

Madison County "2020"

**Madison County
Comprehensive Plan**



**Draft
3/25/08**

**ORDINANCE FOR ADOPTION OF
MADISON COUNTY 2020 COMPREHENSIVE PLAN
Ordinance No. _____**

WHEREAS, on the ____ day of _____, 2008, the Board of County Commissioners for Madison County, Idaho 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 and the Board of County Commissioners with regards to amendments to the **Madison County 2020 Comprehensive Plan**, Dated __Day__, __Month__, 2008;

NOW THEREFORE, by resolution duly adopted on the date first above written, be it resolved by the Board of County Commissioners and the Planning and Zoning Commission the following:

Madison County, Idaho does hereby accept and adopt the recommendation of the Board of County Commissioners and the Planning and Zoning Commission concerning adoption of the **Madison County 2020 Comprehensive Plan**.

RESOLVED this _____ day of _____, 2008.

Board of County Commissioners, Madison County, Idaho

name, title

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ACKNOWLEDGEMENTS

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 Recreation Committee
 Special Sites Committee
 School Committee
 Public Services, Facilities, and Utilities Committee
 Industrial Property Committee
 Historical, Housing, and Community Development Committee

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1) INTRODUCTION AND COMMUNITY VISION STATEMENT

County Description

Madison County is one of the smallest counties in the State of Idaho at 472 square miles. It is located in the southeastern part of the state surrounding by Jefferson County on the west, Bonneville County on the south, Teton County on the east, and Fremont County on the north. The following geographic areas characterize the County:

- Forested Big Hole Mountains in the southeast corner (Targhee National Forest)
- Rolling hills of the Rexburg Bench agricultural area that border the forested area
- Valley floor where the Teton River, Henry's Fork, and the Snake River converge
- Lava plains along the west side of the County (Bureau of Land Management)

The County is home to two incorporated cities, Rexburg and Sugar City, and several historic townsites. The majority (72%) of the land within the County is privately owned. Federal, State, County, and Local governmental agencies own the remainder.

Community Vision Statement

Madison County is a community of values. These values include family, community, affordability, recreation, environmental quality and the protection of agriculture in the County. Preservation of the rural character of the community is of utmost importance to County residents. Residents are proud of their unique close knit community and its idyllic natural setting. Madison County desires to guarantee the perpetuation of these unique qualities into the future.

Growth affects Madison County in many significant ways. The opportunity now exists to accommodate increased growth in an appropriate manner. The corollary challenge facing the County is to reconcile the demand for growth with the core values of the community. The primary vision of the Madison County Comprehensive Plan is to ensure that this challenge is met and the values of the community are preserved and respected.



Madison County residents would like all new development to reflect and protect the rural character of the existing county.

Madison County wishes to ensure a balance between private interests and those of the community at large. Comprehensive planning requires a careful examination of all land use regulations and requirements to find and protect this balance. The County is committed to creating a regulatory framework that ensures that land use policies, restrictions, and fees do not violate private property rights, excessively impact private property values, or create unnecessarily technical limitations upon the use of property which will constitute an unconstitutional taking of private property rights.

public school districts as well as BYU-Idaho in increasing the quality and availability of educational resources to all residents in the County.

Madison County is proud of the strong educational aspect of its community and is committed to supporting the County's four

Within Madison County there are many diverse land uses. Among these varied uses are those that the community finds desirable and those that are viewed as detrimental. Residents support the retention and expansion of agriculture, appropriate residential and commercial development as well as certain technological and light industrial land uses. Uses that are

viewed as inappropriate include high impact mining or extractive industries, noxious or heavy industrial manufacturing and sprawling residential subdivision development on prime agricultural lands.

Few factors affect the livability of Madison County more than its housing stock. The community's vision for the future includes a diverse and high quality housing stock that meets the needs of the full range of County residents and contributes to the quality of the built environment. Of prime concern amid the current cycle of growth in the County is affordable housing. Madison County takes pride in being a family centered community, and affordable housing for all is vital to maintaining the County's focus on family. Additionally, the vision for the future includes housing for all cycles of life; enabling all ages and types of people to enjoy the opportunity of residing in Madison County.

Continued economic growth is essential to many aspects of Madison County's future. Among the issues tied to economic growth, employment growth is of utmost importance to the community. With an increasing County population and increasing enrollment at Brigham Young University – Idaho, job growth is essential to providing opportunities for Madison County residents to remain in the County and to attract university graduates to live and work in the County. Providing for this desired economic and job growth in a way that is sensitive to the other values of the community is a special opportunity and challenge facing Madison County. By guiding development in a manner that is compatible with the values of the community and conducive to the overall quality of life, the livability and prosperity of Madison County will be protected and increased for the future.

With growth in population and economic activity comes increased demand for transportation infrastructure. The vision of the Madison County community is for a comprehensive transportation network serving the needs of all residents and visitors. Choices in transportation infrastructure investment have a substantial but often overlooked effect on urban form. Therefore, the choices made in regards to transportation must be evaluated by their effect upon the form of the County's built and natural environment. Madison County residents support development within or proximate to established cities and town centers. This paradigm reduces the cost of new development while leveraging greater value from the community's investment in existing infrastructure and reducing maintenance costs. It is extremely important to Madison County residents to provide for all modes of transportation including pedestrian, bicycle and feasible transit facilities. This plan will provide the framework for meeting the transportation demand without inducing greater demand and adversely affecting the cherished character of the community.

Madison County is home to a number of special areas and sites. These places are special for a number of reasons ranging from historical importance and community identity to religious or spiritual significance. These sites are unique elements of Madison County and serve to provide a special identity for the community. Often special areas and sites are community touchstones that bring residents together to celebrate their unique community identity. The protection, preservation and interpretation of these areas and sites is a key component in protecting the quality of life for all citizens of Madison County and providing a heritage of strong community identity to future generations.

Public utilities and related infrastructure must also be addressed to ensure a safe and prosperous future for Madison County. Among the most important utilities are culinary water, sanitary sewer and storm sewer. The community vision contemplates coordinated systems for the provision of these utilities. The community's vision of centralized, sustainable development creates opportunities for centralizing utility service and provides tremendous efficiencies in the construction and operation of these utilities. These utilities are essential to prevent resource contamination and depletion by private septic and well systems. The continuing development and maintenance of these systems is essential to the protection of the County's natural resources and quality of life.

Agriculture is the largest land use in Madison County. Residential and commercial development is concentrated primarily in the cities and town centers. County residents overwhelmingly

advocate continuing this practice. Preservation of agricultural land use is a top priority. Growth should be centered within the areas of city impact and existing town centers. The community opposes the development of agricultural and natural areas outside of these areas. This comprehensive plan will establish policies and objectives to achieve this end.

Recreational opportunities abound within Madison County. It is the vision of the community to preserve and expand recreation within the County. These recreational opportunities not only serve residents but provide an attraction to tourists and visitors. County residents support greater access to park areas through pedestrian and bicycle facilities and the distribution of parks and informal open space throughout developed areas. This vision also includes the need for a centralized recreation and community center that could provide new and increased recreational opportunities to Madison County residents and visitors.

Madison County is also rich with natural resources. The use and stewardship of these resources is of prime importance to the future of the quality of life in the County. Conversely, the County must work to mitigate the effects of natural hazards by developing and designing with nature and not in opposition to it. County residents also value the clean water and air that are hallmarks of their rural environment. Preserving these resources is a key concern for Madison County. Through recommendation of policies and procedures, this comprehensive plan will light the path to a future of sustainable growth and environmental stewardship.



As Madison County develops over time, it is important to the residents and County Officials that the character of the County, which initially brought or has kept those residents here, is maintained. In different parts of the County this means different things. In the areas surrounding Rexburg and Sugar City, community design with a more suburban feel is appropriate, while in the more remote parts of the County a rural community design is required. In still other parts of the County, which are set against particularly noteworthy natural features, such as forests and river channels, a more rustic and cabin-like design aesthetic is desired. Regardless of its location, Madison County aims to ensure that all new development is compatible and complementary to the surrounding context.

New development should reflect the character of the County through architecture, landscape and design.

Planning Area Included

The Madison County Comprehensive Plan shall have jurisdiction over all the lands within the unincorporated boundary of the County. The Comprehensive Plans of Rexburg, Sugar City shall have jurisdiction over lands within their municipal boundaries, and unincorporated lands within their designated Areas of City Impact. Additionally, the communities of Teton and Newdale, while lying just outside of Madison County, have designated Areas of City Impact that extend into Madison County. The comprehensive plans of those two communities shall have jurisdiction over lands within their designated Areas of City Impact that fall inside Madison County boundaries.

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.

Idaho Code §67-6508 authorizes local governments to prepare comprehensive plans for their communities. According to the statute, the plan must 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.

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 general 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 general 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 general plan is a guide to decision-making by the Planning Commission and governing board, 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 Madison County 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 General Plan also gives Madison County an opportunity to plan for anticipated changes in community priorities, transportation options, and changing demands for various land uses such as housing, commerce, and open space.

Planning Process

The Madison County Comprehensive Plan Update process began with a kickoff meeting with an advisory committee. At this meeting a schedule for updating the plan was established and a preliminary list of issues and ideas was compiled. The advisory committee, which met monthly throughout the process, was comprised of representatives from the following jurisdictions, organizations, and groups:

- Madison County Commission
- Madison County Planning and Zoning Commission
- Madison County Staff
- Rexburg Mayor and City Council
- Rexburg Planning and Zoning Commission
- Rexburg Staff
- Sugar City Mayor and City Council
- Sugar City Planning and Zoning Commission
- BYU-Idaho
- Madison School District
- Sugar-Salem School District

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 Sugar City and Rexburg. At the workshops, members of the public were asked to place land use chips on a map on the County planning to accommodate the projected population growth for the next thirty years. A survey was circulated in addition to the formal workshop exercise to give members of the public additional opportunities to comment.

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.

[Fill in Adoption Process as it occurs]

Upon completion of a draft Comprehensive Plan, a public open house was held to present the draft plan concepts to the community

Public hearing and recommendation from P&Z to Board of County Commissioners for adoption.

Public hearing and adoption by Board of County Commissioners.

Updating the Comprehensive Plan

A Comprehensive Plan typically has a life of around five years, but looks forward at least 20 years to anticipate how the community will accommodate changes in population; demographic, economic, or social trends. Developing the Madison County 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 the County an opportunity to plan for anticipated changes in transportation options, housing needs, commerce, and open space.

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 County 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. There are no restrictions on how frequently the text may be amended.

2) HISTORY AND POPULATION

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.



Overlooking Madison County with the City of Rexburg on the horizon.

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

Madison County is located in the East Central region 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.

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.

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

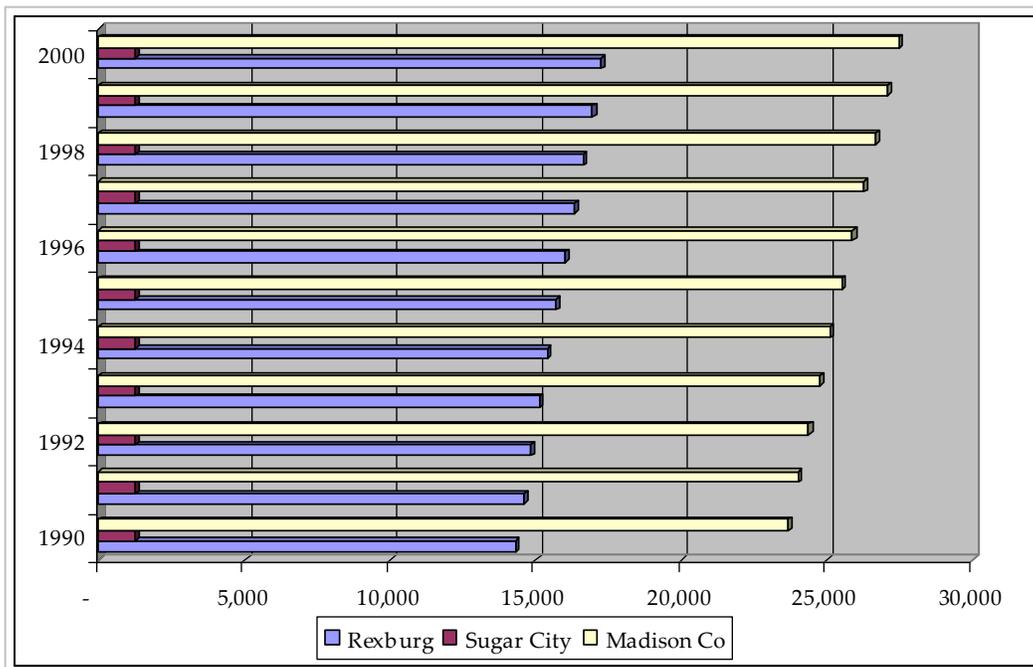
Source: U.S. Census Data 2006, LYRB

The educational system in Madison County offers many employment opportunities and brings people from across the nation to the area. 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 and Growth

Historically, until 2002, population growth in Madison County had been relatively slow. Since 2002, following the announcement of the expansion of BYU-Idaho, population growth has been extremely rapid, specifically in Rexburg but with substantial impacts felt throughout the County. 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 bar graph represents the growth that occurred between 1990 and 2000 in Madison County, Rexburg and Sugar City. Rexburg has consistently represented more than half of the County’s population over that time period.



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.

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

Future growth projections for 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 Madison County, Rexburg and Sugar City.

