resources and Hazardous Areas

- b. Second, the Comprehensive Plan Map does not legally entitle a landowner to develop their property in a certain way. Landowners may find that their property is identified as "Neighborhood Center/Mixed-Use" on the Comprehensive Plan Map, but the City Zoning Map identifies their land as zoned for Low Density Residential 1. In this hypothetical case, the Comprehensive Plan Map simply shows that the City would eventually like to see that area be developed in a way that is consistent with the character and manner of a Neighborhood Center, as described in this plan. A landowner may need to apply to the City for a zone change if they would like to develop their property with some commercial or residential use consistent with the "Neighborhood Center" description. Additionally, the City may determine that the property might be appropriate for that land use, but the timing may not be right. The Commission and Council would need to determine if the timing is right.

This Comprehensive Plan is intended to be a long-term vision for land use within the City. Although Idaho State Law allows of updating of the Comprehensive Plan Map every six months, it is not advisable to update the plan with this frequency.

The Rexburg Comprehensive Plan includes a number of key components worthy of elaboration and explanation. These key components are described below.

### Residential Neighborhoods

The Comprehensive Plan suggests no changes to the land uses of existing neighborhoods. The City should work to provide additional park space in areas that are currently not well-served by parks, such as the southeast portion of the City, when appropriate. The City should also encourage community groups and neighborhood associations to host neighborhood beautification projects and clean-up days.

It is anticipated the demand for higher density housing and commercial development near Brigham Young University-Idaho will intensify. Multi-family residential will continue to be located around the BYU-I area. Improvements to these existing areas include the inclusion of some green space or trees, but otherwise these developments seem to be functioning well as they are. Multi-family housing, with its height, parking areas, and landscaped lawns, will continue to buffer single-family housing from commercial developments, downtown, and BYU-I. The City should continue to work with BYU-I on creating solutions to pedestrian safety, parking issues, and ways to encourage greater student housing density adjacent to campus rather than in nearby neighborhoods or further out from campus, when possible.

As goods, services, and jobs move to the north of Rexburg, residents may wish to live closer to jobs and shopping and single-family homes may start to fill in north of the Teton River. Additional new development is likely to occur around BYU-I and the new Rexburg Temple, as well as on the west side of Highway 20, where a new high school is currently being planned.

As new areas of the City's impact area are developed over time, residential neighborhoods should be planned to be self-sustaining, and to provide for the basic daily needs of a neighborhood. Neighborhood centers should provide places for residents to play, learn, and worship. The City should work with the school districts, church organizations, and other City departments to ensure that schools, churches, and parks are located in the areas that they serve. The housing density in new areas should be located strategically around future



*Higher density housing is anticipated to intensify near BYU-Idaho.*

## Natural Resources and Hazardous Areas

neighborhood centers, and located along collector roads.

### Neighborhood Commercial

As the City expands, neighborhood centers should be considered as appropriate locations for future small-scale commercial developments such as small markets, boutique retail stores, dry cleaners, or daycare centers. No changes are proposed to include neighborhood commercial in existing neighborhoods. However, as the city expands into its Area of City Impact, the City should consider encouraging neighborhood commercial in these areas, as appropriate.

While there is a place for large-scale retailers in Rexburg's future, individual free-standing, neighborhood commercial centers should be encouraged; with increased reinvestment in downtown. Many of the traffic problems in the City are a result of everyone in the City traveling up 2nd East to access the only large commercial outlets. By creating opportunities and incentive for commercial uses to relocate downtown and into future neighborhood centers, many of the cars traveling up 200 East will be rerouted.



*Neighborhood centers should provide services for daily needs and may include small markets or other commercial uses.*

### Regional Employment/Commercial Centers

The community has expressed the need for an expanded job base, and more opportunities for shopping. As, the City is well served by two state highways and a small airport, it is natural to identify these areas as locations for future retail and employment centers. While commercial development that has recently arisen in the area has had some negative impacts on traffic and downtown there is a demand for this type of retail. Rexburg should encourage the future development of commercial serving regional needs is located close to the Highway 20 interchanges where they can be easily accessed and capture a regional market.

Commercial businesses to serve the needs of the college student and resident are encouraged to locate downtown and near Old Highway 91 in the southern portions of Rexburg.

### Relocation of Industrial Land Uses

Industrial development has historically been located in a central location adjacent to the railroad both south and north of Teton River. Eventually, this location is probably more suited to future expansion of the City's residential neighborhoods and park space, and these existing facilities are obstructing potential bridge locations, which would expand opportunities for north-south access through the City. Industrial development, if its impacts can be contained within the building footprint can be compatible with a residential community like Rexburg, but the future center of the community is likely not the best long-term location for this type of land use.

Appropriate locations for light industrial (those that do not produce noise, odor, dust, or other nuisances beyond their lot lines) and business park developments have been located on the Comprehensive Plan map near the railroad tracks and the Yellowstone Highway, as well as near the airport. General and Heavy industrial land uses which can create a nuisance for nearby residents are not considered to be appropriate developments within Rexburg.

### Downtown Revitalization



## Natural Resources and Hazardous Areas

The City hired a consultant to develop the Rexburg Downtown Blueprint plan in 2005, which clearly articulates the issues surrounding the current state of downtown and scores them based on their level of seriousness. It also identifies a number of possible remedies to address these issues, and ranks them by level of ease to implement and correct. It is the recommendation of this Comprehensive Plan that the City work towards and implement the recommendations of the Downtown Blueprint plan, as appropriate and at the appropriate time. Additionally, the City should encourage the organization of community leaders, business leaders, and interested citizens to develop a downtown program which sponsors special events, promotes retail and entertainment businesses, and assists new businesses interested in locating downtown. The Downtown Blueprint Recommendations are as follows:

1. Define and focus development on target markets;
2. Emphasize mixed-use development with ground floor retail;
3. Infuse residential units downtown;
4. Build a sound parking system for employees, customers, visitors and residents;
5. Build a pedestrian and cycling pathway network linking key downtown nodes;
6. Undertake infill, adaptive re-use and historic preservation. Implement urban renewal program;
7. Install small business amenities and services to draw this market;
8. Design the place of downtown for America's families;
9. Connect to community and region with wayfinding, gateways, parking, amenities and marketing.
10. Recruit social retailers to reconnect with major regional markets;
11. Emphasize Rexburg's rich heritage in marketing.

Downtown Rexburg is lacking in the polish and vibrancy of a successful downtown, but it has all the necessary bones for making the transition to an active downtown that serves as a destination for city residents and visitors. Downtown currently has a strong civic and institutional presence making it a place of authority and respect. It has a number of retail storefronts, most of which are occupied, which provide the commercial and business components of a successful downtown. While some of these existing businesses have not reached their fullest potential, underperforming retail spaces create opportunity for improvement. The downtown has the benefit of proximity to the university, a large population of people looking for places to socialize, shop, live, and recreate – another opportunity. Lastly, the downtown is home to a number of historic buildings, which create a visual tie to the City's past, but demonstrate the ability of the community to adapt and mature over time. Preserving historic buildings, especially along Main Street and College Avenue should be a priority for the City. Perhaps even more important than preservation of buildings, is the preservation of similar architecture. If new buildings and those that are remodeled followed standards that made the downtown "feel" historic, that helps create the sense of place that will keep downtown alive.

This area of downtown, and connecting to BYU- I along College Avenue is defined as an area of pedestrian emphasis and the City should work to make this area a safer, and more attractive and comfortable place to walk. A study of student transportation modes by Keller Associates in 2004 found that students walk or bicycle (4.79 avg. daily trips per student) nearly as frequently as they drive (4.88 avg. daily trips per student). Given that students comprise the majority of the Rexburg population, making planning decisions that do not prevent the option of walking or bicycling is necessary. Options emphasizing pedestrian safety and comfort in downtown include:

- Street furnishings (benches, decorative trash and recycling receptacles, and possibly even water fountains and street clocks) make walking more enjoyable.
- Street light flags or banners and flower baskets help create an attractive place and define and unify the district. The City should continue to support these types of decoration.

## Natural Resources and Hazardous Areas

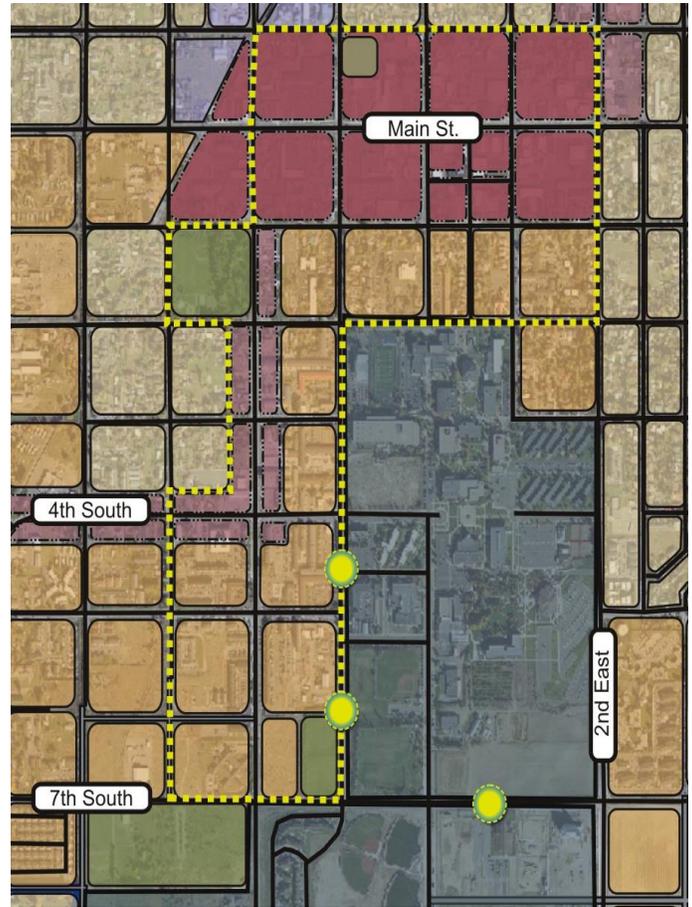
- Bicycle racks would accommodate the large student population traveling by bicycle.
- Mid block crosswalks would help prevent jaywalking and identify safe locations for crossing major roads.
- Other pedestrian safety amenities include: pedestrian operated flashing lights, pavement treatments, and bollards.
- Encourage on-street dining and seating opportunities for restaurants and cafes.
- Require pedestrian-oriented signage for businesses, such as blade (signs hung or mounted perpendicular to the building façade, so that they can be read from the sidewalk), decorative pole, temporary sidewalk, etc. signs).
- Install tree grates.
- Preserve the current on-street parking.
- Improve alley accesses for parking and business entry.
- Extend street furnishings, sidewalk improvements, banners, landscaping, and street lighting along College Avenue and Center Street.

In terms of land uses encouraged within downtown and along Main Street, the City should encourage mixed-use developments – where office or residential occurs on a second floor over retail – and higher density residential development within the downtown district.

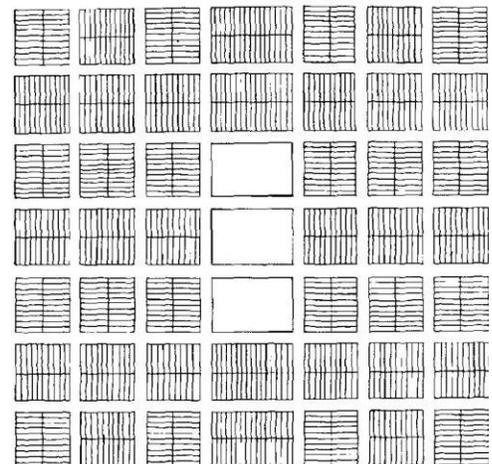
### Downtown/BYU-Idaho Pedestrian Zone

A similar effort to improve pedestrian safety is focused on the 1-2 block radius around BYU-I, identified as a BYU-I pedestrian emphasis zone. Many students walk to class, but live off campus, so the sidewalks and streets are busy with pedestrians between classes. Because of the large block size of Rexburg’s historic grid, many people jaywalk at mid block to shorten their trip. Highlighting key pedestrian crossings at intersections and mid block is a priority to ensure the safety of the students and drivers. While the students are usually in a hurry to class, providing benches and some of the amenities recommended for downtown are less critical. The primary objective here is to ensure students get to their destinations safely and encourage them to linger in areas where the City is working to define a sense of place, like downtown.

The growth of BYU-I will spur development, both residential and commercial, around the college. The new entrance to BYU-I, formed by 2nd West and University Boulevard, should utilize streetscaping techniques including street furnishings, pavement treatments and should be framed by green planting strips enhanced by street trees. Behind the landscaping, new multi-family structures provide convenient housing for students. Retail businesses clustered at South Yellowstone and the southern Highway 20 interchange provide goods and services to both students and the community.



*Example of Downtown/BYU-Idaho Pedestrian Zone.*



# Natural Resources and Hazardous Areas

## Historic Grid Extension

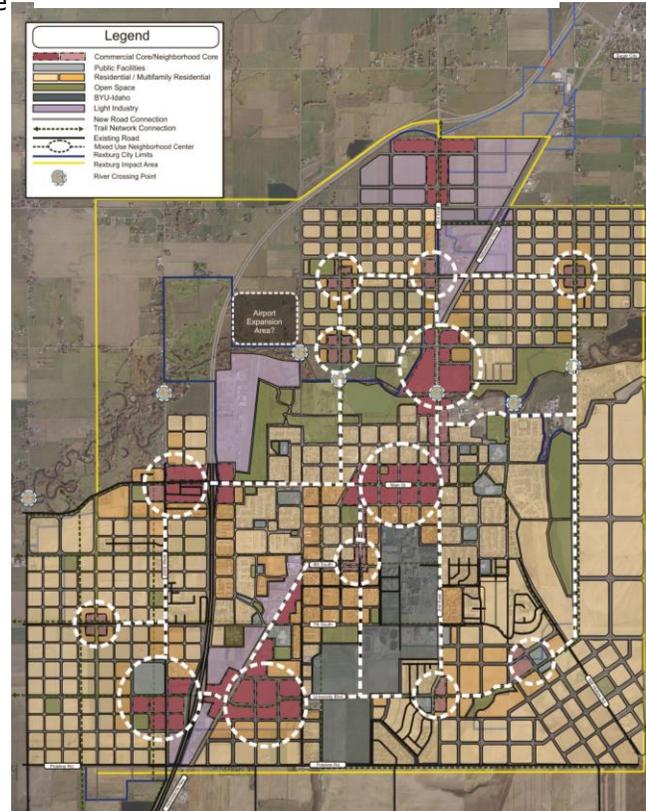
Like many cities and towns in the West, Rexburg was settled by Mormon pioneers. The City was settled following a distinct pattern of development originally conceived of by the LDS Church's first leader, Joseph Smith. The Plat of Zion, as it was called, was a grid network of blocks and streets oriented around a central three-block section set aside for community services: schools, temples, churches, businesses, and other public facilities. Joseph Smith, who was only 28 years old at the time the plan was conceived, did not live to see it used as the template for hundreds of western towns, including Salt Lake City and Rexburg.

The Plat was a response to the challenges of agrarian living, where farmers had little connection with one another and a lack of a sense of community. The rationale behind this new pattern of development was the social advantages that village living entails: schools and other public facilities can be more easily provided and more intensively used. The Plat also brought order and security in the early colonization of the rugged western United States.

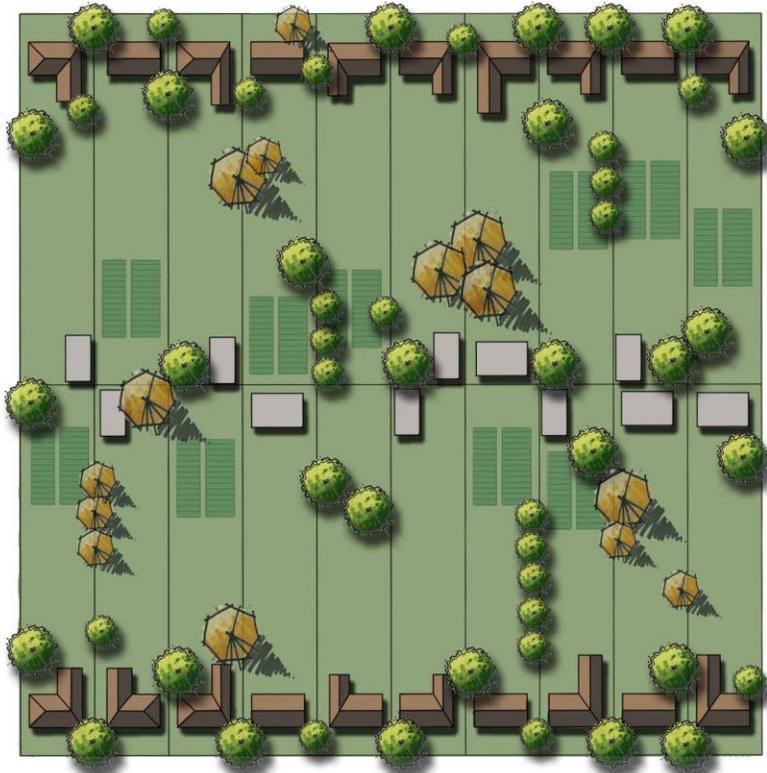
In the early years of settlement of the western United States, agrarian economies and the associated large family farms resulted in a dispersed, non-centralized development pattern. Mormon settlers set out to create a very different kind of western community, one with clustered, and central community services, tighter concentrations of development and housing, and agricultural land on the outskirts of town. This important feature of the Plat of

Zion, evident in nearly all Mormon communities, is a simple but powerful concept: a contrast between rugged individualism and community prosperity and order that has characterized cities like Rexburg for generations.

*The above diagram illustrates the original plat of the City of Zion, as depicted by Mormon Prophet Joseph Smith.*



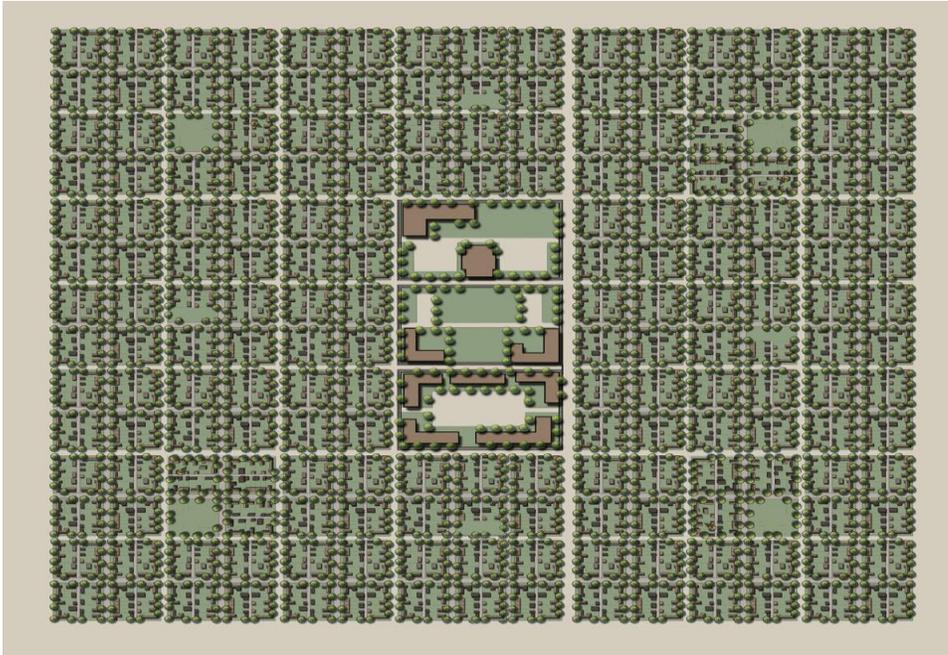
*This diagram illustrates the ability to repeat the individual neighborhood cells of the historic grid into a network of neighborhoods and neighborhood centers connected by arterial roadways.*



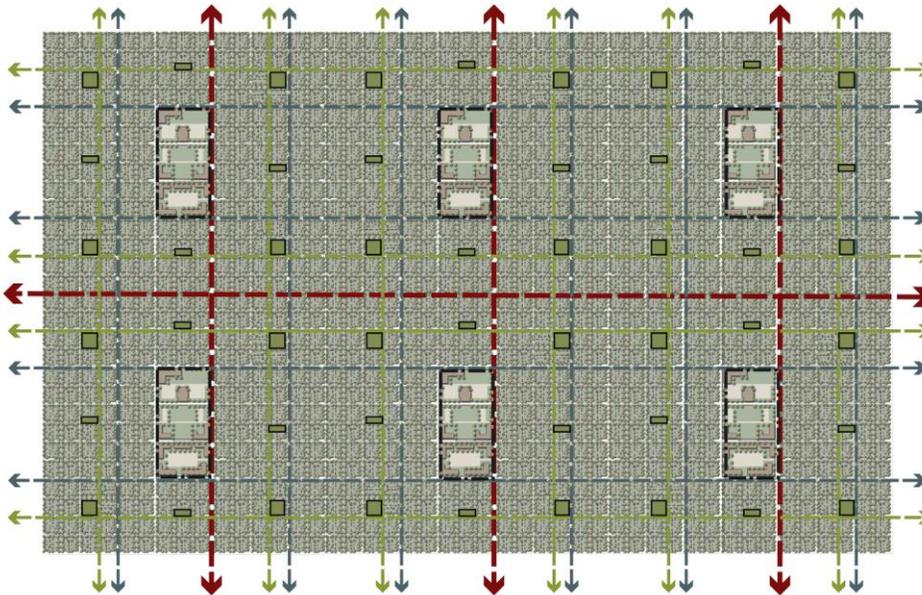
*An example of how an individual block of the original Plat of Zion might have been developed.*

Preserving this history and heritage, as well as recognizing the benefits of this organized pattern of development, the Rexburg Comprehensive Plan supports the extension of the grid into new areas of development. The Comprehensive Plan encourages planning for future areas of development as self-sustaining neighborhood units, each complete with their own neighborhood center (schools, churches, parks, and neighborhood-scaled commercial). As the Rexburg Comprehensive Plan implemented, the City will expand as a series of new neighborhood units. The neighborhoods will be tied together by a gridded network of roadways. Arterials and collector roads will connect neighborhood centers, while the vast majority of the grid streets are preserved as quiet residential streets. There are three main components of Rexburg's modern application of the Historic grid plan for areas of new development. These are: a series of nucleated neighborhoods, a gridded street network, and a green grid.

# Natural Resources and Hazardous Areas



*An example of a possible modern adaptation of the historical plat.*



*When tiled, a modern version of the historical development pattern shows how neighborhood centers can be linked with transportation networks.*

*Neighborhood Center*

# Natural Resources and Hazardous Areas

A major component of the Rexburg Comprehensive Plan is the creation of nucleated neighborhoods as the City grows and expands. Following the historical roots of the Rexburg area, the Comprehensive Plan includes a neighborhood center for each new cell of residential development, where neighborhood services will be located. Appropriate land uses for neighborhood centers include churches, schools, and other civic and community services, recreation centers, plazas and public open spaces, and neighborhood-scaled commercial. Benefits of a nucleated neighborhood development pattern include:

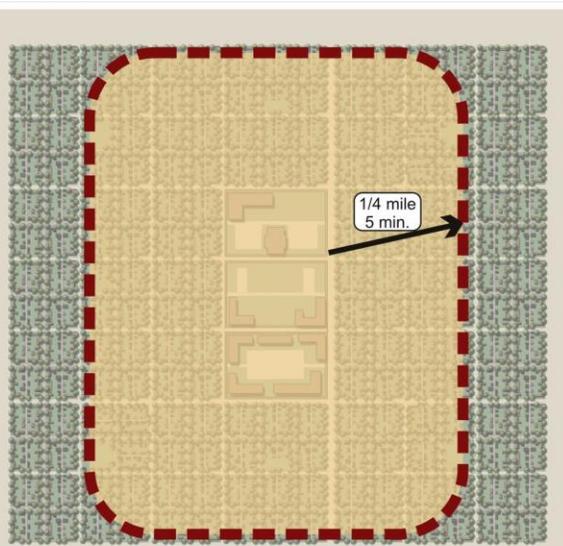
- Re-building of community and neighborhood identity, people can easily identify which neighborhood they reside in.
- Increased communication and "neighborliness" among neighbors – neighborhood residents worship at the same churches, kids go to the same school and play at the same park, and shop at the same stores, etc.
- Reduced congestion in other parts of the city by providing daily services in each neighborhood
- Reduced length and frequency of necessary vehicle trips, with myriad benefits including reduced air pollution, obesity, reliance of fossil fuels, etc.



Example of a possible neighborhood center configuration which includes townshomes, park space, neighborhood-oriented commercial businesses – all which fit appropriately within a predominantly sing-family residential neighborhood.

Other  
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chools, churches, mixed-use developments,  
ent.

s, clothing boutiques, dry cleaners, child care centers,  
rtions, hair salons, grocery stores, and many other

Ideally, neighborhood centers should be within a quarter mile walk from each residence. This is the distance that the average person can comfortably walk within five minutes. Studies have shown that people generally drive to destinations farther than 1/4 to 1/2 mile away.

## Natural Resources and Hazardous Areas



*Typical suburban style development, while still including multiple services and land uses, results in segregated development, and necessitates the use of a personal vehicle to safely access daily destinations and needs. This pattern also places an incredible load on a few key roadways and often results in traffic congestion.*



*Traditional development patterns, which have been used to plan cities for centuries provide the same resources and variety of land uses as a suburban street pattern, but does so in a more integrated and connected manner. This type of development pattern, offers residents multiple routes to reach daily destinations, and by providing more intersections, traffic is dispersed and shorter distances are provided to travel from point A to point B.*

## Natural Resources and Hazardous Areas

The Rexburg Comprehensive Plan includes the extension of the City's historic street grid wherever possible. Modifications to the grid may be necessary in certain situations, for example to tie into existing streets or accommodate changes in natural topography. The Rexburg Comprehensive Plan street grid includes a hierarchy of street classifications: local roads, collectors, and arterials. Arterial roads are aligned with the County Survey Section Lines, and in most cases, connect neighborhood centers.

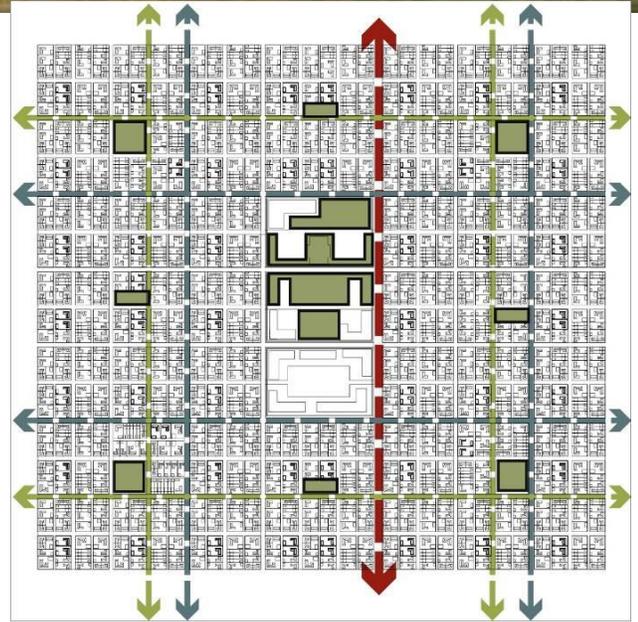
Use of grids in planning cities has been a common practice since medieval times and earlier in some cases. In the United States, the grid system was widely used in most major cities and their suburbs until the 1960s. However, during the 1920s, the rapid adoption of the automobile caused a panic among urban planners, who claimed that speeding cars would eventually kill tens of thousands of small children per year. They called for an inwardly focused "superblock" arrangement that minimized through automobile traffic and discouraged it from traveling on anything but arterial roads; traffic generators, such as apartment complexes and shops, would be restricted to the edges of the superblock, along the arterial. This paradigm prevailed between approximately 1930 and 1960.

In the 1960s, traffic engineers and urban planners abandoned the grid virtually wholesale in favor of curvilinear streets designed to slow and discourage vehicular traffic. This is a thoroughly "asymmetric" street arrangement in which a residential subdivision, often surrounded by a noise wall or a security gate, is completely separated from the road network except for one or two connections to arterial roads. Virtually all traffic is funneled onto a few main roadways. This practice has resulted in many problems including: increased traffic congestion on arterial roadways, separation and isolation of neighborhoods and commercial centers, loss of "community", impacts to human health, slower emergency response times, higher expenditure of public resources to maintain roadways and infrastructure, and many more.

Fortunately, Rexburg has been able to avoid the challenges that many communities are facing, as the City's growth has been more recent. Although the City has a number of suburban roadways, it is privileged in that there are far fewer disconnected neighborhoods than many other communities. However, residents are starting to experience many of the problems created by suburban street patterns. The majority of residents use Main Street and 2nd East to access a single commercial district, both of which are now congested with traffic and causing problems for the city. The Rexburg Comprehensive Plan highlights the extension and reconnection of the historic grid as the city grows as a solution to these problems.

Benefits of a gridded street network include:

- Increased ease of navigation as addressing can be easily tied to the grid.
- Faster emergency response times.
- Promotes options for multiple modes of transportation including transit, walking, and driving.



*The diagram above illustrates a hierarchy of roadways within the extended Rexburg grid system. The red line is an arterial, the blue lines are collector roads, and the green lines are bicycle routes or the "Green Grid." All other roadways within the grid system are local residential streets.*

## Natural Resources and Hazardous Areas

- More intersections mean shorter walking distances to commercial districts and transit for pedestrians.
- Minimizes and reduces the potential for traffic congestion by dispersing traffic onto multiple roadways for daily travel, but also in the event of an accident or unexpected disasters.
- Promotes efficient use of infrastructure systems. Grid street patterns are generally considered to be less expensive than curvilinear, suburban street plans because fewer road miles are needed to serve the same population.
- Recent studies have found higher traffic fatality rates in outlying suburban areas than in central cities and inner suburbs with smaller blocks and more-connected street patterns.
- Decreased severity of accidents. The frequency of intersections encourage lower travel speeds which produce less severe accidents.

### *Green Grid*

The population demographics in Rexburg, with a high percentage of young families and retired persons indicate that there is a strong demand for park space. This is reinforced by the comments of citizens throughout this process requesting additional recreational opportunities.

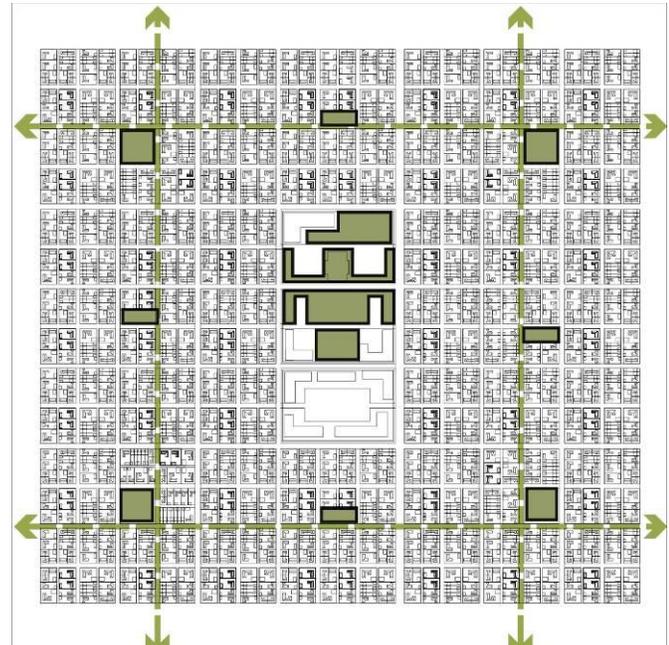
While the Comprehensive Plan proposes extending the traditional street grid as new areas develop, a “green grid” or network of bike lanes, trails, parks, and open spaces should similarly be extended. In many cases the green grid sections may be nothing more than a quiet street with a painted bike lane on the roadway. In other areas, the green grid sections may be comprised of Class I dedicated multi-use trails along rivers, canals, or major roadways. Specifically, the Teton River is highlighted in the Comprehensive Plan as a unique and precious resource for the community. The Teton River Park, much of it left in its natural state, will occupy a portion of the floodplain. The bike and jogging path within the river park will tie into a bike system that encircles Rexburg and connects new and existing neighborhoods to other neighborhood centers and community destinations.

New parks should be encouraged in new development areas with ownership and maintenance by neighborhood associations. In many cases, storm water retention ponds not only temporarily hold storm water but also provide treed open space, informal picnicking, and walking and sitting space to neighbors. The City should work with developers to ensure that new development pays its fair share towards the construction of new park spaces. These parks should be large enough to provide opportunity for a variety of recreational activities.

### Clustered Bench Development and Open Space Preservation

With growth, the vacant lands on the Rexburg Bench, along Pole Line Road, and near the Starlite and Park View Additions will experience new residential development. As these areas develop, The City should encourage clustered development to preserve view corridors and open space.

Many people have chosen to live in Rexburg because they like the small town, rural atmosphere of the area. Development within the character-defining areas of the City should reflect its rural/small town surroundings as much as possible.



*A green grid suggests accommodating multiple modes of transportation within the historic street grid by designating a connected network of bicycle routes along local roadways.*

## Natural Resources and Hazardous Areas

Rural cluster residential offers these residents an opportunity to live away from the hustle and bustle of downtown, and in areas surrounded by abundant open space. The concept of "clustering," means locating homes in a proposed subdivision in closer proximity to one another to minimize infrastructure expenditure and maximize preservation of open space.

Clustering does not mean higher density. Clustering simply takes the same number of homes allowed on a tract of land, and groups them together. Lots sizes can include any range of



*The photo above shows a residential development with homes clustered together in the background, preserving an open field in the foreground*

acreage, but typically a large parcel of open space is created in the subdivision layout that is treated differently than individual private lots. This open space can be used for formal community purposes, or maintained as natural open space for everyone's passive enjoyment.

The open spaces created by clustering can be managed in a number of ways. In clustered residential developments the undeveloped portion of the parcel is protected from future subdivision and development, most typically by a conservation easement. Conservation easements, legal deed restrictions prohibiting development of the land in perpetuity, can be held by the City government or by a third party land trust or management entity.

The management responsibility of the open spaces can fall to a number of entities. The entire open space can be sold to a single landowner, which would then continue to farm or maintain the land as they would any other agricultural parcel. Another effective option is to assign management responsibility to a third party funded by the sale of the development lots. This third option is currently being used in Ada County, Idaho, where the Soil Conservation Service (SCS) is managing open spaces created by clustered residential development. The SCS takes a percentage of the sale price of each lot which then goes into an escrow fund for future management and maintenance of the open space.

While management of open spaces within residential areas can be complicated, the value of open spaces near communities easily outweighs the challenges. Open space provides a range of benefits to citizens of a community including opportunities for recreation, storm-water drainage, wildlife habitat, and aesthetic benefits. Benefits to the residents near open space include the above in addition to protected property values and rural residential neighborhood character. Additionally, in rapidly growing urban and suburban areas, any preserved land can offer relief from congestion and other negative effects of development. Preserving open spaces within and around cities does not limit the development potential of those communities, but rather enhances the development that does take place, and actually reduces infrastructure expenditures for the community by grouping development together.

Open space preservation, as described by the Center for Green Space Design's CEDAR principles, includes using cultural, ecological, developmental, agricultural, and residential applications. These principles have been addressed throughout the planning process in order to preserve these vital lands from improper development.

See Appendix B, "Open Space Zoning: What It Is & Why It Works," by Randall Arendt, Originally printed in Issue 5 of the Planning Commissioners Journal, July/August 1992.



## Natural Resources and Hazardous Areas

### Comprehensive Plan Map Classifications

The Comprehensive Plan Map contains a number of land use designations:

#### Business Park

This designation is used to identify areas of the city that are appropriate places for future research and development and, when adhering to appropriate commercial/business park design standards, light industry expansion. This may include high-tech research, light manufacturing, office park, hotels and motels, and other BYU-Idaho and INL spin-off businesses.

These areas are intended to be the employment centers of the community. They are located where they can take advantage of existing infrastructure and transportation networks such as the highways, rail lines, and the airport.

#### Light Industrial

This designation includes areas of the city appropriate for light industrial operations such as food processing, grain or agricultural product storage and transporting, mechanic or other repair shops, construction, or other uses that require some storage facilities. These areas should be located where they can take advantage of existing infrastructure and transportation networks such as the highways, rail lines, and the airport.

Any industrial uses that have severe impacts (noise, odor, dust, etc.) extending beyond the footprint of the building they are generated in, are not appropriate land uses within the City. Rexburg residents feel these land uses are more appropriate in the unincorporated county.

#### Highway Commercial

This designation includes general commercial land uses with a community-wide and regional focus. These include large-scale commercial buildings, automotive dealerships, drive-through restaurants, large-footprint retail stores, and other similar land uses appropriate for highway frontage areas. These areas should not compete with downtown or neighborhood commercial areas, and should be focused on a more regional market.