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.¹ 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

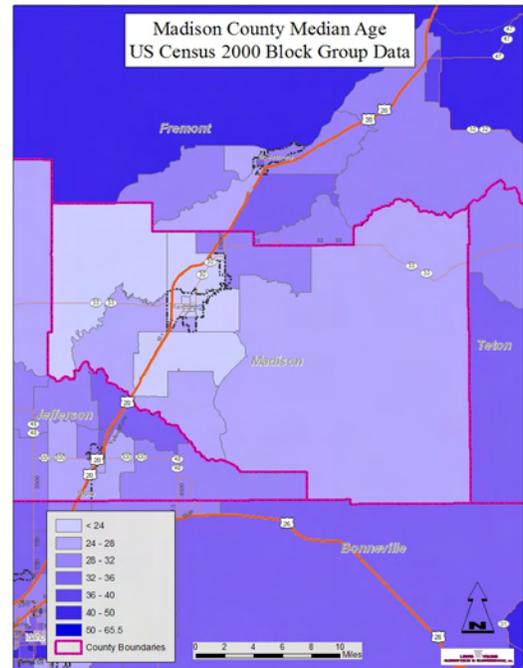
Source: BYU-Idaho

Educational Attainment

Of the population over 25 years of age in Madison, 27.2 percent have attended some college and 14.4 percent have obtained a Bachelor’s degree. The State is nearly identical with 27.3 percent and 14.8 percent respectively.

EDUCATIONAL ATTAINMENT		
	Madison County	Idaho
Attended some college, no degree	27.2%	27.3%
Bachelor’s degree	14.4%	14.8%

Source: United States Census 2000



Age Distribution

Madison County 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).

It’s not surprising that the average age in Rexburg has historically been extremely low, due to the large student population. 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. This has impacted the age distribution of the County which has a large student demographic.

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

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

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.

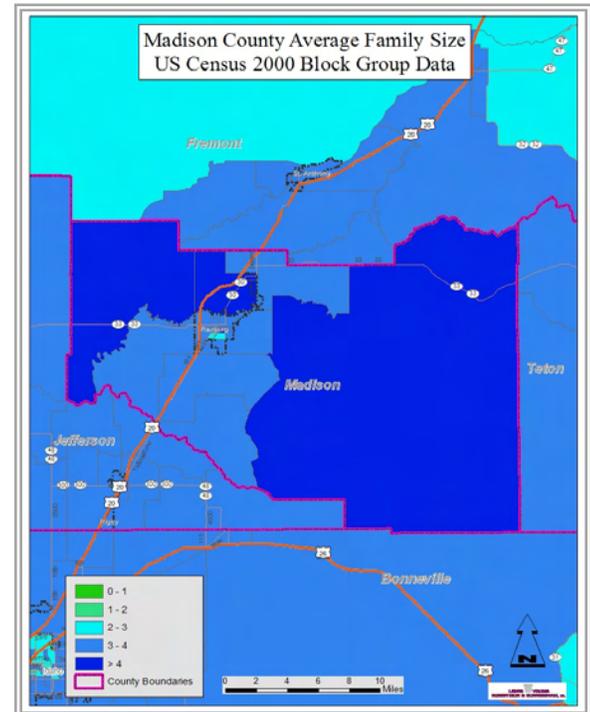
PERCENT OF POPULATION (RACE CHARACTERISTICS)	
	PERCENT OF
White	96.4%
Asian	0.9%
Black or African American	0.3%
American Indian and Alaska Native	0.6%
Native Hawaiian	0.3%
Some Other Race	2.5%

Source: Census 2000 (may total more than 100 percent because individuals may report more than one race)

Housing Characteristics

The average household size in the County is 3.66 persons per household. 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 County 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 larger than national statistics. In Madison County, the percentage of non-family households is equal to 32 percent, while the percentage statewide is only 29 percent.

In 1990, based on United States Census data, Madison County had 5,801 total housing units. Ten years later, according to the 2000 Census, Madison County had a total of 7,129 housing units – an increase of 1,328 units, or an increase of 23 percent over the ten-year period. The 2007 estimated household units for the County is approximately 8,773. 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 County, specifically in Rexburg City.



HOUSING UNITS						
	Households in 1990	Households in 2000	Estimated Households in 2007	AAGR 1990-2007	AAGR 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				1.94%	1.86%	

HOUSING UNITS						
	Households in 1990	Households in 2000	Estimated Households in 2007	AAGR 1990-2007	AAGR 2000-2007	Total Growth
	4,871	5,901	7,095			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(AAGR = Average Annual Growth Rate)

About 41 percent of the total occupied housing units in 2000 were reported to be rented, leaving the other 59 percent owner occupied. 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 is due to the large student population in Rexburg which experienced a growth in renter-occupied housing in 2000, rising three percent from the 1990 Census of 58 percent renter-occupied units. This rise in renters is largely due to the growing student population at BYU-Idaho.

The student population at BYU Idaho has had a dramatic impact on the housing market in Madison County, specifically in Rexburg City; however, the non-student population is also increasing. In 2007, students at BYU-Idaho accounted for approximately 31 percent of the County's total population.² In 2000, students accounted for 33 percent of the population.³ Rexburg experienced a larger decline in the ratio of student to non-student population with approximately 44 percent of the City's total population in 2007 comprised of students⁴ versus 52 percent in 2000.⁵

The unincorporated portions of Madison County issued 559 permits from 2000 through 2007, with Rexburg issuing 2,361 and Sugar City issuing 75 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.

BUILDING PERMIT POPULATION ANALYSIS											
	Population	Building Permit Dwelling Units									Population
	2000 Census	2000	2001	2002	2003	2004	2005	2006	2007	Total 2000-2007	2007 Estimate
Other County	8,968	43	50	70	80	90	92	71	63	559	11,014
Rexburg	17,257	8*	123*	797*	631*	226	223	196	157	2,361	26,016
Sugar City	1,242								6	75	1,528
Madison County Total	27,467									2,995	38,558

*While building valuation and building permits were available for these years, the number of multi-family units was not available. Therefore, based on the apartment valuation figures, we have assumed an approximate number of units.
 **The population figures are calculated from the building permits by multiplying by the average household size. We have used an average household size, as shown in the United States Census, as follows: Madison County, 3.66; Rexburg City, 3.71; and Sugar City, 3.81.
 ***Building permit figures for Sugar City were obtained for the entire time period, rather than on a year-by-year basis, except for 2007.

² The 2007 student population is 11,791, compared to Madison County's population of roughly 38,500.

³ Based on 8,949 students and a population of 27,467 in 2000.

⁴ The 2007 student population is compared to Rexburg's population of roughly 27,000.

⁵ Based on 8,949 students and a population of 17,257 in 2000.

Sources: Rexburg City, Madison County, Sugar City, Madison Economic Development Partners, LYRB

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.

Income

The 200 Census reported median income for Madison County equaled \$32,607. Statewide, household incomes in Idaho grew from \$25,257 in 1990 to \$37,572 in 2000, an increase of 49 percent. Rexburg’s median income of \$26,965 was \$5,642 less than the County, with Sugar City reporting a median household income that was \$12,893 lower. The State of Idaho reported a median household income of \$37,572, which was just over \$5,000 more than the median household income of the County.

	Median Household Income	Difference from Madison County
Madison County	\$32,607	\$0
Rexburg	\$26,965	\$5,642
Sugar City	\$45,500	\$12,893
Idaho	\$37,572	\$4,965

Source: Census Data 2000

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 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 had the lowest overall incomes in the regional area, largely due to the lower student incomes in Rexburg.

Income Data 2000		
County	Median Income	Per Capita Income
Madison	\$32,607	\$10,956
Rexburg	\$26,965	\$9,173
State of Idaho	\$37,572	\$17,841
USA	\$41,994	\$21,587
Bonneville	\$41,805	\$18,326
Fremont	\$33,424	\$13,965
Jefferson	\$37,737	\$13,838
Teton	\$41,968	\$17,778

Source: Census 2000

The difference in income between Madison County and Rexburg illustrate 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, but also influence the overall income figures for the County when compared to the state and national data.

The following table takes the percentage of households by income range in 2000,⁶ and projects the percentage of households in each income range in the year 2007. Sixty-eight percent of households in Madison County 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

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.

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

⁶ Source: United States Census 2000

Madison County	1996			2006			Difference		
	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage
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 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.

Future Employment Conditions

After the announcement of the expansion of BYU-Idaho, Rexburg City 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 the County 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 the County reflect the large student population and cultural tendency to have large families. Average household size in Madison County is larger than the state average by almost one person. Non-family households comprise 32 percent of the households in Madison County.
- The historically dominant farming employment sector has declined and diversified into the growing service, retail trade, and government sectors. However, agriculture remains a key component of the County economy. The industry has established strengths in grain, hay and potatoes as chief crops. The area is known as a rich, potato region with three potato processing plants that operate nine to ten months each year. The County understand the need for specific agricultural areas that are

LARGEST EMPLOYERS IN MADISON COUNTY	
Business Name	Employment Range
Brigham Young University - Idaho	1,000 - 2,000
Madison School District #321	600 - 800
Western Wats Center	N/A
Melaleuca Inc	400 - 600
Artco	N/A
Madison Memorial Hospital	400 - 600
Discovery Research of Utah	N/A
Wal-Mart	200 - 400
Sugar Salem School District #322	200 - 400
Madison County	100 - 250
Source: Idaho Department of Labor, 2006 data	

specifically defined for protection in the Madison County Future Land Use Plan, as well as the importance of other agricultural preservation tools.

3) Private Property Rights

Vision Statement Excerpt

Madison County wishes to ensure a balance between private interests and those of the community at large. Comprehensive planning requires a careful examination of all land use regulations and requirements to find and protect this balance. The County is committed to creating a regulatory framework that ensures that land use policies, restrictions, and fees do not violate private property rights, excessively impact private property values, or create unnecessarily technical limitations upon the use of property which will constitute an unconstitutional taking of private property rights.

Goals and Objectives

Goal 1: Balance private property rights with planning, public health and safety needs within the accepted confines of national, state, and local laws.

Objective: Review all land use decisions, policies, procedures, and ordinances in keeping the goal of balancing private property rights with public health and safety.

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?
4. Does the regulation have a significant impact on the landowner's economic interest?
5. 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.

Land Use Law Background

The following summary and recommendations, published by the American Planning Association (APA), can be found at the APA's website: <http://www.planning.org/policyguides/takings.html>

The "takings" issue is addressed in the Fifth Amendment to the U.S. Constitution, which reads in part, "nor shall private property be taken for public use, without just compensation." In the context of the times that language was clearly directed toward the actual seizure of private property for public use. Modern methods of eminent domain embody the principles set forth in the Fifth Amendment, allowing governmental bodies to claim private property when necessary but requiring that those entities pay "just compensation" when they do so.

About seventy-five years ago, the U.S. Supreme Court extended that principle beyond the physical seizure of property, holding that "The general rule at least is that, while property may be regulated to a certain extent, if regulation goes too far, it will be recognized as a 'taking.'" Although the case involved was complex, the concept is not. Clearly if a government uses regulation to accomplish what it should do through eminent domain, the result should be the same as if the government had used eminent domain. For example, if the government were to issue regulations requiring that landowner permit a portion of their land to be used as part of a public road or that another landowner permit the public to enter onto his property to use it as a recreation area, the net result for the property owner is about the same as if the government had physically seized the property. Most rational citizens would support the affected landowner in a claim for compensation.

For roughly sixty years, if a court determined that a regulation amounted to an unconstitutional taking, it would simply invalidate the regulation — thus leaving the property owner free to do as he or she could have done before the new regulation was imposed. That was certainly a reasonable remedy for the local government — its unconstitutional action was simply made void, without other serious cost or penalty to the community or its citizens. The local government could then adopt a new regulation, presumably one that would respond to the court's adverse findings on the previous regulations. When that remedy was granted relatively swiftly and not appealed, it was also a reasonable result for the landowner. As delays in litigation have become more common (one "takings" case was in court for nine years before the U.S. Supreme Court more or less resolved it), the remedy of overturning the regulation became less acceptable to landowners. In that context, attorneys for landowners began asking the courts to treat an unconstitutional regulation as being equivalent to an action in eminent domain — thus requiring that the local government buy the regulated land. The Supreme Court in 1981 finally adopted a compromise position, accepting the notion that some damages might be due to the landowner but giving the governmental entity a choice between two options: buying the land as it would under an eminent domain proceeding; or repealing the unconstitutional regulation and then compensating the landowner for the loss of use of the property while the regulation was in effect. That is the law today.

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.

- **Institute 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.
- **Establish an economic hardship variance and similar administrative relief provision that allow the possibility of some legitimate economically beneficial use of the property in situations where regulations may have an extreme result.** These procedures help to avoid conflicts in the first place by allowing for early consideration of all alternatives that may be satisfactory to all concerned. However, relief should be granted only upon a positive showing by the owner or applicant that there is no reasonable economic use of the property as witnessed by evidence produced as outlined in the second bullet above. Remember that the landowner has the burden of proof on hardship and "takings" issues. Down zoning a parcel of land from a commercial land use to a residential one does not constitute a taking, as the zoning still allows for development, and therefore has not stripped the land of all economic value.
- **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.
- **Make development pay its fair share, 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.
- **Avoid any government incentives, subsidies, or insurance 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.

4) Schools and Transport

Vision Statement Excerpt

Madison County is proud of the strong educational aspect of its community and is committed to supporting the County's four public school districts as well as BYU-Idaho in increasing the quality and availability of educational resources to all residents in the County.

Overview

Education is an important part of our society and requires the involvement of local, state and federal resources. As a result, the County understands the need to promote and develop public policies that build and preserve communities by encouraging local collaborative efforts among the County and the districts within the County. This section addresses the goals and objectives of the County that will help shape public policy and it outlines the growth related needs of Madison County School District and the Sugar-Salem School District. In addition, this chapter briefly discusses the history of BYU-Idaho and the impact the University has had on the County.

Goals and Objectives

The main goal of Madison County Comprehensive General Plan relating to education is to expand opportunities for partnerships between school districts, alternate education such as private and home schools, the college, cities and the County. This will be done through partnership and cooperation in continuing education, technological expansion and capital facility planning.