#### Downtown Commercial

This designation includes land uses traditionally found in the cultural, civic, and commercial heart of a community. These include retail shops, professional offices, restaurants, and mixed-use buildings (buildings with office or residential above retail, or any other combination of those uses). This area should foster a high level of activity, and building heights should accommodate higher density residential and commercial development. Minimum building heights along Main Street should discourage single-story structures in favor of two to four stories, or higher.

Given the proximity of Rexburg's downtown to BYU-I, uses that help meet the need of students are encouraged. These include reproduction or copy centers, community service organizations, grocery, and entertainment. Downtown should also be the employment center of the city and the location of office buildings downtown should be encouraged.



## Natural Resources and Hazardous Areas

### Neighborhood Commercial/Mixed-Use

This designation includes the commercial aspect of a neighborhood center. These areas include commercial land uses that have a neighborhood-scale, and are intended to primarily serve the needs of the neighborhoods in which they reside. These areas form the heart of daily activity within a neighborhood and should serve as an identifying area for each neighborhood district.

Neighborhood commercial uses may include neighborhood anchors such as grocery stores or markets, and smaller ancillary uses such as dry cleaners, bakeries, day care centers, video rental, cafes, bicycle shops, florists, or other unobtrusive commercial businesses. These centers should also include mixed-use developments where two or more land uses (retail, office, or residential) are located together either vertically or horizontally within the same building.

The height, scale, and massing of buildings within a neighborhood center should be respectful to the residential nature of the neighborhoods in which they are located. Buildings should be no more than two (2) or three (3) stories in height, with buildings of one (1) to two (2) stories being the typical standard.

### Public Facilities

This designation includes civic, public, and quasi-governmental facilities. These include churches, schools, governmental services, community recreation facilities, etc. These uses should be located whenever possible in neighborhood centers alongside neighborhood-scaled commercial and mixed use. Co-locating public facilities with neighborhood commercial centers helps reinforce the concept of a neighborhood center which is the hub of all neighborhood activity.

### High Density Residential

This designation includes residential areas of high-density, multiple-family development. These areas are located in the heart of each neighborhood district, and should be adjacent or very near neighborhood centers to ensure those centers serve as many residents as possible.

Land uses and densities allowed in High Density Residential areas range from 17-42 units per acre. Medium Density Residential densities (8-16 units/acre) are also allowed within areas with this designation. Similar density figures may eventually be developed based on students/bodies/beds per acre as a tool to regulate the number of occupants allowed in each unit.

### Medium Density Residential

This designation includes residential areas of medium-density, attached or detached single-family homes; and small-scale, multiple-family homes. These areas are to be located between low- and high-density areas, and fall within a specific neighborhood district. These areas, located nearby to neighborhood centers, will provide a lifestyle opportunity for families and individuals looking for a residential atmosphere, but with the convenience of easy access to most daily needs including places to worship, play, learn, and shop.

Land uses and densities allowed in the Low Density Residential designation are also allowed in the Medium Density Residential designation. In addition to those uses, this designation includes residential densities ranging from eight (8) to 16 units per acre with conditional use permits.

## Natural Resources and Hazardous Areas

### Low Density Residential

This designation includes residential areas of low-density, detached, single-family homes. These areas provide the opportunity for quiet residential neighborhoods, a short drive away from neighborhood service centers. These areas form the edge or transition area between various neighborhood districts. Residential densities in this area should range from three (3) to seven (7) dwelling units per acre.

### Rural Cluster

This Comprehensive Plan designation includes lands where residential development is allowed at an overall base density but clustered onto smaller lot sizes, while maintaining large tracts of open land. Again, the desire of the community is to preserve the rural character of the City, and maintaining large open spaces in critical view areas are essential to ensure this openness is preserved.

### Open Space

This Comprehensive Plan designation indicates lands that are desired to be maintained as natural, undeveloped open space or developed as a formal recreation area. This designation includes lands bordering public lands, river and stream corridors, and County park spaces. These spaces are important to the community and help create the rural and open character that everyone cherishes. Developed open spaces like parks, ball fields, tracks, etc. should be located in or adjacent to neighborhood centers whenever possible to further reinforce those areas as the hub for neighborhood activity.

### Agriculture

This Comprehensive Plan designation includes lands used primarily for grazing, crop farming, hobby farming, and other related uses. These lands are intended to remain in their customary agricultural use for the foreseeable future. Residents like the small town, rural feel of Rexburg, and these areas should preserve that character.



*Open spaces like the Teton River help contribute to a unique community and should be preserved*

## Natural Resources and Hazardous Areas

<b>Summary Table of Appropriate Land Uses for each Comprehensive Plan Map Designation:</b> (Amended 05 May, 2010 by Resolution 2010-07) (Amended 18 Aug. 2010 by Resolution 2010-12) (Amended 13 May, 2010 Ordinance 1045) (Amended 03 Nov. 2010 by Ordinance 1055) (Amended 03 Aug. 2011 by Ordinance 1073)		
Comprehensive Plan Designation	Allowable Zoning District	
Commercial	TOZ RBC GBD CBC	Technology and Office Zone Regional Business Center General Business Center Community Business Center
Light Industrial	LI TOZ	Light Industrial Technology and Office Zone
Commercial	RBC GBD CBC	Regional Business Center General Business Center Community Business Center
Downtown Commercial Mixed Use	CBD MU2	Central Business District Mixed Use Two (2)
Neighborhood Commercial Mixed Use	NBD MU1 MU2 PO OS	Neighborhood commercial Mixed Use One (1) Mixed Use Two (2) Professional Office Open Space
Public Facilities	PF	Public Facilities Point of reference & may be included in any zone
Moderate to High Density Residential	MDR1 MDR2 HDR1 HDR2	Medium Density Residential 1 Medium Density Residential 2 High Density Residential 1 High Density Residential 2
Low to Moderate Density Residential	LDR2 LDR3 MDR1 MDR2	Low Density Residential 2 Low Density Residential 3 Medium Density Residential 1 Medium Density Residential 2
Single Family Residential	RR1 RR2 LDR1 LDR2 LDR3	Rural Residential 1 Rural Residential 2 Low Density Residential 1 Low Density Residential 2 Low Density Residential 3
Agriculture / Rural	TAG1 TAG2 OS	Transitional Agriculture 1 Transitional Agriculture 2 Open Space
Open Space	OS	Open Space
University	UD	University District

## **Chapter 7: Natural Resources and Hazardous Areas**

### **Goals and Objectives**

**Goal 1: Where appropriate, preserve open spaces and natural resources of the City that contribute to the overall vision and image of the City of Rexburg.**

Objective 1.1: Identify open spaces that are important elements of the Rexburg community character, as appropriate to implement a community vision.

Objective 1.2: Work with developers, citizens, and other stakeholders to protect resources important to the community, when appropriate.

Policy: Explore the need and applicability of various tools to protect sensitive areas. An overlay zone could address development in areas with any of the following characteristics:

- High value or critical wildlife habitats
- Known or suspected wetlands
- View corridors
- River and stream corridors
- Hillsides, ridges, or benches
- Groundwater and surface water

**Goal 2: Protect the health, safety and welfare of Rexburg citizens by minimizing risks to life and property as a result of natural hazards.**

Objective 2.1: When applicable, identify hazardous areas within and around Rexburg, so that they can be avoided as much as possible.

Policy: If deemed appropriate, develop a sensitive lands overlay zone with accompanying regulations and requirements designed to protect natural resources from the potential adverse impacts of development. Natural hazards identified may include:

- Unsuitable or critical building soils
- Sensitive slopes or slopes over 25%
- Floodplain or flood areas
- High vegetation/fire danger
- Known geologic hazards

### **Natural Resources**

#### *View Corridors*

Rexburg is located in an area of unique visual quality, and preservation of key view corridors is a goal of the community. Primary views which the City may want to consider for preservation include the Rexburg Bench, the LDS Temple, the Teton Mountains, and the Snake River. Where appropriate and necessary, the City can utilize development regulations on building height, reflectivity, and location to ensure that key views are not obstructed or detracted from by development.



## Natural Resources and Hazardous Areas

### *Rivers and Streams*

Rexburg is located in a county that is traversed by two large rivers and many smaller streams. The Teton River flows directly through the municipal boundaries of Rexburg, and the Snake River flows past the City on its west. The smaller of the two river corridors, the Teton River is a unique resource for the City, and has the potential to become a centerpiece for the City. The County, City, and community group, "Trails of Madison County", has worked diligently to map out a potential trail alignment along the river corridor.

### *Wetlands*

The Office of Biological Sciences, Fish and Wildlife Service, U. S. Department of Interior, has prepared a map series identifying wetlands on "USGS 7.5 degree quads." These maps provide a "red flag" for local planning purposes. On-site investigation is required to identify wetlands not designated by the Fish and Wildlife Service or to verify the continued existence of wetlands. Wetland designation along the Teton River was recently modified during the environmental assessment for the Airport Master Plan prepared in 1996. Most of the wetlands are located near or adjacent to the South Fork of the Teton River.

### *Snake River Plain Sole Source Aquifer*

The Environmental Protection Agency defines a sole or principal source aquifer as one that supplies at least 50 percent of the drinking water consumed in the area overlying the aquifer. Sole source aquifer designations help increase public awareness on the nature and value of local ground water resources by demonstrating the link between an aquifer and a community's drinking water supply. Often, the realization that an area's drinking water originates from a vulnerable underground supply can lead to an increased willingness to protect it. Rexburg actually gets most of its water from an aquifer separate from the Snake River Sole Source Aquifer, but preservation of groundwater resources in the area is just as critical.

Protection of ground water resources can best be achieved through an integrated and coordinated combination of federal, state, and local efforts. For example, local wellhead protection programs designed to protect the recharge areas of public water supply wells should work in concert with contaminant source control and pollution prevention efforts managed at various levels of government. This coordination ensures that all ground water activities meet the same protection goal without duplication of time, effort, and resources.

As of December 1997, EPA has designated 68 sole source aquifers nationwide. Thirteen aquifers have been designated in Region 10, which includes the states of Alaska, Idaho, Oregon, and Washington. Currently, there are two main sole source aquifers in Idaho. Rexburg and Madison County are located over the largest in the Pacific Northwest.

The State of Idaho has three "Designated Sole source Aquifers":

- Lewiston Basin Aquifer 10-03-88
- Eastern Snake River Plain Aquifer 10-07-91
- Eastern Idaho's Sole Source Aquifer



## Natural Resources and Hazardous Areas

### Hazardous Areas

Based on the Stevenson-Wydler Act of 1980, the Technical Assistance Program at the Idaho National Laboratory (INL) was established to allow surrounding communities to benefit from the vast and diversified experience of INEL employees. This assistance includes engineering solutions, laboratory experience, and other professional engineering experience. As part of the Technical Assistance Program, various cities and counties have requested assistance from INEL personnel to provide direction for addressing hazards in their various comprehensive plans. The potential hazards identified in this plan include not only natural hazards (i.e. flooding and earthquakes), but also industrial hazards (chemicals and pesticides, underground storage tanks, railroad crossings, grain silos, etc.)

#### Natural Hazards

Natural hazards include, but are not limited to, seismic events, flooding, landslides, and fires.

#### *Hazardous Soils*

The Soil Conservation Service (SCS), U.S. Department of Agriculture, in its publication, *Soil Survey of Madison County, Idaho (1977)*, provides information for community planning purposes. Soils in the county have been rated for various uses with most limiting factors identified. The SCS notes the information provided is intended for general land use planning purposes and evaluating alternatives. The information has very real limitations, is not site specific, and does not eliminate the need for on-site investigation.

The soils surrounding Rexburg differ depending on direction from Rexburg. To the north is predominantly Annis silty clay loam, a nearly level, deep, moderately well drained soil with little slope. Low permeability and strength are the main limitations for urban use. Low strength limits the use for small commercial buildings and residences; compensation is required in construction to ensure foundations and walls do not crack due to low strength. The water table may fluctuate between 3 to 5 feet during the summer and fall.

To the west and southwest of Rexburg, Blackfoot silt loam and Labenzo silt loam are found. Blackfoot silt loam has the same limitations for urban growth as Annis silty clay loam: high water table and low strength. Labenzo silt loam, a deep, moderately well drained soil on river terraces and flood plains, also has low strength, a water table that fluctuates between 3 to 5 feet, and rapid permeability due to underlying sand and gravel.

Ririe silt loam and Pocatello Variant silt loam are the predominant soils to the southeast of Rexburg. Permeability, slope, frost action, and low strength are the main limitations to urban growth.

The SCS has determined the degree and kind of soil limitations, which affect shallow excavations, dwellings with and without basements, small commercial buildings, and local roads and streets. The limitations are grouped as follows:

Slight	Soil properties and site features are generally favorable to urban uses and limitations are minor and easily overcome.
Moderate	Soil or site features are not favorable for certain urban uses and special planning, design, or maintenance is needed to overcome or minimize the limitations.
Severe	Soil properties or site conditions are so unfavorable, or so difficult to overcome, that special design, significant increases in construction costs, and possible increased maintenance are required.

## Natural Resources and Hazardous Areas

Dwellings and small commercial buildings are defined as structures built on shallow foundations on undisturbed soil. Ratings for dwellings with and without basements are based on soil properties, site features, and observed performance of the soils. A high water table, shrink-swell potential, organic layers, flooding, depth to bedrock, boulders, and slope are factors considered in the rating.

Soils with slight, moderate, and severe limitations for building site development and for local streets and roads have been mapped and are shown on the following pages. Slope, low strength, and water table are the severe limitations for buildings. Low strength and frost action are the limitations for local roads and streets.

### *Floodplains*

The Federal Emergency Management Agency has prepared maps of the 100- and 500-year floodplains within Madison County and the City of Rexburg. Statistically, the 100-year floods or those within the A zone are those floods which have a 1 % change of occurring within a given year. The 100-year floodplain is the land that will be covered by such a flood. Zone A (the 100 year floodplain) is located along the South Fork of the Teton River. It extends to 2nd North in portions of the City and from 100 feet to 1800 feet north of the river, depending on the location.

The Federal Emergency Management Agency (FEMA) publishes Flood Insurance Rate Maps (FIRMS) for areas prone to flooding. This information can be used to identify areas that need special planning. Flooding may result in damage or loss of property, injury or loss of life, and contamination of waterways with debris and hazardous chemicals.

There is a FIRM for Madison County, which indicates flood-prone areas within the City and County. The majority of the flood areas are located in the valley near each of the rivers (Snake River, Henry's Fork, and North and South Forks of the Teton River). Several businesses and homes were constructed in some of these areas prior to their identification by FEMA in 1978. Spring flooding, due to melting snow and rain, is common within the flood prone areas and sometimes affects homes and businesses in these areas. The FEMA FIRM for Madison County is somewhat inaccurate and is in need of updating.



In 1962, many parts of Madison County and other eastern counties along the Snake River were affected by flooding caused by ice dams, which formed in the river. The Teton Dam flood of 1976 is the most well-known flood event

affecting the City. The dam was built to alleviate flooding issues experienced in the 1960s along the Teton River. However, the dam failed during the filling of the reservoir and the seasonal flooding problem still exists. The Teton Dam Flood inundated much of the land in eastern portions of Madison County, including downtown Rexburg and Sugar City, and images of the event can be viewed at the Teton Dam Flood Museum located across from City Hall in Rexburg.

*Future construction in flood zones should be prohibited unless clearly proven to be within the community's best interest in order to minimize potential disasters.*



## Natural Resources and Hazardous Areas

Future construction in the flood zones should be prohibited unless clearly proven to be within the community's best interest. In addition, any homes or businesses already located in the flood-prone areas should be informed of the potential hazard. Businesses within flood-prone areas should not be allowed to store large quantities of hazardous chemicals, or be able to show that any such chemicals are stored in a manner that ensures they will not pose a contamination risk in the event of a flood.

### *Seismic Hazards*

Madison County is located within the Intermountain Seismic Belt, which is second only to California in the number of earthquakes per year in the continental U.S.. The two largest earthquakes in the last several decades in the intermountain seismic belt have occurred nearby: 1959 Quake Lake Earthquake (7.5 Richter magnitude) and 1983 Borah Peak earthquake (7.3 Richter magnitude).

There are a number of faults that have the potential to affect Rexburg. The most active significant fault in our area is the East Teton fault. It would be the most likely cause of severe damage in Rexburg. The Rexburg Fault runs from the Heise Cliffs areas south of Rexburg, north through Rexburg, and then curves to the northeast. The Rexburg/Heise fault(s) has not moved in quite some time, but there is no indication that it is inactive. It is clearly not as active nor is it as likely to cause as large an event as the East Teton fault. Fault trench analyses suggest that the last movement on the fault caused a 7.1 Richter magnitude earthquake approximately 25,000 years ago. If another large earthquake occurred on this fault, essentially all the buildings in Rexburg would be in danger of collapsing. There are also other faults (the faults on either side of the Driggs graben and Centennial horst, for example) that could cause significant damage.

All new buildings on the campus of BYU-I are earthquake resistant. There was some minor, mostly cosmetic damage to buildings on campus during the Borah Peak earthquake. Most of the newer homes in the County would withstand an earthquake.

Construction within the City should meet the requirements of the International Building Code 2B due to seismic hazards. It is also recommended that City planners address emergency actions in the event that an earthquake does impact the area. More detailed seismic information for the Rexburg area can be obtained from the geology department at BYU-I.

### *Steep Slopes*

Subdivision development in areas with steep slopes is encouraged to work closely with the Public Works Department to ensure adequate storm water management is addressed. Development should be encouraged to avoid areas of steep slopes (30% or greater).

### *Volcanic Hazards*

Rexburg is located in close proximity to Yellowstone National Park, which is a nested set of three volcano calderas. This volcanic system has erupted three times, all several million years ago. These eruptions have been very infrequent, and the likelihood of one occurring within the next several thousand years is extremely remote. The volcanic characteristics of the region are of interest and highlight the uniqueness of the region; however, volcanoes or volcanic activity should not be considered a significant threat to the City or County.

### *Other Hazards*

In addition to the above hazards, critical erosion (defined as areas with erosion rates higher than allow soil loss limits) has been identified as a concern within the Rexburg Bench area. The erosion is primarily the result of melting snow on the farmlands above. Future development along the base and slope of the Bench may need to address erosion concerns prior to development.

### **Industrial Hazards**

Industrial hazards cover a vast range of hazards that have resulted as a part of the advancement of industry. It is not the intent of this section to identify all industrial hazards, but to indicate likely hazards based on current industry trends in the City. Hazards associated with any new industry should be assessed by the City prior to allowing new the industry into the City.

#### *Railroad*

The railroad provides a vital service for the agricultural industry. However, the City should consider the hazards associated with this service in authorizing expansions in areas traversed by railroad tracks. These hazards include, but are not limited to, dangers in crossing the tracks and impacts from an accident, such as collisions and release of hazardous materials.

Railroad lines run north and south through Madison County. The West and East Belt Branches are not located in densely populated areas, and do not post a significant risk to the residents of the county. Moody, Parkinson, Walker, and Byrne are railroad stops located along the East Belt Branch. The Yellowstone Branch is located along Highway 20, which runs through the valley near populated areas.

It is recommended that the City address this potential hazard by developing plans for train accidents within the City. The emergency plans need contingencies for human injury and death resulting from impact, fire, explosion, and hazardous chemical release.

#### *Air Pollution*

Because of topography and meteorological conditions, Madison County and therefore the City of Rexburg is fortunate. The potential for air quality problems does exist but hasn't yet been observed or documented.

Within the City of Rexburg there are presently 4 known "permitted" facilities operating. They are: Basic American Foods, a major source, (potential to emit greater than 100 tons of particulate). Walters Ready Mix (minor source up to 100 tons pm / yr) and BYU Idaho presently a minor source on the threshold of becoming a major source, and Artco, a minor source printing company. There are several "portable sources" that from time to time that also contribute.

Air pollution is typically not a problem in rural areas and small cities; however it is becoming a global issue and the recommendations of the Rexburg Comprehensive Plan should work to reduce the air emissions created by development and population in the city by requiring appropriate mitigation measures for construction sites and industrial operations to reduce dust, an the reduction of necessary vehicle trips through land use strategies that concentrate development near existing infrastructure and community resources.

#### *Underground Storage Tanks*

Underground storage tanks constitute a hazard in that leakage from these tanks can result in contamination of ground water aquifers. Tanks should be constructed according to the standards the Eastern Idaho Public Health Department to minimize this risk. Additionally, there may be areas of high water table where underground storage tanks are determined to be inappropriate. Fires and explosions are typically mitigated by locating fuel tanks underground. Fires and explosions can still occur however. The placement of these tanks should be considered by county planners, particularly in areas close to residences or critical facilities such as schools and hospitals.

## Natural Resources and Hazardous Areas

### *Hazardous Chemical Storage*

Hazardous chemicals stored properly do not pose an immediate hazard to the public. However, if the chemicals are spilled or are involved in an accident (i.e. fire, explosion, etc.) there could be a chemical release – potentially affecting the public. City officials need to know the type of chemicals stored in a business or farm to protect emergency personnel in the event of an accident and the public from undue hazards.

State and Federal laws require notification of hazardous chemical spills according to Code of Federal Regulations (CFR) Title 40, Section 302. Additionally, the public should be informed of releases in accordance with the community right-to-know act covered in 40 CFR 372. Emergency planning should be provided in accordance to 40 CFR 355. The City should ensure areas of previous chemical spills are remediated and cleaned to meet federal and state standards prior to redevelopment of the land.



*Grain elevators, common throughout the Rexburg and Madison County area, can post another man-made hazard and regular maintenance can prevent accidents.*



**Natural Resources and Hazardous Areas**

## Chapter 8: Transportation

### Goals and Objectives

**Goal 1: Plan ahead for transportation needs in Rexburg, and work with local, state, and regional decision-makers regarding issues that affect the City whenever possible.**

Objective 1.1: Encourage dialogue among land use and transportation planning partners and surrounding local governments.

Policy: Encourage the establishment of a working process with the County and State to provide input on regional and state-wide transportation planning and decision making.

Objective 1.2: Encourage adoption of the Madison County Transportation Plan as the official guide for transportation planning within the City.

**Goal 2: Provide an efficient and integrated transportation system for the City of Rexburg, to the extent possible.**

Objective 2.1: Whenever possible, improve traffic movement on City streets and road access to all areas of the City.

Policy: When appropriate, identify and prioritize transportation facility needs and projects in a Capital Improvements Plan (CIP) for the City. The CIP should ideally identify target timelines, funding sources, and responsibilities.

Policy: When resources allow, implement components of the Madison County Transportation Master Plan that are consistent with, and complement, the City's land use strategy.

Policy: Whenever possible, identify opportunities for the construction of bridges over the Teton River to increase north-south access for the City.

Policy: Whenever possible, preserve the traffic function of the City's "grid" streets by minimizing deviations to the grid, whenever possible. Preserve future rights of way extending from, and complimentary to, the historic grid as the City grows to:

1. Ensure neighborhood connectivity,
2. Provide for efficient emergency response, and
3. Provide multiple travel routes to prevent and minimize traffic congestion on a select few roadways.

Policy: As much as possible, encourage the preservation of the necessary rights-of-way in new developments to promote extension of the City's overall grid system.

Policy: When appropriate, consider developing a Neighborhood Traffic Management Program (NTMP) to address neighborhood traffic issues and discourage shortcuts through residential areas.

Policy: When possible, develop a truck route plan to limit heavy industrial traffic to state highways and City-designated truck routes. Discourage the location of schools, neighborhood centers, parks and other pedestrian-oriented areas on truck routes.

Policy: Encourage the location of residential traffic generators such as churches and elementary, middle, and junior high schools within the neighborhoods centers that are being served.

Objective 2.2: Aspire to provide safe and connected pedestrian and bicycle facilities throughout the City.

Policy: Encourage the development of a "green grid" plan identifying pedestrian and bicycle routes connecting neighborhoods to community amenities and destinations including: schools, parks, churches, downtown, BYU-I, the Teton River, and neighborhood commercial areas.

Policy: Work with landowners to construct sidewalks where they do not presently exist, whenever possible.

Policy: When resources allow it, identify areas with high pedestrian volumes (downtown and around BYU-I), and evaluate the need and possibility for added crosswalks or other types of pedestrian crossing treatments. These may include pedestrian-activated flashing lights, pavement treatments, or pedestrian signals.

Policy: Encourage the Trails of Madison County organization to implement the Madison County Trails Master Plan and Greenbelt Plan.

Policy: When appropriate, identify and prioritize improvements to the green grid, sidewalk, and trails system to include in a City - wide Capital Improvement Plan.

**Goal 3: Balance access, mobility, and safety on all city streets, whenever possible.**

Objective 3.1: Support improvement in the safety of all city streets and intersections for use by all modes of transportation.

# Transportation

- Policy: If necessary and at the appropriate time, widen, improve, or replace bridges that are obstacles to traffic flow and safety.
- Policy: Consider the benefits of establishing a traffic-calming program for use on streets where average speeds are deemed unsafe; and encourage vigorous enforcement of City speed limits, especially near residential areas and schools.
- Policy: Develop and complete a "safe route to school" street plan. Discourage high speeds and heavy traffic on these streets. Work with school district committees to develop safe route to school routes.
- Policy: Encourage cooperation among the school districts and other organizations in selecting locations for schools to minimize the necessity of children crossing arterial roads.
- Policy: If appropriate, consider allowing modified street design elements, such as on street parking, street medians, etc. throughout the City to improve safety and decrease travel speeds. Efficient movement of transportation should not take precedence over the safety of users.
- Policy: When appropriate, develop a city-wide street lighting plan that address the safety needs of automobiles, pedestrians, and residents.
- Policy: Continue the winter on-street parking restriction, requiring residents to ensure that their vehicles and/or personal property are off the public right of way overnight between the months between November and April or dates, as determined by the Mayor, which are appropriate for given conditions.

## Madison County Transportation Plan Development Process

Madison County's Transportation Plan has been taking shape since 2002, when the City of Rexburg and the County began working together to apply for funding to do a comprehensive study of transportation needs in the County. This was done with the intent of forecasting future travel demand and developing alternative transportation projects, programs and policies to accommodate or manage that demand. The 2004 study serves to clarify goals and policies, and reorganize the existing information into a more usable tool.



This Transportation Plan and components within the City are incorporated into this document directly and by reference.

*Rexburg has opportunities to provide efficient and ample parking near commercial centers like this one shown above.*

## Existing Transportation Network



## Transportation

This existing transportation network analysis is a summary of the Madison County Transportation Master Plan prepared in 2004 by Madison County, Rexburg, and Sugar City with the consulting assistance of Keller Associates.

The City of Rexburg maintains 49.1 miles of roadway, less than two miles of which are unpaved. With few exceptions, the city streets are arranged in a north-south, east-west grid. The City of Rexburg currently has no one-way streets. Nearly all of the streets are two-lane roadways and most have curb, gutter and sidewalks. Most residential streets are 34 to 44 feet wide (curb to curb). Most commercial streets are 56 feet to 66 feet wide, except for the four- and five-lane arterials, which range from 66 to 100 feet in width.

SH 33 is the main commercial thoroughfare through Rexburg, with the east-west portion designated as Main Street and the north-south segment identified as 2nd East. Main Street is primarily a four-lane roadway with some five-lane segments. 2nd East is a five-lane road from Main to SH 33 (N. Yellowstone). Other primary streets in Rexburg include 2nd West, the south portion of 2nd East, 1st North, 2nd South, and 7th South. A new arterial route for the southern portion of the City has recently been completed that connects the south US 20 interchange with 7th South.

### Airport

The Idaho Falls Municipal Airport, is twenty-two miles southeast of Rexburg and provides commercial passenger service by Delta, Skywest, and Horizon/Alaska Airlines. The City of Rexburg/Madison County Airport currently has one runway, Runway 17/35, which is 4,200 feet long and 75 feet wide. The airport is located in the northwest quadrant of city, is north of U.S. 33, and has access from Airport Road (N 1500 West) to U.S. 33 and U.S. 20. As of 1996, thirty-five hangars had been built at the airport. Operations at the Rexburg/Madison County Airport include flight instruction, which accounts for over 85% of annual operations, business, agricultural spraying, and pleasure.

Improvements to the existing airport and a longer runway at another site may enable existing users to use larger aircraft or may increase the utilization of the airport. In addition, a longer runway may increase the use of corporate aircraft for business visits, furthering business opportunities for the areas. In 1995-1996, Armstrong Consultants prepared an airport master plan and environmental assessment. The recommendation of plan suggested airport activity rather than time as the measure for scheduling airport development. The master plan considered expansion of the existing airport and alternate sites. With expansion of the existing airport, the alternatives involve the redesign of the golf course, relocating or altering the channel of the South Teton River, and impacting private land uses.

### Rail

The Yellowstone Branch of the Eastern Idaho Railroad crosses through Madison County running parallel to the Old Yellowstone Highway and parallel to much of US 20. This railroad also passes through Thornton, Rexburg and Sugar City. There is also the East Belt Branch that travels across the foothills east of Rexburg, roughly six miles from the Yellowstone Branch. The East Belt Branch runs between Ririe, Moody and Newdale, and connects to the Yellowstone Branch in St. Anthony.

### Public Transportation

Public transportation is very limited. The University, major employers, Targhee Regional Public Transit Authority (TRPTA) and others may consider future options for expansion of service.

A Greyhound Lines partner operates a route that stops in Rexburg during the season that

# Transportation

Yellowstone National Park is open – typically May through September. This route stops in Rexburg once or twice per day, depending on demand. Connections can be made with other Greyhound buses through this route.

Shuttle service is available from Rexburg to Salt Lake International Airport, and is provided by Salt Lake Express.

## Pedestrian and Bicycle Facilities

Rexburg residents have expressed interest in expanding opportunities for trails within and around the City. Residents currently have access to a number of snowmobiling, hiking, and mountain biking trails (see Recreation Section) and bikeway systems. The Trails of Madison County Committee, with the assistance of a citizen consulting team, is working on a trail and bike path plan which would connect Rexburg residents to local amenities and to neighboring communities. The work of the committee is in response to a 1993 city survey, which listed bicycle-pedestrian paths as the top recreational priority for the City.



*City residents have expressed interest in expanding bike paths and connecting trails to neighboring communities.*

The goal of the Trails of Madison County Committee is to link residential areas, major employers, the downtown, BYU-I, schools and parks. The resulting bikeway network envisioned in the plan loops the City of Rexburg and extends into the more rural parts of Madison County. The plan includes twenty-two miles of facilities which include shared lanes, shoulder bikeways, bicycle lanes, and separated, multiple-use paths.

## **Functional Classification System**

The Functional Classification System (FCS) classifies streets and highways based on the level of access and mobility provided by the road to the overall transportation system. When the intended function of a roadway is to move significant volumes of traffic at a higher speed, limiting access becomes an important aspect of the roadway design. The other end of the spectrum is when the function of a roadway is to provide ample access to adjoining property. In that case, it is desirable to have low speeds and frequent access points.

The functional classifications are based upon guidelines prepared by the Federal Highway Administration (FHWA). Roads within Rexburg are classified under the Urban Functional Classification System, which is used for urban areas with a population greater than 5,000.

There are four main classifications that are used to indicate the different levels of mobility versus access:

### Principal Arterial

These are streets and highways that contain the greatest proportion of through travel or the highest level of mobility. Rexburg has several streets designated as principal arterials such as Main Street, 2nd W, 2nd E (north of Main Street), and N. Yellowstone (SH 33). Generally, principal arterials should have limited access to adjacent properties in order to retain mobility.

## Minor Arterial

Minor arterial roads and highways have fewer access restrictions than principal arterials and accept traffic from collector streets. Although the predominant function of minor arterial streets is the movement of through traffic, they also provide for considerable local traffic that originates from or is destined to local collectors. Generally, minor arterials should not be located in predominantly residential neighborhoods. In Rexburg, the minor arterials are 1st N., 7th N., Barney Dairy Road, 2nd E (south of Main Street), S. Yellowstone Highway, and Poleline Road.

## Collector

Collectors are streets and roadways that provide direct services to local streets. In urban areas, they are usually spaced at about half-mile intervals to collect traffic from local-access streets and convey it to major and minor arterial streets and highways. These roadways provide both access and circulation within residential areas, but access is often controlled to minimize impacts to traffic, providing a balance between access and mobility to serve the area. In rural areas, collectors are often divided into major and minor collectors. In Rexburg, Pioneer Road, 5th W, 2nd S, 7th S and Hill Road are designated as collectors.

## Local Streets

Streets that are not selected for inclusion in the arterial or collector classes are classified as local. They allow access to individual homes, shops and similar traffic destinations. Direct access to adjoining land is essential and through traffic is discouraged.

## **Transportation Policies and Standards**

The existing transportation policies and standards are set by agencies having jurisdiction over the roadways. These agencies are the Idaho Transportation Department (ITD), Sugar City, Rexburg, Madison County and the Forest Service. The existing policies and standards vary with the agency. The street classification and related design standards determine roadway construction.

Street classification standards relate the design of a roadway to the function performed by that roadway. The function is determined by operational characteristics such as traffic volume, operating speed, safety, and capacity. Street standards are necessary to provide a community with roadways which are appropriate for the intended use.

Standards are based on experience, policies, and publications of the transportation industry. Within the generally accepted range of standards, communities have some flexibility in adopting specific design requirements to match the planned roadway with adjacent land uses.

## **Future Transportation Plan**

More than 19,000 new residents and 11,500 new jobs are expected in Madison County between 2007 and 2020. Major investments in transportation will be required to maintain acceptable conditions on roads, provide and expand transit and bikeway systems, and to maintain the quality of life enjoyed by the residents of the community. The intent of this Transportation Plan is to provide a long-range plan to meet the transportation demands of future growth in ways that support Rexburg's vision of the future.

Rexburg has become an increasingly busy City, and transportation concerns are rising to the top of residents' and city officials' priority lists as concerns. The City's primary transportation related concerns are:

- Congestion on a few main roads, primarily Main Street and Second East.



## Transportation

- Speeding, and motorist and pedestrian safety issues.
- Piecemeal street design resulting from planning by subdivision.
- Limited north-south access across the Teton River.

The Rexburg Future Transportation Plan reinforces many of the recommendations of the Madison County Transportation Plan, produced by Keller Associates in 2004. In addition to those recommendations, the Future Transportation Plan includes the following four key components:

- Extension of the historic grid.
- Establishment of safe routes to school.
- Establishment of a BYU-I and Downtown pedestrian emphasis district.
- Development of a "green grid" of trails, bike lanes, and pedestrian paths.

### Extension of the Historic Grid

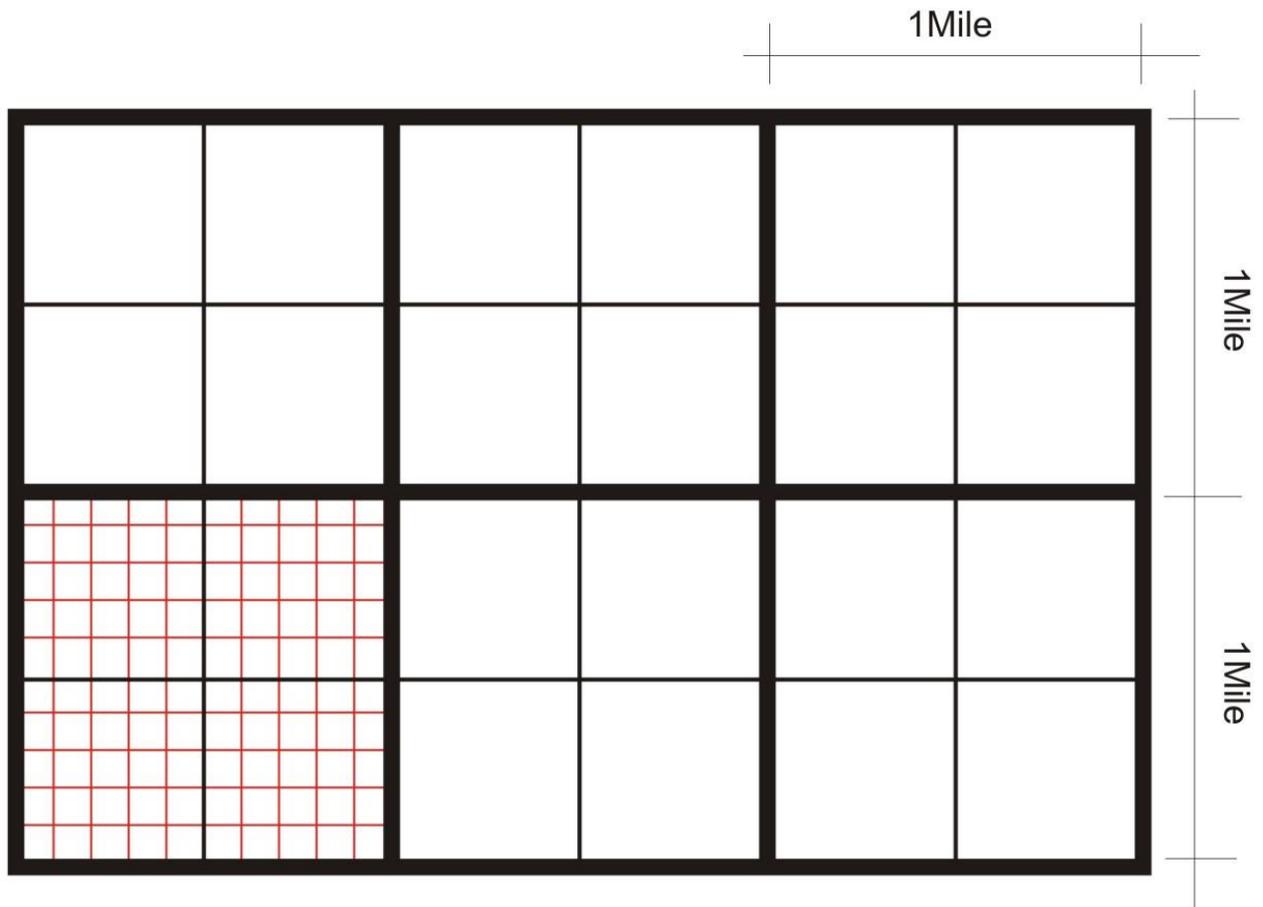
Rexburg's settlement history lies in the progressive ideas for development and planning of early Mormon leader, Joseph Smith. A modified version of the Plat of Zion, explained in greater detail in the Land Use Chapter, was used as a template for development of the Rexburg Area. At the core of this concept was the use of a street grid oriented around a central service district. Rexburg's historic grid contains blocks of roughly 750 feet in length, and approximately 10 acres in area. Early developers in Rexburg extended the grid to the north and south as the City grew, and in many cases split the large blocks into halves and quarters that were easier to develop and access.

Grids have been used to organize cities all over the world, and have been in use for centuries. Like many cities across the United States, the use of the grid in Rexburg was abandoned in favor of more organic curvilinear subdivision road patterns. Hundreds of studies in land use and transportation planning have come to prove that such suburban street patterns have created many more transportation and planning problems than they have solved.

Rexburg is fortunate in that it has not, until recently, experienced rapid growth leading to dozens of haphazardly planned subdivisions and disconnected street networks. It has begun to experience some of the problems associated with disconnected street networks however.

The address grid for future development within Rexburg will transition from the historic 7 blocks per mile grid to a 10 block per mile grid as illustrated in the diagram below:

# Transportation



- Section lines = 1 mile grid
- Half (↔)
- Ten block per mile grid

The Future Transportation Plan is intended to provide a time-tested, sustainable solution to transportation concerns in Rexburg.

### *Future east-west connections:*

There are a number of opportunities for additional east-west connection through the City. To serve BYU-I and future growth in the southern parts of Rexburg, future arterial streets have been identified as South 2nd West, 7th South, 1500 South, and 2000 South. Barney Dairy Road and an extension of East 4th North will be future arterials to serve the northeast corner of the city. Additionally, extension of the historic grid will provide multiple opportunities for local traffic to travel through the city, reducing the demand and congestion on the identified arterial and collector roadways.

### *Future north-south connections:*

Additional Teton River crossings could be made possible with the redevelopment of the property along the river, and future growth and expansion to the east. A new arterial roadway has been identified in the Madison County Transportation Plan connecting Sugar City with the planned 7th South extension through the university property. Additionally, extension of the historic grid should provide multiple opportunities for local traffic to travel through the city, reducing the demand and congestion on the identified arterial and collector roadways.

### Safe Routes to School

Safety for school children, and college students is of utmost importance to the Rexburg community. Identifying safe walking routes to schools should take first priority for pedestrian improvements within the city. Enhancement of school routes include, completion of sidewalks where they are incomplete, repair of sidewalks in poor condition, and intersection and school zone signage. The Future Transportation Plan map identifies pedestrian traffic generators, such as schools and highlights areas for additional safety consideration and emphasis.

Additional pedestrian safety emphasis areas should include areas around parks and natural areas, commercial districts, libraries, and other community resources and destinations.

### Downtown/BYU-I Pedestrian Emphasis District

Residents, City officials, and the Idaho Department of Transportation are concerned about the number of accidents resulting from angle parking in the downtown area of Rexburg. For a short period in recent history, downtown Rexburg was identified as one of the 25 worst accident locations in Idaho. Main Street has since dropped off the list of worst accident locations, but the Department of Transportation would like to redesign Main Street to more efficiently move traffic along U.S. 33. Unfortunately, more *efficient* traffic flow, often does not equate to *safer* traffic flow or the development of community resources. Studies have shown that faster traffic flow exponentially increases the severity of accidents and dramatically reduces the survival rate of pedestrians when involved in automobile accidents.

It is the recommendation of this plan to advocate for retaining angled on-street parking in the downtown area, but to work to improve safety along Main Street through other measures which may include:

- Reducing traffic congestion on Main Street by providing additional east-west and north-south connections through the City.
- Reducing the posted speed limit
- Defining Main Street and Downtown as a district and destination with streetscape improvements (banners, lighting, landscaping, furnishings, and commercial activity), encouraging motorists to slow down to "experience" the district.

Removal of on-street parking in downtown will hurt business owners, increase traffic levels and speeds along Main Street, increase safety risks for pedestrians and motorists, and further exacerbate the safety issues that the City is currently experiencing.

The Future Transportation Plan identifies a one-to-two block radius around BYU-I and the downtown area as a "pedestrian emphasis zone" where the safety of pedestrians and motorists is given priority over the most efficient movement of vehicles. Tools to increase pedestrian safety and comfort used in a number of other communities include:

- Pedestrian-activated crossings
- Mid-block crosswalks
- Pavement treatments
- Traffic calming devices: bulb-outs, chokes, raised intersections or crosswalks, etc.
- Streetscape beautification and pedestrian amenities: landscaping, furnishing, lighting, etc.

## Green Grid

The population demographics in Rexburg, with a high percentage of young families and retired persons indicate that there is a strong demand for park space. This is reinforced by the comments of citizens throughout this process requesting additional recreational opportunities.

While the Comprehensive Plan proposes extending the traditional street grid as new areas develop, a "green grid" or network of bike lanes, trails, parks, and open spaces should be extended, similar to the gridded network of streets. In many cases the green grid sections may be nothing more than a quiet street with a painted bike lane on the roadway. In other areas, the green grid sections may be comprised of Class I dedicated multi-use trails along rivers, canals, or major roadways. Green grid routes should occur at least every half mile, following the pattern of gridded streets, and should connect new and existing neighborhoods to other neighborhood centers and community destinations.



*Residents demand for park space contributes to the need to provide ample green networks around the City.*

The Teton River is highlighted in the Comprehensive Plan as a unique resource for the community. The Teton River Park, much of it left in its natural state, will occupy a portion of the floodplain. The bike and jogging path within the river park should tie into a green grid system within the city, and connect to the Trails of Madison County bikeway encircling the city.

Trails are typically categorized under the following classification system:

### *Class I: Shared Use Pathway:*

A shared use pathway is typically a paved trail that is separate physically from roadways and other transportation facilities. Use pathway is designed for simultaneous use by bikers, joggers, etc. These trails typically meet specific standards for components such as trail width and accessibility.

### *Class II: Bike Lane:*

A bike lane is typically a portion of an existing roadway (or expanded roadway) that has been striped as for use by bicycles.

### *Class III: Shared Roadway:*

A shared roadway is a road that is constructed to design standards that allows for the safe use of both motor vehicles and bicycles. Roads are signed as a bike route.

Walking facilities can at times be shared with bikers on Class I facilities. Class II and Class III facilities are not typically suitable for walking/hiking. Sidewalks should be constructed on all trail-designated streets to facilitate this use.

The Parks, Recreation, and Open Space Plan Map, located in the Recreation Chapter, identifies future trail alignments by classification.

## **Chapter 9: Public Services, Facilities, and Utilities**

### **Goals and Objectives**

**Goal 1: Provide quality public services to residents, businesses and institutions.**

Objective 1.1: Integrate public services, utilities and facilities into the fabric of neighborhoods so as to create a pleasing visual appearance.

Policy: Require the use of underground utility lines where feasible.

Objective 1.2: When possible, manage the timing of residential development so that adequate streets, water, sewer, drainage facilities, schools and other essential services can be economically provided.

Policy: Encourage the phasing of development with the City to ensure that it can be served by the City's resources without impairing existing developments and systems or existing residents.

Policy: Consider the benefit and applicability of requiring area studies to be prepared by developers showing the relationship of the subdivision to the neighborhood of which it is a part. Access to the general street system, school, recreation sites, and other facilities and services would ideally be shown.

Policy: Encourage the sequencing of development projects to be built concurrently with infrastructure or services required by the development.

**Goal 2: New development should "pay its own way" in building the capital infrastructure needed to adequately provide public services.**

Objective 2.1: Continue to maintain fair impact fees that adequately reflect the cost of building/acquiring the capital infrastructure required by new development.

### **Public Facilities, Utilities, and Services**

This portion of the plan presents a brief inventory of the major public services and facilities available to the citizens of Rexburg. Any existing deficiencies in the operation and capacity of Rexburg's facilities will limit future population growth and land development. This inventory is based on information provided by department heads and other administrators.

## Public Services, Facilities, and Utilities

### Culinary Water

Water for the City of Rexburg is supplied from ground water pumped directly into the system for culinary use. No treatment of the water is required or provided. Water is supplied from six wells located throughout the city. The water system is divided into three pressure zones depending on the elevation of the user. Supply and pressure is maintained by four water storage reservoirs that have a total capacity of 4,750,000 gallons. The two uppermost pressure zones are supplied by Well No.5, a two million ground level storage tank and an elevated 250,000 gallon storage tank. This well and the two storage tanks can also provide water to the lower pressure zones. Maximum total well production is approximately 14 million gallons per day.

The water system also includes three booster stations that pressurize water into the system for use or for back-up of other zones. Water is distributed to the users through several miles of piping that vary in size from 2 inches to 24 inches. The average domestic usage is 3.5 to 4 million gallons, with summer irrigation increasing the total demand to 11.5 million gallons. The water transmission system between the wells and the distribution system consists of 10" through 20" lines. Most of the water distribution system is looped and is composed of 6" and 8" diameter lines, although approximately five miles of the distribution are only four inch or smaller lines. The water system is predominantly constructed of ductile iron pipe.

Water is provided to the residents of Rexburg through six wells, which range in depth from 75 feet to 380 feet. One well is located in Porter Park, one in Smith Park, one is to the north of the Teton, and three wells are located on the hill in the southeast quadrant of Rexburg. Well pumping volumes are:

<b>Existing Well Facilities</b>		
	<b>Location</b>	<b>Pumping Volumes (g.p.m)</b>
Well No.2	Porter Park	1,000
Well No.3	Smith Park	900
Well No.4	1000 North	1,385 from Well to Tank and 2,000 from pressure boosters at tank to main
Well No.5	Skyview Drive	2,100 to 2,200
Well No.1	2nd East and 5th South	2,200 to 2,300
Well No.6	2nd East and 5th South	2,100 to 2,200
	Maximum Well Production (g.p.d)	14,000,000

Water quality is tested several times per month to assure the quality of the water being provided meets all required standards. Periodically the water is tested for 117 different chemicals, metals, organic compounds and other constituents as directed by the EPA. A summary of the water quality is provided to the users on an annual basis.

Due to growth and age-based improvements, the water system has been upgraded since the previous Comprehensive Plan. A generator room and a 500-KV diesel driven generator were installed at Well No.5. This installation ensures delivery of water from Well No.5 during a power outage as well as emergency power at Well No.4 that will run the 1385 g.p.m. well pump and the 2400 g.p.m. booster pumps from the tank. Three water lines traveling under U.S. 20 have been installed based on new development occurring on the west side of the City. Before this, a 12-inch water line was installed, traveling west then south along 12th West, and then through the South Rexburg interchange with a 16" water line to loop this system.

There are some locations scattered throughout the City system where very old, deteriorated lines need to be removed and replaced or where lines that are too small need to be replaced with larger lines to provide adequate water pressure or fire flow. In addition, the City is



## Public Services, Facilities, and Utilities

currently in the process of completing a system-wide water study to assess future capital improvement projects necessary for new growth and to prioritize age-based improvements. The biggest need in the City is for three (3) additional wells and to increase line sizes to support new growth. It is also anticipated that the next well and water storage tank will be constructed along 12th West roughly centered between the two interchanges.

### Wastewater Treatment

The Wastewater Departments' responsibilities include the operation of the wastewater collection system, pumping stations, and the treatment plant and related facilities. Responsibilities also include the monitoring of all industrial and commercial users of the system to insure that substances that would be harmful to the treatment system or process are not discharged into the collection system. Treated wastewater is discharged to the South Fork of the Teton River at a point just upstream of the Highway 20 river bridge. The treated water is monitored daily for quality. The level of treatment of the wastewater is governed by the EPA. The treated water from the treatment plant is always well below the mandated limits, and in fact is usually cleaner than the water in the Teton River.

The wastewater facilities for the City of Rexburg include a state-of-the-art treatment plant that was constructed in 1996 and expanded in 2001 and 2007, adding capacity for solid processing. The treatment process is termed extended aeration, using the oxidation ditch process. The treatment plant has a capacity of 3.6 million gallons per day and is presently operating at approximately 3.0 million gallons per day. The treatment plant provides for the treatment of wastewater from Rexburg, Sugar City, and the City of Teton.

The wastewater system also includes eight pumping stations to transport the wastewater flows to the treatment plant. The Main Street station at the golf course serves a major portion of the City. The K-Mart lift station at 1<sup>st</sup> East and Valley River Drive, which serves the north end of Rexburg, including Sugar City, is operating at approximately 80 percent of its capacity. It is expected that the neighboring City of Teton will be adding its wastewater to the line served by this line. Sunglow, a large potato processor, is also expected to increase its flow to this lift station. These two changes will make it necessary to increase the pumping capacity at this lift station. The Mill Hollow lift station on Rodney Drive serves the Mill Hollow Meadows Mobile Home Park and the Ricks-Palmer addition. It is operating at 60 percent of its capacity. Continued residential expansion in the areas east and south of this service area may make it necessary to upgrade the Mill Hollow lift station. The additional pump stations include a station at the middle school, the Wilcox station, a station at Airport Road and at 12th West.

Many of the sewer lines in the older part of town are over forty years old and will probably need to be replaced or relined in the next few years. The City has recently conducted a TV monitoring program to determine the condition of older lines in the downtown area to prioritize repairs and replacements. This program will be combined with the overall water system analysis to determine future capital improvements.

The City of Rexburg maintains a separate storm water system. The storm water collection system uses holding ponds and discharges into the Teton River or canals.



## Public Services, Facilities, and Utilities

### Sanitation

The Sanitation Department is in charge of collecting and disposing of trash throughout the City. Sanitation trucks collect the trash for both residential and commercial places. The department also delivers and maintains the trash receptacles. All collected trash is transported to the Madison County transfer station located on Airport Road. During a normal month, the department will collect 750 tons of refuse, or about 9,000 tons a year. Construction and demolition wastes are disposed of in the Madison County landfill twelve miles west of Rexburg. Domestic wastes are transported and buried in the Jefferson County landfill near Mudlake. The life expectancy of the landfill for construction and demolition wastes in Madison County is twelve years and eighty years for the Jefferson County landfill near Mudlake. BYU-Idaho operates its own sanitation department consisting of one truck.

### Public Safety: Police

The Rexburg Police Department is located at 25 East Main Street. The department currently maintains an animal impound located on North 5th West. The police department has 25 full-time employees, five part-time employees, and six full-time civilian office staff employees. The Rexburg Police department provides the following community policing services:

- Patrol
- Community Service
- School Resource Officers
- Bicycle Patrol
- Crime Prevention
- Detectives
- DARE
- K-9
- Emergency Response Team
- Animal Control

The five members of the administrative division are the Chief of Police, Captain, and the office staff. They are primarily responsible for the smooth running of the department, community relations, parking enforcement, and evidence and record maintenance. The Chief works with other local agencies in drug enforcement programs. Fourteen of the employees are in the patrol division, including a lieutenant, sergeant, and 12 patrol officers. The patrol division maintains two K-9 drug dogs. These specially-trained K-9's and their handlers perform drug searches and tracking. The reserve patrol officers are used to supplement patrol responsibilities. Patrol officers conduct criminal patrol duties, DUI and traffic law enforcement, issue traffic citations, conduct traffic accident scene investigations, file crime reports, and provide traffic control. They also participate in the investigation of fatal traffic accidents, and hit and run cases. The Patrol Division also assists fire and ambulance units whenever they are dispatched. Patrol officers serve as a direct liaison between the department and the community on quality-of-life issues.

The community policing division has five officers who maintain and organize the school resource officer program (in association with the Madison School District #321), DARE education, block parties and community programs, preparation of grant requests, and bike patrol during summer months. The animal control officer is part of this division. In addition, the City has recently hired a Code Enforcement Officer as part of this division to enforce city ordinances. The Investigation Division consists of one Lieutenant and four Detectives, with specialized training in Crime Scene Investigation, Evidence Collection, Interviewing, Child Abuse and Sex Crimes. Two of the officers are dedicated to internet and computer crimes.

The City completed construction of a new animal shelter in 2007, with one full-time animal control officer. The City is also planning to construct a storage building for emergency equipment.

## Public Services, Facilities, and Utilities

### Public Safety: Fire

The City's emergency medical and fire services are combined into one agency, the Emergency Services Department. Fire protection in Rexburg is provided by 13 full-time fire fighters and 60 paid fighters who are on call. The primary emergency response facility is located next to City Hall at 26 N. Center. This station provides first response to all fire & EMS incidents within Madison County. The personnel at this station operate on three 24-hour shifts which is the standard in most fire agencies throughout the State. Additional support is provided by approximately 60 paid-call volunteer firefighters and a second fire station. The majority of the fire personnel are cross-trained as basic, advanced or paramedic level EMT's.

Additional space needs include classroom space, weight room, and facilities for women. A new ladder fire truck has been obtained to maintain Rexburg's fire rating. The goal is to respond to any call within three to five minutes. The fire district is in the process of building a storage facility at station #2 for seasonal equipment. The fire district responds to approximately 500-600 calls annually with a total of 2,000 calls answered by the Emergency Services Department. The Fire Department has five class-A pumpers purchased from 1977 to 1993. The Department also purchased a 3,000 gallon water tender and a rescue truck in 2007.

Funding for fire protection is provided by the Madison County Fire District. With \$1 million in operating expenses and a total budget of \$1.7 million, the Emergency Services Department accounts for 7 percent of Rexburg's total budget. Several agencies provide the revenue sources to maintain emergency services including the fire district, the City of Rexburg and the ambulance district.

Ambulance service is provided by the county ambulance district, dispatched from Rexburg, and housed at fire station immediately north of City Hall.

### Public Safety: Emergency Medical Services

Ambulance service is provided by the County by the ambulance district, dispatched from Rexburg, and housed at the fire station immediately north of City Hall. The facility is staffed by the emergency response personnel who also serve as firefighters. The majority of the fire personnel are cross trained as basic, advanced or paramedic level EMT's and are able to respond based on need.



*Inside Madison Memorial Hospital*

Ambulances are replaced at 100,000 miles or every three to four years. The district currently has five ambulances that respond to approximately 1,400 calls annually, with a response time of two to five minutes in the City of Rexburg, depending on location and severity of call.

### Madison Memorial Hospital

Madison Memorial Hospital, is an acute primary care facility, offering services in the following areas: medical, intensive care, coronary care, obstetrics, cardiac rehabilitation, social work, general surgery, recovery, orthopedics, ear nose and throat, gynecology, podiatry, full ambulatory surgery, emergency services, physical therapy, occupational therapy, pharmacy, intensive care nursery, respiratory therapy, radiology, MRI, CT, ultrasound nuclear medicine, laboratory, and speech.

Currently, Madison Memorial is nearing the end of construction on a \$50 million expansion. The expansion includes all new facilities for inpatient medical, surgical services, obstetrical and



## Public Services, Facilities, and Utilities

post-partum and NICU services, emergency, radiology, new procedural services for surgery, GI, interventional radiology, day surgery and central sterile processing. With the additional facility, the bed count will increase to 62.

There are also plans for renovation of the existing building. In this space, the medical and records offices, maintenance, laboratory, laundry, cafeteria, pharmaceutical services, engineering, information systems, and cardio-diagnostics will be housed. Both the expansion and renovation of the hospital is expected to be complete in January 2009.

Madison Memorial has 42 active staff, five associate staff, 35 courtesy staff physicians, 29 allied health staff, and 520 total employees serving residents of all surrounding counties.

Other hospitals and medical centers near Rexburg include: 1) Idaho Falls Recovery center in Idaho Falls (approximately 30 miles); 2) Eastern Idaho Regional Medical Center in Idaho Falls (about 42 miles); and 3) Teton Valley Hospital and Surgicenter in Driggs (about 47 miles).

## **Chapter 10: Parks, Recreation, and Open Space**

### **Goals and Objectives**

**Goal 1: Aspire to a goal for all Rexburg residents to have adequate access to high-quality, clean, and safe park and recreation facilities.**

Objective 1.1: Maintain, and when possible, further develop existing parks and green space areas throughout the City.

Policy: When appropriate, identify and prioritize park space needs and include in a City-wide Capital Improvements Plan.

Objective 1.2: Plan for the development of additional park spaces as the City grows to ensure all Rexburg residents have convenient access to parks.

Policy: When appropriate, develop and adopt a Parks and Recreation Plan for Rexburg that inventories all parks and recreational facilities available and assesses and plans for future parks.

Policy: As appropriate, identify and acquire sites for future parks and recreational facilities in areas of the city currently not well-served by parks.

Policy: Encourage developers to set aside park space in areas of new development.

Policy: Collect and balance the use of park impact fees to help ensure that new demand for a range of park and recreation facilities are addressed.

Objective 1.3: Encourage and support the development and maintenance of regional park and recreational facilities.

Policy: Consider entering into discussions with Madison County and Sugar City to identify and secure funding for a regional community recreation center, and other recreation facilities

**Goal 2: Support the development of an integrated trail network connecting Rexburg neighborhoods to parks, recreation areas, and community amenities such as the Teton River corridor, BYU-I, and downtown.**

Objective 2.1: Support and encourage the development of a "green grid" plan identifying key pedestrian and bicycle routes throughout the City.

## Parks, Recreation, and Open Space

- Policy: Encourage developers to set aside land for trails as new development occurs.
- Policy: When appropriate, the City should identify and prioritize alignments for future bicycle routes to be included in a City-wide Capital Improvement Plan.
- Policy: Cooperate with the Trails of Madison County organization to implement the Madison County Trails Master Plan and Greenbelt Plan.
- Policy: Explore options for funding sources for the development of future trails systems, as identified in the Trails of Madison County Trails Master Plan, and in this Comprehensive Plan Chapter, at the appropriate time.

### Existing Parks, Recreation, and Open Spaces

Rexburg residents have the opportunity to enjoy and participate in a number of forms of recreation, and have convenient access to several recreational resources within the City and in the areas around it. Situated at the southwestern gateway to the Grand Teton and Yellowstone National Parks, residents need only drive a couple hours to enjoy some of our nation's most spectacular scenery. In addition to these destinations, Rexburg is on the way to several additional tourism areas including: Craters of the Moon National Monument, the Idaho National Laboratory, Jackson Hole, Island Park, Ririe and Palisades Reservoirs, Sand Hills and the historic Teton Dam site. The City's location creates a prime opportunity for capitalizing on tourism and regional travel and visitation.

Despite the convenience of these incredible resources, residents of Rexburg have access an abundant selection of recreational opportunities without having to leave the home. Currently the area can boast the following public and semi-public recreational facilities:

#### Parks

Rexburg has developed three different types of park facilities. Each park type has a distinct purpose and role and meets a specific community need. Some of the various parks are shared facilities with other municipal entities such as the school district, and service clubs and organizations.

*Community Parks* - Currently there are four (4) community parks. These include Smith Park, Porter Park, The Nature Park, and Community Park.

*Neighborhood Parks* - Neighborhood Parks include the Eagle Park, Evergreen Park, and Hidden Valley Park. Generally these parks are smaller in acreage and primarily serve local area residents within walking distance of the facilities. These parks are increasing in number primarily due to the efforts of developers who see the marketing and lifestyle advantages to providing these amenities to their subdivisions.



*Community and neighborhood parks provide safe gathering places and recreation for City residents.*



## Parks, Recreation, and Open Space

*Pocket Parks* – Pocket Parks include Park Street Park and Rotary Park.

*Specialty Parks* - Specialty Park Facilities include Eagle Park on the south side of the Teton River, which has primarily been developed by service clubs and local Boy Scouts of America troops.

### City/County Facilities

*Madison County Fairgrounds* - these grounds, located in Rexburg, contain an indoor arena and two outdoor arenas used on a continuous basis for livestock oriented activities, a fairgrounds site and three animal barns, All of these facilities are used for community activities and social/cultural events throughout the year.

*City/County Golf Courses* - The Teton Lakes Golf Course (27 hole) and the Rexburg Municipal Golf Course (9 hole) are available for public use in Madison County. 9 holes have been added to the Teton Lakes Course. During the winter the two Madison County Rexburg golf courses are regularly used for cross-country skiing activities.

### Trails

*County Bikeway System* - This in-progress trail system will include a series of bikeways throughout the County providing for transportation alternatives for County residents. These could also be used for cross-country trails in the winter months. Currently, sections of the trail system including a bikeway surrounding Rexburg and a trail connecting Rexburg and Sugar City using the Eastern Idaho Railroad right-of-way exist or are in-progress.

*Greenbelt Development* – A planned multi-use trail system along the Teton River to Rexburg has been identified and a section of the trail has been completed.

### Natural Areas

The Teton River natural area, crossing through the heart of the City, provides a unique opportunity for Rexburg residents to enjoy an undeveloped riparian area within the heart of the City. A trail running through the river corridor and eventually connecting the planned Trails of Madison County Trails Master Plan provides a unique resource to the community.

### School, Churches, Misc.

In addition to the formal recreation opportunities in the County, there are a variety of other forms of recreation available to Rexburg residents. Those include hobby farming, horseback riding, and even parachuting at the airport. Additionally, many churches and schools in the City have park space associated with them, and those spaces are typically open for public use on off-hours.

The School District maintains an additional 16-acre park adjacent to the High School, which is shared with the community at large. Rexburg residents also routinely enjoy the facilities at the various schools within the district. The Middle school has two very fine multi use field next to the building, which are used for the community sports programs.

### **Future Parks Recreation and Open Space Plan**

Parks, trails, and recreation facilities are valued as venues for recreation opportunities and large group gatherings, play an integral role for Rexburg's residents not only for the aesthetic value of green space but also for their overall beneficial impact on a community's health. As Rexburg's population increases, it will be necessary to plan for and develop additional parks.



## Parks, Recreation, and Open Space

The Rexburg Parks, Recreation, and Open Space Plan includes a spectrum of different types of formal and informal, active and passive, developed and natural open spaces. Open spaces serve many different functions and have different purposes. There are four main components of the community's vision for the future of parks, recreation, and open space within Rexburg: Parks, Recreation Facilities, Trails, and Natural Open Space. These are described below.

### Parks

The City of Rexburg, in cooperation with other entities, both public and private, provides a number of resources, facilities and programs to meet the needs of Rexburg residents. Based on comments by the general public gathered as part of this planning process, there is a demand for additional park spaces within the City.

The National Recreation and Park Association (NRPA) used to set recommended standards on the amount of park space that should be provided in a city based on its population size. NRPA has decided to no longer set these standards, and instead recommends that communities establish their own standards based on the resources that a jurisdiction can commit to maintenance and upkeep of parks.

The latest park, recreation, open space and greenway guidelines released last year by the National Recreation and Park Association (NRPA) appear to have been based on a new philosophy, with a "systems approach" to community facility planning at its core. The new approach reconsiders the old notion of a national standard of 10 acres of park land for every 1,000 people, which has been in place since 1981 and is generally recognized as deficient in today's recreation and open space environment.

NRPA presents an alternative premise which states that every community has its own unique blend of social and economic characteristics that define it. Each community should be considered on an individual basis in order to tailor the most appropriate range, quantity and quality of recreational facilities within fiscal limits.

The new guidelines address three particularly important social changes in the last decade:

- The need to accommodate different cultures
- The need to include citizen opinion in the process
- The identification of the wellness movement
- The establishment of *level of service standards* (LOS).

This new approach recognizes that the residents of each community should be given the right to determine the size and use of land set aside for parks and recreation facilities. Past planning models relied less on direct community involvement and more on mediated public hearings with limited technocratic input from staff and consultants. Importantly, the new approach also recognizes that facility planning should constitute a component of a given community's comprehensive land use plan.

### **The Level of Service Guideline**

Once the community's infrastructure has been fully considered, the planning framework is designed to determine the Level of Service guideline. The LOS sets the community's standard for a minimum amount of space required to meet the citizen recreation demand. The LOS addresses infrastructure concerns in particular and links the systems approach to the actual planning process.

In calculating the LOS, the new guidelines suggest eight steps:

1. Park classification;

## Parks, Recreation, and Open Space

2. What recreation activities will be offered and what facilities will be needed;
3. Open space size standards;
4. Present supply of those activities;
5. Total expressed demand;
6. Minimum population service requirements for the activity choices;
7. Individual LOS for each park class; and,
8. Collective LOS for the entire park and recreation system.

To illustrate the process, a tennis courts supply can be calculated by multiplying its expected use (number of visits per day per unit) by its availability (number of days available per year). The expected use is determined as a combination of average daily use and peak use. Once the supply is determined, planners then determine the number and types of users, from light users (one visit per year) to medium users (one visit per month) to heavy users (one visit per week).

The recreation facility demand can then be calculated by adding the products of the three types of users and dividing the total by the number of people in the community. From there, the facility classification can be determined.

While the process is a complex, formulaic one, it does represent a fresh perspective on an issue that has not been revisited by NRPA in many years. The new standard is dependent on the specific characteristics of individual communities.

Although a thorough inventory of park and recreation activities and use levels has not been conducted as part of this Comprehensive Planning Process, it is recommended that the City consider the NRPA's planning approach and a Rexburg Parks Plan is developed. NRPA references the following as a good resource for park planning,

*Park, Recreation, Open Space and Greenway Guidelines*, James D. Mertes and James R. Hall, National Recreation and Park Association, 1996.

<b>Recommended Park Acreage Standards</b>		
<b>Type</b>	<b>Service Area Radius</b>	<b>Usual Size</b>
Mini/Pocket Park	0.25 mile	1 acre or less
Neighborhood Park	0.5 mile	1-5 acres
Community Park	1.5 miles	5 -25 acres
City-wide Park	3 miles	25-50 acres
Regional Park	Entire City	50+ acres

<b>Rexburg Park Inventory</b>		
<b>Park</b>	<b>Type</b>	<b>Acres</b>
Rotary Park	Mini/Pocket Park	0.4
Park Street Park	Mini/Pocket Park	0.4
Hidden Valley Park	Neighborhood Park	2.85
Evergreen Park	Neighborhood Park	2.95
Community Park	Community Park	8.2
Smith Park	Community Park	12.0
Porter Park	Community Park	12.0
Eagle Park	Community Park	19.10
Nature Park	Community Park	19.6
		<b>77.5 Total acres</b>

With projected population increases, the demand for park space will increase, and the City should work with developers to plan for and include parks as part of new subdivision designs.



## Parks, Recreation, and Open Space

Specific locations for new parks have not been indicated in this comprehensive plan as it is difficult to predict the availability of land or resources for the establishment of new parks at this time. However, the historic grid extension concept included in the Land Use Chapter of the plan includes a park space for each new neighborhood. These future parks may eventually be developed in any number of places within the neighborhoods. The park spaces are shown on the Land Use and Parks maps simply to indicate that if the populations of these neighborhoods increase over time as a result of development, there will be a demand for designated park areas.

Options for funding these new parks can come through a variety of mechanisms, but should all ultimately come from the developers of the surrounding lands. Impact fees can help meet the additional demand for park space created by expanding the population of an area. Alternatively, the City may require a developer to set aside a certain portion of land for a park in their development master plans. A third option is to require developers to pay a fee in lieu of the setting aside of a specific parcel for the development of a park.

A recreation survey conducted by BYU-I students in 2008 noted that 49% of survey responses mentioned that the development of additional larger parks is preferred over smaller parks. However, nearly the same amount, 46% of respondents said they preferred pocket parks. As the student report notes, this suggests that future park planning in the community should ideally include the development of both large and small parks. Pocket parks are challenging for many cities to maintain, but research shows that they are some of the more frequently used parks in many places. The City should work with developers to have smaller park spaces designed into subdivisions, and ensure that homeowner association fees and programs are established for park maintenance. Maintenance of small park spaces is very expensive for cities, and Rexburg leaders discourage the development of pocket parks that will require maintenance and upkeep by the City. Regardless of the type and size of parks developed, the City should aim to provide a balance of park space opportunities within the city as it grows.

The following is a list of other specific park recommendations for Rexburg:

- Encourage the development of a new neighborhood park in the southeast quadrant of the City
- Support the utilization of areas of the eastern portion of the City where topography, floodplains, steep slopes, or narrow drainages make development difficult for the creation of linear parks.
- Explore the benefit and feasibility of developing a Capital Improvements Plan that identifies and prioritizes park, recreation, and open space needs.
- Encourage the location of neighborhood parks within one-half mile of new residential developments. Such parks should emphasize landscaped open areas, picnic facilities, and playground equipment.
- Support the connection of new and existing parks, open spaces, neighborhoods, and neighborhood centers together with a networked "green grid" of sidewalks, bicycle routes, and trails.
- Provide facilities and equipment necessary to meet local needs at neighborhood parks when possible. Such improvements may include landscaping, trees, picnic areas, playground equipment, and sports fields in all new neighborhood parks.
- Support the design of storm water retention ponds, when needed, for multiple uses including parks and temporary storm water retention facilities.
- Cooperate with the Trails of Madison County organization to explore the development of a river park plan which identifies the location of paths and accompanying facilities such as overlooks, jogging paths, picnic areas, signs, parking areas, and nature areas along the Teton River.

# Parks, Recreation, and Open Space

## Recreation Facilities

Comments gathered through various public outreach efforts indicate strong community support for the development of parks, greenway trails, and also the development of a community recreation facility. It is anticipated that such a community recreation center will be an opportunity for joint coordination between the City of Rexburg, Madison County, and Sugar City.

A recreation survey conducted by BYU-I students in 2008 reported that 67% of survey respondents mentioned that they would like to see a swimming pool available for public use. A new swimming pool is being planned for Rexburg, and will be open for public use.

## Trails

The community group, Trails of Madison County, have an ambitious vision for a connected trail network throughout the County. Trails can be used for a variety of uses. They can be for hikers, bikers, walkers, joggers, etc. Trails are typically described as paths that connect two or more locations together. Pathways that loop around a single park are not typically included as a separate trail, although they become part of the overall trail network. Trails used for transportation/commuting are primarily used by bicyclists.

Walking facilities can at times be shared with bikers on Class I facilities. Class II and Class III facilities are not typically suitable for walking/hiking. Sidewalks should be constructed on all trail-designated streets to facilitate this use. Trail classifications are described in the Transportation element of this plan.

In addition to developing parks, the community values the further development of greenbelt trails adjacent to the Teton River and around Rexburg. Extending the existing greenbelt trails will provide opportunities for recreational activities such as biking, jogging, and rollerblading in the summer and cross-country skiing in the winter. Moreover, further developing the greenbelt will enhance the area surrounding the Teton River and connect neighborhoods to parks.

The population demographics in Rexburg, with a high percentage of young families and retired persons indicate that there is a strong demand for park space. This is reinforced by the comments of citizens throughout this process requesting additional recreational opportunities.



While the Comprehensive Plan proposes extending the traditional street grid as new areas develop, a "green grid" or network of bike lanes, trails, parks, and open spaces should similarly be extended. In many cases the green grid sections could be nothing more than a quiet street with a painted bike lane on the roadway. In other areas, the green grid sections may be comprised of Class I dedicated multi-use trails along rivers, canals, or major roadways. Specifically, the Teton River is highlighted in the Comprehensive Plan as a unique and precious resource for the community. The Teton River Park, much of it left in its natural state, will occupy a portion of the floodplain. The bike and jogging path within the river park could tie into a bike system that encircles Rexburg and connects new and existing neighborhoods to community destinations.

A series of new parks should be dedicated as each new neighborhood arises in the City's Impact Area. Large City parks are encouraged by the City, but smaller parks developed and maintained by specific subdivisions are also encouraged. In many cases, storm water retention

## Parks, Recreation, and Open Space

ponds not only temporarily hold storm water but also provide treed open space, informal picnicking, and walking and sitting space to neighbors.