Goal 1: Increase the quality and accessibility of education in Madison County.

Objective: Expand opportunities for partnerships between school districts, alternate education such as private and home schools, the college, the cities and the County.

Policy: Work with business organizations and educational institutions to provide a link between business needs and educational training and programs.

Policy: Explore opportunities to expand continuing education offerings in the County through existing educational institutions.

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

Objective: Expand opportunities for education to all areas of the County.

Policy: Support technology and communication infrastructure to help expand the use of technology as an instrumental tool, and expand opportunities for distance learning.

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

Objective: Participate and collaborate with school districts in discussions regarding the placement or location of new schools.

Policy: When possible, attend school district meetings regarding long-range school district planning so that the County and school districts can plan in cooperation.

School Facilities

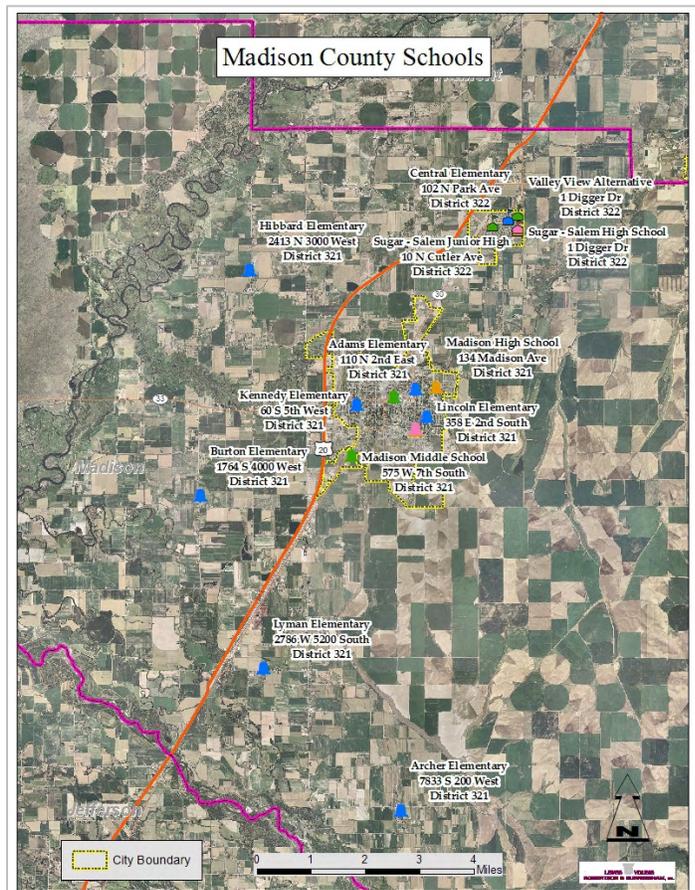
The public education system for Madison County includes two school districts: Madison School District 321 and Sugar-Salem School District 322. These two school districts cover the student population of all of Madison County and neighboring areas. Also within the County is Brigham Young University Idaho, a private four-year institution offering baccalaureate and associate degrees in many fields.

School District 321

The Madison School District #321 covers almost 300 square miles in the majority of Madison County. The high school, junior high, and middle schools are located within the City of Rexburg, with the elementary schools in Archer, Lyman, Burton, Hibbard and three more in Rexburg. The total number of schools is eleven. The elementary schools serve grades K-4, the middle school serves 5-7, the junior high serves 8-9, and the high school serving grades 10-12. In addition, the district offers an alternate high school.

To accommodate growth and provide necessary renovations and remodeling capital needs, the District recently passed in August 2006 \$40.5 million to be repaid over 20 years. The bond was originally outlined for the following proceeds will be used for:

- Due to complete August 08 \$5 million for new elementary school on the west side of Rexburg (replacing Burton and providing classrooms for growth on the west side of the city)
- \$3 million for renovation of existing high school for use as junior high
- \$26 million for new Madison High School
- \$4 million for major renovation and expansion of Lyman Elementary
- \$1 million for additional classrooms at Archer Elementary
- \$1.5 million to buy furnishings (desks and chairs) for new buildings, pay off existing debt on land for new high school, remodel at other elementary schools



The capital facility plan was updated to incorporate a new elementary school for fall of 2008 and eliminate the growth and renovation costs related to Lyman Elementary and Archer Elementary. Rising construction costs are placing a strain on the District to meet the goals outlined for the 2006 bond. Currently, the new Madison High School (still in design phase) is projected to be completed for the 2010 school year to be in high school. However, the district anticipates the school will cost much more than previously anticipated. The district is also facing general capacity issues, which have been temporarily alleviated through modular classrooms; however, the district hopes to provide additional class space to absorb future growth which is expected to continue. In December of 2007 the District presented to the voters with additional bond needs that the

District felt were necessary to complete the new high school and other necessary capital facilities. However, the bond failed.

Madison County School District is the second highest employer in the County. Thus the growth related to the school district will impact future employment and economic development.

School District 322: Sugar-Salem School District 321

The Sugar-Salem School District incorporates the Sugar City and Salem areas as well as students from the surrounding area, from the community referred to locally as Plano on the west to beyond the town of Newdale on the east. On the north it borders Fremont County, following the Henry's fork of the Snake River, and on the south it borders with Madison School District and the city of Rexburg. The District has five schools including one traditional high school located in the town of Sugar City, an alternative high school, a junior high school covering grades 7-8, an intermediate school for grades 4-6, and one elementary school.

Enrollment for the district is approximately 1,400 students.⁷ The District projects enrollment will continue to increase for the next several years, with an average annual growth of approximately 2 percent. The majority of the increase will occur in the elementary student population.⁸ Based on the 2007 appraisal analysis, the District anticipates several maintenance and construction projects that will be necessary to maintain satisfactory appraisal ratings. The anticipated cost to provide the necessary improvements and renovations is approximately \$4.5 million, or 455,000 annually over a five year period. The Sugar-Salem School District allocates (in 2007 dollars) \$414,000 annually which includes lottery funds and local revenue.

Sugar-Salem School District is the ninth highest employer in the County. Similar to Madison County School District, future growth will impact employment and economic development.

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 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 in Rexburg, 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 and has approximately 12,842 students attending the fall semester this year (2007).

Although on-campus housing exists, availability is minimal because most of the student housing is off campus. There are two on-campus dorms for men which house 470 students; and there are five on-campus dorms for women which house approximately 900 students. However, recently there were 156 new units of on-campus married housing. More housing will be made available and existing structures will be utilized, according to demand.

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

⁷ The actual enrollment as of September 2007 was 1,368. Source: Sugar-Salem School District.

⁸ The District projects elementary school enrollment will grow by 98 students. The intermediate school population will grow by 85 students, with the junior high population increasing by 61 students. The high school population is expected to increase by 52 students.

are tailored to fit students' interests. As a two-tiered institution, BYU-Idaho offers associate and bachelor's degrees ranging from accounting to computer science and 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 to allow more students to attend. 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. As a result of the large student body, BYU Idaho has had a dramatic impact on the housing market in Madison County, specifically in Rexburg City. In addition, BYU-Idaho is the largest employer in the County with 1,000 to 2,000 jobs. Thus, it is important to maintain a strong relationship with Madison County regarding enrollment growth and future facility planning.

Quality and Accessibility of Education

Madison County seeks to expand opportunities for partnerships with business organizations and educational institutions such as school districts, alternate education programs, the university, and city governments. The goals of the County in relation to developing this collaboration effort are centered around three main objectives: 1) to expand opportunities for partnerships between school districts, alternate education, the university, cities and the County; 2) to expand opportunities for education to all areas of the County; and, 3) to participate and collaborate with school districts in discussions regarding the placement or location of new schools. These objectives are designed to promote the development of public policies that build and preserve communities by encouraging local collaborative efforts.

Partnership Opportunities

Madison County understands the importance of working with business organizations and educational institutions to provide a link between business needs and educational training and programs. In addition, the County desires to explore opportunities for continuing education through existing educational institutions and increase coordination between educational organizations and the community by focusing on opportunities for shared facilities. These policy goals must be founded on strong mutual efforts between the County and educational institutions.

Linking Businesses and Training

Several organizations have formed collaboration efforts on the basis of increasing quality educational opportunities. In September 1993, the Claremont California City Council and the Claremont Unified School District Board of Education formed a community task force. This action provided the impetus for further growth of joint partnerships focused on community development and educational growth between the City and the School District.⁹ Smaller programs also serve as ways to unite the community with government agencies to further educational opportunities by providing direction and achievable tasks.

The County desires to work with local organizations and educational institutions to provide a link between business needs and educational training programs. In addition there is an opportunity to explore continuing education throughout the County, facilitated by existing educational institutions. BYU Idaho offers several programs related to local business needs. The Department of Agriculture and Life Sciences offers programs in agribusiness, plant and animal sciences, biology, exercise and sports science, health science, horticulture and nursing. These programs can help support the strong agricultural industry throughout the county, as

⁹ Source: *Cities Counties and Schools Partnership* (CCS Partnership), <http://www.ccspartnership.org/caseStudies/cp/ClaremontProfile.doc>.

well as providing workforce training for the local health care sector. In addition, BYU offers business related degrees in communication, accounting, business management, economics and computer information technology. According to the Idaho Department of Labor, national and global companies are attracted to the computer-trained, bilingual labor force found at BYU Idaho. The university also offers courses in architecture and construction, automotive technology, chemistry, mechanical engineering and physics which can help develop a diversified and highly trained workforce.

Other vocational opportunities that can be promoted by the County include the ITT-Technical Institute, located in Boise, which has six different schools of trade. They are information technology, electronic technology, drafting and design, business, criminal justice, and health science. The Sage Truck Driving School, located in Blackfoot has provided top quality, comprehensive driving training to thousands of students for nearly 20 years. Also, Eastern Idaho Technical College, located in Idaho Falls, offers training in 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 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.

Cooperation Through Shared Facilities

The County desires to increase coordination between educational organizations and the community by exploring opportunities for shared facilities. The current Idaho statute authorizing the joint use of school district property can be found in Title 33, Chapter 6, Section 33-106 which states the board of trustees of each school district can “authorize the use of any school building of the district as a community center, or for any public purpose, and to establish a policy of charges, if any, to be made for such use.”

There are difficulties that can arise from interlocal cooperation for shared facilities, as the County, cities within the County and school districts have differing priorities and funding structures. This can often discourage cooperation and lead to individual community strategies. However, a joint partnership between the County and the school districts regarding educational growth and capital facility planning can benefit from clearly defined objectives designed to promote successful dialogue and interlocal cooperation. Formal methods to facilitate cooperation can include establishing meetings with shared agenda items and the development of policy statements that assure collaboration centered on similar goals. It is important to also develop informal practices centered on regular communication. This develops trust and allows an avenue to explore issues of shared interest. Also cooperative efforts may extend beyond sharing of facilities and center on specific issues that affect both entities like literacy or health related issues. For example, the St. Maries Joint School District #41 in Benewah County California established goals to improve education partnerships within the community and with the school. The school district initiated a partnership with the Rotary Club and the Benewah Community Hospital to support literacy programs.

Expanding Educational Opportunities

The County also desires to expand the availability of education to all areas of the County by supporting technology and communication infrastructure and to help expand the use of technology as an instrumental tool for distance learning. The County will also encourage educational organizations to offer summer and online courses and continuing education to traditional and non-traditional students. As mentioned above, there are several educational institutions located in, or near, Madison County that offer vocational and professional training.

Capital Facility Planning

This General Plan also supports participation and collaboration with school districts in discussions regarding the placement or location of new schools. The County should regularly attend school district meetings regarding long-range school district planning. Both public school districts anticipate the need for new capital facilities and improvements. In August

2006, Madison School District passed a \$40.5 million bond to be repaid over 20 years to accommodate growth and provide necessary renovations and remodeling capital needs. In addition, the Sugar-Salem School District indicates continued enrollment growth of approximately 2 percent, with a need for several maintenance and construction projects that will be necessary to maintain satisfactory appraisal ratings. The anticipated cost to provide the necessary improvements and renovations is approximately \$4.5 million, or 455,000 annually over a five year period. Based on the projected growth in the area and the desire to provide quality services to residents and students, the County feels it is important to increase coordination between educational organizations and the community by exploring opportunities for shared facilities and cooperation regarding capital facility planning

5) Economic Development

Vision Statement Excerpt

Continued economic growth is essential to many aspects of Madison County's future. Among the issues tied to economic growth, employment growth is of utmost importance to the community. With an increasing County population and increasing enrollment at Brigham Young University – Idaho, job growth is essential to providing opportunities for Madison County residents to remain in the County and to attract university graduates to live and work in the County. Providing for this desired economic and job growth in a way that is sensitive to the other values of the community is a special opportunity and challenge facing Madison County. By guiding development in a manner that is compatible with the values of the community and conducive to the overall quality of life, the livability and prosperity of Madison County will be protected and increased for the future.



Madison County's economy is diversifying from its historic roots in agriculture

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. In addition, economic development activities help to build strong, sustainable communities. Madison County is benefited by a strong state economy and low unemployment rates. This chapter will address Madison County's primary goal to improve and diversify the local economy to ensure a sustainable economic tax base. The first section will provide a general background of the economic conditions that exist in Madison County. Following this section, the General Plan will address tourism and recreation in Madison County, the agricultural industry as a key component of the County economy, and employment and commercial growth. The General Plan will then address expansion of the property tax base through basic sector industries and manufacturing. This plan will also discuss education as an economic tool and the County's desire to support entrepreneurial development. Finally, this chapter will discuss maintaining public facilities necessary for job creation.

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. This Economic Development Chapter is intended to meet these requirements and communicate community desires for a productive and sustainable economy.

Goals and Objectives

Goal 1: Improve and diversify the local economy in order to ensure a sustainable economic base while supporting the economic goals of Rexburg and Sugar City.