The following is a list of specific trail recommendations for Rexburg:

- Encourage the utilization of areas of the eastern portion of the City where topography, floodplains, steep slopes, or narrow drainages make development difficult for the alignment of new trails.
- Encourage the development of a “green grid” of sidewalks, bicycle facilities, and trails connecting new and existing neighborhoods, parks, neighborhood centers, open spaces, and recreation resources throughout the City.
- Support the development of a greenbelt trail system along the Teton River corridor, encircling the City, and connecting to Sugar City.
- Encourage investigation of sources for funding the development of trails throughout Rexburg.
- Support the development of parking areas in appropriate places to increase access to trails throughout the city.
- Work with local civic organizations to encourage community events along the City’s trail systems to raise awareness and funding for additional trails.
- Encourage redevelopment of underutilized or vacated industrial lands along the Teton River as opportunities arise.

### Natural Open Space Preserves

Madison County has a number of picturesque natural open spaces within its borders mentioned above. Preservation and maintenance of these open spaces is of utmost importance to the community. This plan encourages the long-term preservation of these areas through regulatory and market tools when privately-owned, and through government sponsored maintenance when publicly-owned.

Specific preservation goals may include:

- Preservation of public access to river and stream corridors
- Preservation of views, including hillsides, ridgelines, river corridors, and bluffs
- Preservation of natural open areas as a primary design objective in all future development proposals.
- Coordination with non-profit organizations or land trusts to help promote preservation, and accept and maintain donations of land and easements for parks, recreation, and open space.

### Agricultural Lands

Although not typically considered recreational resources, agricultural lands provide a valuable resource to a community. When people move to a rural area, much of the reason is the open, rural, and small town feel of the place. Agricultural lands are typically the primary generator of this rural character, and ensure the wide, open vistas unencumbered with multiple residential developments are preserved for the enjoyment of the few residents who do live in these areas.

In addition to preservation of a rural, open character, preservation of agricultural lands has many other values and benefits. Preserving agriculture in a community also means preservation of the



*Landscape standards assist in creating an aesthetically pleasing environment.*



## Parks, Recreation, and Open Space

community's heritage and historical industry. Many forms of wildlife rely on agricultural lands in the winter months to seek refuge from the harsh mountainous environment, and to find more easily accessible food sources than available in their summer range.

Lastly, it is important to recognize that it is easy to develop agricultural lands into residential neighborhoods, but it is nearly impossible to return a subdivision to productive agricultural land. The City of Rexburg is fortunate in that there are many areas close to existing infrastructure systems that are available and appropriate for development. It would be wise for the City to direct development to these areas first, and preserve the more remote agricultural lands for all the reasons mentioned above as well as a potential "rainy day" option if the City experiences some extraordinary and unpredictable future population increase some day in the long-term future.

There are several implementation tools available to cities for agricultural preservation. They include: clustering development, conservation easements, TDRs, agricultural zoning, agricultural protection areas, and federal and state grant programs. Appendices B and C explain clustering development and TDRs in more detail.

### City-wide Landscaping Recommendations

The City may expand City-wide standards for landscaping. The City has received recognition as a Tree City USA for the last 3 years, and has submitted a recertification for the fourth. The City encourages and supports the utilization of trees for their functional value in addressing critical city issues, such as stormwater, air and water quality, and energy conservation.

The City supports encouraging conditions favorable for a healthy community forest as part of the development or redevelopment process. It is recommended that the City encourage developers to plant street trees in new subdivisions at appropriate times or make provisions to encourage and enable tree planting in subdivision designs. The City may want to consider establishing minimum shade requirements in commercial parking lots and minimum landscape requirements for commercial development. New and existing industrial parks and business parks should create an overall landscape theme that establishes the park as a unified and cohesive development. A well landscaped industrial park can help compensate for the use of all metal buildings that have large blank walls and uninterrupted rooflines.

In addition to the urban forestry objectives stated above, the following additional landscaping standards may be incorporated into City regulations:

- Where arterial streets must cross through residential neighborhoods, use landscaped medians to break up the width of the roadway, soften traffic noise, and lessen and control the impact of traffic volume.
- Develop and maintain a list of plant materials suitable for Rexburg's climate and distribute the list to developers and homeowners.
- In cooperation with state and federal transportation agencies, create and maintain landscaping on entryways to Rexburg.

### **Parks, Recreation, and Open Space Plan Map**

Open space is typically described as a land use that has not be developed for commercial, office, industrial, or residential use. Recreation-oriented open space can be in the form of park space; natural undeveloped lands; recreation facilities; public utility, railroad, or canal corridors; or even the grounds of education and religious institutions. The Rexburg Parks, Recreation, and Open Space Plan Map illustrates preferred parks and open spaces in specific areas of the County. Generally the map mirrors current land uses in those areas where the present use is deemed desirable and appropriate. Vacant areas, areas with inappropriate



## Parks, Recreation, and Open Space

current land uses, and areas potentially available for parks and open space may be included in the Parks, Recreation, and Open Space Plan Map as uses other than their present use.

The Rexburg Park, Recreation, and Open Space Plan Map contains the following designations:

### Parks

Parks are developed facilities within the City that provide opportunities for outdoor active and passive recreation and recreational programs. These include areas with designated picnicking or camping areas, ball fields, horseshoes, playgrounds, or other similar programmed areas.

### Trails

Trails are essentially linear parks. They are pathways, bike lanes, or shared roadways designated for use by pedestrians and other alternative modes of transportation. Depending on surface materials and designated uses, trails provide opportunities for a range of activities including walking and running, bicycling, rollerblading, horseback riding, snowshoeing, cross-country skiing, and ATV or snowmobiling.

### Natural Open Spaces

Natural open spaces are lands that desired to be maintained as natural, undeveloped open space. Natural open spaces can include roadway or canal corridors, but this designation is generally used to describe larger areas of undeveloped, naturally vegetated lands. Typically no amenities are available for users of natural open space.

### Agricultural Lands

This land use category includes lands used primarily for grazing, crop farming, hobby farming, and other related uses. These lands are intended to remain in their customary agricultural use for the foreseeable future.

### Recreation Facilities

Recreation facilities are areas within the City that provide opportunities for formal programmed recreation and events. Examples include fairgrounds, golf courses, and public swimming pools and recreation centers.

## Chapter 11: Housing

### Goals and Objectives

**Goal 1: Encourage clustered neighborhood development as a basic pattern of growth.**

Objective 1.1: As appropriate, locate public buildings, such as elementary schools, churches, etc., so they form the nucleus or center of each neighborhood.

Policy: Group residential areas into neighborhoods in relation to schools, playgrounds, parks, and other facilities, as appropriate.

Policy: As much as possible, ensure major thoroughfares and other manmade barriers do not disrupt neighborhoods.

Policy: Discourage subdivisions that create "pockets" of development too small or too isolated to be served conveniently or economically by residential services and facilities.

Policy: Encourage schools, churches, libraries, fire stations, and other public buildings and structures, located in residential areas, should provide attractive and well-maintained landscaping.

Policy: Protect and enhance residential amenities, when possible, by reducing conflicts with adjacent uses.

Policy: As appropriate, industrial, and other non-compatible activities should not be permitted in or allowed to expand or encroach upon residential developments.

Objective 1.2: Ensure safety in and accessibility between all residential areas, as much as possible.

Policy: Support the development of safe and convenient pedestrian routes from home to school that are separate from truck routes and other dangerous facilities.

Objective 1.3: Increase community pride by supporting and encouraging upkeep and improvements to the appearance of all residential areas.

Policy: Support increased enforcement of ordinances requiring land owners to keep their property free of weeds, junked vehicles



# Housing

and equipment, unsightly buildings, trash, and other debris.

Policy: Promote the maintenance of open space and park areas to minimize blight and unsightly residential areas.

Policy: Encourage street-side tree planting for new subdivision areas.

Policy: Support the current tree ordinance to create a quality, healthy and pleasant urban environment.

Policy: Consider a landscape ordinance in appropriate zones to address issues of health, safety and aesthetics.

Policy: Continue to encourage and support City-wide beautification programs to strengthen citizen pride.

Policy: In existing neighborhoods, consider options for compatible, quality design consistent with existing character. Design standards may be considered in areas where design compatibility may have an impact on quality of neighborhoods.

Objective 1.4: Enhance the visual character of residential areas and provide for the preservation of environmental values, as possible.

Policy: Encourage the creation of residential areas which are sensitive to natural features and environmental constraints.

Policy: Encourage the preservation and enhancement of areas that should be maintained for scenic, historic, conservation, or public health and safety purposes.

Objective 1.5: Encourage management of the timing of residential development so that adequate streets, water, sewer, drainage facilities, schools and other essential services can be economically provided.

Policy: As appropriate, permit development to the degree that it can be served by the City's resources without impairing them or existing residents.

Policy: Explore the possibility of requesting area studies to be prepared by developers showing the relationship of the subdivision to the neighborhood of which it is a part. Access to the general street system, school, recreation sites, and other facilities and services should be shown.

Policy: Encourage All development projects to be sequenced and built concurrently with infrastructure or services required by the development.

Objective 1.6: Through the Comprehensive plan, plan for a land use polity that encourages housing to meets the demands of all stages of the life cycle, including starter and senior housing.

Policy: Allow for multi-family or town home mixed-use development as buffers between commercial and single-family residential

areas, as well as in the vicinity of town centers and near the university. Accessory dwelling units may also be considered in appropriate areas.

Policy: Allow for the development of senior housing, including accessory dwelling units in appropriate areas, so that housing for all phases of the life cycle will be available within the City.

### Overview

This section provides information on the current housing market in Rexburg and surrounding areas, including the number and type of housing units, vacancy rates, housing conditions, and housing affordability, as well as trends in the real estate market and goals and objectives for future residential development.

### Growth in Housing Units

In 1990, based on United States Census data, Rexburg had 3,554 total housing units. Ten years later, according to the 2000 Census, Rexburg had a total of 4,533 housing units – an increase of 979 units, for an overall increase of 28 percent over the ten-year period. However, it is important to note that Census information does not include rental housing located on school campuses (i.e., does not include units provided by BYU-Idaho), and therefore understates the total residential housing in the City. The City estimates 7,328 occupied dwelling units as of 2007.<sup>9</sup>

About 61 percent of the total occupied housing units in 2000 were reported to be rented, leaving the other 39 percent owned. This is a relatively high percentage of rent to own when compared to the ratio statewide that is 28 percent rentals, with 72 percent owned. The high rental ratio in Rexburg is due to the large student population. The percentage of renter-occupied housing in 2000 rose three percent from the 1990 Census when it was 58 percent renter-occupied and 42 percent owner-occupied. This rise in renters is largely due to the growing student population at BYU-Idaho

In 2007, students at BYU-Idaho accounted for approximately 44 percent of the City's total population.<sup>10</sup> In 2000, students accounted for 52 percent of the population.<sup>11</sup> Students are therefore becoming a slightly smaller percentage of the overall population, but still a major component of the housing market.

Rexburg issued 2,204 building permits from 2000 through 2006, while Sugar City issued 69 permits and the remainder of Madison County issued 496 permits. The number of building permits issued does not necessarily reflect the actual number of new residential units. For example, apartment buildings have more than one dwelling unit, but were only tracked as one permit and one unit by some of the government entities for a portion of the reporting period.

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<sup>9</sup> Source: Madison Economic Partners

<sup>10</sup> The 2007 student population is 11,791, compared to Rexburg's population of roughly 27,000.

<sup>11</sup> Based on 8,949 students and a population of 17,257 in 2000.

GROWTH IN HOUSING UNITS Building Permit Data								
	2000	2001	2002	2003	2004	2005	2006	Total Growth
County (other than Rexburg and Sugar City)	43	50	70	80	90	92	71	496
Rexburg	8	123	797	631	226	223	196	2,204
Sugar City								69
Madison County								2,769

*Source: Madison County; Rexburg; Sugar City*

## Surrounding Areas

Since 1990, Madison County has grown more rapidly than the surrounding counties of Bonneville, Fremont and Jefferson, but slower than Teton County. Growth in Teton County was fueled by resort growth at Targhee and from Jackson Hole.

HOUSING UNITS						
	Households in 1990	Households in 2000	Estimated Households in 2007	Average Annual Percent Growth 1990-2007	Average Annual Percent Growth 2000-2007	Total Growth
Bonneville	27,289	28,753	34,184	0.52%	1.75%	6,895
Fremont	3,453	3,885	4,212	1.19%	0.81%	759
Jefferson	4,871	5,901	7,095	1.94%	1.86%	2,224
Madison	5,801	7,129	8,773	2.08%	2.10%	2,972
Teton	1,123	2,078	2,847	6.35%	3.20%	1,724

*Source: Census Data 1990, 2000; LYRB*

## Vacancy Rates

The 2000 Census information showed a 5.7 vacancy rate in Rexburg (259 of the 4,533 total households were vacant). This rate is two percent higher than it was at the time of the 1990 Census. If seasonal and recreational units are removed from the number of vacant units counted to determine the rate in 2000, the vacancy rate drops to 5.1 percent.

Of the total 4,533 housing units in the year 2000, only 259 or 5.7 percent were vacant, leaving 4,274 occupied housing units. This percentage was well below the County and State vacancy rates of 6.6 and 11 percent respectively at that time. Rexburg has been fortunate to have extremely low vacancy rates when compared with the historical rates in surrounding counties. While this data has now aged, and census updates are not available regarding housing occupancy, interviews with local real estate professionals have been used to supplement this information.

<b>VACANCY RATES COMPARISON FROM 1990 TO 2000</b>			
	<b>Vacancy Rate 1990</b>	<b>Vacancy Rate 2000</b>	<b>Percent Change</b>
Rexburg	4.0%	5.7%	1.7%
Madison County	5.0%	6.6%	1.6%
Teton County	32.0%	21.0%	-11.0%
Fremont County	42.0%	43.6%	1.6%
Jefferson County	9.0%	6.1%	-2.9%
Bonneville County	7.0%	5.7%	-1.3%
State of Idaho	13.0%	11.0%	-2.0%

*Source: Census Data 1990, 2000*

Currently, the apartment rental market in Rexburg is thriving. The influx of students at the beginning of the school year places a strain on the availability of apartments and town homes in the area. There is some availability throughout the year, but it is limited. The only part of the rental market experiencing difficulty in Rexburg is home rentals of \$1300 or more a month. 75 percent of renters in Rexburg are students and the remaining 25 percent are families.

BYU-Idaho conducts a survey each semester of apartment owners and managers who provide BYU-Idaho approved housing for single students. Single student bed vacancy rates have ranged from the present nine percent vacancy rate to a high of 11 percent, with periods of full occupancy. Beds that are designated for single students are sometimes occupied by married students based on demand. BYU-Idaho calculates the vacancy rates of beds occupied by singles only to gauge demand for single and married housing.

<b>OCCUPANCY/VACANCY STATUS</b>					
<b>Single Student Housing</b>					
<b>Year</b>	<b>Available Beds</b>	<b>Empty Beds</b>	<b>Occupied Beds</b>	<b>Percent Occupied</b>	<b>Percent Vacant</b>
<b>1985</b>	5,672	-	5,672	100%	0%
<b>1986</b>	6,193	675	5,518	89%	11%
<b>1987</b>	6,270	180	6,090	97%	3%
<b>1988</b>	6,510	118	6,392	98%	2%
<b>1989</b>	6,602	10	6,592	100%	0%
<b>1990</b>	6,694	5	6,689	100%	0%
<b>1991</b>	7,098	212	6,886	97%	3%
<b>1992</b>	7,235	168	7,067	98%	2%
<b>1993</b>	7,770	135	7,635	98%	2%
<b>1994</b>	7,830	343	7,487	96%	4%
<b>1995</b>	8,028	435	7,593	95%	5%
<b>1996</b>	8,186	774	7,412	91%	9%
<b>1997</b>	7,789	269	7,520	97%	3%
<b>1998</b>	8,191	395	7,796	95%	5%
<b>1999</b>	8,748	744	8,004	91%	9%
<b>2000</b>	8,947	648	8,299	93%	7%

<b>OCCUPANCY/VACANCY STATUS Single Student Housing</b>					
<b>Year</b>	<b>Available Beds</b>	<b>Empty Beds</b>	<b>Occupied Beds</b>	<b>Percent Occupied</b>	<b>Percent Vacant</b>
<b>2001</b>	8,667	394	8,273	95%	5%
<b>2002</b>	9,155	289	8,866	97%	3%
<b>2003</b>	9,957	1,100	8,857	89%	11%
<b>2004</b>	10,120	1,148	8,972	89%	11%
<b>2005</b>	10,280	1,064	9,216	90%	10%
<b>2006</b>	10,324	577	9,747	94%	6%
<b>2007</b>	10,180	960	9,220	91%	9%

*Source: BYU-Idaho*

As of 2007, BYU-Idaho had 1,061 beds on-campus, with no plans to expand on-campus housing. It appears that the private rental market in Rexburg is vibrant and university officials have indicated that their intentions are to let the private sector accommodate any increases in student housing demand in the near term.

<b>2007 BYU-IDAHO ON CAMPUS HOUSING</b>			
	<b>Number of Beds</b>	<b>Number of Dorms</b>	<b>Number of Apartment Units</b>
<b>Men</b>	231	1	114
<b>Women</b>	830	6	190
<b>Total</b>	1,061	7	304

*Source: BYU-Idaho*

## Housing Conditions

2000 Census data indicates that Rexburg is in overall good condition. However, there is little official, updated data regarding the condition of interior features (such as plumbing, wiring, and structural hazards) of private housing after the year 2000. Unless comprehensive surveys have been conducted, the best source of data for most cities is the U.S. Census. Census data contains a number of housing quality indicators, including type of sewage disposal, heating fuel, water sources, and plumbing facilities, and allows for an evaluation of the age of units, which can be an indicator of condition.

The majority of the households use gas or electric utilities. Only 0.6 percent of the homes lack complete plumbing facilities and 0.7 percent of the homes lack complete kitchen facilities.

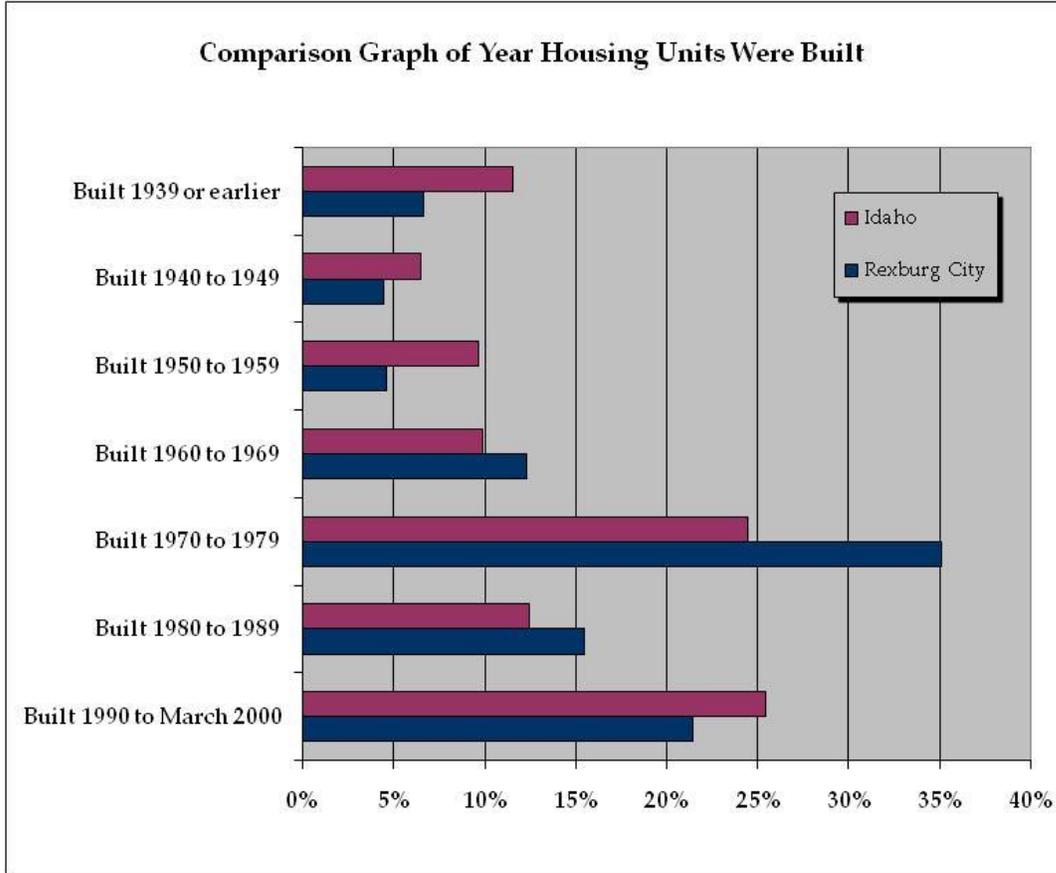
<b>HOUSE HEATING FUEL</b>			
	<b>Rexburg</b>	<b>Madison County</b>	<b>State of Idaho</b>
Utility Gas	47.7%	43.4%	45.4%
Bottled, Tank, or LP Gas	0.5%	6.8%	5.8%
Electricity	46.4%	39.3%	34.4%
Fuel Oil, Kerosene, etc.	1.9%	4.0%	5.1%
Coal or Coke	0.1%	0.6%	0.3%
Wood	2.3%	5.0%	7.7%
Solar Energy	0.0%	0.0%	0.0%
Other Fuel	0.5%	0.4%	0.7%
No Fuel Used	0.6%	0.5%	0.2%

*Source: Census 2000*

More than 70 percent of the City's housing units were built after 1970, and less than six percent were built before 1939 when the risk of a unit containing lead-based paint is highest. Also, over one-third of the City's current housing stock was built between 1970 and 1979. This was due to the Teton Dam disaster of 1976, which destroyed a significant share of the City's housing stock. As a result of the flood, much of the City's housing stock is relatively new and in relatively good condition.

<b>YEAR HOUSING UNIT BUILT</b>				
	<b>City of Rexburg</b>	<b>Percent</b>	<b>Idaho</b>	<b>Percent</b>
Total:	4,501	100%	527,824	100%
Built 1990 to March 2000	964	21%	134,268	25%
Built 1980 to 1989	695	15%	65,869	12%
Built 1970 to 1979	1,580	35%	129,261	24%
Built 1960 to 1969	555	12%	52,263	10%
Built 1950 to 1959	207	5%	51,019	10%
Built 1940 to 1949	201	4%	34,381	7%
Built 1939 or earlier	299	7%	60,763	12%

*Source: Census Data 2000*



**Unique Characteristics of Rexburg’s Market**

Like most university towns, Rexburg’s housing market is significantly impacted by the university’s student population. The smaller the town, and the larger the student population, the greater the impact of students on housing demand. In Rexburg, students currently make up approximately 44 percent of the population. At the time of the 2000 Census, students represented 52 percent of the city’s population.<sup>12</sup>

The housing market in Rexburg is also affected by the unique requirements for single BYU-Idaho student living. BYU-Idaho is a religious institution affiliated with the Church of Jesus Christ of Latter-day Saints (LDS). The university has a strict set of housing requirements for single students. Single students must live at home with their family or in approved housing, which includes on-campus housing (owned and operated by BYU-Idaho) and off-campus housing that has received approval from the university.

Landlords of off-campus housing units must agree to assist in enforcing a set of living standards that cover curfew, visitation by members of the opposite sex, and approved television cable stations.

<sup>12</sup> 2000 enrollment equaled 8,949 students. The 2000 population was 17,257 residents.

## Summer Student Housing

The Rexburg Sunbird program began in 1976 and was one of the first in this country. There are approximately 2,000 retired senior citizens (summer visitors) or Sunbirds as they are known who fill the off-campus single student university apartments surrounding BYU-Idaho during the summer months. This program has been dropping in the last few years, part of this may be the year-round track system for BYU-I. Less student vacancies are occurring as a result.

The program offers many activities including concerts and entertainment. Sunbirds come to enjoy the warm summer days, cool summer nights, fishing, golfing, affordable housing, day trips, great sight seeing trips, etc.

## Housing Affordability

Income projections have been used to estimate the depth of the primary market for various home price segments. The following table takes the percentage of households by income range in 2000,<sup>13</sup> and projects the percentage of households in each income range in the year 2007. Sixty-eight percent of households have incomes in the range of \$15,000 to \$75,000.

INCOME ANALYSIS				
	2000		2007	
	Households	Percent of Total	Percent of Total	Households
Less than \$10,000	524	12.3%	10.5%	769
\$10,000 - \$14,999	466	11.0%	10.0%	733
\$15,000 - \$24,999	946	22.2%	20.0%	1,466
\$25,000 - \$34,999	712	16.7%	14.0%	1,026
\$35,000 - \$49,999	688	16.2%	18.0%	1,319
\$50,000 - \$74,999	557	13.1%	15.0%	1,099
\$75,000 - \$99,999	202	4.7%	6.0%	440
\$100,000 - \$149,999	103	2.4%	3.0%	220
\$150,000 - \$199,999	22	0.5%	2.0%	147
\$200,000+	34	0.8%	1.5%	110
TOTAL	4,254	100.0%	100.0%	7,328

Source: U.S. Census; LYRB

The table below shows housing affordability for each income range, using the following assumptions:

- 30-year fixed mortgage at the various interest rates shown in the table;
- 10 percent down payment; and
- 30 percent of income is spent on housing, including utilities, insurance, property taxes, etc.

Based on the income analysis above, the bulk of the market will be spending, depending on interest rates and the amount of the down payment, less than \$200,000 for a home. This suggests that townhome/condominium development, with less expensive construction costs due to shared, attached walls, and smaller lot sizes, will be particularly in demand in the community.

<sup>13</sup> Source: United States Census 2000

<b>HOME AFFORDABILITY FOR VARIOUS INCOME RANGES</b>						
	<b>2007\$ at 6%</b>		<b>2007\$ at 7%</b>		<b>2007\$ at 8%</b>	
	<b>Low</b>	<b>HIGH</b>	<b>Low</b>	<b>HIGH</b>	<b>Low</b>	<b>HIGH</b>
\$20,000 to \$24,999	\$43,000	\$62,000	\$39,000	\$56,000	\$36,000	\$51,000
\$25,000 to \$29,999	\$62,000	\$81,000	\$56,000	\$74,000	\$51,000	\$67,000
\$30,000 to \$34,999	\$81,000	\$100,000	\$74,000	\$91,000	\$67,000	\$83,000
\$35,000 to \$39,999	\$100,000	\$119,000	\$91,000	\$108,000	\$83,000	\$99,000
\$40,000 to \$44,999	\$119,000	\$138,000	\$108,000	\$126,000	\$99,000	\$115,000
\$45,000 to \$49,999	\$138,000	\$157,000	\$126,000	\$143,000	\$115,000	\$131,000
\$50,000 to \$59,999	\$157,000	\$195,000	\$143,000	\$178,000	\$131,000	\$163,000
\$60,000 to \$74,999	\$195,000	\$252,000	\$178,000	\$230,000	\$163,000	\$210,000
\$75,000 to \$99,999	\$252,000	\$348,000	\$230,000	\$317,000	\$210,000	\$290,000
\$100,000 to \$124,999	\$348,000	\$443,000	\$317,000	\$403,000	\$290,000	\$369,000
\$125,000 to \$149,999	\$443,000	\$538,000	\$403,000	\$490,000	\$369,000	\$448,000
\$150,000 to \$199,999	\$538,000	\$729,000	\$490,000	\$664,000	\$448,000	\$607,000
\$200,000 or more	\$729,000		\$664,000		\$607,000	

Source: LYRB

### New Construction

The average value of new home construction has risen rapidly in Rexburg. In 2004, the average value was approximately \$124,000 per unit – well within the affordability range of most non-student residents. By 2005, the average value had increased to \$166,000 and by 2006, the average value reached \$246,000, representing an almost 100 percent increase in the average new home price over a two-year period. Home values of \$246,000 are affordable to those making roughly \$75,000 or more annually.

<b>GROWTH IN HOUSING UNITS</b>			
<b>Building Permit Data</b>			
	<b>2004</b>	<b>2005</b>	<b>2006</b>
Rexburg	226	223	196
Residential Valuation	\$21,071,607	\$27,813,961.23	\$36,202,058.41
Land	\$7,023,869	\$9,271,320	\$12,067,353
Total Residential Value	\$28,095,476.00	\$37,085,281.64	\$48,269,411.21
Average Residential Value	\$124,316.27	\$166,301.71	\$246,272.51

Source: City of Rexburg; LYRB

## Existing Home Sales

The average sales price of existing homes increased by approximately seven percent from 2006 to 2007, with an average sales price of \$173,000. Homes in this price range are affordable to those making approximately \$50,000 or more annually. Home prices in surrounding counties also experienced significant appreciation, ranging from over six percent to more than twelve percent over the one-year period.

<b>RESIDENTIAL SALES BY COUNTY</b>			
<b>County</b>	<b>1/1/06 - 12/31/06 Activity</b>	<b>1/1/07 - 12/31/07 Activity</b>	<b>% Change</b>
<b>Madison County - Sugar City, Rexburg</b>			
Number Sold	293	295	0.68%
Average Sales Price	\$161,488	\$173,317	7.33%
<b>Fremont - Island Park, Ashton, St. Anthony</b>			
Number Sold	237	186	-21.52%
Average Sales Price	\$194,712	\$207,573	6.61%
<b>Jefferson - Terreton, Menan, Rigby, Ririe</b>			
Number Sold	371	358	-3.50%
Average Sales Price	\$165,579	\$182,724	10.35%
<b>Bonneville - Ucon, Iona, Idaho Falls, Ammon, Swan Valley</b>			
Number Sold	1758	1743	-0.85%
Average Sales Price	\$158,016	\$174,714	10.57%
<b>Bingham - Shelley, Firth, Blackfoot, Fort Hall</b>			
Number Sold	435	401	-7.82%
Average Sales Price	\$135,728	\$152,494	12.35%
<b>Bannock - Chubbuck, Pocatello, McCammon, Inkom, Downey</b>			
Number Sold	1363	1413	3.67%
Average Sales Price	\$139,464	\$151,539	8.66%

## Cost of Development and Municipal Services

The relative cost of building in the City, in comparison to the County, will have a significant impact on development patterns, especially as financing sources become tighter and the housing market slows down. Based on information provided by Rexburg, the cost of building a new home (\$150,000 in construction costs only), will be \$13,624 more in The City of Rexburg than in the County. The major difference is the price of land in the County (average of \$35,000 per acre) compared to land in Rexburg (average cost of \$220,000 per acre).<sup>14</sup> While water and sewer hookup fees are much higher in the County than in Rexburg, these higher fees are more than offset by the higher land prices in Rexburg. This cost discrepancy is encouraging development to occur outside City boundaries.

<sup>14</sup> The land prices were provided by City of Rexburg. Interviews with local realtors suggest that land prices might be more in the range of \$40,000 to \$80,000 per ¼-acre lot (\$160,000 to \$320,000 per acre) in Rexburg proper. Land costs outside of the City are estimated at \$40,000 to \$50,000 per acre.

<b>NEW HOME COST COMPARISON</b>			
<b>Rexburg v. Madison County (outside of Rexburg)</b>			
	<b>Rexburg</b>	<b>Madison County Outside Rexburg</b>	<b>Savings</b>
Building Permit	\$1,554	\$1,554	\$0
Plan Check	\$177	\$155	\$22
Water Hookup	\$1,767	\$5,500	-\$3,733
Water Meter & Parts	\$317	\$0	\$317
Plumbing Permit	\$184	\$184	\$0
Sewer Hookup	\$1,266	\$6,000	-\$4,734
Mechanical Permit	\$160	\$160	\$0
Electrical Permit	\$160	\$160	\$0
Impact Fees	\$1,752		\$1,752
<b>Total Fees</b>	<b>\$7,337</b>	<b>\$13,713</b>	<b>-\$6,376</b>
Lot Cost*	\$55,000	\$35,000	\$20,000
Construction Cost	\$150,000	\$150,000	\$0
<b>Total Cost</b>	<b>\$212,337</b>	<b>\$198,713</b>	<b>\$13,624</b>
*Acreage	0.25	1.00	
*Cost per Acre	\$220,000	\$35,000	
Lots Sold in 2006	56	43	

*Source: City of Rexburg Finance*

The cost of providing services to development is dependant on several factors, including: 1) type of development; 2) density of development; and 3) geographic location and distance from core services. Rexburg will need to carefully evaluate the revenues generated by various types of development, as well as density and geographic locations, in comparison to the costs associated with providing services to those developments.

Based on the analysis below, commercial development has the highest taxable value per acre (\$521,106), followed by residential (\$252,622), industrial (\$167,795) and rural residential (\$81,480). Because of the limited nature of the data that was available at the time of this planning effort, this analysis is unable to differentiate between developed values and undeveloped values within a given zoning type.

RESIDENTIAL AND COMMERCIAL VALUE COMPARISON					
	Tax Value	Acres	Per Acre	Total Parcels	With Improvements
Residential:					
Residential	\$452,251,622	1,790	\$252,622	3,574	2,615
Rural Residential	\$142,101,920	1,744	\$81,480	1,040	588
Manufactured Housing	\$19,560,371	NA	NA		
Residential Townhomes or Condos	\$3,255,964	NA	NA		49
Commercial:					
Commercial	\$391,591,529	751	\$521,106	1,019	771
Industrial	\$3,775,398	23	\$167,795	2	2

Neither Rexburg nor Madison County have conducted a cost-of-service study. However, neighboring Fremont County conducted a cost of service study in September 2005. This study concluded that:

*for every dollar raised in revenue from residential property, the county had to spend \$1.13 to provide services to residential property. Commercial land use required \$0.46 to provide services for every dollar raised by commercial land. Agricultural land use required \$0.82 to provide services for every dollar raised.*

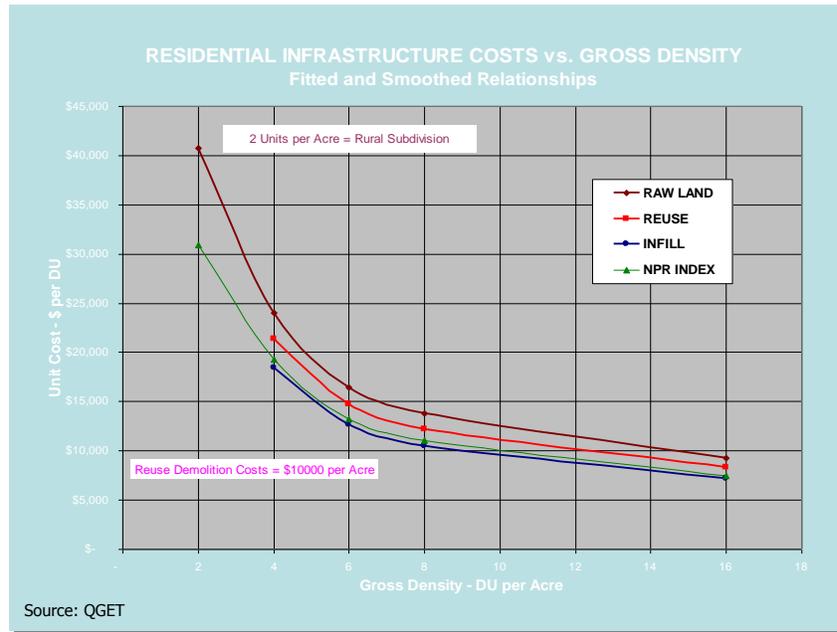
Therefore, assuming a similar relationship exists in Madison County, residential development places a strain on financial resources that is only offset by commercial development. Unfortunately, the Fremont County study did not differentiate between single-family and multi-family uses in its residential designation. Because single-family homes are discounted for tax purposes, and multi-family is not, they will have varying fiscal impacts on a community. Rexburg has an unusually high percentage of multi-family units, due to the large student population.

Higher-density development will reduce the capital and operating costs of the infrastructure necessary to support the development. A recent study completed by the Urban Land Institute concluded the following with regards to higher-density development:<sup>15</sup>

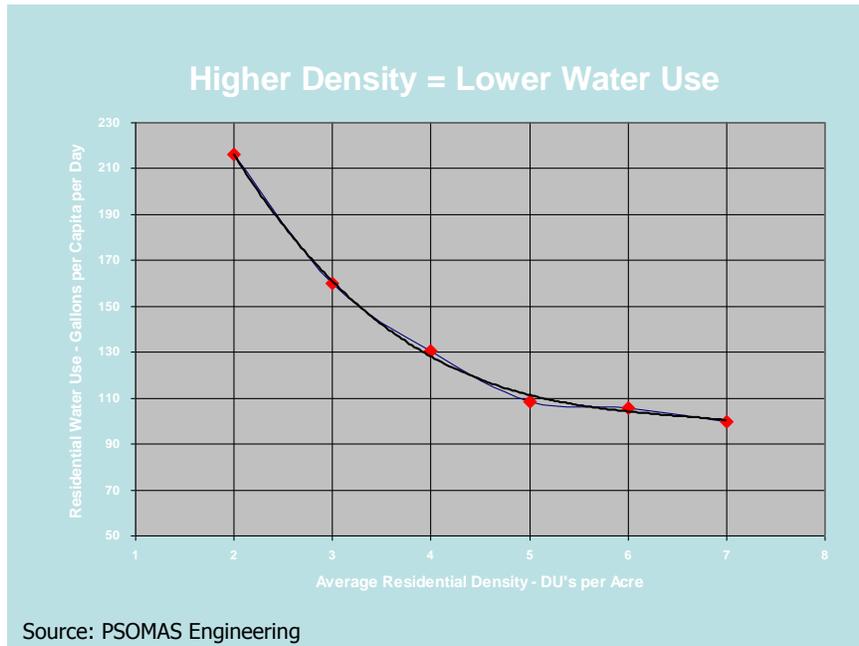
- The compact nature of higher-density development requires less extensive infrastructure to support it.
- No discernable difference exists in the appreciation rate of properties located near higher-density development and those that are not. Some research even shows that higher-density development can increase property values.
- Higher-density development generates less traffic than low-density development per unit; it makes walking and public transit more feasible and creates opportunities for shared parking.
- Low-density development increases air and water pollution and destroys natural areas by paving and urbanizing greater swaths of land.

<sup>15</sup> Urban Land Institute, "Higher-Density Development: Myth and Fact."

# Housing



Based on engineering research conducted (see tables below), it is estimated that it costs the City three times as much to provide basic infrastructure to a residential development with a density of two units per acre, as it does to provide the same services to residential development with eight units per acre. As development occurs sporadically throughout outlying areas of the City and its Impact Area, it needs to recognize that there are significant costs associated with outlying, low-density development.



## **Chapter 12: Special Areas or Sites**

### **Goals and Objectives**

**Goal 1: Protect special areas or sites with cultural, historical, or local significance for the enjoyment of future generations, as much as possible.**

Objective 1.1: As appropriate, ensure future development does not negatively impact special areas and sites.

Policy: If deemed appropriate, update existing County policy to specifically call out the avoidance and protection of areas special interest in development projects.

Policy: As resources allow, research the possibility of nominating new sites to the National Historic Register.

Objective 1.2: Encourage the minimization of loss to areas of special interest when impacts are unavoidable.

Policy: Consider the possibility of maintaining a record of special sites and areas for future generations.

Policy: Consider the development of a marker or plaque program to commemorate special sites that may have been lost.

Policy: Mitigate losses through educational interpretation, or relocation, if possible.

Policy: If appropriate, consider including an assessment of impact on special areas and sites as part of a building permit application process.

### **Rexburg Area Special Sites**

The community has identified several sites within their community that have special or historical significance to them. Many of these sites have structures that remain standing, and many are simply locations of previous structures and locations of historical significance. The City may want to consider interpretation of historic importance of interest, or simply prepare a log of special areas and sites within the City to preserve so record of their existence for future generations.



## Special Areas or Sites

Areas, sites, and structures of local historical significance include:

### Churches and Religious Buildings

- a. Rexburg Tabernacle
- b. Rexburg 2<sup>nd</sup> Ward LDS Chapel
- c. Rexburg 3<sup>rd</sup> Ward LDS Chapel
- d. Rexburg 4<sup>th</sup> Ward LDS Chapel (1930-present)
- e. Community Presbyterian Church (1916-present)
- f. St. Patrick's Catholic Church (1902- )
- g. Catholic Church (1963-present)

### Historic Buildings and Sites

- a. Porter Park Rock Restrooms
- b. Madison County Courthouse
- c. BYU-I Campus Buildings
- d. Mill Hollow Mill Site
- e. Historic Downtown and College Avenue

### Miscellaneous sites

- a. Rexburg Carousel
- b. Rexburg Cemetery
- c. Smith Park
- d. Porter Park
- e. Teton River
- f. Snake River
- g. Rexburg Bench

### Sites Outside Madison County

- a. Teton Dam Site
- b. Diversion Dam
- c. Great Feeder Headgates

## Chapter 13: Community Design

### Goals and Objectives

**Goal 1: Preserve the high quality of life that currently exists in Rexburg, and strengthen the image of the City as “America’s Family Community” through good community design policies.**

Objective 1.1: Promote and foster the concepts of good community design at the city, neighborhood and project level.

Policy: When appropriate, implement site planning standards for commercial development, specifically along Main Street and in areas with historical significance.

Objective 1.2: Recognize the role of the streetscape as a component of community identity.

Policy: When appropriate, evaluate the design of streets and street improvements from both aesthetic and functional perspectives. Elements of the streetscape could include traffic control devices, signs, lighting, medians, curb and gutter, parking strips, pedestrian and bicyclist safety, snow removal, and tree plantings.

Policy: Support the Identification of key gateways into the City and identify beautification projects in a Capital Improvements Plan in order to emphasize and preserve the character and appearance of the community.

Policy: As appropriate, preserve the Highway 20 corridor as an attractive corridor, and visual gateway into Rexburg.

**Goal 2: Draw upon the history of the City of Rexburg to guide future development and preserve the character of the City.**

Objective 2.1: Take advantage of natural assets that contribute to the beauty and character of Rexburg.

Policy: Developers of land along the Teton River should be encouraged to integrate the river area into their project as both a recreational and aesthetic element. Participation by

these landowners in the Trails of Madison County Committee is highly encouraged.

- Policy: As appropriate, ensure the preservation of historic drainages, ditches, and canals where they exist. These often provide obvious alignments for trails or greenways.
- Policy: As appropriate, ensure protection of views of hillsides, specifically the Rexburg bench and views of the mountains. Tools available include a sensitive lands overlays and viewshed protection ordinances.

Objective 2.2: Promote and enhance Main Street and the downtown area as a destination and the civic and cultural heart of the community.

- Policy: Encourage the preservation and restoration of historic and architecturally significant buildings. Encourage compatible signs in new and remodeled structures.
- Policy: Continue to plan and implement consistent landscaping, street lighting, and street furnishings in the downtown area, as resources allow.
- Policy: Landscaping within existing commercial parking lots should be encouraged. A significant amount of landscaping should be required within new parking lots.
- Policy: Consider the recommendations of the Downtown Blueprint, and implement those deemed applicable and appropriate.

### Historical Trends and Cultural Expectations

Community design is more than landscaping, building design, and parks. It involves the city's physical layout, the natural setting, and the visual relationships among the individual features that make up the community. Good community design results in a town that functions well, has a pleasant environment, and has visual identity.



*The LDS Temple in Rexburg is a prime example of unique architecture strengthening the image of the city, as well as helping preserve Rexburg's rich heritage.*

Rexburg is a beautiful, clean, safe, and family-friendly city located in a valley along side the Teton and Snake Rivers. Given this lovely setting, it is no wonder that the early settlers of the area decided to make Rexburg their home. Settled by Mormon pioneers, Rexburg has a unique history of development.

Perhaps the most significant, and often overlooked, American settlement in the west is that of the Mormons. A sizable part of the West bears the impress of the Mormon culture. Hundreds of settlements, extending from Arizona, north into Canada, were founded in the 19th century under the guidance of Brigham Young.

We can learn much from a short review of these settlement patterns about the City of Rexburg and why it was laid out as it was. In 1847, the first settlers from the East arrived in the Salt Lake Valley. By 1852, more than 20,000 were living in the Great Basin; 100,000 by 1877.

During the latter half of the 19th century, more than 360 of these planned settlements were established in Utah, Idaho, Arizona, Nevada, and California.

It has been noted that the wellspring of Mormon civic design lies deep within the Mormon's doctrine that identifies a New Jerusalem referred to as Zion that would be located in the Western hemisphere. This city is described as being a four square city. Salt Lake City was laid out in this way.

Perhaps equally important has been the Mormon agrarian ethic. The family farm was the mainstay of society. Synthesizing the urban view of Zion with an agrarian way of life, Mormon farmers were expected to live in town and commute to their fields of work.

The rationale behind this was the social advantages that village living entails: schools and other public facilities can be more easily provided and more intensively used. Perhaps more importantly is that Mormons had faith in the rules of order of their religions founder.

Joseph Smith, who was only 28 years old at the time, had devised a master plan for the City of Zion in 1833 that ultimately was used as the template for hundreds of Mormon towns, including Salt Lake City and Rexburg.

The overall plan has been summarized as follows:

- Compact nucleated farming community within a 1 mile square area.
- The square is divided into 10 acre blocks of 660 feet by 660 feet.
- Blocks are further subdivided into house lots of equal size.
- Streets are 132 feet wide.
- No more than one house on any one lot
- Uniform setback of 25 feet for each house
- Houses constructed of brick and stone.
- Each home site to have shade trees, orchards and garden plots
- Central blocks reserved for public buildings and temples
- No street to have houses facing upon it throughout its entire length: houses would face north/south and east/west alternatively
- Barns and stables to exist near, but outside of, town boundaries

The model city was intended to accommodate a population of 15,000 to 20,000 people. Once this number had been reached, a new city would be laid out in much the same fashion. The population was further divided into wards in which all within the assigned area would attend the same church.

The wide streets and their orientation, though not designed to take advantage of solar energy, clearly reflect a desire to maintain distant views and create a sense of internal spaciousness within the town.

The City of Zion concept was never fully implemented in its pure form, but it served as the model for several hundred Mormon communities including that of Rexburg. Joseph Smith was, in fact, far ahead of his time in establishing an optimum city size, provision for public buildings and churches, zoning against undesirable uses, wide streets, density limits, and aesthetic controls.

It has been noted that there are similarities between the concepts of community by Joseph Smith and by the 19th century English planner and father of the garden city movement, Ebenezer Howard. Three key elements of the English garden city movement are all present to

some extent within the Mormon towns: (1) use and density zoning; (2) ward or neighborhood planning unit; and (3) agricultural greenbelts to control urban size. Joseph Smith's City of Zion predated Howard's garden city by some 65 years. Given the utopian leanings of both and the desire to build strong, socially cohesive communities, it is perhaps not surprising that similarities in their pattern languages evolved.

In Rexburg, this model for engineering the community was closely followed. There was land set aside for public buildings, church houses, tithing barns and granaries and these became distinctive features of the community. However, in contrast to Smith's original model, Rexburg's typical town lot contained barns, granaries and other farm related outbuildings.

Rexburg's current visual continuity originates in the fact that the community's initial identity was that of a planned community.

### **Historical Patterns in Rexburg's Development**

Local community planning traditions offer a number of additional lessons that can help shape new development in a more appropriate fashion. Many of these patterns dovetail nicely with current trends for "smart growth" and are worth noting:

**Regional Development Patterns** - Limit rural communities to 15,000 to 20,000. This is a size that provides a critical mass for services and amenities, before creating new towns or major developments.

**Town and Neighborhood Centers** - Locate employment and daily services within close proximity to housing. Develop towns in a compact form surrounded by agricultural land in close proximity to town dwellers.

**Streets/Access** - Establish a connected fabric of streets that respects topographical constraints without resorting to dead ends.

**Public Realm** - Reserve sufficient space within the core of each neighborhood or town for civic buildings and facilities; at least one should serve as a visually prominent focal point.

**Community** - Where possible, establish neighborhoods within towns built on a foundation of common social, political, or cultural interests.

**Environmental** - Encourage the planting of native, drought-resistant trees to provide shade. Encourage the planting of fruit trees to provide food for residents and an attractive environment.

**Architecture/Design: Color and Materials** - A sense of quality and stability can be created by utilizing building materials such as brick and stone.

**Site Design** - Create a sense of unity and continuity by utilizing uniform setbacks in residential and commercial areas.

Many Citizens of Rexburg have a desire to maintain these important historical/cultural considerations as a measuring-stick by which to approve future growth and development within the City.

Appearance of a town reflects a great deal about the community and the people who live in it. Appearance also greatly determines whether or not the community is perceived as a progressive and active environment, and thus plays a strong role in the economics of the area. A town that is well planned and attractive will draw shoppers, visitors, businesses, and residents.

## Visual Considerations

The attractiveness of the City of Rexburg begins with its setting in the Upper Snake River Valley. The community is nestled at the edge of the Valley floor against the fertile farm ground of the Rexburg bench. To the west there are two ancient volcanoes and the lava flows of the upper valley desert.

The hill adds visual interest to the city, emphasizing the area on top of the hill and the mountainous skyline. The Rexburg hill contains some of the finest visual features in Rexburg such as the buildings of the university, and several historic residential areas, as well as new residential areas. In addition, the hill creates a gentle relief to the open valley floor.



*The City has several unique and natural visual interests, from winding rivers as seen above, to valleys, hills and a mountainous skyline.*

Two canals pass through Rexburg, the Rexburg Canal and the Woodmansee Canal. The South Fork of the Teton River also cuts in a East to West direction through the community. These canals and the river have much visual potential. Cleaned, restored, and displayed with a green way, they can give character and appeal to the area. The city should master plan and acquire a greenway along the river as the land develops.

Rexburg contains some significant design features that contribute to an attractive environment. The older part of the city is in an intermittent grid street pattern. A benefit of the grid layout is it produces blocks that contribute to a small-scale neighborliness that reinforces the traditional ambiance of the town, ensures connected neighborhoods, and more easily accommodates pedestrians and vehicles equally.

In newer areas of the city, the street system has been designed by developers to maximize lot development for new single-family homes. In the areas being developed on the hill and in the Mill Hollow area, subdivisions are being developed with streets factoring in the contour of the slopes.

## Buildings and Structures

Rexburg has a significant amount of interesting architecture. The University includes several fine examples of Modern Architectural style. The residential areas contain numerous stately homes, many of them historic to Rexburg.

In the central business district, many of the original buildings still stand and are in active retail use. Several of the more significant structures have been remodeled. There is a substantial uniformity in the bulk and exterior treatment of the buildings that unifies the downtown area. Heights range from one to three stories, and brick has been used extensively as a building material, but has been painted over in many instances. These brick buildings nevertheless create an atmosphere of tradition, dignity, and stability.

## Signage and Lighting

Signage, lighting, and similar details relate strongly to architectural design and the appearance of the town. Along strips of highway business district, larger freestanding signs are oriented to motor vehicle traffic. In the central business district, many projecting and wall signs catch the eye of both pedestrian traffic and vehicular traffic.

Public signage in the city has been improved in recent years with the readdressing that took place within the City of Rexburg Addressing grid. The only signs directing traffic to the university occur at the periphery of the city, and more might be useful. Because Rexburg is a university town, it is common within Rexburg to have people from out of town looking for locations, particularly in the downtown and on the university campus. Street lighting throughout the city primarily consists of overhead lighting. Street trees exist throughout the downtown area and are very important in creating a pleasant, comfortable, and inviting atmosphere.

### **Open Space and Public Space**

Open space also greatly contributes to an area's ambiance, as well as providing a place for the aesthetic features of landscaping. In Rexburg, open space occurs in the two main City Parks, Smith Park and Porter Park as well as on the university campus. Outside these main areas, neighborhood parks are also found within various residential areas of the city. The plans of many of the new residential subdivisions call for the creation of new parks and also areas of open space.

In the central business district, there has been strong support for development of a gathering space in the center of downtown. It could provide a resting area for pedestrians, and serve as a focal point within the business district.

Landscaping is a significant factor in the formation of the city's ambiance. Trees, flowers, and shrubs are perceived as being a reflection of the natural world. Landscaping is thus seen as a means of beautifying and humanizing the urban environment. The university and the residential areas of Rexburg are well landscaped. The older residential areas feature streets lined with large trees whose canopies add grace to the city.

The university property is well landscaped, which benefits the entire city. In the downtown area, the landscaping consists mostly of trees and flowerbeds that are located throughout the downtown area and break the monotony of the pavement.

Land uses can have a dramatic effect on the appearance of a community. Consideration may be given to locations and appearance of certain types of higher impact businesses to minimize conflicts.

### **Analysis of Needs**

Rexburg has some strong positive elements present in its physical design that contribute greatly to its appearance and character. However, there are still opportunities for enhancement as well as problems to be solved.

One of the main attributes of Rexburg is its small town atmosphere. Aside from the actual size of the town, community design plays an important role in creating this atmosphere. The accessibility, viability, and pedestrian friendliness of downtown are large factors in this small town feeling. The visual effects of the agricultural component to the local economy further the small town impression.

The architecture of many of the city's buildings is interesting and contributes both to the small town feeling, and also to Rexburg's sense of place. Preservation and enhancement of some of these buildings and compatible new buildings can maintain the ambiance that these buildings help to create. The university is a great asset to the design of the community with its landscaping, open space, and large, well-designed buildings. Better integration of the university into the design of the city would benefit both the university and the city.

The visual effect of entrances is important. Not only does an entrance provide a first impression of an area, the entrance both advertises and defines what is within that area. Several of the approaches to the city and to the campus are in a poor visual state.

The south city entrance off of US Highway 20 has been labeled the University Blvd Exit. With this designation, the City and the University should work together to create a gateway entrance that would allow public green space and aesthetic appeal to this primary access.

The entrances to campus are important as well. The south side of 7th South remains unimproved. The majority of the designated bike paths have not been striped in the downtown. The central business district is a large part of the image of the city. The city is fortunate in having a compact central business district. Visual improvements could be made using landscaping and sign controls. The many signs along Main Street over the sidewalk are confusing and some are unattractive. The size, number, and placement should be better regulated. Small, scattered landscaping projects could greatly improve the appearance of the shopping area. Parking lots, both in the central business district and in other areas, are often expanses of gravel or pavement. Landscaping requirements for parking lots can allay the monotony of parking areas.



*Strong, effective visual effects of entrances enhance a visitor's first impression of a space, location, or city.*

While businesses adjacent to residential areas may be convenient, they can easily become a visual liability in the area. Care in the site layout, signage, landscaping, and lighting can make these businesses more compatible with the residential neighborhood.

Some innovation is needed to add variety in residential development and to make more efficient and effective use of unusual parcels of land. Faculty and students from BYU-Idaho have made presentations promoting good design techniques in the Downtown. The city should continue to use this local technical assistance.

Although it can complicate subdivision layout, the hilly terrain of the Rexburg bench is a positive factor in the city's physical appearance. Visually prominent areas should be developed carefully so they do not detract from the appearance of the area or be visually obtrusive to neighboring areas.

The South Fork of the Teton River is presently a visual liability in some areas of the city. This is unfortunate, because the river has potential to add variety and a sense of nature to the urban environment. Because this watercourse runs through under developed areas of the city, it has been physically barred from view. A plan needs to be formulated to address the needs of the Teton River so that its potential can be realized and the people of Rexburg can enjoy it.



**Community Design**

## Chapter 14: Impact Area

### **Purpose and Authority**

Idaho State Code, Section 67-6526, authorizes the governing board of each county and each city therein to adopt by ordinance a map identifying an area of city impact within the unincorporated area of the county. The legislation clearly outlines the procedure for establishment of an area of impact, and the options for regulation of lands within the area of city impact.

### **Agreement with Madison County, Sugar City, Teton and Newdale**

Representatives of the local governments of Madison County met as a committee to discuss the purpose of areas of city impact, and a process and framework for future area of city impact renegotiations. Over the course of roughly six months, the committee met monthly to collaboratively develop an ordinance to be adopted by each local government and guide all area of impact discussions. This ordinance was also presented to the cities of Teton and Newdale for adoption, since their areas of city impact extend into Madison County.

An inter-local agreement was prepared that states that each local government agrees to the standards outlined in the ordinance, and that no jurisdiction will amend or revise the ordinance, which outlines the procedures and process for renegotiating impact areas, without the joint agreement of all other local governments to change this process.

### **Ordinances authorizing authority to zone and enforce**

The state code states that a separate ordinance providing for application of plans and ordinances for the area of city impact shall be adopted. Three options are provided for regulation of lands within the area of city impact:

1. Application of the city plan and ordinances to the area of city impact; or
2. Application of the county plan and ordinances adopted to the area of city impact; or
3. Application of any mutually agreed upon plan and ordinances adopted the area of city impact.

Historically, the lands within areas of city impact in Madison County have been governed by the cities' land use and development regulations. The actual ordinances stating this agreement and which jurisdiction has authority to zone and regulate areas of impact were prepared and adopted, but have been misplaced since that time. It is the recommendation of this Comprehensive Plan element that Madison County and the local governments redevelop and execute an ordinance clearly outlining the which set of regulations are to be used to govern land use within the areas of city impact, and which local government is responsible for administration of those regulations. Despite this, there is clear understanding that the

incorporated cities will regulate lands within their areas of impact.

## Area of City Impact Purpose

The local governments have defined areas of city impact as follows:

*An unincorporated area bordering a municipality, governed under coordinated standards, mutually agreed upon by all affected local governments, to:*

1. *Protect the health, safety, and welfare of Madison County residents;*
2. *Ensure protection for municipalities and landowners against adjacent, incompatible development;*
3. *Plan for orderly and consistent development where annexation is anticipated;*
4. *Guide the efficient and prudent expenditure of local governmental resources;*
5. *Organize and manage growth; and*
6. *Minimize undue environmental degradation and loss of open space.*

*Area of City Impact boundaries can accommodate changes in growth patterns and growth rates, natural and environmental constraints and concerns, and community interests.*

## Guidelines for Area of City Impact Delineation

The Local Governments discuss and agreed upon a number of guidelines for delineation of Areas of City Impact. These are as follows:

1. In defining an Area of City Impact, the following factors shall be considered:
  - a. Trade area, defined as the region from which a city can expect the primary demand for a specific product or service, and which may cross County boundary lines;
  - b. Geographic factors; and
  - c. Areas that can reasonably be expected to be annexed into the municipality within ten years or less, and where the city is prepared to provide for and maintain infrastructure.
2. Whenever reasonable, Area of City Impact boundary lines, at the discretion and negotiation of the affected governing bodies, should follow one or some combination of the following boundaries:
  - a. Natural and geographic boundaries (i.e. waterways, heavily wooded areas, geologic features);
  - b. Man-made boundaries (i.e. road, utility, train rights-of-way, survey section lines, private parcel lines); and
  - c. Other similar clearly defined boundaries.
3. Pursuant to Idaho Code §67-6526, Area of City Impact boundaries shall remain fixed until all affected governing bodies agree to the renegotiated boundaries.



*Local governments should work together to ensure development on either side of a governmental boundary is compatible.*

4. Expansion or realignment of an Area of City Impact may be considered under the following conditions:
  - a. Limited Developable Space within existing Area of City Impact boundary, including lands within the existing city boundaries.
  - b. Regularly scheduled comprehensive plan update. Pursuant to Idaho Code, §67-6509, the land use map component of a comprehensive plan may be updated every six months.
    - i. At the time of a regularly scheduled comprehensive plan update, an analysis of the available land for development within an impact area should be conducted. If limited developable space is found within the existing Area of City Impact boundary, including lands within the existing city boundaries, an expansion or realignment of the impact area boundaries may be appropriate.
  - c. Regularly scheduled Area of City Impact boundary update. The Local Governments agree to conduct a Build Out analysis and consider the need for realignment or renegotiation of Area of City Impact boundaries every three years.
    - i. At the time of a regularly scheduled Area of City Impact Boundary update, an analysis of the available land for development within an impact area should be conducted. If limited developable space is found within the existing Area of City Impact boundary, including lands within the existing city boundaries, an expansion or realignment of the impact area boundaries may be appropriate.
  - d. Request by a property owner to be included within an Area of City Impact, when the city feels that being included within an impact area will help implement the vision outlined in its Comprehensive Plan, and
  - e. When a city annexes up to an Area of City Impact boundary, resulting in municipal and Area of City Impact boundaries sharing the same boundary line.

### **Guidelines for Annexation**

The Local Governments agreed to the following process for expansion or realignment of Areas of City Impact.

1. The Local Governments agree to follow the requirements and procedures for annexation recorded in Idaho Code §50-222, §67-6525, and §67-6526.
2. Idaho Code §67-6526, states that, "Subject to the provisions of §50-222, an Area of City Impact must be established before a city may annex adjacent territory."
3. All affected municipalities shall limit their annexation to those lands within their Areas of City Impact. If a municipality wishes to annex lands outside of its Area of City Impact, it shall renegotiate its Area of City Impact boundary with Madison County in accordance with Idaho Code §67-6526(d) and the procedures outlined above. The Local Governments agree to renegotiate Area of City Impact boundaries for all annexations, including Category A annexations as described in Idaho Code §50-222, Annexation by Cities

### **Establishment of a Joint Commission**

The Local Governments agree to the establishment of an ad hoc Joint Commission with the purpose of considering and analyzing requests for renegotiation of Area of City Impact boundaries. The Joint Commission will be structured as follows:

1. Representation on the Joint Commission will include three (3) representatives of the Planning and Zoning Commissions of all affected Local Governments.
  - a. Since the size of the Joint Commission will vary depending on the number of Local Governments affected, a quorum is considered to be the assembly of a

simple majority, including at least one representative of each affected Local Government. Each affected Local Government shall have equal voting power.

2. Members of the Joint Commission will serve on an ad hoc basis, and at any given time the Joint Commission may include various individuals from the Local Governments' Planning and Zoning Commissions based on context and the specific conditions surrounding the proposed Area of City Impact boundary renegotiation.
3. The Joint Commission will meet at the following times:
  - a. Any Local Government may call the assembly of the Joint Commission.
  - b. On a minimum three-year cycle, corresponding to the agreed upon regularly scheduled Area of City Impact boundary review.
  - c. As requests for Area of City Impact boundary realignments arise according to the conditions outlined above.

## Chapter 15: Implementation

### Implementation Tools

There are a number of tools that the City can use to implement the Proposed Land Use plan and achieve the goals and objectives outlined above. These tools have been successfully used in a number of other communities across the Nation. Every tool may not ultimately applicable to the City of Rexburg, or applicable in every land use situation.

Programs that may be more useful to the City of Rexburg are those that work within the land use markets, and use financial incentives to encourage appropriate land use techniques to take place. Many of the programs listed in this section are based upon this principle. Some of the most successful programs, although often more complicated to administer for small communities, are those that mix the available resources.

#### Future Land Use Map

One tool is the Future Land Use Map. This map and the associated land use classifications should be adopted and referred to when any new development or rezoning is proposed. The Proposed Land Use Map should serve as a guide to the City to help decide whether a proposed development or zone change is appropriate or consistent with the City's plan for that area. Referring to this map and plan when making these types of decisions will ensure that all future development or redevelopment within the City is compatible with the desires and vision of both the City and it's residents. The City should strive to not deviate from the plan, except where the change would be supportive of the overall City vision. Where more complex land use strategies are employed, described in more detail later in this plan, it is especially important to not make changes to underlying land uses that may defeat the purpose of the other strategies.

#### City Ordinances and Zoning Map

The City of Rexburg should ensure City Ordinances and the Zoning Map are consistent with each other and the Future Land Use Map. Zoning that is not consistent with the Future Land Use Plan should be avoided. Where it is deemed appropriate to change current zoning, the Future Land Use Map should also be updated. Where more complex land use strategies are employed, described in more detail later in this plan, it is especially important to not re-zone properties where the action may defeat the purpose of the other strategies.

## Small Area Plans

There are a number of areas within the City that the community may be interested in developing more detailed plans. Developing and implementing small area plans for these areas would provide the City with the tools to ensure that development of these areas occurs consistently with the community's desires and visions for these areas.

For each small area plan, the City should consider developing a series of goals and objectives for the area, identifying any issues or constraints to address, and proposing a longer-range plan to guide future development or redevelopment of that specific area. These small area plans may propose changes to the existing land uses or zoning of that area. Small area plan overlay zones could be used to apply additional development standards to those particular areas. Small area plans would be appropriate for areas with future development or redevelopment potential such as the town center and neighborhood centers (also described in the land use district section).

## Parks and Open Space Master Plan

The community has expressed interest in acquiring additional parks and open spaces within the city. A Parks and Open Space Master Plan could serve as a guiding tool for the city as future developments are proposed or as open spaces are annexed. A Parks and Open Space Master Plan would provide the city with an inventory of the existing park and open space opportunities within the city, assist in identifying areas of the city in need of more open spaces or parks, and assist in identifying existing open space preservation priorities for the city. Generally, parks are defined as developed (at least loosely) spaces with user amenities. Open Space can include park space, but also may include non developed lands, such as wetlands, sensitive hillsides, etc.

## Sensitive Lands Ordinance and Overlay Zone

Rexburg residents have expressed that they would like to preserve existing open spaces. One tool that the city should consider is a sensitive lands ordinance. If implemented, this ordinance could be used to guide development within sensitive lands in a manner that appropriately addresses any environmental constraints of the land and the community's desire to preserve open spaces. The ordinance may make use of cluster or transfer of development rights techniques (described in more detail later in this document) as tools for preservation. Alternatively, the zone may simply limit development unless the sensitive lands are appropriately mitigated. A sensitive lands overlay zone would work in tandem with this ordinance to identify the areas that have sensitive lands characteristics or environmental constraints

## Hillside/Ridgeline or Viewshed Protection Ordinance

The community has indicated that it is interested in preserving the rural view corridors into and out of the city. A hillside protection ordinance is a tool for ensuring that the visual qualities of hillsides and ridgelines are preserved. There may be key areas, or key future annexation areas that could contain key characteristics to be preserved. This type of ordinance can be used to limit development in areas that, as a community wide identifiable landmark, should be preserved.

## Performance Zoning

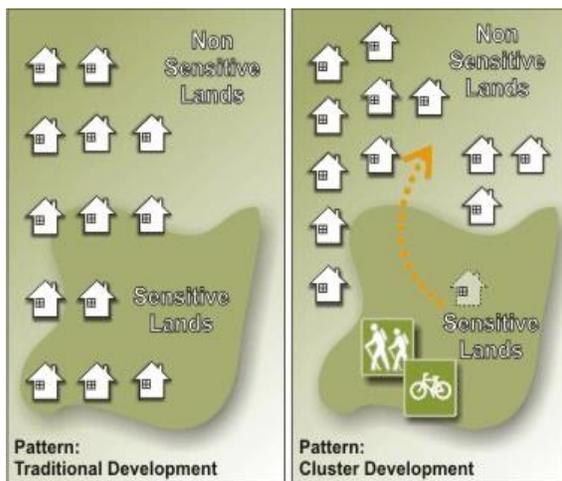
Performance based zoning requires developers to show evidence that they can meet regulations (a specified level of performance) prior to the approval of their project. One common performance zoning measure is the requirement to maintain minimum open space ratios in a development. Developers could be awarded points for going above and beyond what is required by the city. For example, points could be awarded to developers for not

# Implementation

impacting and/or leaving an open space intact. These points could translate to density bonuses, which may be used on or off site. When used with a PUD or cluster ordinance, additional points could be awarded for "moving" development to appropriate areas such as town or neighborhood centers. This bonus becomes an economic incentive designed to encourage more appropriate development, rather than simply prescribing the development.

## Cluster Development

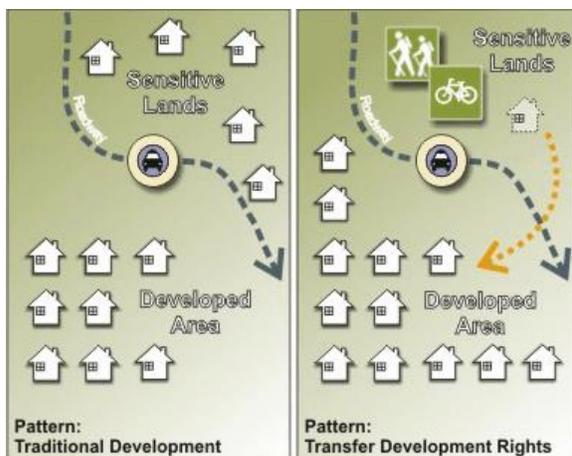
Cluster development requirements are often part of a performance-zoning program (as described above). Cluster development is a strategy to maximize the amount of open space within a development plan. Development is clustered in less sensitive areas (or neighborhood centers) rather than evenly spread out at a lower density. The cluster development strategy can also involve providing density bonuses to developers in exchange for not building in



sensitive areas. By granting density bonuses to developers, they can achieve a profitable development level without having to build in sensitive areas. Through clustering, an undeveloped preserve is created that may be jointly owned by the homeowners, or sold as a very large tract to a single owner. Usually this remaining open space is placed under a conservation easement. Such easements are usually assigned to non-profit such as an open space preservation organization or a local government entity. A third party holding prevents the easement from being removed without appropriate approval. The easement prevents further subdivision or construction. Conservation easements are discussed in a following section.

## Transfer of Development Rights

Transfer of development rights (TDR) is a land use management tool designed to direct development away from areas that a municipality wants to preserve (i.e. wetlands, hillsides, agricultural land, etc.) to locations that are more appropriate for development (i.e. a town or neighborhood center). Land to be preserved is designated as a sending area (often as part of a City sensitive lands plan), while developable land is reserved as a receiving area (often using a town or neighborhood center overlay zone). Under a TDR system, sending area landowners



are allowed to transfer or sell their right to develop for fair market value to owners of receiving area properties. This sale or transfer allows the receiving site developer to build a project with increased density in the receiving zone. This can be a useful tool for farmland owners who wish to maintain their operation, property and lifestyle but are finding it increasingly difficult because of increase property values and taxes.

The concept of TDR is based on the assumption that title to real estate is actually a bundle of individual rights, which may be isolated and transferred to someone else (as is the case with water rights). One of the components of this bundle of rights is the

right to develop land. After the original owner sells his development rights, he/she still retains whatever rights have not been transferred away.

TDR offers communities an alternative to expensive acquisition or more restrictive regulations. TDR is a new option, in a sense, a new property right that can be sold in a private market transaction with another property owner. Few programs seem to offer so much for so little—the community retains the critical resource without the acquisition costs, the property owner receives compensation in addition to property tax relief, and a developer can achieve a variety of densities generally not available within the community.

### **Open Space Preservation Tools and Mechanisms**

Funding rural character preservation, as part of an overall land use management strategy, can come from a number of sources. Agricultural based communities often have looked to programs, such as those funded through the US Department of Agriculture, for grant money.

#### Exactions, Dedications, and Impact Fees

Exactions may provide alternatives for local governments strained by the impacts of growth. Where new development creates a need for increased public services and infrastructure, such as park space, this proactive approach is intended to ensure that the new development pays for the needed increase in level of service. When used for open space acquisition a developer is typically required to leave a certain percentage of land undeveloped. Exactions are best used in conjunction with a flexible zoning code that allows for planned unit developments and clustering.

Impact fees are another option for local communities. Typically the fee is charged for the purpose of financing increased facility needs or improvements. Capital improvement or project improvements that qualify for funding generation by impact fees include parks, recreation facilities, open space and trails.

#### Purchase Mechanisms

##### *Purchase of Development Rights*

A unique way to preserve open space for public interest is for local and state governments to purchase development rights (PDR). Purchase of development rights does not result in purchase of title fee simple. Rather, the rights to all future development are acquired, while the original landowner retains all other rights to the property. PDRs are voluntary programs. The advantage to the landowners is the devaluation of the land, and consequently reduced property taxes. Finding a willing buyer and seller is the challenge with this technique. The land in question needs to be suitable for use by the current owner (and all future owners), and worth preserving by the new owner.

##### *Fee Simple Acquisition*

Outright purchase of property is a simple and certain approach to ensure protection of open spaces. However, this can be very expensive depending on property values. Additionally, to achieve acquisition without condemnations, a community must rely on willing sellers.

#### Conservation Easements

Conservation easements are another tool for protecting land from development. As the PDR and TDR programs work, conservation easements also remove the development rights from a property. Under a simple conservation easement plan however, the development rights are held by a third party and cannot be applied to a separate piece of land. These development rights are often held by a land trust or a local governmental entity. The original landowner

retains all other rights associated with landownership, but has given up the right to develop the land. Conservation easements can be purchased by a third party or donated by the landowner. One notable feature of giving up the development rights to a parcel of land is that the landowner receives a significant tax benefit. By stripping the development rights away from a parcel, the value of the property has been decreased, and therefore the property taxes are correspondingly decreased. In some instances if development rights are donated, there are tax benefits to the landowner.

### Local Funding Sources

The city may consider, if additional park, open space, or trail lands are desirable, establishing a funding structure or mechanism for acquiring undeveloped and/or vacant land for use as parks and open space. While this list appears long and promising, in all reality many communities will find it a challenge to implement these funding sources. It may take additional staff by the City to work with the myriad of landowners who are located within the designated preservation areas. Programs that allow the City to provide financial incentives, in exchange for preservation often are the best way for a City to implement new programs. Incentives can be, for example, in the form of local tax breaks, low interest loans, or density bonuses.