Objective: Market and develop Madison County as a tourism and recreation destination.

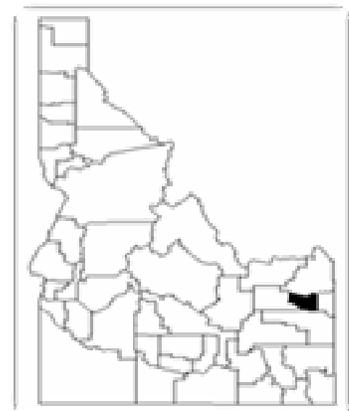
- Policy: Work with neighboring jurisdictions and public land management agencies to jointly promote the Upper Snake region as a recreational destination.
- Policy: Adopt and implement County practices encouraging recreational development in appropriate places.
- Policy: Provide information to make visitors aware of the resources available within the County (recreation, shopping, dining, etc.).
- Policy: Gather research data regarding current tourist demographics, purpose of visit, and satisfaction levels.
- Policy: Promote a tourist-friendly culture and implement tourist-friendly signage.
- Objective: Maintain and support the agricultural industry as a key component of the County economy.
 - Policy: Identify key agricultural areas for protection in a Madison County Future Land Use Plan.
 - Policy: Explore the employment of agricultural preservation tools such as conservation easements, and transfer of development rights to support agricultural landowners in their choice to continue farming.
 - Policy: Encourage complementary development in agriculture-related fields, such as potato processing.
- Objective: Retain and expand the availability of local jobs and commercial opportunities within the County.
 - Policy: Support individuals, business, economic developers, planners, grant applicants, local government and other customers by developing and distributing demographic and economic materials to assist in business, education and economic decision-making.
 - Policy: Work with BYU Idaho and alumni to proactively recruit new businesses to the area.
 - Policy: Develop a plan to proactively market the County as a retail and recreational location.
 - Policy: Be a resource for businesses regarding potential financing, including grants, incentives, funding programs and financing options.
- Objective: Expand the property tax base through basic sector industries and manufacturing that will have high personal property values (i.e., plant equipment) and that will create supporting jobs in non-basic sectors.
 - Policy: Work extensively with state economic development organizations to proactively attract basic sector industries to Madison County as part of a systematic recruiting program.

- Policy: Provide assistance with the development process and land assemblage in order to enable development that will bring higher-paying jobs into the community.
- Policy: Provide allowances for development of targeted industries near needed resources.
- Policy: Support infrastructure that will attract and support industries with higher-paying jobs, including expansion of the airport, high-technology fiber optics, and transportation connections to key highways and arterials.
- Objective: Develop top-quality schools in order to be competitive in attracting new business development
 - Policy: Encourage community involvement with local schools.
 - Policy: Expand opportunities for continuing education and vocational education.
- Objective: Support entrepreneurial development.
 - Policy: Provide information and technical assistance to those interested in starting a business in Madison County.
 - Policy: Help companies identify new market opportunities.
 - Policy: Encourage entrepreneurship through education, workforce training, business incubation opportunities, grants, cost sharing, and incentives.
- Objective: Upgrade public facilities necessary for job creation.
 - Policy: Aggressively pursue grants to construct and rehabilitate public facilities such as sewer, water, streets, etc.

Overview of Economic Conditions

Madison County is located in the southeastern part of Idaho, near the Wyoming border. The County seat is Rexburg. Idaho Falls, which lies outside of the geographic boundaries of the County, is a major regional center that attracts shoppers from surrounding cities and counties – including Rexburg and Madison County. While sales are definitely “leaking” out of the County to Idaho Falls and other locations, the County 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. In addition, Madison County’s proximity to recreation attractions, the presence of educational opportunities, and the strong agricultural sector can provide diverse economic opportunities and resources.

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



MADISON COUNTY

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 from its current levels, it will continue to expand through 2008 and 2009 at a rate faster than the national economy.¹⁰ This environment is conducive to economic development and encourages 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.

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.

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

The closest airports to Madison County 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

Madison County is well served by US 20 and Idaho 33, the intersection of which produces the highest traffic counts in the area.

Rail

Madison County is 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 carload capacity. Some of EIRR’s largest customers are General Mills, Taylor Produce, and Ririe Grain.

Trucking

¹⁰ *Idaho Economic Forecast*, Vol. XXX, No. 1, January 2008, p.5

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

Madison County is served by UPS, Federal Express and Airborne.

Utilities

The development and quality of life for residents of Madison County is partly dependent on the availability of affordable, sustainable, and safe infrastructure and services. Each type of public facility or service offers a unique set of challenges and must adapt to growth and change. Idaho is recognized for its low-cost utilities and is ranked among the lowest in overall business costs, electricity cost and the cost of natural gas among other western states.¹¹

Currently there are several utilities serving the County, including: gas, electricity, telephone and fiber optic. All utilities feel they can provide sufficient capacity to meet the increasing demand on their individual systems.

Quality of Life

Due to its magnificent scenery and geographic location, Madison County offers wonderful recreation opportunities and outdoor adventure tourism. The County's recreation activities include fishing, hunting, snow sports and water sports, camping and wildlife observation. Madison County is also near other recreation areas including Jackson Hole, Sun Valley, Targhee, and 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.

In addition to recreational opportunities, Madison County is home to BYU Idaho, a four-year institution with associate and bachelor's degrees ranging 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 campus sports, arts, service, and social events to more students has also been a major focus. The access to education will create increased interest and demand for jobs within Rexburg and the County, where students can remain in the community after graduation. Going forward, this highly-trained workforce, with bi-lingual skills, as well as the advantages of a small-town university community, will be a strong attraction to many businesses.

With large agricultural areas, the County has a strong farming appeal and quality. Currently, Madison County includes nearly 320,000 agricultural acres of land (46 percent of the total land in the County), zoned as irrigated agricultural, pasture land, dry grazing or meadow land. The County desires to maintain and protect the agricultural aspects of the area while promoting productive residential and commercial growth.

Growth and Development

The relative cost of building in the County, in comparison to Rexburg, has a significant impact on development patterns, especially as financing sources become tighter and the housing market slows down. The cost of building a new home (\$150,000 in construction costs only), will be an estimated \$13,624 less in the County than in Rexburg City. 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).¹² 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

¹¹ "Idaho Compares Favorably to Other Western States", Idaho Department of Labor.

¹² The land prices were provided by Rexburg City. 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.

in Rexburg. This cost discrepancy is encouraging development to occur outside City boundaries, thus impacting the residential development strategies of the County.

Employment

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.

MADISON COUNTY Historical Population and Employment Growth							
	2000	2001	2002	2003	2004	2005	2006
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

In Madison County, from 1996 to 2007, agriculture has declined slightly as a percent of total employment – from four percent to three percent. 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).

Madison County Employment									
	1996			2006			Difference		
Madison County	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

Madison County Employment									
	1996			2006			Difference		
Madison County	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage	Average Employment	Percent	Average Wage
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

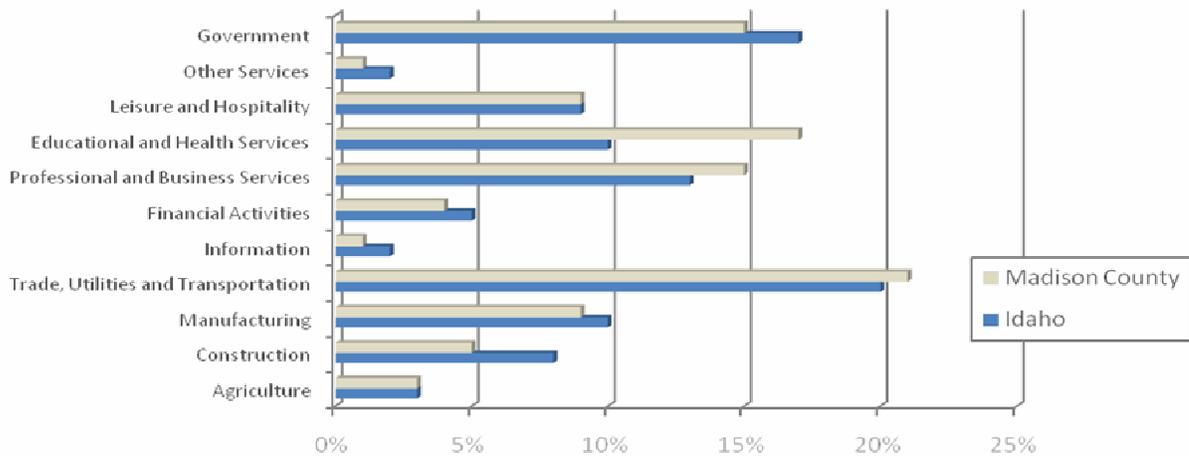
Source: Idaho Department of Labor, LYRB

State of Idaho Employment									
	1996			2006			Difference		
Idaho	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

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 SECTORS AS PERCENT OF TOTAL



Hospitality, Tourism and Recreation Development

Due to its magnificent scenery and geographic location, Madison County has the potential to increase its visitor base for recreation and outdoor adventure tourism. The County’s recreation activities include fishing, hunting, snow sports and water sports. Madison County is also near other recreation areas including Jackson Hole, Sun Valley, Targhee, and 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.

An important dimension of tourism in cities and urban areas is information, or how a city or county can make itself more tourist-friendly. This includes creating information systems that facilitate ease of travel and the promotion of available information on customer preferences and requirements, seasonal changes, age groups etc. In addition, areas must understand how to develop enduring attractions which will provide sustainable development. The dissemination of information and promotion of industry understanding affects economic growth, development opportunities, tourism growth and transportation.

Historic Data Regarding Tourism

In 2004, a comprehensive study was completed to determine the economic impact of the tourism industry in the State of Idaho. This study, commissioned by the State of Idaho Division of Tourism Development and completed by Global Insight Inc., assessed the direct, indirect and induced impacts of traveler spending as reported in D.K. Shifflet & Associates’ Performance/MonitorSM travel survey and Office of Travel and Tourism Industries (OTTI) data on international visitation.

The report illustrated that traveler spending in Idaho totaled \$2.97 billion in 2004, with the largest percentage of spending occurring in Ada County (38 percent of the total). Madison County received approximately one percent of the total visitor spending, with regional spending equal to nine percent of the total. It is important to note that the average spending per county, excluding Ada County, is one percent. The areas analyzed include transportation, food, lodging, entertainment and shopping.

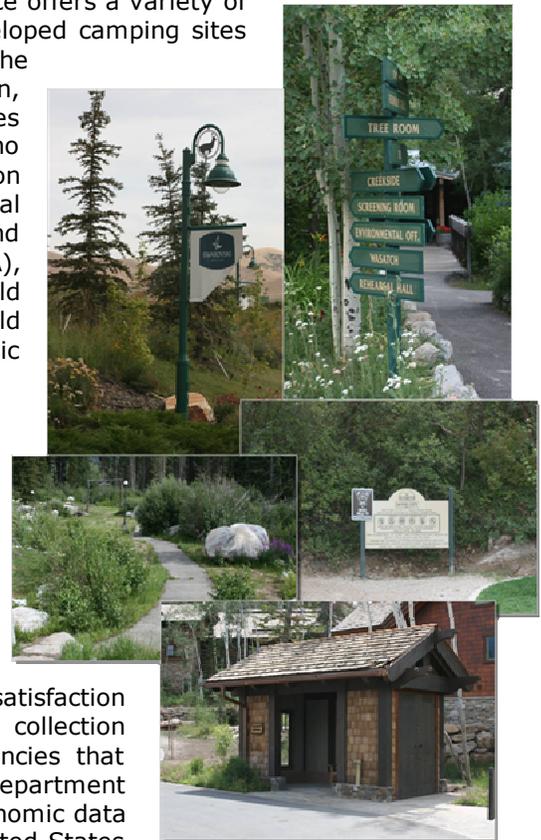
In addition, traveler spending supported 68,839 jobs in Idaho in 2004, with 47,203 jobs in tourism sectors. Tourism generated an additional 9,679 indirect jobs and 11,957 induced jobs. Of these, 744 were based in Madison County.

Total Visitor Spending: County (US\$ millions)							
2004	Transport	Food	Room	Entertainment	Shopping	Total	Share of State
Madison	3.58	11.41	4.2	3.61	9.29	32.09	1%
Bonneville	67.35	39.84	35.38	16.73	61.33	220.63	7%
Fremont	0.15	1.87	6.91	0.97	4.31	14.2	0%
Jefferson	0.28	1.15	0.6	0.97	1.29	4.29	0%
Teton	2.14	1.91	6.21	1.87	5.12	17.25	1%
Total Region	73.5	56.18	53.3	24.15	81.34	288.46	9%

Promoting Tourism Industry Growth: Agency Cooperation

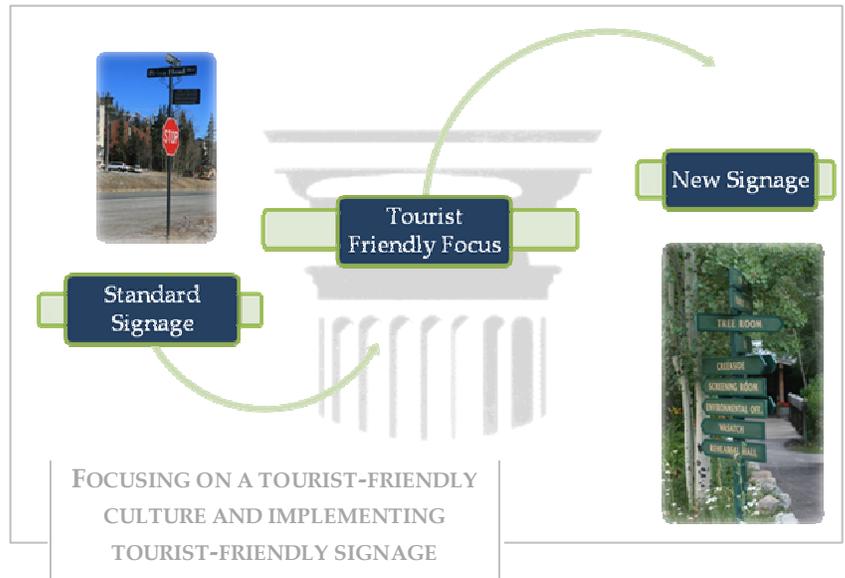
The General Plan focuses on promoting cooperation with neighboring jurisdictions and public land management agencies to jointly promote the Upper Snake region as a recreational destination. The Bureau of Land Management manages several field offices designed to promote recreational activities and land utilization. The Upper Snake Field Office serves Madison County and is located in Idaho Falls. This office offers a variety of recreational sites and facilities for visitors, including six developed camping sites and four undeveloped sites. Other recreation field offices in the surrounding area of Madison County include the Salmon, Challis, Shoshone and Pocatello Field Offices. These field offices promote a diversity of recreational opportunities for Idaho visitors involving the Salmon River, Craters of the Moon National Monument and Preserve, the Blackfoot River Special Resource Management Area (SRMA), the Pocatello SRMA and the Pocatello Extensive Recreation Management Area (ERMA), the Snake River Vista Recreation Site for the BLM's Burley Field Office, hiking, fishing, boating and caving. The County should adopt policies and practices that will encourage economic development utilizing the surrounding recreation areas.