1. Private funding possibilities
2. City funding mechanisms
3. County General Fund
4. Special Taxing district
5. Collaboration with School Districts
6. State programs
7. Federal Programs

### Private Funding

#### *Private Donations*

Private donations have been used in many instances for the development and construction of recreational facilities. Public donors, including individuals and corporations, will be most attracted to higher profile facilities such as parks or recreational facilities. Obtaining these donations, which often are a tax benefit to the donor, generally requires an aggressive promotion and management by the city or other agencies.

Generally, open space preservation in the form of rural character or agricultural land preservation comes in the form of a donation of land by a landholder. A common scenario is for a landowner to donate a portion of a develop able property, in an area that is desirable for preservation, in exchange for density bonuses to develop other portions of the land. This requires the City to adopt specific ordinances to support the incentive program.

#### *Private and Public Partnerships*

Cities and private developers may cooperate on a facility that serves the public, yet is also attractive to a developer. These partnerships can be effective funding methods for special use sports facilities like baseball complexes or soccer complexes; but are not as effective in developing neighborhood or community parks that provide facilities such as playground, informal playing field, and other passive recreation opportunities.

#### *Land Trusts and Nonprofit Organizations*

Private land trusts are non-governmental, private, nonprofit, charitable organizations. The National Land Trust Census has defined a land trust as a "nonprofit organization that, as part or all of its mission, actively works to conserve land by undertaking or assisting direct land

transactions—primarily the purchase or acceptance of donations of land or conservation easements.” While land trusts use a variety of methods to protect land, two of the most commonly used are the purchase of or acceptance of donated lands and the purchase of or acceptance of donated conservation easements. Some land trusts acquire land and then convey it to another nonprofit organization or a governmental agency for permanent protection and stewardship. Perhaps the most significant benefit of private land trusts is their flexibility to create partnerships between individual landowners, governmental agencies, and other private organizations to enable preservation.

## City Funding – General Fund or Bonding

### *Mill Levy Increases*

Many times, this is one of the most effective ways to generate a substantial amount of money for parks, trails, or open space. Mill levy increases allow money to be levied over a long period of time, but it can be difficult to reach community consensus on a tax increase. Often times a city can use generated funds to leverage money from other sources, such as government programs and matching grants from land trusts.

### *Recreation or Open Space Bonds*

Bonds are usually made by a special investment company and sold to the public at current market prices with a guaranteed rate of interest. The funds generated are used to buy and/or build recreation facilities, as well as purchase open space. The city then has to repay the bond at a prescribed interest rate over a predetermined period of time. Bonds are most effective for large projects.



*Bonds and taxes help fund the maintenance of public recreation facilities and open space such as in area seen above.*

### *Special Improvement Districts*

Residents within these districts (or areas) are assessed additional taxes above the regular mill levy expressly for the development and maintenance of public facilities and recreational projects in a specific area of the city. The idea is to have local users pay more for services that directly affect them. This option has rarely been used for open space preservation, as there is little service provided to residents. This program would best be utilized to fund parks, trails, or other recreational opportunities. There is some potential of using a special improvement district to operate lands that are purchased by the City, and preserved as park/open space.

### *User Fees*

User fees can generate small to large amounts of revenue depending on the activity. Most of the facilities that charge user fees are special use recreation facilities such as golf courses, swimming pools and recreation centers. Many communities charge leagues and sports organization to use public facilities in order to recover some of the costs of upkeep and maintenance. This program is also best used for implementing parks, trails, and recreational facilities.

## **State and Federal Programs**

It is recognized that there is considerable competition for these funds, and that these funds are at times very limited. However, it is also been documented that creative communities have

been successful at obtaining funding by demonstrating careful planning and a strong vision for the use of the money. It may take additional City staff seek to and obtain these grants. Some programs do require matching local funds, which may require the City to raise funds in some manner.

### *Community Development Block Grants (CDBG)*

The primary statutory objective of the CDBG program is to develop viable communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for persons of low- and moderate-income. The State must ensure that at least 70 percent of its CDBG grant funds are used for activities that benefit low- and moderate-income persons over a one-, two-, or three-year time period selected by the State. Sometimes these grants can be used towards the development or construction of parks, open spaces, sidewalks, trails, or bridges. They may also be used to upgrade parks, provide new park equipment, and improve accessibility. HUD distributes funds to each State based on a statutory formula that takes into account population, poverty, incidence of overcrowded housing, and age of housing.

### *Congestion Mitigation/Air Quality*

The Congestion Mitigation and Air Quality (CMAQ) program is intended to realign the focus of transportation planning toward a more inclusive, environmentally sensitive, and multimodal approach to addressing transportation problems. It provides \$6.0 billion in funding for surface transportation and other related projects that contribute to air quality improvements and reduce congestion.

### *Transportation Enhancement Funds*

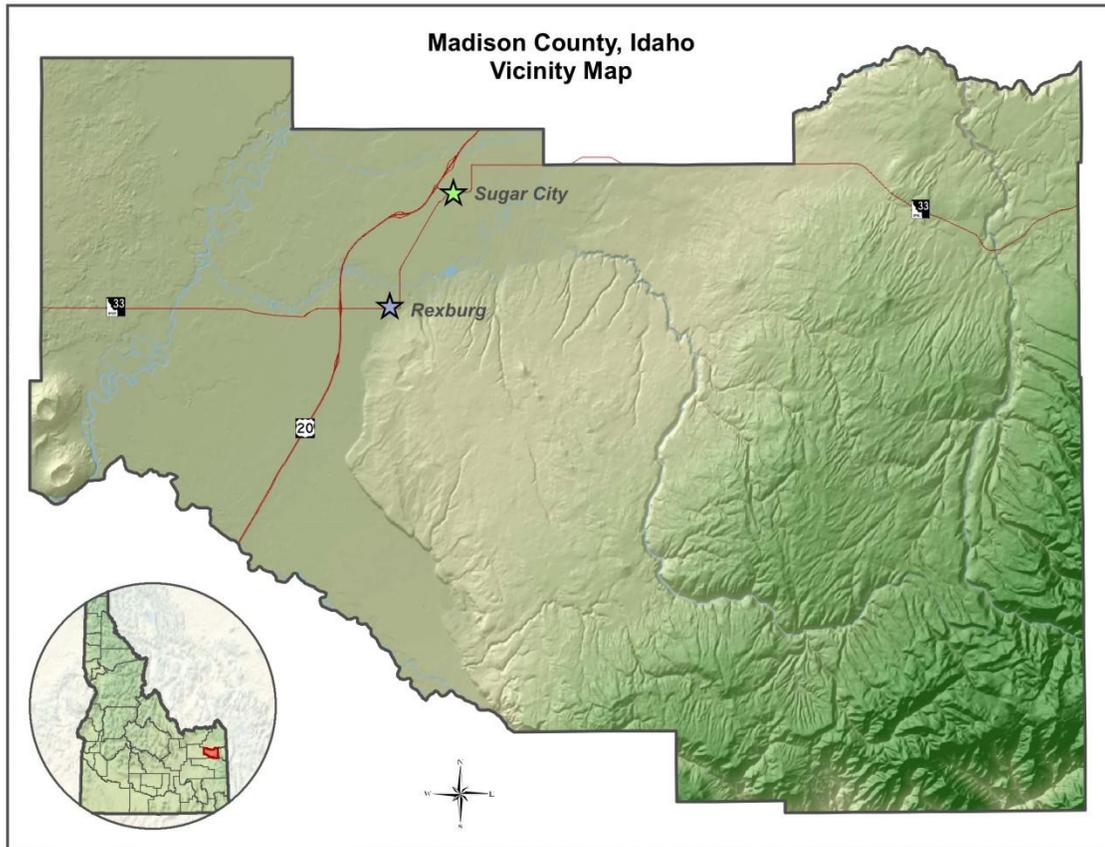
SAFETEA-LU, or the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, provides federal funding through the Surface Transportation Program. Through the Surface Transportation Program, the city can apply directly for funds to pay for projects and programs that are transportation related with an emphasis on reducing auto trips, enhancing safety and providing intermodal connections. Although this federal funding source is traditionally used for transit and highway improvement, bicycle and pedestrian facilities are eligible activities.



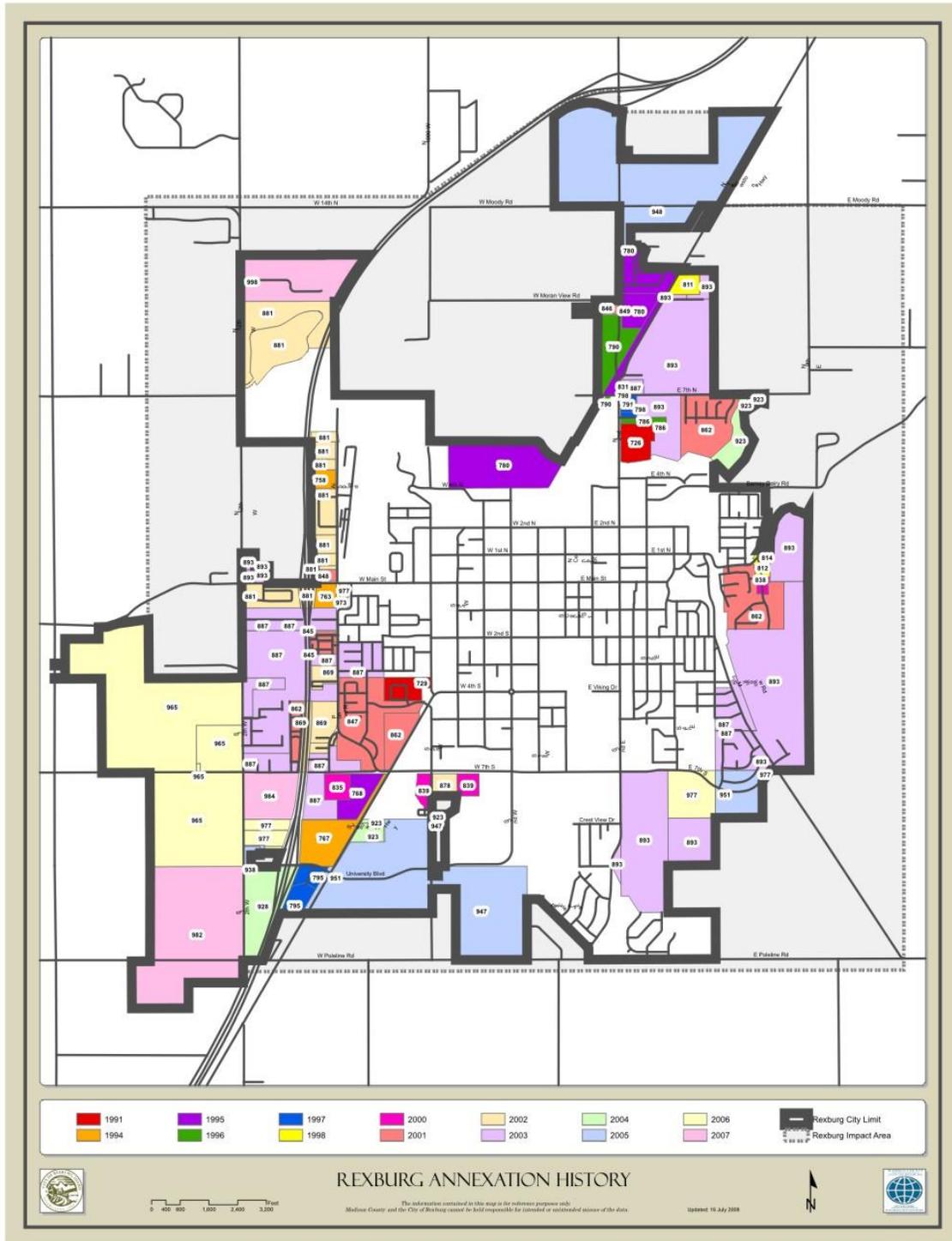
# Implementation

# Maps

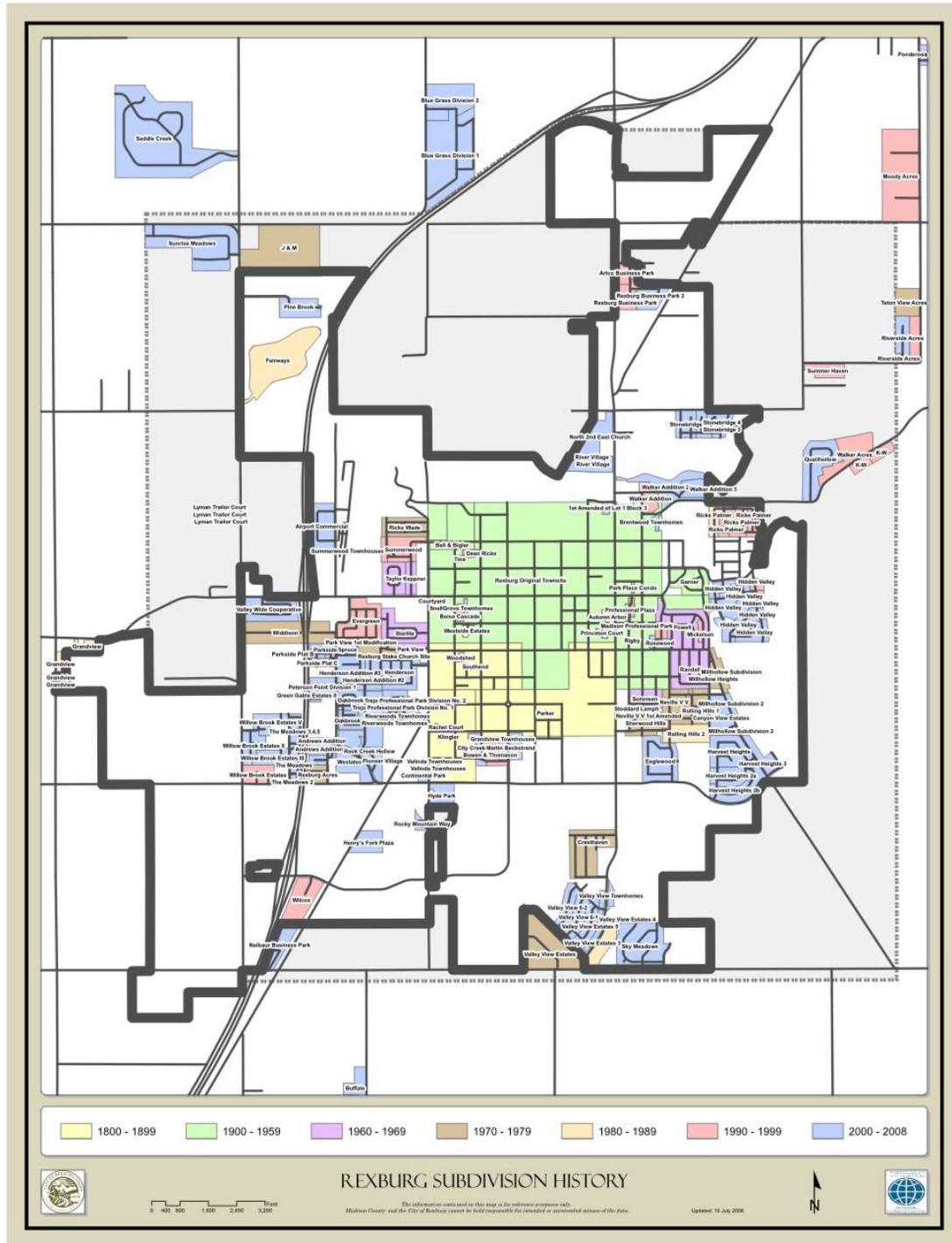
## Map 1. Locater Map



## Map 2. Rexburg Annexation History

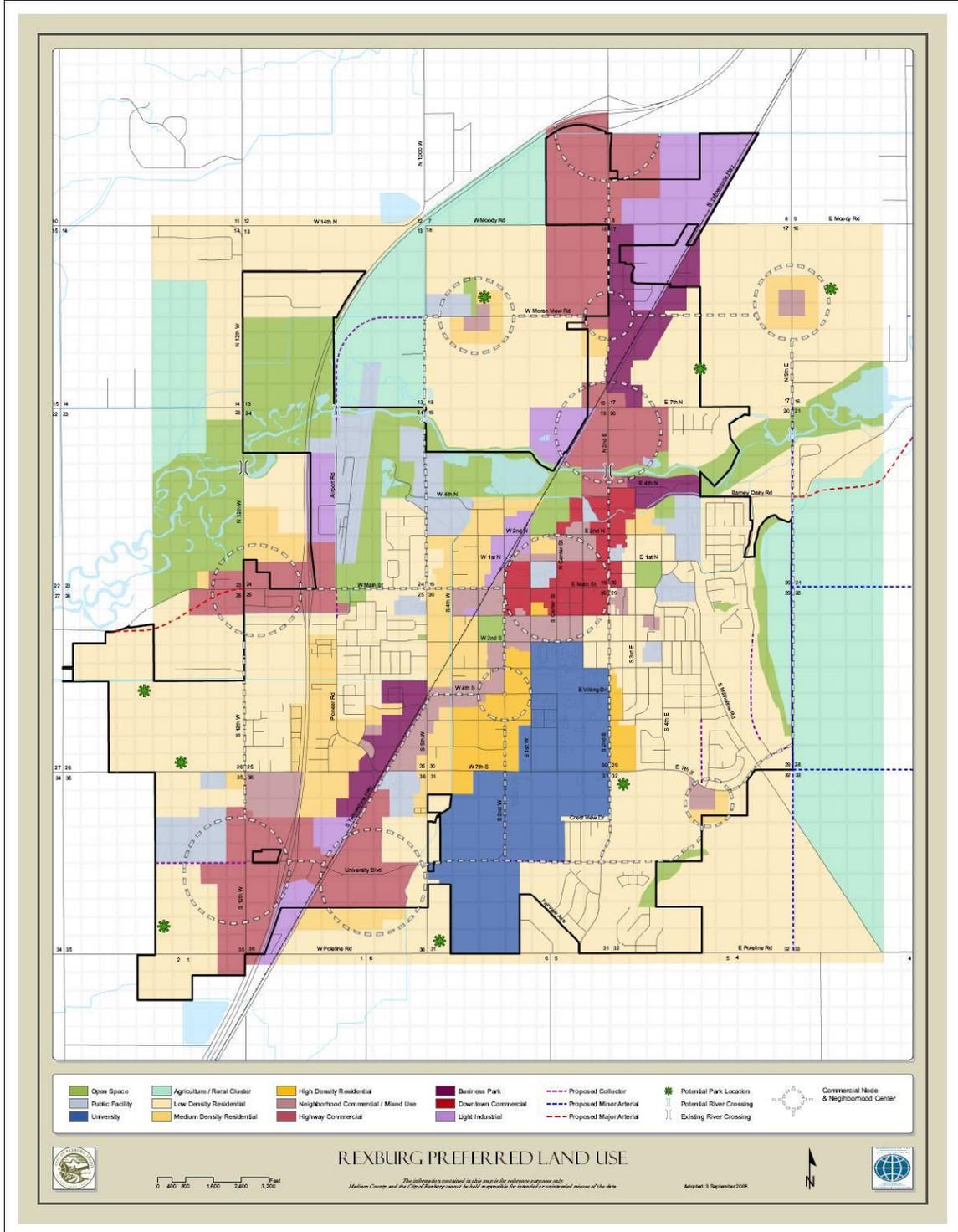


### Map 3. Rexburg Subdivision History

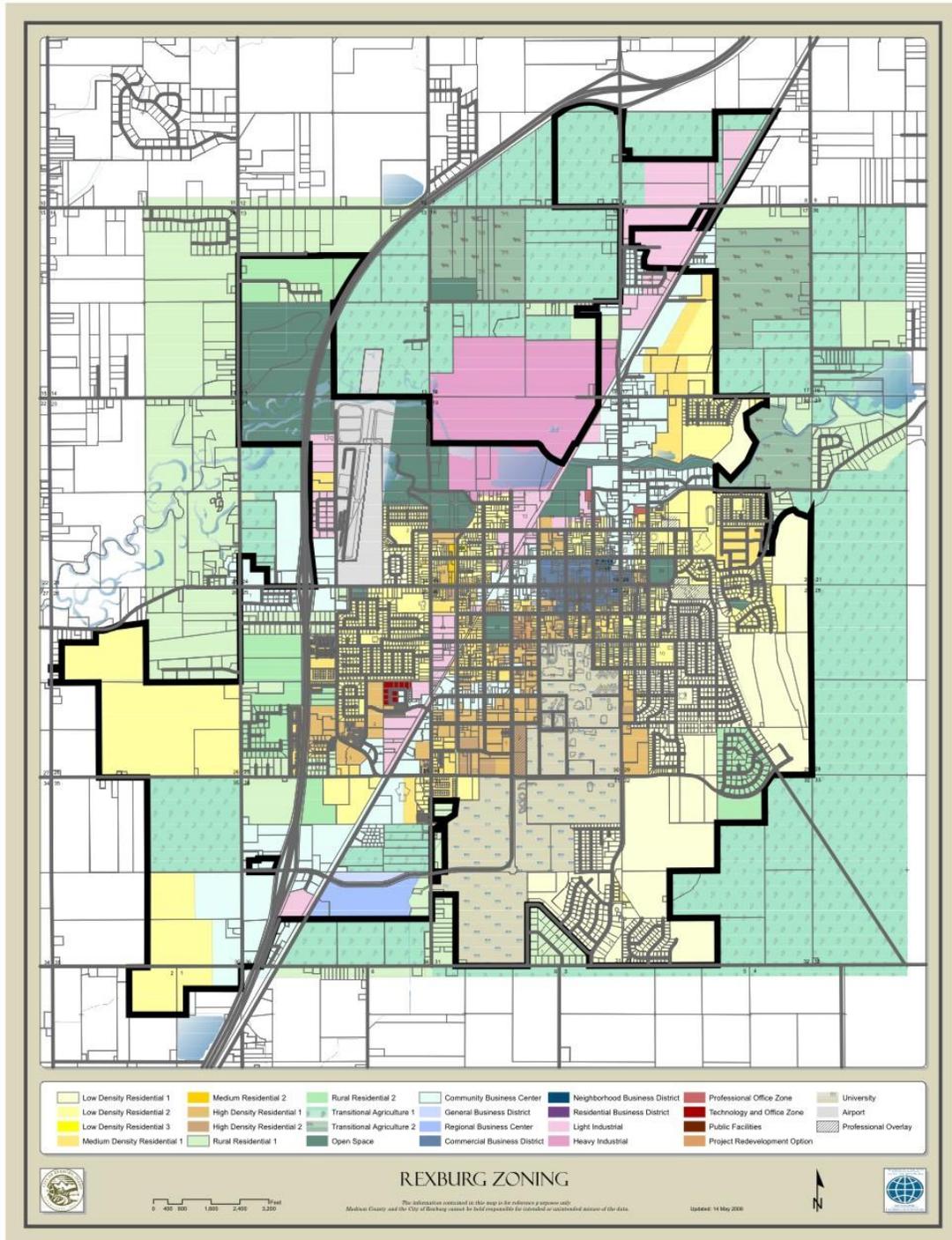




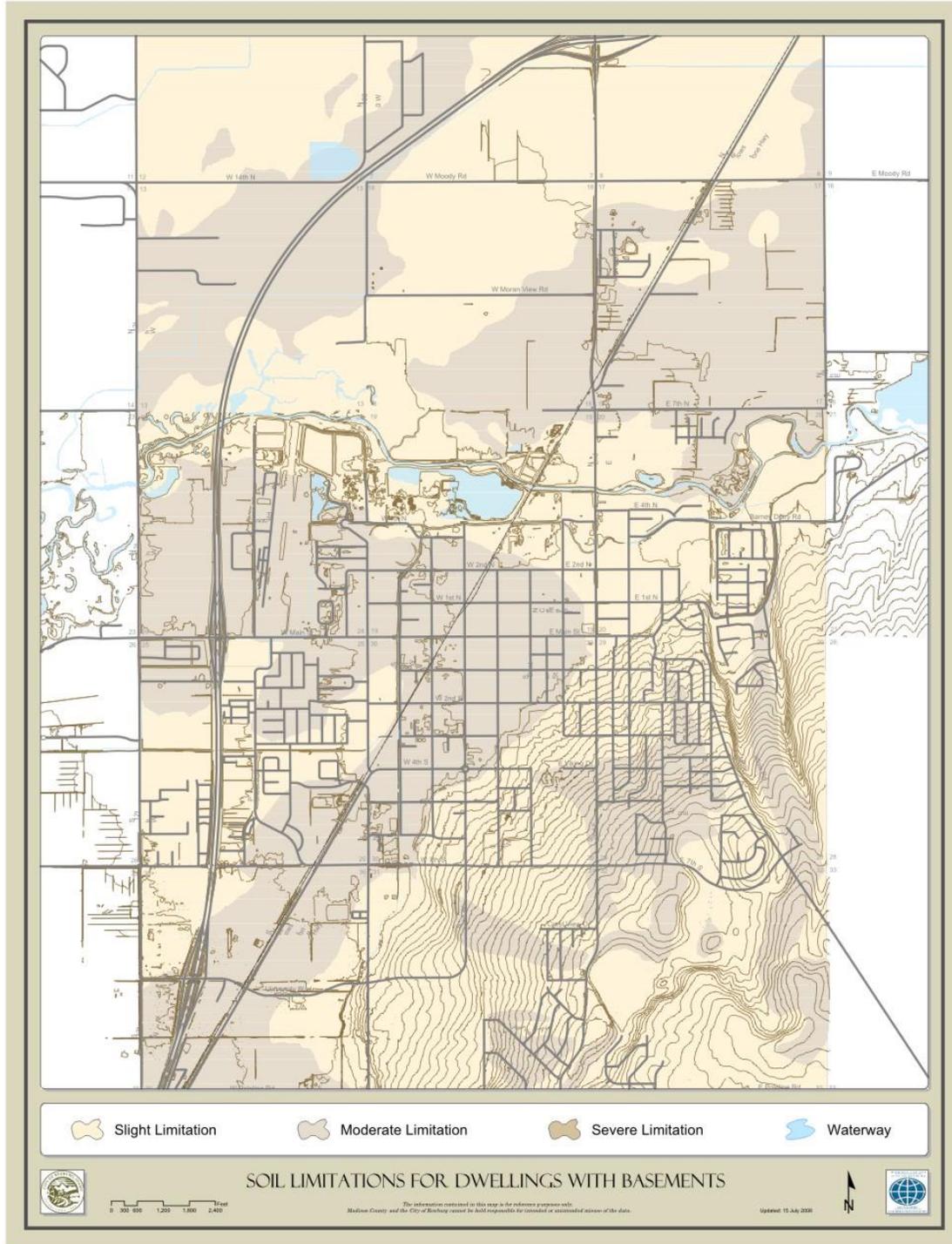
### Map 5. Future Land Use (9-3-2008)



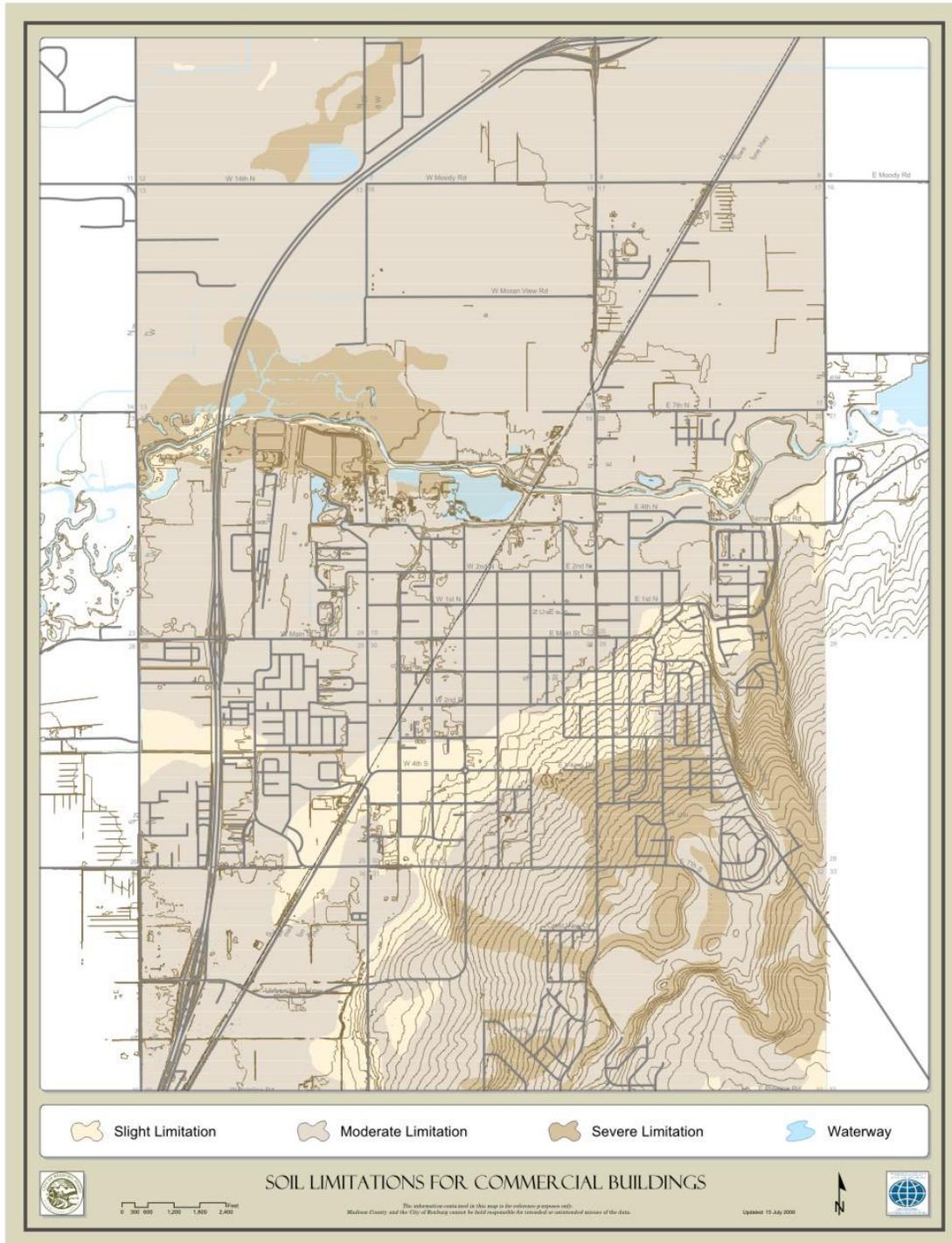
**Map 6. Rexburg Zoning Map (5-14-2008)**



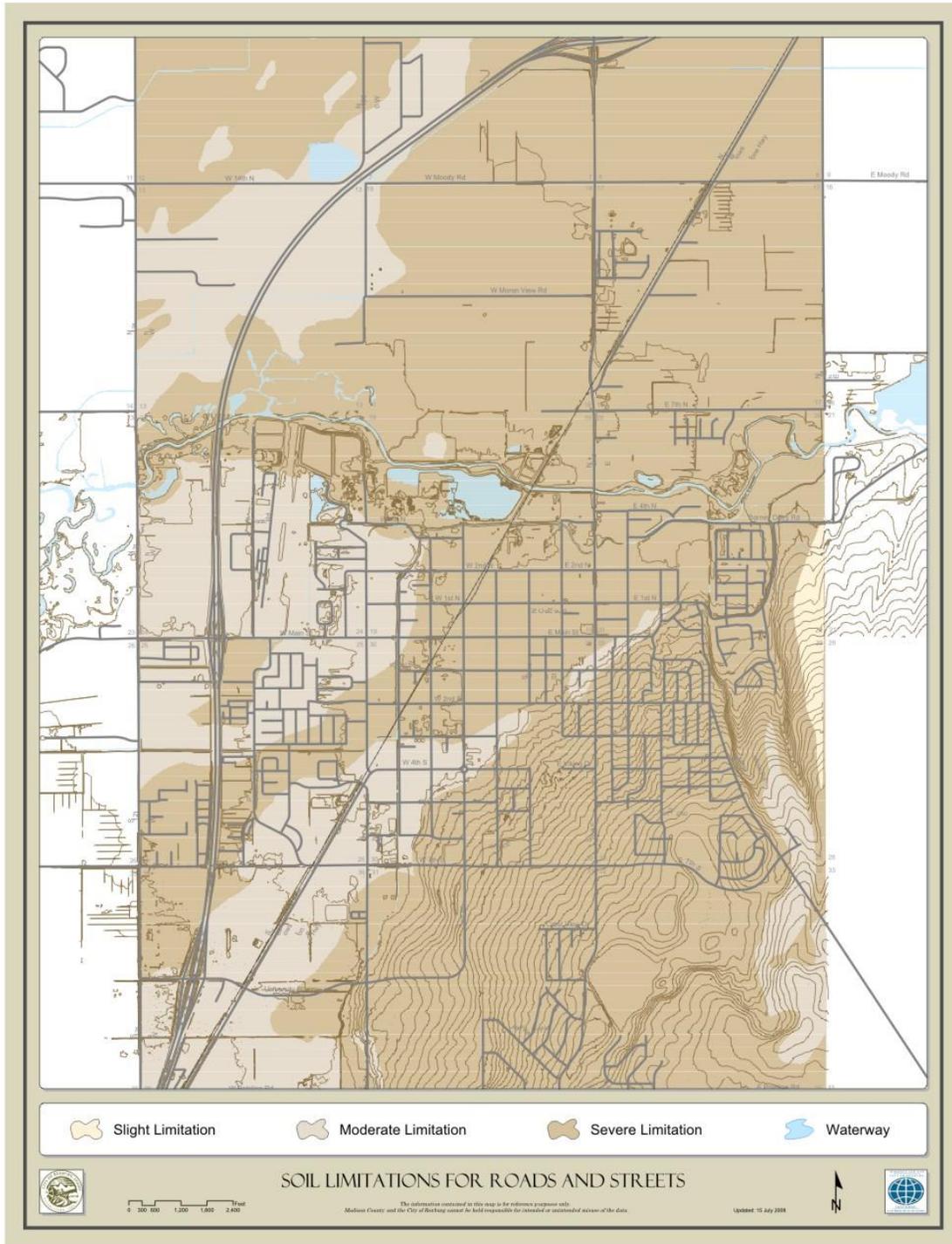
### Map 7. Soil Limitations for Dwellings with Basements



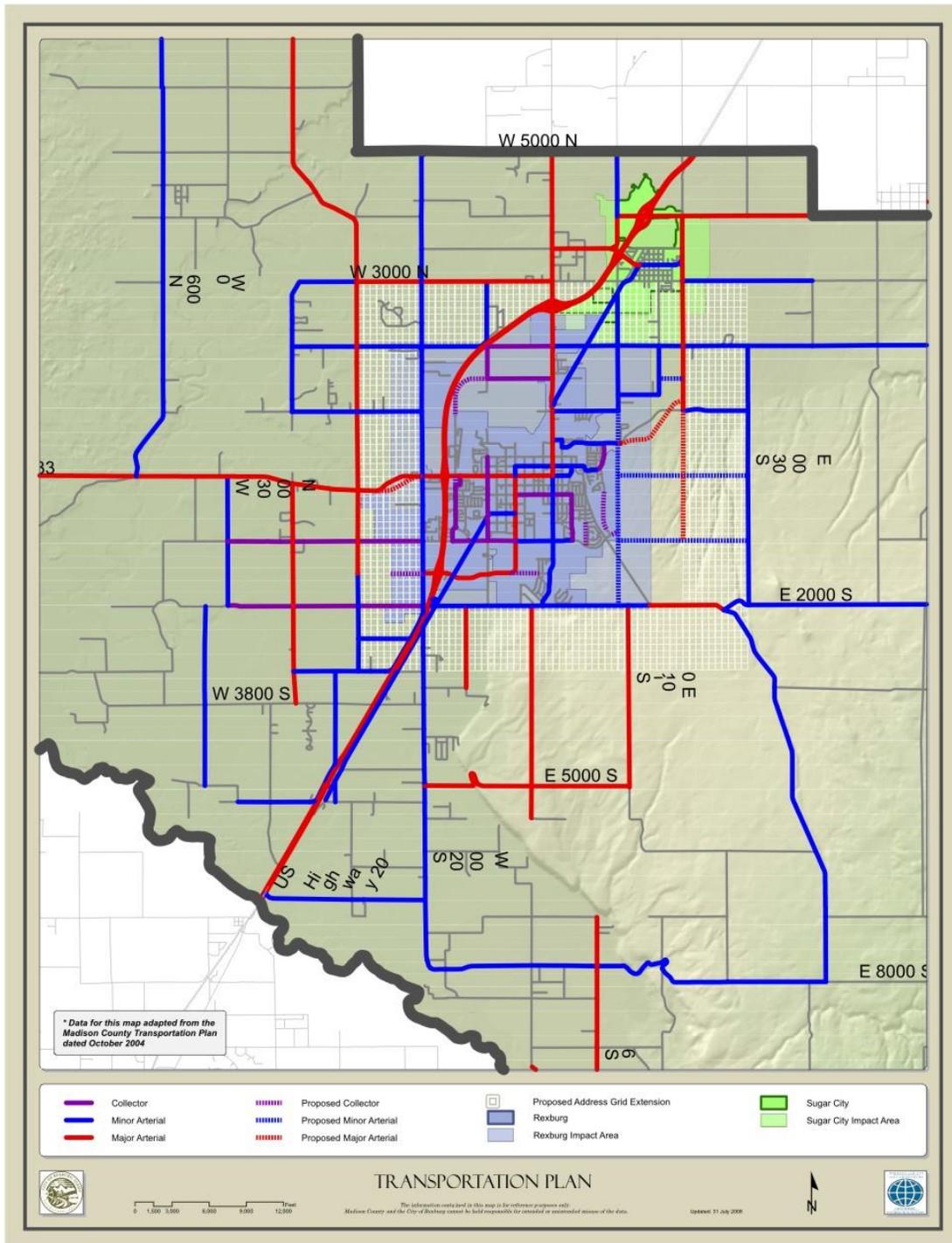
### Map 8. Soil Limitations for Small Commercial Buildings



### Map 9. Soil Limitations for Local Roads and Streets

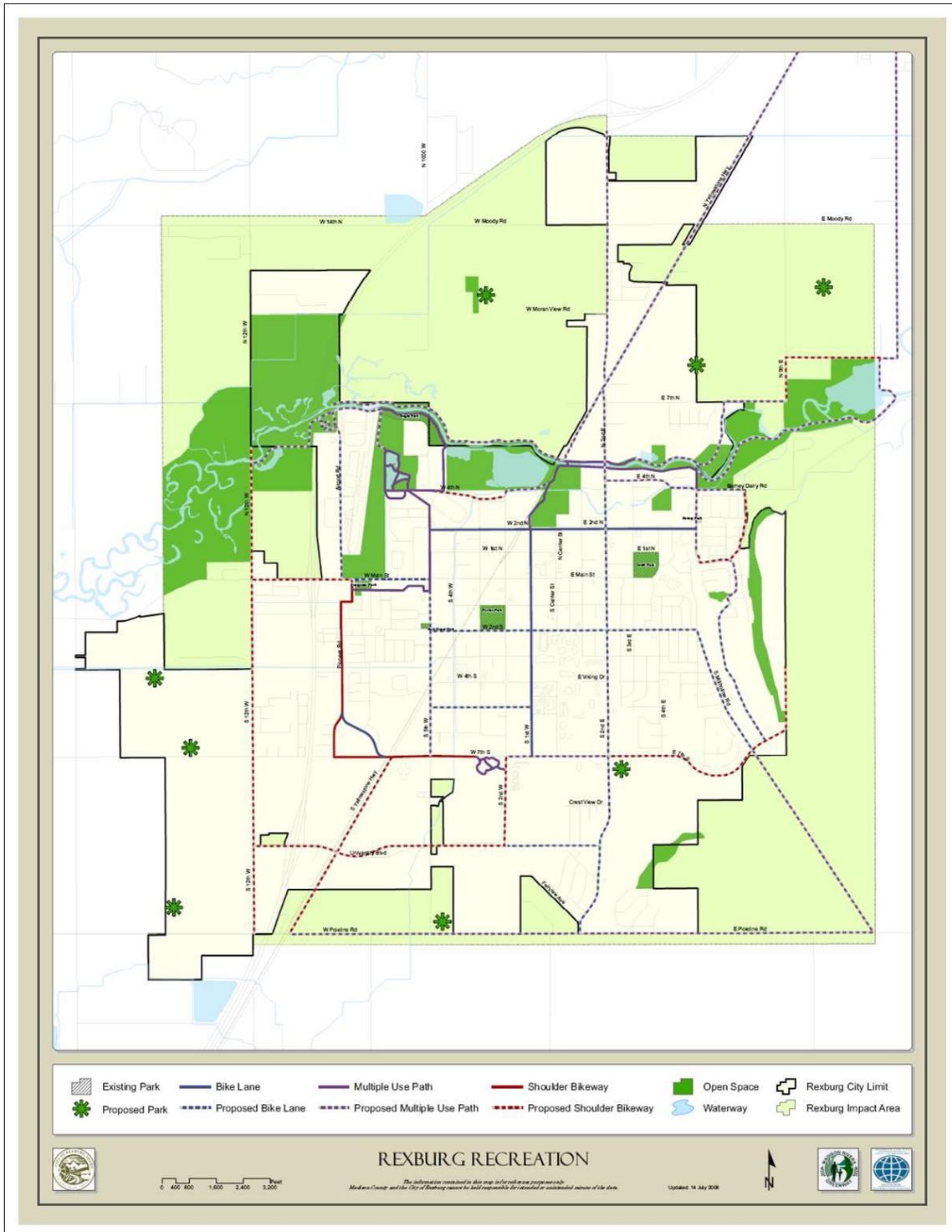


### Map 10. Future Transportation Plan

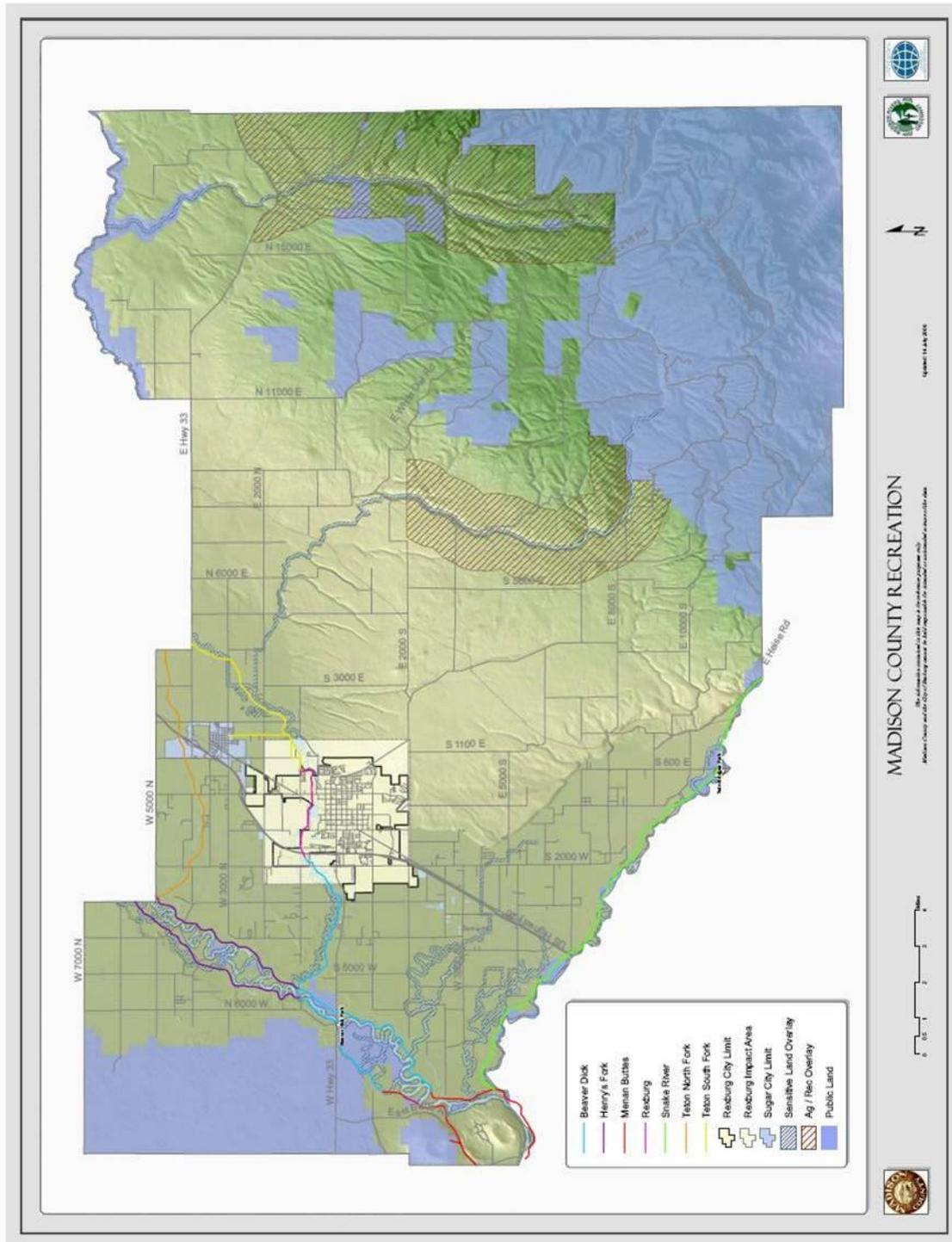




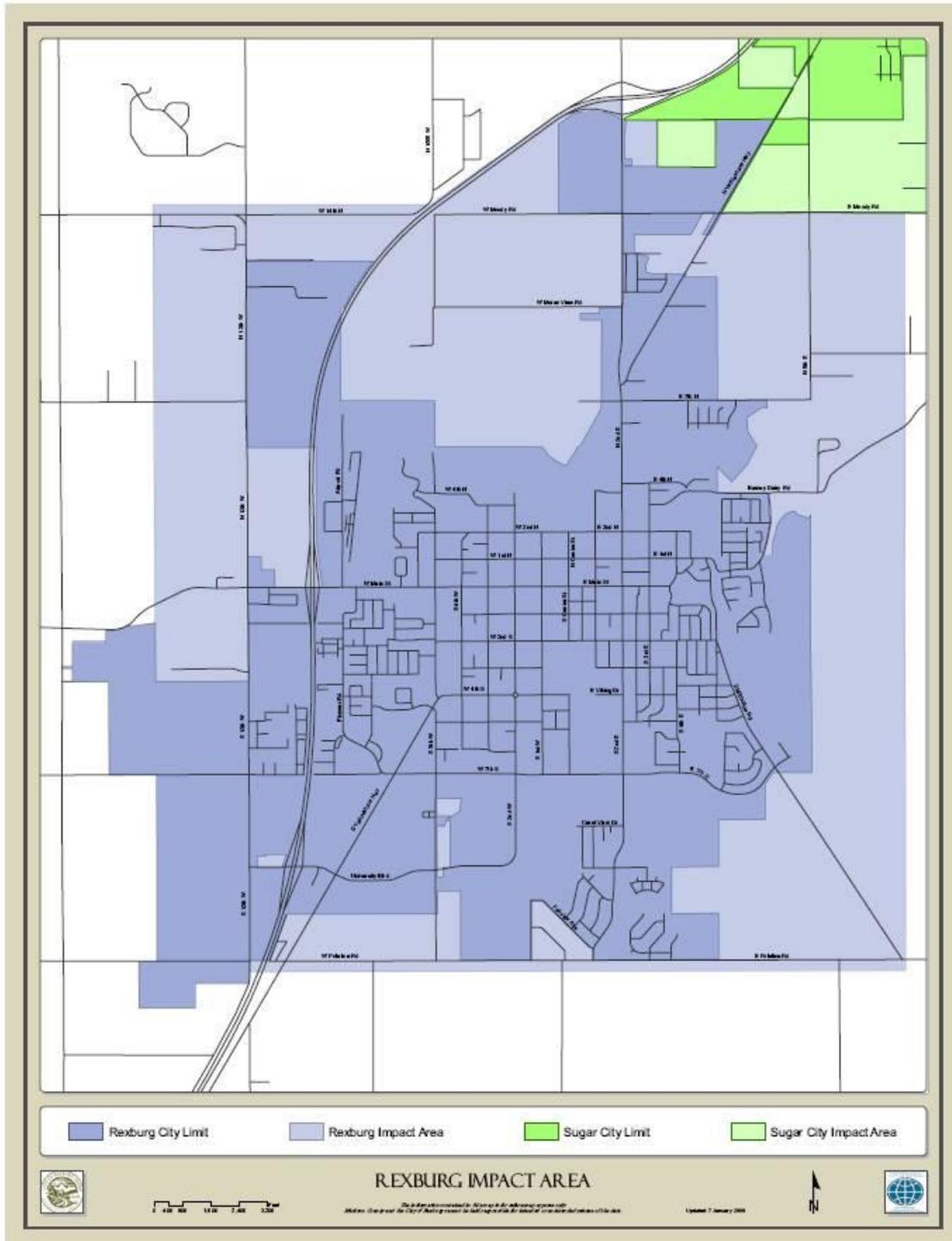
## Map 12. Future Parks Recreation, and Open Space



# Map 13 Madison Trails



### Map 14. Impact Areas



## Appendix A: Planning Term and Concept Glossary

### A – B

### C

*Cluster Development* - Clustered development is a land use tool to preserve open space within individual developments. The tool allows the same overall amount of development that is already permitted. The key difference is that this technique requires new construction to be located on only a portion, typically half, of the parcel. The remaining open space is permanently protected under a conservation easement co-signed by a local conservation commission or land trust, and recorded in the registry of deeds. The basic principle of cluster development is to group new homes onto part of the development parcel, so that the remainder can be preserved as unbuilt open space. The degree to which this accomplishes a significant saving of land, while providing an attractive and comfortable living environment, depends largely on the quality of the zoning regulations and the expertise of the development designer. Clustered developments do not affect the overall density of development, and “clusters” can include a number of lot sizes. For example, a 20 acre area zoned for one dwelling unit per five acres could be developed as a cluster of four one acre lots. The remaining 16 acres would be preserved as open space.

The maintenance of the open space created by clustering can be handed in a number of ways. If this space is recreational (playing fields, jogging trails, tennis courts), upkeep is typically handled by a homeowners' association, to which everyone is contractually obligated to contribute when they purchase their home. Home-buyers sign a legally enforceable agreement which enables the homeowners' association to collect any unpaid dues. If the open space is agricultural, there are a couple options. The agricultural open space can be sold "in fee" to the homeowners' association, which can in turn lease it to local farmers. It can be sold as a single large agricultural parcel. Or, the original farmer can retain ownership of it, and continue to farm it, after being compensated for the sale of his development rights by the developer of the clustered parcels. More information on the idea of clustered development can be found in the book *Rural By Design*, by Randall Arrent.

*Conservation Easement* - Conservation easements are a useful legal tool to preserve farmland by limiting land uses. They are used to prevent development or to preserve scenic, natural, or other values the land may hold. Once in place, an easement runs with the deed, and, therefore, future landowners need to abide by the terms of the agreement. Landowners either donate or sell a conservation easement to a recipient that holds the easement and is responsible for monitoring the terms of the easement for compliance.

When easements are sold, the price is often the difference between the value of the land if used for development and its value under current use. When easements are donated, a federal income tax deduction can be taken. Typical easement holders are land trusts managed by non-profit organizations or governments. Governments often fund easement purchases by various means to meet local community objectives such as watershed protection or historic

preservation.

**D – G**

**H**

*National Register of Historic Places* - The National Register of Historic Places is the United States' official list of districts, sites, buildings, structures, and objects worthy of preservation. Administered by the National Park Service, the Register was authorized under the National Historic Preservation Act of 1966. Its goals are to coordinate and help groups such as the National Trust for Historic Preservation identify and protect historic sites in the United States.

The National Register of Historic Places is primarily a tool to recognize the historical significance of a building, structure, object, district, or site. Listing in the National Register does not restrict private property owners from the use of their property. Some states, however, might have state or local laws that are triggered by National Register listing. If federal money or a federal permitting process is involved, Section 106 of the National Historic Preservation Act of 1966 is invoked which requires the federal agency involved to assess the impact of its actions on historic resources. The SHPO advises and assists the federal agency, but has no regulatory authority. In cases where the federal action will have an "adverse effect" on historic properties, mitigation should be sought. Typically, a Memorandum of Agreement (MOA) in which the parties involved agree to a particular plan is created. An MOA might address the adverse effect in a variety of ways, often recommending "document and destroy" in which the historic resource is first documented and then demolished as the most prudent and feasible alternative.

*National Historic District* - National Historic Districts are neighborhoods, or districts, that contain a certain percentage of contributing historic structures, that have been nominated and federally accepted as part of the National Register of Historic Places. Districts are typically designated when there are too many historic structures to realistically nominate them all individually for the National Register of Historic Places.

A National Historic District designation does not limit subdivision of land within the district or the regular use of private property. If restoration projects are undertaken within the district, and federal monies are used to help subsidize the cost, there may be restrictions placed upon how the structure can be modified.

*Historic District Overlay Zone* - An Historic District Overlay Zone is a land use tool established by a local government. The purpose of an historic district overlay zone is to give local governments additional tools to ensure the protection of its local historical resources. An overlay zone, described below, typically applies additional regulations and restrictions to properties falling within its boundaries than those originally required by the base zoning. The actual restrictions and requirements of an historic district overlay zone are determined by the local government and adopted into the zoning code. The boundaries of an historic district overlay zone do not necessarily have to match the boundaries of a National Historic District, nor is their use limited to areas that have federally recognized National Historic Districts. However, if a community has a National Historic District, it makes logical sense for the overlay to include the entire district at a minimum.

**I – L**

**M**

*Mixed-Use Development* - Mixed use refers to the combining of retail/commercial and/or service uses with residential or office use in the same building or on the same site in one of the following ways:

- 1) Vertical Mixed Use. A single structure with the above floors used for residential or office use and a portion of the ground floor for retail/commercial or service uses.

2) Horizontal Mixed Use – Attached. A single structure, which provides retail/commercial or service use in the portion fronting the public or private street with attached residential, or office uses behind.

3) Horizontal Mixed Use – Detached. Two (2) or more structures on one (1) site which provide retail/commercial or service uses in the structure(s) fronting the public or private street, and residential or office uses in separate structure(s) behind or to the side. Mixed use is a key component of many current development trends, including Transit Oriented Development (TOD), Traditional Neighborhood Development (TND), Livable Communities, and Smart Growth principles. The benefits of Mixed Use include: activating urban areas, increasing housing options, reducing auto dependence, increasing travel options, and creating a local sense of place. Mixed use can be developed at a variety of scales, from building, to parcel, and walkable or transit area.

**N**

**O**

*Overlay (Floating) Zone* - The overlay, or floating, zone concept allows for districts that are not delineated on the zoning map. The boundaries of these zones are somewhat flexible, and allow the City to identify additional allowable land uses in areas to be determined as long as they meet certain criteria. The most common use of the concept of the overlay zone is the over-laying of standards that change or are added to the standards of the underlying district. This concept works well in areas in which there may be sensitive lands, natural hazards, and other characteristics of merit such as historical architecture. Areas in which the potential for such conditions to exist are graphically identified on the zoning and comprehensive plan land use maps, showing both the base zoning and the area over which the overlay regulations apply.

**P**

*Performance Zoning* - Performance zoning differs from all other forms of zoning (Euclidian, Conditional, and Form-Based) because it is based on standards designed specifically to meet a wide range of established goals. For instance, rather than using a conventional land use map with well intended transition districts or a conditional approval process in an attempt to avoid land use conflicts through rezoning, and lengthy use restrictions, or public hearing processes, performance zoning directly addresses conflicts in use by implementing design standards that eliminate and/or mitigate such conflicts.

Performance zoning is designed to evaluate the context and compatibility of uses within their environment, as opposed to whether or not a use should be permitted. The premise of performance zoning is that land use is irrelevant when it is designed to respect the built and natural environments. In fact, it is not the use itself that determines compatibility; instead, it is the design and intensity of the use, which may be effectively addressed by performance standards.

Performance criteria are used to establish limits to intensity of use. Property developers are awarded “points” towards meeting zoning goals through compliance with a variety of planning issues, including environmental impacts, public amenities, affordable housing, architectural consistency, etc. Clustering of housing or commercial development is generally required, and a full range of development types and densities are allowed on the buildable portion of the site.

Advantages include increased flexibility, greater involvement of stakeholders, and improved collaboration among interested parties. The basic intent of performance standards is that without rigid regulations, more creative and responsible land development is possible. Disadvantages may include a steep learning curve for those new to performance zoning concepts, more administrative time required to implement, and possible increased legal challenges due to the perceived subjectivity of the process.

**Q**

**R**

*Receiving Area* - Part of a Transferrable Development Rights program, the receiving area is an area identified by a governmental body for potential increased development. This is the area to which development rights are transferred in order to achieve greater development densities and intensities.

**S**

*Sending Area* - Part of a Transferrable Development Rights program, the sending area is an area identified by a governmental body for preservation. This is the area from which development rights are transferred in order to protect the resources and desirable values of the area (e.g. open space, wetlands, forests, scenic areas, agricultural value).

**T**

*Transferrable Development Rights (TDR)* - TDR is defined as, the transferring of development rights from one parcel of land to another through a program created by a government body intend to preserve certain undeveloped areas, stimulate growth and development in other areas, and compensate the owners for the transferred value of their lands.

**U – Z**

## Appendix B: “Open Space Zoning: What It Is & Why It Works”

by, Randall Arendt

From Issue 5 of the Planning Commissioners Journal, July/August 1992

Local officials in most rural and suburbanizing areas have a long-term choice about which many are not fully aware. That is whether to continue implementing "conventional zoning", or whether to refine their existing land-use regulations to ensure the preservation of open space through creative development design.

**Conventional zoning is essentially a blueprint for development, and development alone.** Of course, zoning normally separates incompatible uses, and it does establish certain standards (such as maximum densities and minimum setbacks), but it typically does little to protect open space or to conserve rural character. The reason many subdivisions consist of nothing more than house lots and streets is because zoning and subdivision design standards usually require developers to provide nothing more. While many ordinances contain detailed standards for pavement thickness and culvert diameters, very few set any noteworthy standards for the quantity, quality and configuration of open space to be preserved.

Conventional zoning assigns a development designation to every acre of land, generally residential, commercial, or industrial. The only lands which are normally not designated for development are wetlands and floodplains. Conventional zoning has been accurately described as "planned sprawl," because every square foot of each development parcel is converted to front yards, back yards, streets, sidewalks, or driveways. Period. Nothing is left over to become open space, in this land-consumptive process.



Above photo is of conventional large lot zoning in Middletown, Rhode Island.



Above photo is of open space development in Lower Makefield Township, Pennsylvania, where over half of this 431 acre tract has been preserved as farmland (137 acres donated to a local farmland trust) or as woods and wetlands (100 acres). Houselots are about 1/2 acre in size. Buyer response has been very favorable, with sales outpacing similarly priced developments. The developer advertises the project as "a community that will be forever surrounded by acres of preserved farmland, open fields and woodlands."

[Editor's Note: The Center for Rural Massachusetts's Web site contains excellent [drawings comparing development under conventional zoning principles and development using open space/cluster principles](http://www-unix.oit.umass.edu/~ruralma/Parsons.un.html) (<http://www-unix.oit.umass.edu/~ruralma/Parsons.un.html>)].

#### **A Better Solution**

Local officials who are interested in ensuring that their communities will not ultimately become a seamless web of subdivisions, shopping centers and office or industrial parks now have a practical and effective alternative: compulsory open space zoning. This technique has been successfully implemented by a number of municipalities in New England and the Mid-Atlantic states, and by several counties in Virginia, Washington State and California.

In order to avoid disturbing the equity held by existing landowners, **open space zoning allows the same overall amount of development that is already permitted.** The key difference is that this technique requires new construction to be located on only a portion -- typically half -- of the parcel. The remaining open space is permanently protected under a conservation easement co-signed by a local conservation commission or land trust, and recorded in the registry of deeds.

As "open space zoning" is based upon the technique of "clustering," these two terms are used interchangeably throughout the rest of this article. It should also be noted that the cluster

concept can be restricted to detached, single-family homes, each on its own down-sized houselot, in communities or in specific zoning districts where this is politically desirable. In other words, cluster housing is by no means limited to townhouses, apartments, or condominiums, as is typical in many PUDs (planned unit developments) and PRDs (planned residential developments). In fact, the classic rural village settlement pattern is a superb example of single-family clustering, sometimes with a central green constituting the permanently preserved open space.

### **Cluster Design**

**The basic principle of cluster development is to group new homes onto part of the development parcel, so that the remainder can be preserved as unbuilt open space.**

The degree to which this accomplishes a significant saving of land, while providing an attractive and comfortable living environment, depends largely on the quality of the zoning regulations and the expertise of the development designer (preferably someone experienced in landscape architecture).

Although the concept of clustering is fairly simple, this "new" form of development has raised concerns among some residents of rural or suburbanizing areas because it is quite different from the conventional, standardized subdivision pattern with which most of us are very familiar. Interestingly, the conventional suburban model, commonplace in many growing communities, is actually a pattern that is at odds with the otherwise traditional rural landscape. It looks "at home" only in our sprawling metropolitan post-war suburbs, where it has become the predominant building pattern.

The purpose of this article is to first briefly explain what I believe are the major advantages of requiring clustered (open space) development, and then to discuss several of the concerns typically expressed at local meetings where the open space planning concept has been discussed.

### **The Advantages of Open Space Development**

The conventional approach to development results in the entire parcel being covered with houselots and subdivision streets. Communities which have had a lot of experience with this type of development ultimately realize that, as one parcel after another is eventually developed, their formerly open landscape evolves into a network of "wall-to-wall" subdivisions.

The beauty of open space zoning is that it is easy to administer, does not penalize the rural landowner, does not take development potential away from the developer, and is extremely effective in permanently protecting a substantial proportion of every development tract. It does not require large public expenditures (to purchase development rights), and allows farmers and others to extract their rightful equity without seeing their entire land holding bulldozed for complete coverage by houselots.

This pattern of down-sized houselots and preserved open space offers distinct economic advantages to all parties. Developers can reduce the costs of building roads and, if applicable, water and sewer lines. Local governments save on snowplowing and on periodic road re-surfacing. And home buyers often pay less because of these cost savings.

Landowners who view their property as their "pension" no longer have to destroy their woods and fields in order to retire with a guaranteed income, as their equity is not diminished. Local governments do not have to raise property taxes to finance expensive open space acquisitions, and are not faced with the administrative complexities posed by TDR (transfer of development rights) systems. Developers are not placed under unreasonable constraints, and realtors gain a special marketing tool, in that views from the new houses will be guaranteed by conservation easements protecting the open space from future development.

## Why Require Cluster Design?

**Perhaps the most controversial issue surrounding the cluster concept is the suggestion that this open space approach be made mandatory.** The rationale is that there are certain types of irreplaceable natural resources which are extremely important to protect. Among these may be listed aquifers, riverfront land, fields and pastures. In addition, clustering allows flexibility in layout so that a developer can avoid impacting important wildlife habitat areas, such as deeryards, or scenic features of the rural landscape, such as large rock formations, hill crests, and mature tree-stands. It is a local decision whether to require the cluster approach when development is proposed on any or all of these resource lands.

There are several possible options to mandating open space. One is to require the cluster approach in only certain zoning districts, or when certain resources are present. Another alternative is to authorize the planning commission to require it only when the developer's conventional plan would destroy or remove more than a specified percentage of certain listed resources, leaving determination on a case-by-case basis. Whatever the choice, it is important -- in my view -- not to leave it to the developer to decide whether to opt for cluster development.

## Questions About Cluster Development:

**Will It Harmonize With Its Surroundings?** A concern I often hear is that cluster housing will not blend in with a town's rural character. It is true that some cluster developments done in the past have failed to harmonize with their surroundings. Recognizing this potential problem, a few communities are now requiring that new cluster plans consist of only detached, single family homes, each set on its own, down-sized individual lot, roughly resembling a traditional village pattern. This also ensures that everyone will have their own separate yard space, in addition to the larger "open space" which the cluster approach creates.

The related issue of "impact upon surrounding property values" is also often raised. Along any part of the parcel perimeter where down-sized lots would adjoin standard-sized lots, communities can require buffer strips. Along other edges, this may not be desirable or logical, as lots which border permanently protected open space almost always enjoy higher property values. Indeed, **most realtors would attest to the fact that all lots within a well-designed cluster development usually gain enhanced value as a result of the protected open space.**

**"Open Space" Maintenance.** Another issue is maintenance of the open space created by clustering. If this space is recreational (playing fields, jogging trails, tennis courts), upkeep is typically handled by a homeowners' association, to which everyone is contractually obligated to contribute when they purchase their home. Home buyers sign a legally enforceable agreement which enables the homeowners' association to collect any unpaid dues.

If the open space is agricultural, there are several options. The agricultural open space can be sold "in fee" to the homeowners' association, which can in turn lease it to local farmers. Alternatively, the original farmer can retain ownership of it and sell only his "development rights." I favor the latter option, even if the farmer is planning to retire, because he could still sell the field to a younger farmer in the neighborhood at an affordable price reflecting the land's agricultural value -- not its potential building-lot value -- thus strengthening the local farming economy.

**Buffering Farm Operations.** In order to reduce potential conflicts between new residents and agricultural practices, communities are beginning to require that cluster lots be separated from the protected farmland by a "buffer" strip, typically 75 to 100 feet wide. Where it is not possible to use existing woodlands for this purpose, officials can require new buffer areas to be thickly planted with a variety of rapidly growing native trees and shrubs. A similar requirement should also be placed on conventional subdivisions when they abut working fields, but this is rarely done.

**Street Standards in Cluster Developments.** When cluster developments are designed with privately maintained road systems, planning boards are often asked to reduce their normal street construction standards. This has sometimes created substandard conditions, and is a practice which communities would be well-advised to resist. If subdivision street construction standards are excessive -- as they often are -- they should be revised for all types of new development, so that street width bears a reasonable relationship to the expected volume of traffic.

**Sewerage and Septic Systems.**

Because of the shorter road system needed to serve lots in a cluster development, substantial savings are possible with respect to the construction of roads, sewers, and water lines. Where sewer service is unavailable, however, people have expressed concerns about siting septic systems on the smaller cluster lots. Recognizing this factor, officials are requiring such houselots to be located on that part of the parcel where soils are most favorable for leaching fields. The flexibility of cluster design allows this to happen. On the other hand, in a conventional subdivision, septic systems are located wherever the soils manage to pass minimum health requirements, even on marginal soils whose long-term suitability is questionable. In addition, it should be noted that septic systems can be located beyond one's lot lines, on an easement within the protected open space.

**Summing Up:**

Whether continuous coverage by large-lot subdivisions is more desirable than a mixture of village-sized cluster lots surrounded by permanently protected fields and woodland is a decision for residents and officials in each town. As long as everyone is clear about the ultimate consequences of the various development types which are available to them, these decisions can be made on an informed basis.



## Appendix C: Transfer of Development Rights Program Administration Overview

The following has been adapted, with permission, from an outline prepared by Lindberg & Company. For more information please contact:

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Transfer of Development Rights, or TDR, is a land use management tool designed to direct development away from areas a municipality/county desires to preserve (i.e. wetlands, hillsides, agricultural land, etc.) to locations that are more appropriate for development. Under a TDR system, preservation area landowners are allowed to transfer or sell their right to develop to developers in a different part of the city.

### Definitions

To understand how a TDR program works, some basic terms need to be defined.

*Property* - The rights and ownership of property is generally determined under state law. The concept of a TDR program is based on the assumption that title to real estate is actually a bundle of individual rights which may be isolated and transferred to someone else. This bundle includes:

- The right to possession,
- The right to exclude others,
- The right to freely use and enjoy property unless it will cause harm to others, constitute a public nuisance, or is contrary to law,
- The right to freely transfer or sell the property
- The right to the minerals and water occurring on the land, and among others
- The right to develop the land.

Some of these rights (e.g. mineral and water rights) can be transferred, or sold, while the ownership of the property and all other rights are maintained.

*Easement* - An easement is a non-possessory interest in another's land. The holder of the easement is allowed access through, or use of the land, but is not given any right to ownership. Common examples are easements for the accommodation of roadways or utilities on private land.

*License* - A license is a privilege or permission to use the property in a certain way. Licenses are revokable at will, and are not considered a property right, but rather a right specified by contract. A TDR is more closely related to an easement than a license.

*Transfer of Development Rights* - TDR is defined as, the transferring of development rights from one parcel of land to another through a program created by a government body intend to preserve certain undeveloped areas, stimulate growth and development in other areas, and compensate the owners for the transferred value of their lands.

*Purchase of Development Rights* - A related, but separate concept is the purchase of development rights (PDR). This term describes the notion of a governmental body purchasing

the development rights of a property in a preservation area. Rather than transferring the development rights to another parcel, the government simply holds those rights to lock the potential for development of the preservation area. Because most local governments have limited resources, PDR is not used as frequently as TDRs. However, a governmental body will often purchase development rights, in order to create a bank and jump start a TDR program. These TDRs are later sold by the government to willing buyers in identified receiving zones.

### **TDR Program Components**

A TDR program has four required elements:

*Sending Area* - The sending area is an area identified by a governmental body for preservation. This is the area from which development rights are transferred in order to protect the resources and desirable values of the area (e.g. open space, wetlands, forests, scenic areas, agricultural value).

*Receiving Area* - The receiving area is an area identified by a governmental body for potential increased development. This is the area to which development rights are transferred in order to achieve greater development densities and intensities.

*Allocation Formula* - The governmental body determines an allocation formula to specify what constitutes a development right, and the ratios and basis for a transfer. The most basic formula is a 1:1 ratio, where one development right in a sending area, equals one development right in a receiving area.

*Conservation Easement* - A recorded conservation easement is placed on the sending area properties after the transfer which limits the future development of the property. The conservation easement can be held by a third party land trust, or by the local government itself.

TDR programs have some variable elements as well:

*Participation* - In some cases participation in a TDR program is mandatory, but most commonly they are voluntary and landowners may chose whether to participate or not.

*Allocation Formula Criteria* - The criteria and ratios of the TDR allocation formula vary based on market economics. Some communities may offer incentives to encourage landowners to participate in the program. For example, a single TDR in a sending area, may equal five additional units in receiving area. Some communities offer a bonus if the property in the sending area is placed under a conservation easement held by a land trust v. by the city or county.

### **Authority to Enact a TDR Program**

TDR programs can be enacted in two ways:

*Police Power* - Police power is the power of a state to make laws in order to coerce its subjects into obeying those laws. States are widely regarded by lawyers and jurists as having an "inherent" right to police power, meaning that it does not have to be explicitly written into any basic law or constitutional or other foundational document. The most common use of police power over real property is for the adoption and enforcement of zoning regulations, building codes, environmental protection regulations, etc. by local, regional governments, national governments. Police power is delegated to local governments under the Municipal and County Land Use Development Management Acts. Local governments may use any zoning technique as long as it is used in a way that does not violate the federal or state constitutions, does not violate a specific statute, and is not arbitrary, capricious, or discriminatory. Therefore, a exercise of police power should be premised on the protection of public health, safety, and welfare, should not deprive an owner of all viable use of land, and should be based on regulations that are clear and definite.

*Express Authority* - Authority is the right and power which an officer has in the exercise of a public function to compel obedience to his lawful commands. An express authority is that which is physically given in writing, not under seal or verbally. In Idaho, TDR programs are enacted through the express authority outlined in state statute §67-6515A.

**Practical Considerations**

In order to set up a TDR program to work effectively, a governmental body should consider the following practical considerations.

*Sending Areas*

In sending areas, the government should clearly identify the resources to be protected to explain the public purpose of the program. There may need to be some limits on development permission to encourage program participation. For example, if the program is mandatory the landowners in sending areas may realize increased value of their land only through development transfers. If the program is voluntary, landowners retain existing development rights, even if they choose not to participate in the program. Regardless, whichever type of program the city selects, the TDR program should still allow reasonable use of the property after development rights have been transferred or it may face a takings claim.

*Receiving Areas*

Receiving areas have a few requirements as well. They may require an initial downzoning in order to encourage developer participation, but may not. Sometimes, receiving areas should be places that have community support for higher densities, otherwise the increase in density may be politically challenging. Finally, the TDR scheme should be consistent with market economics, and TDRs may have different values for different properties.

*Allocation Formula*

The allocation formula should be readily understandable and easy for buyers and sellers to use. If the formula is overly cumbersome, parties will be less likely to participate. The formula should allow landowners to determine how many TDRs they have, the extent to which TDRs will increase developer's density, and the maximum density increase allowed. There should also be a proper ratio of TDRs between sending and receiving areas. TDR programs work best if the receiving areas are 2-3 times larger than the sending areas. If the sending area is particularly large, downzoning may help make the ratio between sending and receiving areas more effective.

*Program Objectives*

The TDR program overall should be clear in order to properly establish criteria for sending and receiving areas and allocation formula, and to survive any legal challenge. The geographic scope of the program needs to be determined; this may be mapped or unmapped.

*Making a Market*

TDR programs do not work in all situations, and merely establishing a program does not ensure a market for TDRs. To be effective, a TDR program must not be contrary to local market economics. There should already exist development interest or potential for the receiving area, and community support for preservation of the sending area. Some communities will need to start a TDR bank to get the program started.