In addition, the General Plan suggests developing information to make visitors aware of the resources available within the County (recreation, shopping, dining, etc.). This can be done in several ways. The County should utilize existing mediums for delivery of information including the County and City websites, printable brochures and other publications. The County should promote and gather research data regarding current tourist demographics, purpose of visit, and satisfaction levels. This can be accomplished through periodic surveys of visitors, customer satisfaction reports, and demographic information collection. The data collection process should be supplemented by state and federal agencies that already collect and interpret industry statistics. The Idaho Department of Commerce and the Idaho Department of Labor provide economic data in relation to statewide and region-specific industries. The United States Bureau of Land Management (BLM) provides information regarding land policies, regulations, and other recreation legislation specific to BLM lands. Utilizing these resources and other collected data, the County should establish yearly reporting mechanisms, including benchmarking standards and goal setting to promote accountability and industry development.



Promoting a Culture of Tourism

Another key component of the County’s recreational development is to promote a tourist-friendly culture and implement tourist-friendly signage. This should follow land use development that promotes a sense of community by creating a destination area. The County, in partnership with municipal governments, should promote signage that is both aesthetically pleasing and functional in nature. Recreation signage should also provide easy access to local attractions and regional destinations. This focus can also translate into uniform lighting, enhanced landscaping and trails, and improved bus stops and shuttle services which can also promote a sense of community and uniformity.



Supporting the Agricultural Industry

A key component of the County economy is the strong agriculture industry. 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 with 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. Agriculture is largely located in the unincorporated County and remains an important economic generator for food processing plants which are located throughout the County and within the City of Rexburg. Specific agricultural areas should be defined for protection in the Madison County Future Land Use Plan, and the County should explore the employment of agricultural preservation tools such as conservation easements, and transfer of development rights to support agricultural landowners in their choice to continue farming. Economic development programs should also encourage complementary development in agriculture-related fields, such as potato processing.

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/wind power development in the area.

Jobs and Commercial Growth

In addition to promoting and protecting agricultural development, the General Plan is focused on supporting individuals, business, economic developers, planners, grant applicants, local government and other customers by developing and distributing demographic and economic materials to assist in business, education and economic decision-making.

The County will also work with BYU Idaho and alumni to proactively recruit new businesses to the area and develop a plan to proactively market the County as a retail and recreational location. The County will serve as a resource for businesses regarding potential financing, including grants, incentives, funding programs and financing options. The primary goal of these policies is to retain and expand the availability of local jobs and commercial opportunities.

Job Growth

Long-term employment projections¹³ 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.

MADISON COUNTY Population and Employment Projections				
Projections - Madison County	2006	2010	2015	2020
Employment	14,317	18,008	20,613	22,573

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

The County should actively pursue jobs with good wages, including expansion of education and health care, manufacturing, high technology and business/professional services. Madison County 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.

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. 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.

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.

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

¹³ Long-term projections are generally made for a ten-year period.

EMPLOYMENT GROWTH PROJECTIONS BY INDUSTRY Madison County						
	2006	Adjusted 2006*	2006	2020	2020	Increase
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
TOTAL	12,223	14,317	100%	22,573	100%	8,256

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. Madison County 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 County economy will suffer, not only in the loss of basic jobs, but also in the multiplier impacts on the dependant service and retail industries.

Madison County needs more economic diversification in order to reduce dependence on agricultural employment and relatively low-paying jobs at call centers. Currently, the County relies heavily on employment at BYU-Idaho for its higher-paying jobs, with a large percentage of the population also employed at the County's school districts, the hospital and within the County government. Major, private employers in Madison County include the following:

LARGEST EMPLOYERS IN MADISON COUNTY	
Business Name	Employment Range
Brigham Young University - Idaho	1,000 - 2,000
Madison School District #321	600 - 800
Western Wats Center	N/A
Melaleuca Inc	400 - 600
Artco	N/A
Madison Memorial Hospital	400 - 600
Discovery Research of Utah	N/A
Wal-Mart	200 - 400
Sugar Salem School District #322	200 - 400
Madison County	100 - 250

Source: Idaho Department of Labor, 2006 data

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.

Commercial Growth

Commercial growth is analyzed in this report from the perspective of future retail opportunities based on current sales leakage information, and development based on sectors that currently provide a competitive advantage. In addition, this section will briefly address sectors that may

be underutilized and thus offer opportunities for expansion, including retail opportunities based on current sales leakage information and location quotient statistics.

Most of the existing business parks and office space in Madison County, shown below, are located in Rexburg City. The County will need to designate additional areas for business park development if it is to keep up with the future growth in demand. Future commercial

development should coincide with the County’s goal to preserve the current quality of life by properly integrating new development into an urban setting and focusing on centralized commercial space.

MADISON COUNTY BUSINESS PARKS		
Subdivision Name	Location	Number of Lots
Valley Wide Cooperative	West Main Street	30
Airport Commercial Park	Airport Road	20
Trejo Professional Park 1, 2	4 th South	15
Madison Professional Park	Near Hospital on East Main	6
Professional Plaza	East Main Street	13
Walker Addition 1, 2, 3	4 th North & 2 nd East	24
Artco Business Park	North 2 nd East	11
Rexburg Business Park 1, 2	North 2 nd East	26
Wilcox Business Park	South Yellowstone Hwy	6
Henry’s Fork Plaza	South Yellowstone Hwy	14+
<i>Source: City of Rexburg</i>		

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.¹⁴

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

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

The County 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.

The retail sales analysis is supplemented by a comparison of the County’s location quotients for super sector industries. Location quotients provide a way to compare the industrial activity levels among different areas of the state and the country. In general, location quotients are ratios that compare the concentration of a resource or activity, such as employment, in a

¹⁴ 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.

defined area to that of a larger area. For example, location quotients can be used to compare State employment by industry to that of the nation; or employment in a city, county, metropolitan statistical area (MSA), or other defined geographic sub-area to that in the State. The Bureau of Labor and Statistics provides a location quotient calculator that uses the Quarterly Census of Employment and Wages (QCEW). The table below summarizes the location quotients for Madison County, compared with Statewide and national industries.

Comparison of Location Quotient by Area (Super sector)		
	Madison County to Idaho Statewide	Madison County to US Total
Natural Resources and Mining	0.73	2.10
Construction	0.63	0.91
Manufacturing	0.83	0.82
Trade, Transportation, and Utilities	1.06	1.09
Information	0.68	0.50
Financial Activities	0.82	0.64
Professional and Business Services	1.17	1.16
Education and Health Services	1.56	1.31
Leisure and Hospitality	0.90	0.87
Other Services	0.48	0.36
Source: Bureau of Labor and Statistics		

The comparison of location quotients illustrated above helps to identify regional, as well as national, competitive advantages in specific sectors. If the economic base of a region is in industries that are declining nationwide, then the County should refocus economic incentives to attract alternative industries. If the economic base is concentrated in sectors that are growing, this suggests an advantage for the County. The information presented in the above table suggests Madison County has regional advantage in trade, transportation and utilities, professional and business services, and education and health care services. Similarly, information from the Idaho Department of Labor regarding the 2014 occupational projections for the East Central Region of Idaho suggests the occupations relating to professional and business services, specifically computer software engineering and environmental engineering, and jobs related to education and health care services like nursing and teachers will be among the top 50 sought-after jobs. The occupations were categorized based on three major criteria – the abundance of jobs in the economy relating to the specific occupation, the occupations that are growing the fastest, and the occupations with the highest pay. Occupations were ranked based on a combined score of the three categories.

With the growth of BYU Idaho and the availability of four-year degrees, the County should partner with the university to encourage students and programs to center around the greatest needs in the area. Many of the occupations projected by the State require professional degrees, from associates’ to masters’ degrees or PhD’s. Thus, a cooperative effort may help bolster the regional economy with a highly-trained workforce and entrepreneurial students that may attract new industries to the area. The university offers courses in architecture and construction, automotive technology, chemistry, mechanical engineering and physics which can help develop a diversified and highly-trained workforce. The County desires to work with educational institutions to provide a link between business needs and educational training and programs. In addition there is an opportunity to explore continuing education throughout the County, facilitated by existing educational institutions.

As illustrated in the location quotient analysis, Madison County has a regional competitive advantage, as well as a national advantage in relation to health care services. Total and non-

taxable sales data also suggest that the County has a significantly large percentage of medical-service providers, thus indicating a regional market that is drawn to the area largely because of Madison Memorial Hospital. With a relatively young population, generally health care services do not experience as great of demand as with older populations. However, in this case, the higher-than-average numbers are explained by the regional draw to Madison County.

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 & prescribe fitting	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%

Data indicates that legal services are quite low in the County. In general, future development in non-basic sectors of the economy will be based on new demand generated by basic sector development (i.e., manufacturing) that creates demand for support services.

Promoting Growth Through Cooperation

To further promote employment and commercial growth, the County will focus on providing informational support to individuals, business, economic developers, planners, grant applicants, local government and other customers. The County will provide, in cooperation with other agencies, demographic and economic materials to assist in business, education and economic decision-making. Much of the information is already collected from the State level through the Department of Labor, the Department of Commerce and Federal agencies like the U.S. Department of Agriculture and the Bureau of Labor and Statistics. State agencies collect labor and economic-related information, often aggregated by County and, in some cases, at the City level. Information provided through these agencies includes historic employment data, labor projections, industry strengths, state and national comparative data, location quotients and other economic information. The County should gather and interpret this information in order to provide regional and local information that will facilitate economic decision making.

State Support Programs for Economic Development

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.

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.¹⁵ 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 Idaho. The state also provides additional property, sales and use tax exemptions for certain goods or equipment, as outlined below.

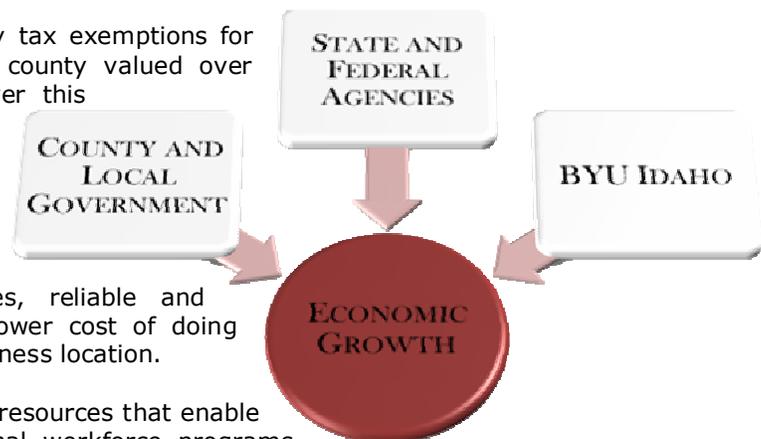
Property tax exemptions in the State of Idaho include the following:

- 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,

¹⁵ As defined in Internal Revenue Code Sections 46(c) and 48.

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 Support Programs for Economic 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.

It is also important to the County to work with BYU Idaho and alumni to proactively recruit new businesses to the area and to develop a plan to proactively market the County as a retail and recreational location. In addition, the County seeks to serve as an important resource for businesses regarding potential financing, including grants, incentives, funding programs and financing options. As stated previously, the County should also coordinate with BYU Idaho to promote education attainment around those employment areas that are projected to increase and offer opportunities for students to remain in the area.

Expanding the Tax Base: Industry Analysis

The State and regional resources described above are important tools that can be utilized to attract new business. The County should use these resources to further the expansion of basic sector industries and manufacturing that will have high personal property values, as well as create supporting jobs in non-basic sectors.

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. 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 services	457,711	-	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 Madison County 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 Madison County. Students must travel to Idaho Falls in order to receive this type of education (see **Appendix F**). The lack of a skilled and trained workforce in areas such as welding, electrical, etc., could somewhat negatively impact the County'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. The main facility is located in the desert, 60 miles from Idaho Falls, with headquarters in Idaho Falls. Idaho National Labs creates opportunities for "spin off" businesses, as patents are issued, and products are ready to be taken to market. At this point, they must move off of the federally-controlled site. Madison County, with its highly-trained workforce, are ideal locations for many of these businesses. In order to encourage this type of development, the County must provide land where these types of business ventures can "cluster," and must provide state-of-the-art technology infrastructure. Venture capital will be a critical factor for these startup businesses.

Land Capacity Analysis

The County desires to support industry growth through assistance with the development process and land assemblage. The County has established this policy in order to encourage development that will bring higher-paying jobs into the community. A land capacity analysis is used to estimate the projected demand for and supply of land for employment uses in Madison County 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. 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. Based on a survey of ratios of commercial space per 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 Madison County.¹⁶

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. Research of Madison County development standards and municipal research of industrial developments built in Rexburg over the last four years yielded an average lot coverage of 38 percent.¹⁷ 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 dependent 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	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

¹⁶ This is an average only; various businesses and types of commercial development have vastly different ratio of square feet per employee.

¹⁷ Source: Rexburg City

LAND ANALYSIS					
	Increased Employment in Madison County	SF per Employee	FAR	Additional Building SF	Acres
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

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. Therefore, the City will need to identify and zone additional industrial acres for future development.

Strengthening the Economy through Educational Opportunities

As stated previously, the County should partner with the university to encourage students and programs that center around the greatest needs in the area. Many of the occupations projected by the State require professional degrees, from associates’ to masters’ degrees or PhD’s. Thus, a cooperative effort may help bolster the regional economy with a highly-trained workforce and entrepreneurial students that may generate new businesses in the area.

In addition, there is an opportunity to explore continuing education throughout the County, facilitated by existing educational institutions. BYU Idaho offers several programs related to local business needs. The Department of Agriculture and Life Sciences offers programs in agribusiness, plant and animal sciences, biology, exercise and sports science, health science, horticulture and nursing. These programs can help support the strong agricultural industry throughout the County, as well as providing workforce training for the local health care sector. In addition, BYU offers business-related degrees in communication, accounting, business management, economics and computer information technology. According to the Idaho Department of Labor, national and global companies are attracted to the computer-trained, bilingual labor force found at BYU Idaho. The university also offers courses in architecture and construction, automotive technology, chemistry, mechanical engineering and physics which can help develop a diversified and highly trained workforce.

Also, Eastern Idaho Technical College, located in Idaho Falls, offers training in 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. The Sage Truck Driving School, located in Blackfoot has provided top quality, comprehensive driving training to thousands of students for nearly 20 years.

Supporting entrepreneurial development

The County will provide information and technical assistance to those interested in starting a business in Madison County. An off-campus Entrepreneurship Center designed to help train BYU Idaho students in formulating business plans and other business-related processes

recently opened in Rexburg. The County should participate in this program through resource sharing and the exchange of information. This program can also be used as a tool to develop the local economy around areas of strength as well as foster new business ideas. The County may also encourage entrepreneurship through workforce training, business incubation opportunities, grants, cost sharing, and incentives.

Upgrade public facilities necessary for job creation

The development and quality of life for Madison County is partly dependent on the availability of affordable, sustainable, and safe infrastructure and services. Each type of public facility or service offers a unique set of challenges and must adapt to growth and change differently. The County should aggressively pursue grants to construct and rehabilitate public facilities such as sewer, water, streets, etc. in order to provide the necessary infrastructure to support economic growth. The development of infrastructure should follow the goals and objectives relating to the public facilities portion of this plan.

6) Land Use and Agriculture

Vision Statement Excerpt

Growth affects Madison County in many significant ways. The opportunity now exists to accommodate increased growth in an appropriate manner. The corollary challenge facing the County is to reconcile the demand for growth with the core values of the community. The primary vision of the Madison County Comprehensive Plan is to ensure that this challenge is met and the values of the community are preserved and respected.



Preservation of open space enhances existing functions of parks and recreation amenities.

Within Madison County there are many diverse land uses. Among these varied uses are those that the community finds desirable and those that are viewed as detrimental. Residents support the retention and expansion of agriculture, appropriate residential and commercial development as well as certain technological and light industrial land uses. Uses that are viewed as inappropriate include high impact mining or extractive industries, noxious or heavy industrial manufacturing and residential subdivision development on agricultural lands.

Agriculture is the largest land use in Madison County. Residential and commercial development is concentrated primarily in the cities and town centers.

County residents overwhelmingly advocate continuing this practice. Preservation of agricultural land use is a top priority. Growth should be centered within the areas of city impact and existing town centers. The community opposes the development of agricultural and natural areas outside of these areas. This comprehensive plan will establish policies and objectives to achieve this end.

Goals and Objectives

Goal 1: Preserve the quality of life and existing rural character of Madison County.

Objective: Preserve agriculture as a key component of Madison County's economy, while still accommodating future rural development in appropriate areas.

Policy: Adopt a future land use map that reflects the needs and values of the community and guides future growth.

Policy: Use a variety of accepted administrative tools and programs to preserve and protect existing open spaces and agricultural lands.

Objective: Focus new development within city impact and existing community center areas.

Policy: Adopt a neighborhood center zoning ordinance for application in unincorporated areas of the County.

Policy: Implement a rural residential cluster development zoning ordinance to ensure open space preservation while accommodating growth in appropriate areas.

Objective: Provide for a graduated transition between the land uses of City of Rexburg, Sugar City, and unincorporated community centers and those of agricultural lands.

Policy: Coordinate with the Cities and Towns of Rexburg, Sugar City, Teton, and Newdale through the new Joint Commission to:
1) Establish Areas of Influence,
2) Renegotiate Area of City Impact boundaries, and
3) Coordinate zoning to ensure consistency in development standards.

Policy: Update the County zoning map to ensure future development of lands likely to be annexed into a municipality in the reasonably foreseeable future is appropriate and compatible.

Objective: Minimize the negative impact of certain heavy industrial land uses.

Policy: Develop a set of guidelines to be applied at the time of permit to all gravel excavation, hot mix asphalt operations, and other heavy industrial operations within the County.

Goal 2: Preserve key natural and open space areas.

Objective: Establish and maintain wildlife corridors.

Policy: Work with the Idaho Department of Fish and Game to develop standards to minimize detrimental impacts to wildlife as development occurs.

Objective: Ensure continued public access to river corridors and public lands.

Policy: Establish standards prohibiting development from cutting off public access to public lands and significant river corridors.

Objective: Preserve natural and agricultural open spaces and minimize potential negative impacts of development.

Policy: Develop a sensitive lands overlay zone to apply additional protections to sensitive lands including wildlife habitat, wetlands, floodplains, steep slopes, or areas with geotechnical hazards.

Goal 3: Ensure efficient use of land, public infrastructure, and tax dollars.

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

Policy: Develop a Planned Unit Development ordinance for large development projects near Highway 30 and the impact areas of the City of Rexburg and Sugar City.

Policy: Discourage "leap-frogging" and development in isolated areas. Options and tools may 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.

Background

Madison County is highly agricultural and relatively flat, with a raised bench running through the Rexburg area. The area has a high percentage (approximately 29.1%) of public land in and around the County, used for recreational and grazing purposes. The private land (70.9%) is used primarily for agricultural purposes, either for farm or range land. The preservation of historical and customary agricultural and range use is important to Madison County. Maintaining viable tracts of prime agricultural and range land is a goal for local leaders and citizens.

The County has two incorporated communities, the cities of Rexburg and Sugar City, which are home to 71.4% of the County residents, and comprise 2% of the land in the County. Sugar City is mainly a residential community, with a few commercial uses located along the state highway corridor. Rexburg serves as a major economic hub for the area offering a range of residential, commercial, industrial and educational opportunities. Public and semi-public uses are spread throughout the communities including city buildings, city parks, city well sites and pump stations, school complexes, senior center, churches and meeting halls.

The County also has small community centers of Plano, Hibbard, Thornton, Salem, Archer, Burton, Lyman, Moody, Sunnyside, Independence, Teton, and Newdale. All have minor commercial uses serving residents in the immediate area.

Existing Land Uses

Agriculture

Madison County is home to a diverse array of land uses, yet is dominated primarily by agriculture. The eastern two thirds of the County are composed of agricultural and public lands. The majority of developed areas are concentrated in the west third of the County, centered around Rexburg and Sugar City. Single family residential is the largest land use in both cities. Older commercial properties exist along Main Street in Rexburg and new commercial development is focused along the freeway corridor. Throughout the vast majority of the County, single family homes are spread throughout farm and rangeland. In addition a number of disconnected subdivisions have appeared in recent years.

Commercial and Industrial

Commercial and industrial use in Madison County has traditionally been located along the state highways and in the Rexburg area. Recent commercial development is locating within the Rexburg and Sugar City impact areas, where the demand for such services is greatest. The County is experiencing a recent surge in applications for gravel extraction and hot mix asphalt operations. These heavy industrial uses are creating conflicts with some residential areas, particularly in the northern part of the County.

Residential

Madison County has experienced tremendous population growth in the last ten years, and with that increase has come an increased demand for residential development. While it has been the goal of the County to encourage residential development to locate within existing city boundaries and impact area, the relative inexpensiveness of land in the unincorporated County, the lack of impact



Madison County has experienced large increases in residential development within the unincorporated county in recent years.

fees, and less restrictive land use regulations has resulted in an increasing amount of development pressure in the unincorporated County.

Parks and Recreation

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

Despite the convenience of these incredible resources, Madison County residents have access an abundant selection of recreational opportunities without having to leave the County including several parks, trails, and natural areas.

Future Land Use Plan

The Madison County 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 County in the future, and where those land uses should take place. This map is a guide for County staff and officials as they are evaluating development proposals or revisions to County policy.

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

1. 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 County. For example, there may not necessarily be a Rural Cluster *zoning classification*, but is a *land use designation* as described in this plan.
2. 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 "Town Center" on the Comprehensive Plan Map, but the County Zoning Map identifies their land as zoned for Transitional Agriculture (TA). In this hypothetical case, the Comprehensive Plan Map simply shows that the County would eventually like to see that area be developed in a way that is consistent with the character and manner of a Town Center, as described in this plan. A landowner may need to apply to the County for a zone change if they would like to develop their property with some commercial or residential use consistent with the "Town Center" description.

This Comprehensive Plan is intended to be a long term vision for land use within the County. 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. If prepared correctly, the plan should maintain its effectiveness as a guide for the County for many years.

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

Townsite Development

Madison County is home to a number of historic townsites including Plano, Hibbard, Thornton, Salem, Archer, Burton, Lyman, Moody, Sunnydell, and Independence. These communities will serve as nodes for future neighborhood development within the County. It is the vision of this plan for these townsites to develop within the framework of their historic gridded plats. Utilizing the regular and predictable framework provided by the historic grids will prevent uncoordinated and sprawling development, and will preserve a sense of local community and connection. By completing development of the original townsite plans, new development will integrate appropriately into these communities and strengthen their historic form. Townsite development will provide opportunities for residents to dwell in a small town setting, while providing needed services, amenities, and public facilities in an effective way.

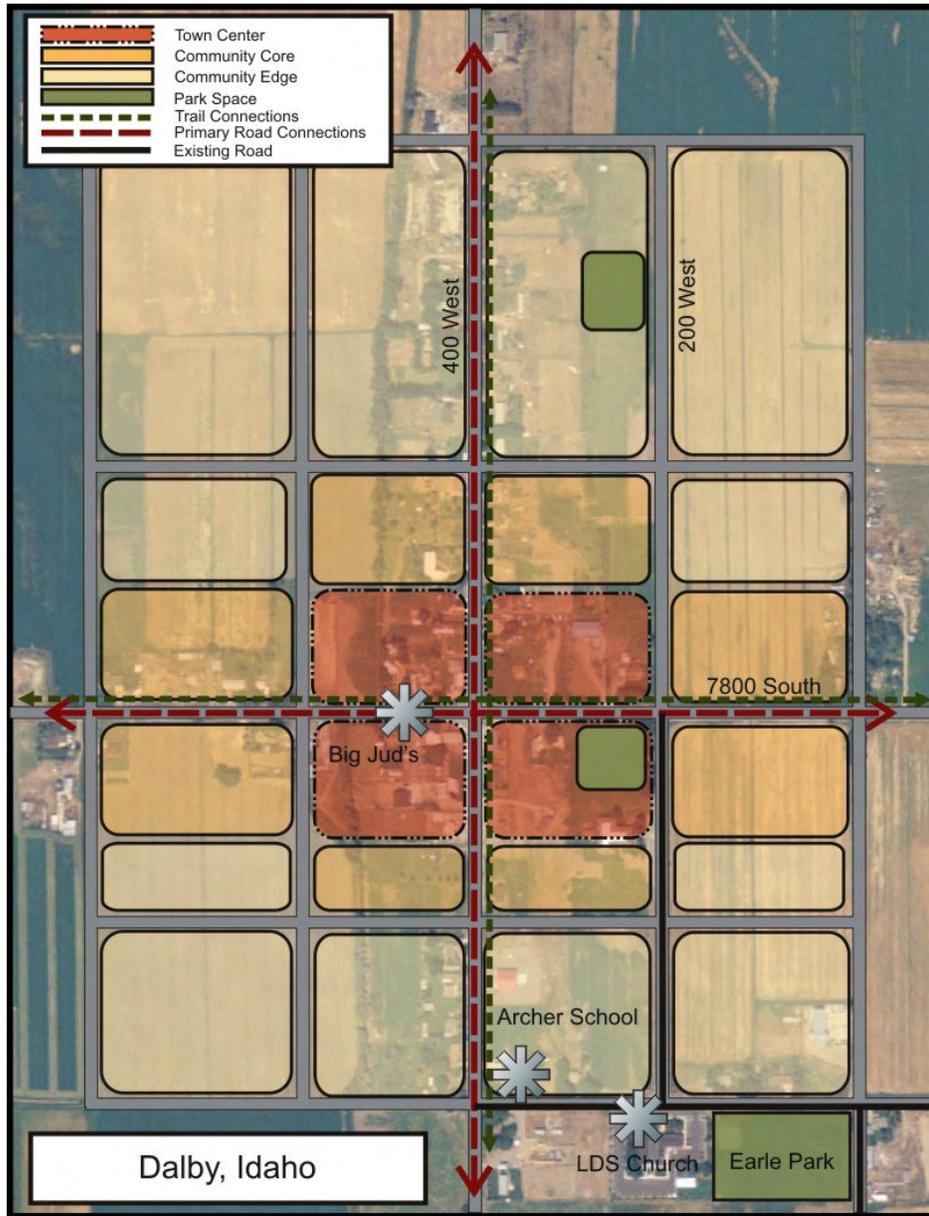


Small-scale commercial businesses, parks, churches, schools, and smaller residential lots complement Madison County's historic townsite

Residential development within townsites will be primarily traditional scale single family homes. Neighborhood scale commercial development, as well as social and cultural facilities such as parks and churches will be provided for in the center of each townsite. These "town centers" will provide for basic social and cultural needs and cater to local business. The scale and amount of development will be regulated to maintain the small community character and strengthen each townsite's unique sense of place.