*Enforcement Issues*

A local government should recognize that adding conditions to permit approvals may affect TDR need or value; therefore, standards and procedures should be developed to ensure fairness and predictability. In order to ensure clear enforcement of TDR transfers, the local

government should have a good record keeping system to keep track of how many TDRs have been transferred to different ownership, how many have been “cashed in” for additional density, and how many still remain unused or under original ownership. The local government must be unbending in the way it handles development requests and zone changes. This means ensuring that parcels from which TDRs are transferred are not developed contrary to the restrictions agreed upon for that land. It also means that zone changes are not allowed within potential sending or receiving areas unless associated with a transfer of development rights. Approving zone changes outside of the TDR program will completely undermine the effectiveness of the TDR program. The actions of future city councils and governmental bodies should be consistent with the objectives of the TDR program.

### **Setting Up a TDR Program**

There are four primary steps in establishing and organizing a TDR program.

#### *1) Define sending and receiving areas*

Sending and receiving areas can be determined legislatively or administratively. It is recommended that either way, the process include citizen input in defining the purpose of the TDR program. If defined legislatively, the sending and receiving areas are defined in the comprehensive planning document. Within the receiving areas, desired development standards should be defined. The local government should also prepare buildout maps to show eventual development patterns for the sending and receiving areas.

#### *2) Determine the effect of the TDR program*

The ratios between sending and receiving areas should be calculated to ensure that receiving areas are large enough to absorb the transferred development potential from the sending areas. TDR programs work best when the transfer is the only bonus option in receiving areas. By making TDRs the only way to increase density within a receiving area, it creates greater incentive for landowners and developers to participate in the program. Therefore, the number of TDRs potentially credited to a parcel should exceed the number of lots/dwelling units that can be approved by other means.

#### *3) TDR sales must give adequate compensation to the sellers in sending areas*

The total value of TDRs available from a given parcel should be comparable to what it would be worth for development purposes less the land’s residual value. An analysis of the local real estate market should yield a general idea of TDR values. Knowing the value of the development rights will help a local government determine how to allocate the TDRs among the sending area properties, and determine the ratios between sending and receiving areas that make fair economic sense to parties in both areas.

#### *4) Economics of receiving area parcels are what makes a TDR program work*

In order for a TDR program to be effective, and an enticing option for landowners and developers of receiving areas, TDRs must add value to the bottom line of development projects. One way to determine the value of TDRs is to ask a developer what they would pay for increased density.

Each potential TDR participant should know:

- Potential TDR sending and receiving areas (defined in the Comprehensive plan )
- Base density available in receiving areas
- Types of dwelling units or commercial uses permitted in receiving area
- Terms of any other density bonus programs (TDRs work best when they are the only bonus option)
- TDR approval mechanism
- Availability of public facilities in receiving area

- TDR transfer rate

### **A TDR Example**

The following is an example of how a TDR program might be established and administered in a community, and the program would allow landowners in sending and receiving areas to participate.

#### *Procedure*

1) The governmental body establishes potential sending and receiving areas in the comprehensive plan. The Comprehensive plan merely states where TDRs may be created and used, but does not guarantee or authorize use of TDRs.

2) The zoning ordinance is revised to allow for two new zoning classifications:

- TDR-S = sending areas
- TDR-R = receiving areas

The zoning map, however, does not change at this time. Changes to actual zoning occur only after landowners within the sending or receiving area request zone changes to participate in the TDR program. Some communities have initiated downzonings in sending and receiving areas to make the ratios between sending and receiving areas work, and to encourage landowner participation.

3) The number of TDRs is calculated using predetermined ratios, stated in the TDR ordinance. For example, the ordinance may state that for each TDR transferred from a sending area, three additional units of density may be built within a receiving area. The allocation formula and TDR ratios is determined through an economic analysis of local real estate and development demand.

4) After the parameters of the program have been established, and the opportunity for landowner participation advertised by the local government, the program can be used. The local government may wish to purchase a few TDRs initially to start a TDR bank to get the program started, but this may not be necessary. When the time is right for the individual, a landowner will request a zone change from the base zoning to a TDR-S overlay zoning classification for their property. Once a zone change in the sending area has been approved, a conservation easement is placed on the sending area property and TDR certificates are issued to the landowner. These certificates, like a stock certificate, represent actual value and can be sold to receiving area landowners in a free market. A local government has the ability to limit the validity of TDR certificates to a defined period of time if it wishes.

5) After a few TDRs have been issued and are available for transfer, landowners in sending and receiving areas are able to enter in private transactions. The price of the TDR is determined by the two parties in a free market system.

6) Once a landowner in a potential receiving zone has purchased TDR certificates from a sending area landowner, they can then petition for a rezone of the receiving site to a TDRR overlay zoning classification. The developer can then petition for subdivision of site plan approval using TDRs. This may happen after or simultaneous with the rezone application and purchase of TDRs.

7) Upon approval of the receiving area site plan, the developer relinquishes the TDR certificates. The local government "retires" the certificates and maintains a record of TDR use so it will know how many TDR certificates remain "unredeemed."

*Suggested Standards*

- 1) At least two-thirds of the TDRs permitted to be transferred to a receiving site must be used. This helps to create a market for TDRs and ensures that the TDRs are used in designated areas.
- 2) A request to utilize development rights on a receiving site **must** be approved if the request:
  - Does not exceed the number of dwelling/density units permitted in the underlying zone and the density limitations of the Comprehensive plan.
  - Complies with the TDR ordinance.
  - Complies with subdivision and site plan rules.
  - Is consistent with other recommendations of the Comprehensive plan.

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## Appendix D: Employment Growth Projections

<b>EMPLOYMENT GROWTH PROJECTIONS</b>				
<b>State of Idaho</b>				
<b>TITLE</b>	<b>ESTIMATED EMPLOYMENT</b>	<b>PROJECTED EMPLOYMENT</b>	<b>GROWTH RATE</b>	<b>NET CHANGE</b>
Total Employment, All Jobs	655,963	807,569	2.10	151,606
Services-Providing	468,816	602,171	2.53	133,355
Education and Health Services	117,732	151,658	2.56	33,926
Trade, Transportation, and Utilities	117,923	151,499	2.54	33,576
Professional and Business Services	73,161	104,861	3.67	31,700
Goods-Producing	124,278	149,171	1.84	24,893
Health Care and Social Assistance	66,340	90,630	3.17	24,290
Retail Trade	73,721	97,252	2.81	23,531
Professional, Scientific, and Technical Services	29,499	45,364	4.40	15,865
Professional, Scientific, and Technical Services	29,499	45,364	4.40	15,865
Construction	39,848	55,616	3.39	15,768
Construction	39,848	55,616	3.39	15,768
Administrative and Support and Waste Management and Remediation	36,269	51,659	3.60	15,390
Administrative and Support Services	35,147	50,145	3.62	14,998
Leisure and Hospitality	55,521	68,507	2.12	12,986
Ambulatory Health Care Services	22,600	33,900	4.14	11,300
Accommodation and Food Services	47,914	58,591	2.03	10,677
Specialty Trade Contractors	25,250	35,237	3.39	9,987
Educational Services	51,392	61,028	1.73	9,636
Educational Services	51,392	61,028	1.73	9,636
Government	53,855	62,720	1.54	8,865
Government	53,855	62,720	1.54	8,865
Food Services and Drinking Places	40,004	48,736	1.99	8,732
Manufacturing	61,635	69,192	1.16	7,557
Manufacturing	61,635	69,192	1.16	7,557
Local Government, Excluding Education and Hospitals	26,062	33,557	2.56	7,495
Building Material and Garden Equipment and Supplies Dealers	8,286	13,662	5.13	5,376
General Merchandise Stores	15,357	20,682	3.02	5,325
Transportation and Warehousing	16,920	22,030	2.67	5,110
Hospitals	21,676	26,585	2.06	4,909
Financial Activities	26,024	30,743	1.68	4,719
Construction of Buildings	9,190	13,619	4.01	4,429

<b>EMPLOYMENT GROWTH PROJECTIONS</b>				
<b>State of Idaho</b>				
<b>TITLE</b>	<b>ESTIMATED EMPLOYMENT</b>	<b>PROJECTED EMPLOYMENT</b>	<b>GROWTH RATE</b>	<b>NET CHANGE</b>
Elementary and Secondary Schools	36,020	40,398	1.15	4,378
Wholesale Trade	25,408	29,759	1.59	4,351
Social Assistance	10,829	15,097	3.38	4,268
Animal Production	6,776	10,952	4.92	4,176
Information	9,939	14,025	3.50	4,086
Information	9,939	14,025	3.50	4,086
Residential Building Construction	6,395	10,232	4.81	3,837
Nursing and Residential Care Facilities	11,235	15,048	2.97	3,813
Finance and Insurance	18,574	22,194	1.80	3,620
Other Services (Except Government)	14,661	18,158	2.16	3,497
Other Services (Except Government)	14,661	18,158	2.16	3,497
Truck Transportation	8,542	11,832	3.31	3,290
Telecommunications	3,806	6,491	5.48	2,685
Food and Beverage Stores	12,096	14,719	1.98	2,623
Arts, Entertainment, and Recreation	7,607	9,916	2.69	2,309
Amusement, Gambling, and Recreation Industries	6,561	8,764	2.94	2,203
Colleges, Universities, and Professional Schools	11,191	13,319	1.76	2,128
Credit Intermediation and Related Activities	9,833	11,940	1.96	2,107
Merchant Wholesalers, Durable Goods	11,709	13,660	1.55	1,951
Accommodation	7,910	9,855	2.22	1,945
Motor Vehicle and Parts Dealers	11,172	13,089	1.60	1,917
Health and Personal Care Stores	2,881	4,768	5.17	1,887
Repair and Maintenance	6,131	7,930	2.61	1,799
Merchant Wholesalers, Nondurable Goods	11,347	13,097	1.44	1,750
Natural Resources and Mining	22,795	24,363	0.67	1,568
Sporting Goods, Hobby, Book, and Music Stores	4,221	5,767	3.17	1,546
Food Manufacturing	14,998	16,470	0.94	1,472
Heavy and Civil Engineering Construction	5,408	6,760	2.26	1,352
Miscellaneous Store Retailers	4,524	5,767	2.46	1,243
Electronics and Appliance Stores	2,582	3,816	3.98	1,234
Agriculture, Forestry, Fishing and Hunting	20,859	21,993	0.53	1,134
Real Estate and Rental and Leasing	7,450	8,549	1.39	1,099
Religious, Grantmaking, Civic, Professional, and Similar Org	3,972	5,003	2.33	1,031
Transportation Equipment Manufacturing	2,332	3,253	3.38	921

<b>EMPLOYMENT GROWTH PROJECTIONS</b>				
<b>State of Idaho</b>				
<b>TITLE</b>	<b>ESTIMATED EMPLOYMENT</b>	<b>PROJECTED EMPLOYMENT</b>	<b>GROWTH RATE</b>	<b>NET CHANGE</b>
Wood Product Manufacturing	7,255	8,121	1.13	866
Miscellaneous Manufacturing	1,857	2,708	3.84	851
Insurance Carriers and Related Activities	7,421	8,241	1.05	820
Nonstore Retailers	1,332	2,119	4.75	787
Real Estate	4,882	5,640	1.45	758
Personal and Laundry Services	3,941	4,672	1.72	731
Securities, Commodity Contracts, and Other Financial Investm	1,212	1,877	4.47	665
Wholesale Electronic Markets and Agents and Brokers	2,352	3,002	2.47	650
Publishing Industries	3,155	3,764	1.78	609
Clothing and Clothing Accessories Stores	3,763	4,357	1.48	594
Nonresidential Building Construction	2,795	3,387	1.94	592
Utilities	1,874	2,458	2.75	584
Utilities	1,874	2,458	2.75	584
Furniture and Home Furnishings Stores	2,501	3,027	1.93	526
Postal Service	2,755	3,270	1.73	515
Gasoline Stations	5,006	5,479	0.91	473
Warehousing and Storage	1,362	1,828	2.99	466
Couriers and Messengers	1,811	2,261	2.24	450
Management of Companies and Enterprises	7,393	7,838	0.59	445
Management of Companies and Enterprises	7,393	7,838	0.59	445
Technical and Trade Schools	428	864	7.28	436
Mining	1,936	2,370	2.04	434
Waste Management and Remediation Service	1,122	1,514	3.04	392
Furniture and Related Product Manufacturing	2,283	2,672	1.59	389
Transit and Ground Passenger Transport	1,560	1,946	2.24	386
Mining (except Oil and Gas)	1,839	2,216	1.88	377
Chemical Manufacturing	1,877	2,254	1.85	377
Motion Picture and Sound Recording Industries	802	1,159	3.75	357
Fabricated Metal Product Manufacturing	3,636	3,952	0.84	316
Plastics and Rubber Products Manufacturing	1,678	1,978	1.66	300
Air Transportation	899	1,155	2.54	256
Beverage and Tobacco Product Manufacturing	451	644	3.63	193
Business Schools and Computer and Management Training	154	343	8.34	189

<b>EMPLOYMENT GROWTH PROJECTIONS</b>				
<b>State of Idaho</b>				
<b>TITLE</b>	<b>ESTIMATED EMPLOYMENT</b>	<b>PROJECTED EMPLOYMENT</b>	<b>GROWTH RATE</b>	<b>NET CHANGE</b>
Broadcasting (except Internet)	1,566	1,741	1.07	175
Internet Service Providers, Web Search Portals, and Data Pro	413	570	3.27	157
Nonmetallic Mineral Product Manufacturing	1,498	1,644	0.93	146
Other Schools and Instruction	649	788	1.96	139
Primary Metal Manufacturing	389	525	3.04	136
Support Activities for Transportation	1,229	1,331	0.80	102
Museums, Historical Sites, and Similar Institution	185	263	3.58	78
Electrical Equipment, Appliance, and Component Manufacturing	404	479	1.72	75
Other Information Services	117	175	4.11	58
Textile Product Mills	228	283	2.18	55
Internet Publishing and Broadcasting	80	125	4.56	45
Fishing, Hunting and Trapping	65	107	5.11	42
Leather and Allied Product Manufacturing	97	136	3.44	39
Funds, Trusts, and Other Financial Vehicles	108	136	2.33	28
Performing Arts, Spectator Sports, and Related Industries	861	889	0.32	28
Textile Mills	77	92	1.80	15
Machinery Manufacturing	2,569	2,584	0.06	15
Apparel Manufacturing	181	185	0.22	4
Scenic and Sightseeing Transportation	333	336	0.09	3
Private Households	617	553	-1.09	(64)
Paper Manufacturing	1,605	1,532	-0.46	(73)
Printing and Related Support Activities	1,921	1,845	-0.40	(76)
Forestry and Logging	2,103	1,667	-2.30	(436)
Support Activities for Agriculture and Forestry	3,932	3,130	-2.26	(802)
Crop Production	7,983	6,137	-2.60	(1,846)
Total Self-Employed and Unpaid Family Workers, Primary Job	62,869	56,227	-1.11	(6,642)

## Appendix E: Nearby Tourist Destinations, Facilities, and Attractions

### Campgrounds

#### Thompson's RV Park

Thompson's RV Park, located six miles out of Rexburg, is an excellent location for recreational camping and is the starting point for many nearby attractions. The Targhee National Park is close by which allows visitors to go hiking. The Teton River, located southwest of Rexburg, allows for river rafting, fishing, and hiking. For those interested in winter recreation, Kelly Canyon Ski Resort offers skiing and accommodation.

#### Harriman State Park

Harriman State Park is situated 60 miles north of Rexburg and is close to Targhee National Park, Kelly Canyon, and the Teton River. With temperatures reaching the 80's during the summer and snow in the winter, the park offers year round recreation. Over 20 miles of trails are available for hiking, biking, horseback riding, and cross country skiing. In addition, Herriman State Park provides access to Carlton Cutoff Trail the.

### Whitewater Paddling

#### Teton River

This river is located seven miles outside of Rexburg. The stretch that is known for river rafting is 6.3 miles long and is classified as a 2-3 section (low end difficult) by American Whitewater. This is a good river for rafting and kayaking. The scenery along the river is beautiful and the cool water makes a summer rafting trip enjoyable. The river also provides access to scenic landscape and hiking.

#### Henry's Fork

Idaho is known for having some of the most difficult river rafting, and this stretch of 11 miles lives up to that standard. It is rated a 3-4 (highly difficult) by American Whitewater for experienced enthusiasts with appropriate training and skill.

### Skiing

#### Kelly Canyon

The 1,000 foot vertical drop and eight feet of annual snow fall gives this ski mountain a great appeal. There are 26 runs and five lifts to accommodate the skiers. Although there are more easy runs than hard ones, this mountain appeals to those of all talents. The 740 acres of ski able terrain provide an exciting recreational area.

#### Grand Targhee, Wyoming

Grand Targhee is located 44 miles north of Rexburg, and provides a 2,395 foot drop, more than double Kelly Canyon. The 2,000 acres of ski-able land and 76 runs with 5 lifts assure a great day on the mountain. There are runs for beginners and the more advanced skiers. However, number of beginner runs outweighs those runs dedicated to advance categories. Grand Targhee receives 42 feet of snow annually.

### Golfing

#### Fremont County Golf Course

This nine-hole golf course measures 3,151 yards and is a par 36. The low price of \$15 allows golfers of all ages and talent levels to come and enjoy what this course has to offer. It was designed by Bill Frome and was opened to play in 1967. Golfers my warm up on the 20 tee

driving range, utilize golf carts (included in the base price), and receive lessons from the professional golfing staff.

Aspen Acres Golf Club and RV Park

Aspen Acres is an 18 hole, par 60 golf course situated with great views of the Grand Tetons and the Continental Mountains. The course provides different challenges for golfers as they maneuver the many doglegs, narrow fairways, and undulating greens. All of these factors, plus the grove of aspens that this course is built into, makes this course the hardest in Fremont County.

**Lakes**

Lower Arcadia Reservoir

This lake is similarly situated near skiing, rafting, and golfing and offers fishing, swimming and boating. The reservoir is also near DeWitt Canyon the Arcadia Upper Dam. There are great camping facilities at the nearby Harriman State Park.

Island Park Reservoir

This lake is formed from the Henry's Fork of the Snake River. It is a beautiful lake surrounded by lodgepole pine trees, with fantastic fishing, and located only about 60 miles north of Rexburg. This large reservoir is popular for boating, fishing and water skiing. Visitors may drive across the top of the dam for scenic views of the Centennial Mountains and Box Canyon.

Island Park Reservoir's body of water covers 8,400 acres. Boat ramps/docks are located at Buttermilk Campground, Island Park, Lakeside Lodge, McCrea Bridge Campground, Mill Creek and the West end. Camping is also available at Buttermilk, McCrea Bridge, Mill Creek and West End.

Egin lake

A fishing area and BLM campground near the St. Anthony Sand Dunes. This new BLM Campground opened in July 1, 2003. Camping is free but there is a donation box that goes to maintain the area.

**Parks**

Grand Teton National Park

This national park is 61 miles away from Rexburg. As with many other natural attractions, visitors can hike through this park and look at its beauty while doing so. Whitewater rafting is also a popular tourist attraction. During the winter, visitors can ski at Jackson Hole and all through the year can stay at local accommodation and enjoy the outdoor settings.

Yellowstone National Park

The first of the national parks, Yellowstone was discovered and explored in 1808 by John Colter, formerly of the Lewis and Clark expedition. Today millions of visitors are still enjoying this spectacular wilderness.

Whether you are a camera buff, a geologist, nature lover, or just a tourist, Yellowstone will weave its spell on you. Geysers periodically spouting water, "mudpots" filled with boiling mud and sulphurous smell can be left behind in the blink of an eye.

The next curve in the road can suddenly give you a breathtaking scene of whitecapped mountains, sweet air and rivers that cascade into powerful waterfalls. Mountain meadows filled with profusions of wildflowers may be the backdrop for elk or deer.

Buffalo and grizzly bears are the most spectacular animals seen in the park. The grizzlies are harder to spot and tend to stay in the high country, while the buffalo can be seen grazing and you may need to share the road with them. Other animals to watch for include antelope, bighorn sheep, coyote, lynx, wolves, mountain lion, and numerous birds.

Fishing, biking, horseback riding and boating are just a few of the activities offered. In the winter, the quiet beauty of Yellowstone is awe-inspiring. The wilderness saga continues and can only be seen by those who venture in by cross-country skis, snowshoes, snowmobiles, or snowcoach. Whatever season you visit the park, the unparalleled beauty of nature will give you special memories that you will cherish forever.

### **Miscellaneous**

#### **Bear World**

Yellowstone Bear World is located about 5 miles south of Rexburg just off Highway 20. Bear World takes a nostalgic look back to when black and grizzly bears roamed free in Yellowstone National Park. Bear World is a unique drivethrough park where you can watch the wildlife in their own habitats in your own vehicle. Yellowstone Bear World is open from mid-May to mid-October, seven days a week. Rates vary, and full vehicles receive discounts.

#### **Sand Dunes**

Starting about eight miles west of St. Anthony are the living sand dunes - 41,000 acres of exciting potential playground just being discovered by dune buggy and snowmobile enthusiasts.

The white rolling hills of sand range in height from 200 to 300 feet above the 4,900 foot valley floor. They stretch about 35 miles in length and from one to five miles in width. In mid-summer, although the sand gets hot, the temperature rarely tops 90 degrees. The dunes gain in size to a certain point, depending on the intensity of the prevailing winds as they creep slowly north.

#### **Mesa Falls**

The falls is one of the most impressive geological sites in Eastern Idaho. The whole Snake River pours over the crest and drops 114 feet to the canyon floor with an explosion of spray. The wood walks and railings make it possible for one to view this beautiful fall from relative safety. A ramp from the parking lot to the falls makes it handicapped accessible. The scenic view is spectacular as you are standing within a few feet of the water going over the falls. The Lower Mesa Falls is 65 feet high. The overlook here is not as close as the Upper Mesa Falls but it gives a grander view of the falls in relation to the surrounding canyon.

The two Mesa Falls are the last undisturbed waterfalls of consequence in the western U.S. The falls are located 35 miles north of Rexburg. Highway 47 east of Ashton has been designated Mesa Falls Scenic Byway. There are restrooms and a visitors center at the falls.

#### **Cave Falls**

Cave Falls is only 20 feet high but reaches 250 feet across the Falls River in the southwest corner of Yellowstone National Park. It is accessible by road from Ashton and is a popular starting point for hikers. Cave Falls is also accessible in winter by snowmobile.



## Appendix F: Sales Leakage

MADISON COUNTY INFO FOR 2007								
	Industry	Total Sales	Nontaxable Sales	Total Taxable	Madison County per HH	Idaho per HH	Est. Lkg	Capture Rate
10	Commercial Farms	581,765	29,471	552,295	67.83	248.41	-180.58	27%
70	Agricultural svc&hunting trap	5,102,226	2,568,294	2,549,910	594.87	1240.61	-645.74	48%
74	Vets/vet hospitals	1,187,598	998,182	251,890	138.46	162.27	-23.81	85%
140	Non-metallic minerals	33,881	0	33,881	3.95	97.80	-93.85	4%
150	Building constr/gen contractor	3,667	0	33,646	0.43	974.88	-974.45	0%
160	Construction other than bldg	3,489	0	73,068	0.41	288.33	-287.93	0%
170	Construction/special trades	19,746,357	16,002,777	4,501,311	2302.25	2454.28	-152.04	94%
200	Mfg food & kindred products	131,284	80,443	50,841	15.31	513.16	-497.85	3%
201	Meat products/meat packing	455,036	17,902	437,134	53.05	103.99	-50.93	51%
202	Dairy products mfg	236,478	0	236,478	27.57	1585.17	-1557.60	2%
203	Canning & preserving mfg	25,950,090	25,927,497	114,670	3025.54	821.56	2203.98	368%
205	Bakery products mfg	160	40	120	0.02	37.09	-37.07	0%
230	Mfg apparel from fabrics	2,338	0	2,338	0.27	45.63	-45.36	1%
239	Misc textile for trade	7,105	3,408	3,697	0.83	63.25	-62.42	1%
240	Mfg lumber & wood products (excl furniture)	32,000	0	32,000	3.73	471.75	-468.02	1%
242	Sawmills and planing mills	1,066,007	276,260	789,746	124.29	644.24	-519.95	19%
243	Veneer plants	460,434	1,605	458,829	53.68	499.37	-445.69	11%
250	Mfg furniture & fixtures	3,308,137	2,860,249	597,968	385.70	207.70	177.99	186%
270	Mfg printing & publishing	800,065	147,152	921,377	93.28	380.04	-286.76	25%
289	Establishments mfg gelatin	126,548	954	125,594	14.75	40.97	-26.22	36%
300	Mfg rubber & misc plastic prod	269,895	248,816	21,079	31.47	134.40	-102.94	23%
310	Mfg leather & leather products	32,003	26,919	5,084	3.73	41.75	-38.02	9%
320	Mfg stone clay & glass prods	17,239,744	626,213	16,637,271	2010.00	399.69	1610.31	503%
340	Mfg fabriated metal products	2,720	1,320	1,453	0.32	245.68	-245.36	0%
341	Fabrication/ferrous-nonferrous mfg	1,007,800	752,677	255,123	117.50	262.32	-144.82	45%
347	Electroplating mfg	37,588	37,588	0	4.38	230.41	-226.02	2%
350	Mfg machinery & equipment	4,000	0	4,000	0.47	779.34	-778.87	0%
359	Mfg industrial equip	182,084	0	183,355	21.23	30.79	-9.56	69%
369	Misc electrical equipment	6,589,242	6,589,242	30,994	768.25	1280.05	-511.80	60%
373	Mfg boats & railroad eqpt	630	435	195	0.07	9.98	-9.91	1%
390	Mfg jewelry signs & misc	247,145	195,884	52,003	28.81	316.96	-288.14	9%

MADISON COUNTY INFO FOR 2007								
	Industry	Total Sales	Nontaxable Sales	Total Taxable	Madison County per HH	Idaho per HH	Est. Lkg	Capture Rate
391	Mfg neon signs & ad disp	-23,000	0	-23,000	-2.68	79.19	-81.87	-3%
392	Mfg of jewelry thru brooms	46,402	32,809	13,593	5.41	78.57	-73.16	7%
394	Mfg toys/sport goods/athletic	11,790	270	11,520	1.37	138.29	-136.92	1%
420	Motor freight, warehousing, UPS	2,010,589	1,979,210	31,379	234.42	234.58	-0.16	100%
422	Transportation services	519	0	519	0.06	18.15	-18.09	0%
478	Stockyards, packing & crating, delivery svcs	457,711	0	491,248	53.36	3.43	49.94	1557%
481	Telephone communication	56,362	16,447	39,914	6.57	260.06	-253.49	3%
489	Misc communication svc, internet, etc.	1,469,076	1,468,729	40,616	171.28	177.50	-6.22	96%
494	Water/distribution for sale (not irrigation)	292,406	222,359	70,047	34.09	2.18	31.91	1562%
500	Wholesale trade	24,090,381	23,820,087	270,295	2808.72	1608.24	1200.48	175%
501	Automobiles/wholesale distr	4,688,432	2,972,608	1,715,822	546.63	1587.40	-1040.77	34%
503	Wholesale distr/lumber	4,750	0	4,750	0.55	372.37	-371.82	0%
504	Wholesale distr photographic	1,265,828	849,537	416,291	147.58	1875.96	-1728.37	8%
505	Wholesale distr metal	1,138,714	1,137,794	920	132.76	287.41	-154.65	46%
506	Electrical goods whsl	292,923	245,606	47,316	34.15	841.27	-807.12	4%
508	Wholesale machinery	7,269,943	6,543,542	726,401	847.61	1155.95	-308.34	73%
509	Wholesale durable goods	1,563,643	1,503,855	59,787	182.31	4637.15	-4454.85	4%
514	Whs trade/groceries	671,027	306,766	365,082	78.24	254.42	-176.18	31%
515	Whs farm products	14,723	0	14,723	1.72	125.96	-124.25	1%
519	Misc nondurable goods	9,832,027	7,806,706	2,025,412	1146.32	309.56	836.77	370%
521	Building materials	7,952,055	2,556,537	5,495,218	927.14	3717.47	-2790.33	25%
522	Farm equipment sales	20,201,344	19,700,428	500,915	2355.29	1263.32	1091.97	186%
526	Retail lawn/garden supply	1,066,924	472,497	594,427	124.39	137.16	-12.77	91%
530	Retail trade/gen merchandise	267,023	81,652	186,642	31.13	130.42	-99.29	24%
532	Mail order houses	362,532	360,532	1,999	42.27	294.57	-252.30	14%
534	Retail sale by vending machine	42,668	411	42,257	4.97	37.36	-32.39	13%
535	Direct selling	561,478	16,497	552,450	65.46	257.74	-192.27	25%
536	Cottage industry/home and hobby	1,419,738	680,279	765,223	165.53	73.08	92.45	227%
540	Retail trade/food	164,040	146,388	18,113	19.13	93.93	-74.81	20%
541	Retail grocery stores	2,243,346	84,968	2,190,931	261.55	6680.18	-6418.63	4%
544	Candy nut & confection stores	1,087,599	259,740	827,855	126.80	15.62	111.18	812%
546	Retail bakeries	284,581	6,987	277,592	33.18	27.91	5.27	119%
549	Egg & poultry dealers	650,429	1,988	648,441	75.83	29.08	46.76	261%
551	Motor vehicles	110,609,182	46,939,250	63,989,785	12896.02	7533.40	5362.62	171%
553	Tire battery & accessory dlrs	5,684,704	2,149,407	3,535,299	662.78	1179.26	-516.48	56%
554	Gasoline service stations	6,193,654	5,709,094	484,561	722.12	377.04	345.09	192%

MADISON COUNTY INFO FOR 2007								
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555	Gas srvc stn w/conv store	8,351,718	6,452,443	1,899,275	973.73	3294.99	-2321.26	30%
558	Mobile homes/new and used	1,209,743	561,470	648,272	141.05	323.21	-182.17	44%
559	Miscellaneous marine aircraft	937,026	168,286	770,540	109.25	753.76	-644.51	14%
560	Retail trade/apparel & access	11,481	0	11,481	1.34	13.87	-12.54	10%
561	Retail clothing	3,856,127	3,899	3,852,228	449.59	867.43	-417.84	52%
566	Shoe stores	4,370	0	4,370	0.51	119.96	-119.45	0%
570	Retail trade/furn-home furnishings	855,143	526,372	460,354	99.70	435.81	-336.10	23%
571	Furniture stores	4,878,850	1,583,177	3,810,592	568.83	875.49	-306.66	65%
572	Household appliance stores	2,567,752	1,682,282	889,343	299.38	527.90	-228.52	57%
573	Retail computer hard/software	1,764,674	1,296,655	469,043	205.74	1068.77	-863.02	19%
574	Retail floor cover/draperies	194,606	6,729	187,876	22.69	97.73	-75.04	23%
580	Retail trade/eating & drinking	233,882	44,704	189,178	27.27	225.17	-197.90	12%
582	Eating places	24,103,485	68,474	24,037,582	2810.25	2514.93	295.31	112%
583	Drinking places	18,930	0	18,930	2.21	211.46	-209.25	1%
590	Retail trade/misc retail store	893,148	617,578	275,569	104.13	131.16	-27.03	79%
591	Drug stores	6,099,905	5,602,503	497,402	711.19	1025.05	-313.85	69%
593	Antique stores	40,792	1,559	39,236	4.76	212.63	-207.88	2%
594	Jewelry stores	3,415,767	206,087	3,209,958	398.25	644.10	-245.85	62%
595	Sporting good store bicycle shop	831,129	108,504	722,664	96.90	552.69	-455.79	18%
596	Non store retailers	11,899,157	11,688,950	212,969	1387.33	920.39	466.94	151%
598	Fuel & ice dealers	4,856,626	4,351,252	505,375	566.24	270.70	295.54	209%
599	Retail stores not classified	10,886,838	7,169,186	3,717,651	1269.31	3692.28	-2422.98	34%
610	Credit agencies other than bks	2,492,219	0	2,492,219	290.57	224.08	66.49	130%
700	Lodging accommodations	1,210,401	63,789	1,154,111	141.12	208.60	-67.48	68%
701	Hotel/motel/bed & breakfast	2,824,116	105,828	2,718,289	329.27	693.02	-363.75	48%
710	Leasing companies	2,210,617	630,152	1,582,664	257.74	832.66	-574.93	31%
720	Personal services	34,309	17,070	17,239	4.00	46.12	-42.12	9%
721	Funeral services and crematories	236,735	78,206	159,242	27.60	147.03	-119.43	19%
722	Photo studios & comm photography	536,069	10,310	525,886	62.50	63.91	-1.41	98%
723	Beauty and barber shops	1,139,349	1,015,646	124,535	132.84	72.95	59.89	182%
730	Miscellaneous service groups	6,350	0	6,350	0.74	226.07	-225.33	0%
731	Advertising agencies	11,666	11,666	0	1.36	230.25	-228.89	1%
733	Duplicating address blue prntng	229,184	25,064	204,120	26.72	99.58	-72.86	27%
734	Window cleaning, janitorial svcs	365,568	354,417	11,150	42.62	65.77	-23.14	65%
735	Leasing & rental	254,141	193,751	60,391	29.63	526.32	-496.68	6%

MADISON COUNTY INFO FOR 2007								
	Industry	Total Sales	Nontaxable Sales	Total Taxable	Madison County per HH	Idaho per HH	Est. Lkg	Capture Rate
	companies							
739	News syndicates	3,287,817	1,480,019	1,831,814	383.33	873.71	-490.38	44%
750	Auto repair svcs & garages	92,331	20,536	71,795	10.76	265.41	-254.65	4%
751	Automobile repair shops	7,177,646	3,202,651	3,980,646	836.85	974.92	-138.07	86%
760	Misc repair services	26,986	4,147	23,114	3.15	100.50	-97.36	3%
762	Electrical repair shops	175,323	123,954	51,368	20.44	114.85	-94.41	18%
764	Upholstery	230,718	199,768	30,951	26.90	20.46	6.44	131%
769	Bicycle shop repair locksmiths	955,523	849,391	106,430	111.41	243.36	-131.95	46%
780	Motion picture theaters, prod & dist.	5,000	0	5,000	0.58	103.17	-102.59	1%
784	Video tape rental	386,706	0	386,706	45.09	78.93	-33.84	57%
790	Amusement & recreation svcs	1,999	0	1,999	0.23	36.53	-36.29	1%
791	Recreation facilities	3,174,100	1,465,596	1,709,098	370.07	352.78	17.29	105%
799	Misc amusement/recreation svcs	2,158,411	229,478	1,928,933	251.65	125.43	126.22	201%
801	Physicians & surgeons	3,632,557	3,562,998	115,714	423.52	76.98	346.55	550%
802	Dentists	19,434	2,944	297,830	2.27	33.45	-31.18	7%
803	Osteopaths chiropractors etc	29,394	1,129	34,212	3.43	14.75	-11.32	23%
806	Hospitals & nursing homes	408,471	52,472	406,230	47.62	217.80	-170.18	22%
809	Optometrists prescribg & fitng	2,970,668	946,346	2,024,321	346.35	90.25	256.11	384%
810	Legal services	1,414	0	9,038	0.16	8.51	-8.34	2%
821	Pub state supported institution	1,183,559	794,863	388,695	137.99	292.56	-154.57	47%
829	Misc sch/educational svc	494,683	94,854	399,831	57.68	30.83	26.84	187%
840	Museums & galleries	102,064	25,788	76,276	11.90	25.27	-13.37	47%
860	Nonprof membership organization	74,073	21,674	52,399	8.64	247.46	-238.83	3%
890	Miscellaneous services	639,858	605,774	76,196	74.60	860.44	-785.84	9%
920	State government	13,333	10,311	3,022	1.55	452.75	-451.19	0%
930	Local government	13,217,791	25,820	13,191,971	1541.07	849.11	691.96	181%

## Appendix G: Vocational Educational Opportunities

### **ITT-Technical Institute**

Boise, Idaho

The ITT-Technical Institute, located in Boise, has six different schools of trade. They are information technology, electronic technology, drafting and design, business, criminal justice, and health science.

A bachelor's degree can be obtained in 15 quarters, and school is in session year round. Associate degrees are also available through ITT-Tech.

### **Sage Truck Driving**

Blackfoot, Idaho

The Sage Truck Driving School, located in Blackfoot (55 miles south west of Rexburg) has provided top quality, comprehensive driving training to thousands of students for nearly 20 years.

### **Eastern Idaho Technical College**

Idaho Falls, Idaho

Eastern Idaho Technical College is located in Idaho Falls, 32 miles south west of Rexburg. Fields of study include: business, technology, health professions, trades and industry, and general education.

The welding technology division of the technical college offers three different options ranging from two to five semesters in length. The Technical Certificate, which is the shortest program, will allow graduates to get a job at a manufacturer where they will perform the same weld continuously on an assembly line. This is the most basic education. The Advanced Technical Certificate and the Associate of Applied Science Degree offer more possibilities for teaching and the ability to work in more than one trade.