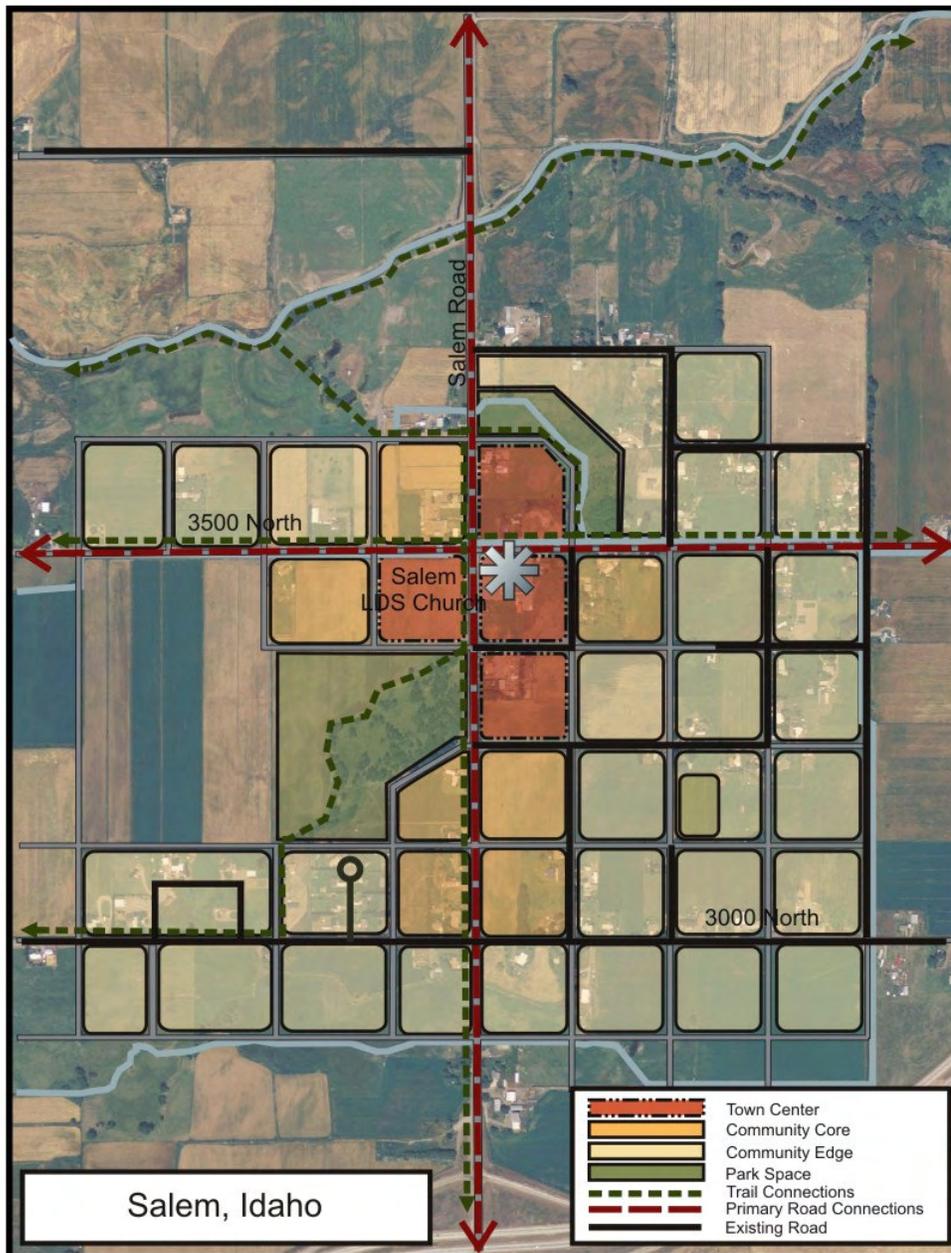
The clustering of new development around these existing townsites will generate positive efficiencies in the delivery of services and leverage existing infrastructure investments into increased tax revenues. Additionally, this pattern of cellular, nucleated, neighborhood development complements and mirrors the future development patterns outlined in the Rexburg Comprehensive Plan ensuring a coordinated approach to land use planning.

Seven unique townsite plans have been developed: Archer, Salem, Burton, Plano, Thornton, Hibbard, and Lyman. Where historic plats exist, they were used to develop the base grid for each townsite. Future roadways connect to existing roads as much as possible, in keeping with the historic design of these communities.



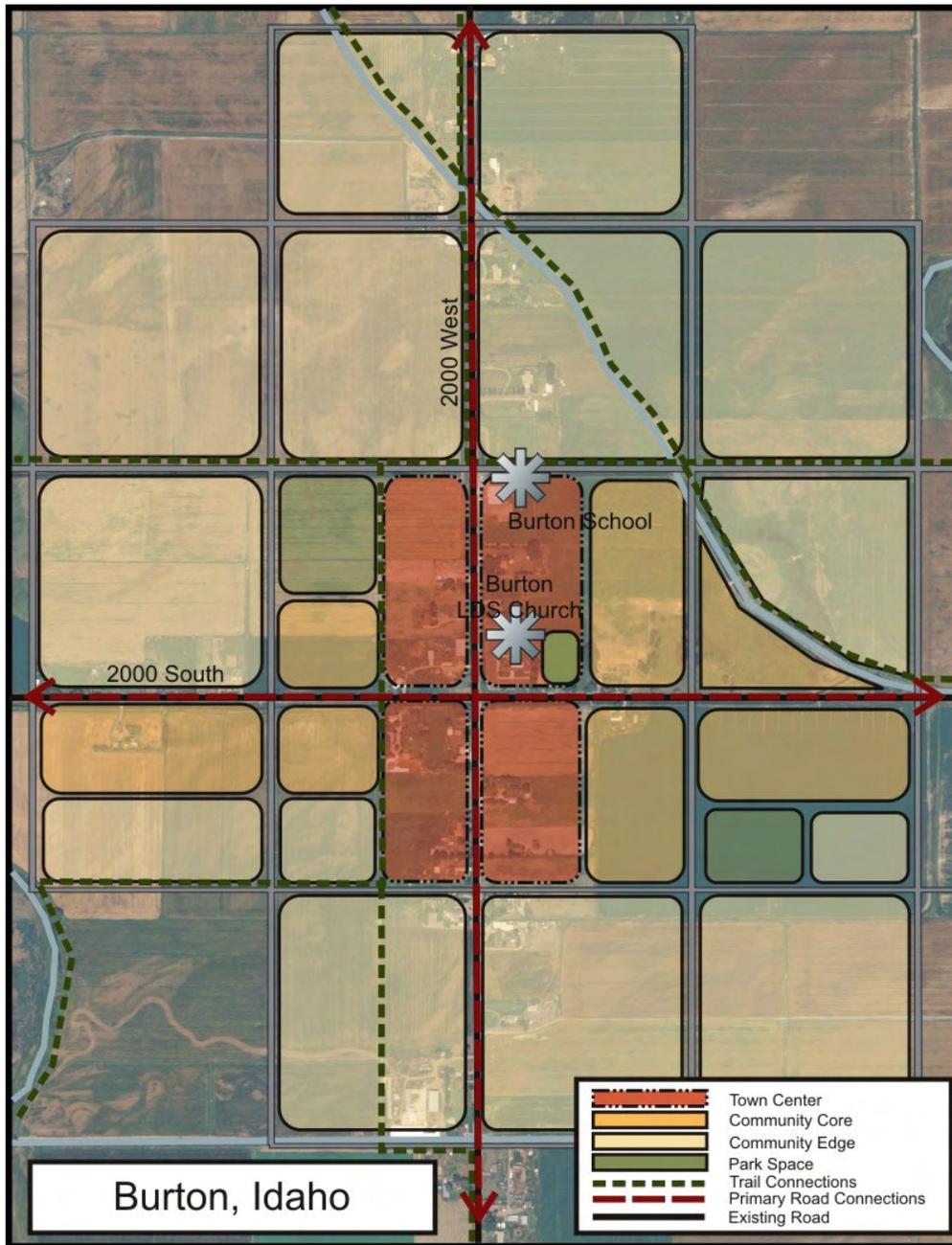
Dalby

The planned Dalby town center is located at the intersection of 7800 South and 400 West. This intersection is close to many existing community elements, such as the existing LDS Church, the Archer School, and a few small businesses, such as Big Jud's restaurant. This center is several miles from central Rexburg, and has the potential to provide a central gathering place for the southern end of the county.



Salem

The Salem townsite is located immediately west of Sugar City, to the north of Highway 20. Some elements of the historic grid exist today. The planned center for Salem is located at the intersection of 3500 North, which links directly to Sugar City, and North Salem Road, which links Salem to the city of Rexburg. This corner is home to the existing Salem LDS Church, and is easily accessed from Highway 20. The proximity of Salem to the river also improves the potential for the town to be well-connected to a county-wide trail system. Development pressure from Rexburg and Sugar City has impacted Salem, and current growth patterns are deviating from the historic grid the town is based on.



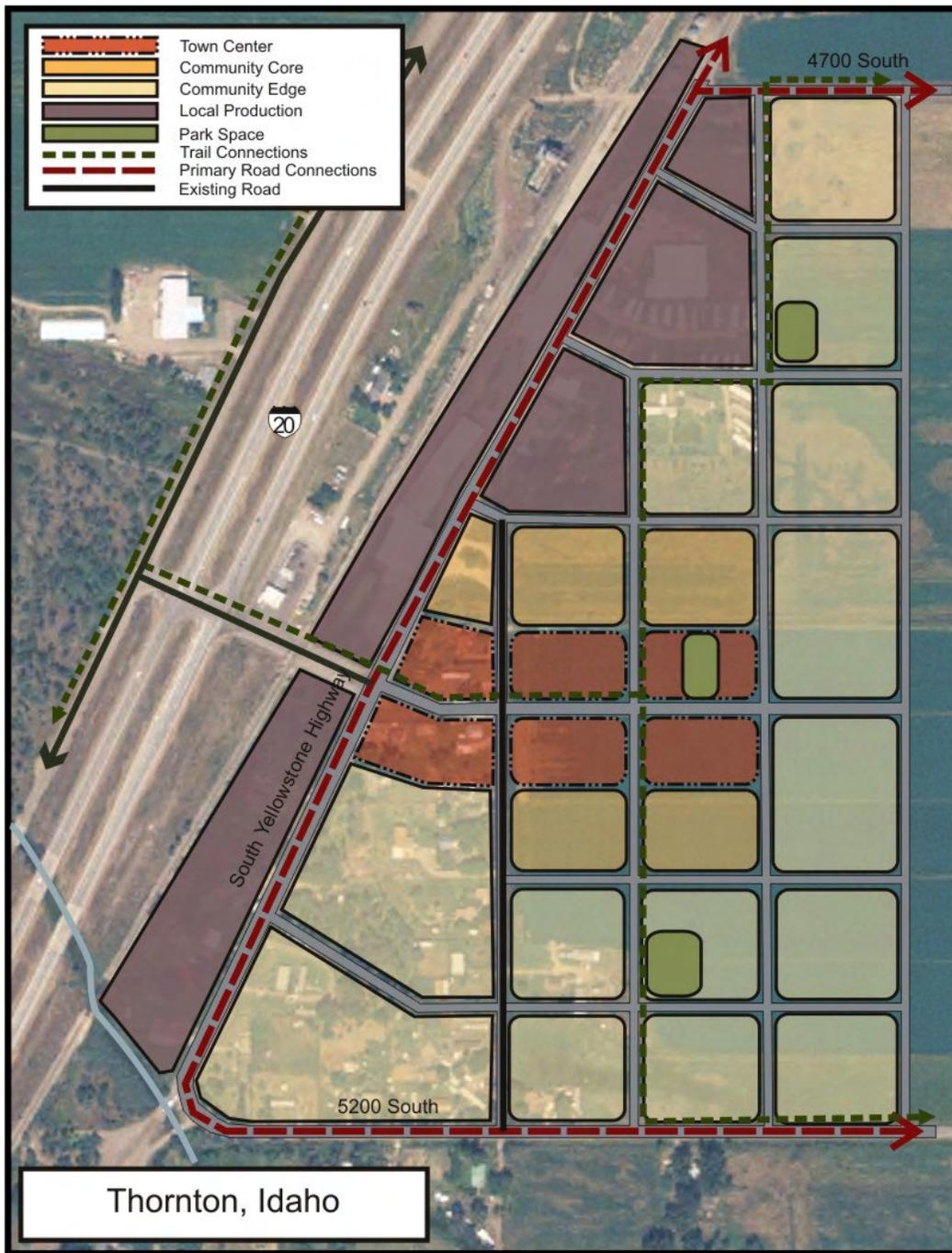
Burton

Burton’s townsite is located at the intersection of 2000 South and 2000 West. The existing Burton LDS Church is located at this corner. The Burton area is not far from the designated city of Rexburg Impact Area. For this reason, it seems likely that this area will someday be annexed to Rexburg, although perhaps not for many years. Because of its proximity to the city of Rexburg, many scattered developments are happening along the major routes through the Burton area.



Plano

The Plano townsite is perhaps the most intact of the historic grid towns in the unincorporated areas of Madison County. It is also the most remote of the seven townsites, located to the west of the Teton River, approximately 6 miles from Highway 20. This townsite is located off the major access roads of 6000 West and a half-mile south of 5000 North. The town center is planned for a short stretch along 4500 North, and because of its remote location, would serve to provide community services for just the small population that the Plano townsite could accommodate.



Thornton

Thornton is currently located immediately adjacent to Highway 20. Because of ease of access to the highway, as well as to the Old Yellowstone Highway, Thornton is home to several industrial operations. The master plan for this town site would accommodate the future expansion of industrial operations along the highway, but would also plan for the development of a town center in the heart of the community, as well as the expansion of residential areas for Thornton. The northern border of the planned townsite is 4700 South, with 5200 South defining the southern border.



Hibbard

The Hibbard townsite is located approximately three miles from the city of Rexburg, at the intersection of 2000 North and 3000 West. Located at this intersection is the Hibbard LDS Church. The Hibbard School is located approximately one-third of a mile from the town center. Hibbard has largely developed linearly along 3000 West. The planned townsite would disperse the development in a grid away from the main arterial, relieving some of the auto traffic pressure on the road. A few canals bisect Hibbard, which provide potential strong connections to a county trails network.



Lyman

The Lyman townsite is located at the intersection of 6000 South and 2000 West, approximately 6 miles south of Rexburg, between the townsites of Thornton and Archer. The Lyman LDS Church is located at this intersection. With a lot of development occurring along "Archer Road" (2000 West), focusing development in a townsite at Lyman is key to producing smarter growth through this corridor.

Centralized Commercial and Industrial Development

The majority of commercial and industrial development within the County currently occurs within the Rexburg and Sugar City impact areas. Madison County is supportive of expansion of these economic sectors, and encourages new commercial and industrial development to be focused primarily within city impact areas. The County should work with Rexburg and Sugar City to create opportunities for new commercial development within these areas. This development will capture tourism and local retail spending.



Large commercial and retail developments focused on regional and tourist markets should be located at highway interchanges for maximum visibility and access for those populations.

Freeway and highway corridors in Madison County should be protected from sprawling commercial and industrial strip development. Industrial development should occur in designated cluster areas. Industrial uses comprise one of the few land uses which is appropriately separated from others in most cases. By clustering industrial uses, efficiencies in transportation and infrastructure are created. Aesthetic quality will also be preserved as freeway and highway corridors and the views from them are protected from sprawling, linear development.

Additionally, there should be accommodation and planning for neighborhood scale commercial in the center of the historic townsites of the County, and any new townsites that are planned. Smaller-scale and localized commercial uses allow residents to meet most of their day-to-day needs within their neighborhood or townsite, thus reducing traffic on major transportation corridors, easing dependence on automobiles and fossil fuels, and even preventing and reducing air quality problems.

Open Space Preservation

One of the most common concerns cited by County residents during the master plan process was the preservation of open space. This open space consists of agricultural, Forest Service, Bureau of Land Management, County, city, and private land located throughout the County. The unique quality of life that Madison County residents enjoy is directly tied to the abundant open space and natural land in the County.

Agriculture is a customary and traditional use in the County and represents the history and origins of the County. This land combined with other open space lands represents air and water quality, wildlife habitat, biological diversity, and an economic, emotional, and cultural mainstay in the County. Madison County is laced with braided river and stream corridors. These riparian areas provide for unique and irreplaceable habitats and recreational resources. Preservation of these waterways is a key element and objective of this land use plan. By encouraging development within existing areas of city impact and around designated townsites, meaningful and functional open space will be preserved.

Integration of open space into new development is also a critical component of this plan. Focused development must include useable open space as a direct amenity to residents, employees and visitors. Examples of these types of spaces include neighborhood and pocket parks, greenways, trails, small plazas, squares, parkways etc.

The county may want to consider tools such as Transfer of Development Rights (TDR) programs, conservation easements, and even purchase of development rights as implementation tools for preservation of large tracts of open space. Appendix C provides a summary of TDR programs, how they are set up and administered, and how they can help communities with large preservation goals.

Rural Cluster Residential

Demand for rural residential development in Madison County has increased steadily in recent years. There is a spectrum of housing and lifestyle opportunities offered within Madison County. Many people have chosen to live here because they like the small town, rural atmosphere of County living, and have no desire to live within the Cities or towns. Both the residents and the County Officials would like to see the most intense development in the County to be located within existing cities. However, the County Officials recognize that development requests outside the cities will arise. Development within the rural portions of the County should reflect its rural/small town surroundings as much as possible.



Clustering residential development preserves the open spaces and vistas which make an area feel rural.

In an effort to allow for some development potential within the rural portions of the County, but minimize sprawl, the County has decided upon a policy which allows for a range of responsible development options. One option is rural cluster residential development. Rural cluster residential offers these residents an opportunity to live away from the cities, 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 take the same number of homes allowed on a tract of land, and groups them together. Lots sizes can include any range of 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 use 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 County 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 land owner which would then continue to farm or maintain the land as they would any other agricultural parcel. A homeowners association, or HOA, can be given management responsibility with the option for the County to take over management if they default on their responsibilities. A third, 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.

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.

Agricultural Preserve

The preservation of agricultural land is a key component of Madison County's future. Across the County, and nation, agricultural land is being converted to residential development. This developed land is nearly impossible to return to agricultural use. Despite the current economic concerns related to agricultural production, the value and importance of agricultural is expected to increase over time as transportation costs increase and population grows and becomes more sensitive to issues of sustainability.

Perhaps most importantly, however, is that agriculture is part of the Madison County heritage. It is extremely unlikely that population growth will increase enough to put pressure on all land within the County for development. Given the reality that the County will grow, this plan identifies areas suitable for future development, and areas that are less suitable to development for a number of reasons including:

- 1) Distance to infrastructure and services
- 2) Value of land for agricultural purposes, and
- 3) Sensitivity of land due to natural or environmental conditions.

Generally, this plan identifies areas closer to the cities and historic townsites as areas more suitable to development, and areas in the more remote parts of the County as lands best to preserve as agricultural ground.

Again, the county may want to consider tools such as Transfer of Development Rights (TDR) programs, conservation easements, and even purchase of development rights as implementation tools for preservation of large tracts of agricultural land. Appendix C provides a summary of TDR programs, how they are set up and administered, and how they can help communities with large preservation goals.

Comprehensive Plan Map Classifications

The Madison County Comprehensive Plan Map contains a number of land use designations.

Agriculture

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.

Agriculture/Recreation

The Agriculture/Recreation designation applies to lands of agricultural character of historical agricultural use that are now primarily used for recreation and cabin or ranch living. Agriculture/Recreation land is not intended to be subdivided for intense residential development, but may be developed as rural cluster residential. Development within Agriculture/Recreation areas will be subject to additional development regulations to protect the unique qualities of these areas. Such regulations may include wildlife-friendly fencing, establishment of a specific building envelope, hillside protection, fire-resistant landscaping, etc.



An example from Park City, Utah illustrating the type of development likely to occur within the Agriculture/Recreation overlay district.

Open Space

This land use designation indicates lands that 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.

Rural Cluster

This land use designation includes lands where residential development is allowed at an overall base density of one unit per two acres. Clustering of development onto smaller lot sizes, while maintaining large tracts of open land is encouraged, and may even be required for subdivision projects over a certain size.



Example of a rural residential cluster development

Town Center

The town center land use is intended to be a flexible area where a variety of land uses are encouraged. Most historic townsites have a traditional center where churches, commercial buildings, and parks have been historically sited. In addition to these traditional town center land uses, the County has identified these areas as places where higher density housing would be appropriate. While the highest density housing in the County should be located with existing cities, single-family housing with densities ranging from 8 to 12 units per acre are appropriate, as are multi-family dwellings such as duplexes, fourplexes, and small apartment buildings. A traditional style of development for town centers, and one that is encouraged by the County, is actually a mix of land uses within a single building, such as housing over retail.



Example of neighborhood-scale commercial that could locate in a town center

Community Core

The community core is used to describe areas where residential development densities ranging from 6 to 8 units per acre are desired. These areas, located adjacent to town centers, will provide a lifestyle opportunity for families and individuals looking for a small town atmosphere. Here they can enjoy the slower pace of a rural townsite, but still have convenient access to most daily needs including places to worship, play, learn, and shop.



Example of a community core housing possibility.

Community Edge

Similar to the community core, the community edge is a residential area with densities ranging from 0.5 to 4 units per acre. The primary difference between the edge and core areas is that residents in the community edge have large enough lots that they have lot sizes large enough allow for some limited agricultural uses such as vegetable gardening, or the stabling of a few large animals. This land use is intended to be a transitional area between the historic townsites and the truly agricultural lands which surround those townsites.



Example of a community edge housing possibility

Commercial

This land use designation includes lands intended to serve the need of the Madison County community at large. Automobile service, retail, office, restaurant and similar types of uses are allowed under this designation.

Local Production (Light Industrial)

This land use designation includes light industrial and manufacturing uses such as research and development, and clean technology assembly and production. These uses have no negative impact on surrounding areas and produce no noise, odor, dust or other nuisances that travel beyond the property lines.

General Industrial

This land use designation includes land uses traditionally considered as industrial, such as mineral extraction, gravel processing, or asphalt hot mix plants. These land uses have minimal impacts on surrounding areas, but may have a limited amount of noise, odor, or dust that travels beyond the property lines.

Heavy Industrial

This land use designation is not shown on the future land use map, but may be allowed as a conditional use within locations of the County where it will have very minimal impact on surrounding land uses. Heavy industrial includes land uses that have a more significant amount of noise, odor, or dust that travels beyond the property lines.

7) Natural Resources and Hazardous Areas

Vision Statement Excerpt

Madison County is also rich in natural resources. The use and stewardship of these resources is of prime importance to the future of the quality of life in the County. Conversely, the County must work to mitigate the effects of natural hazards by developing and designing with nature and not in opposition to it. County residents also value the clean water and air that are hallmarks of their rural environment. Preserving these resources is a key concern for Madison County. Through recommendation of policies and procedures, this comprehensive plan will light the path to a future of sustainable growth and environmental stewardship.

Goals and Objectives

Goal 1: Protect the health, safety, and welfare of Madison County residents by directing growth away from hazardous areas and sensitive lands.

Objective: Protect property and residents from natural hazards including: flooding and other flood events, seismic events, landslides, rock fall, or subsidence.

Policy: Develop and adopt a sensitive lands overlay zone to regulate development in hazardous areas.

Policy: Maximize retention of hazardous areas as open space by identifying these areas as open space in a Madison County Future Land Use plan.

Objective: Protect sensitive lands (wetlands, riparian corridors, wildlife habitat, water bodies and rivers, and other unique natural features) from the impacts of development.

Policy: Employ appropriate land use regulatory tools and conservation programs to protect sensitive lands and critical open spaces.

Policy: Develop and adopt a sensitive lands overlay zone to regulate development in sensitive lands.

Natural Resources

Soils and Topography

About one-third of the county lays in the valley floor in the western part of the county where the Teton River enters the North Fork of the Snake River and the North Fork enters the South Fork of the Snake River. The rolling foot hills of the Rexburg Bench extend east to the Teton Mountains and form the east boundary of the county. The eastern two-thirds of the county feature rolling hills with higher timber areas in the southeast corner.

A small corner of the northwest portion of Madison County is a very sandy area known as Egin Bench. It is underlain with lava rock which holds underground water to nearly ground surface. This is a rich farming area. Thus, the county has four main physiographic divisions. These divisions are the forested mountains in the southeast area, the uplands in the eastern half of the county bordering the forest area, the river tenaces formed by the action of the South Fork and Henry's Fork of the Snake River and by the North and South Forks of the Teton River, and the Aeolian covered lava plains along the west side of the county.

The **General Soils Map (Map x)** shows the soil associations within Madison County. A soil association is a landscape that has a distinctive proportional pattern of soils. It normally

consists of one or more major soils, at least one minor soil, and is named for the major soils. The soils in one association may occur in another association but in a different pattern.

From a planning standpoint, knowledge of soil associations is very important. Soils are indicators of native vegetation and wildlife habitats. Knowledge of the soils in any given area can help define the land use potential for agriculture, recreation, or urbanization.

The Madison County Soil Survey assisted in the development of major goals and objectives relative to agriculture and other guidelines of the Comprehensive Plan. Local developers and governmental agencies with jurisdiction within Madison County should refer to this survey for assistance in determining the suitability of an area for various land uses.

Hydrology

Map x shows a dramatization of the various rivers and major creeks, canals, and laterals which traverse Madison County. The water flow in the eastern portion of the county is generally in a northerly direction with Canyon and Moody Creeks and their tributaries emptying into the Teton River. Water flow in the western portion of the county is generally in a south or westerly direction with the North and South Forks of the Teton River emptying into Henry's Fork of Snake River. Henry's Fork then flows southwesterly until it meets the South Fork of Snake River; together they form the mainstream of the Snake River as it flows south.

Water Supply

Domestic water supply is plentiful throughout the county. The underground reservoir of water averages less than 100 feet depth in most areas. Agriculture lands in the county receive water from reservoirs and storage capacity. Major storage water originates at Henry's Lake Island Park Reservoir, Grassy Lakes Reservoir, Palisades Reservoir, and Jackson Lake.



The Snake and Teton Rivers cross through Madison County providing critical water resources to the County

Major irrigation diversions in the county are situated along the South Fork of Snake River, Henry's Fork, North and South forks of the Teton River, and Canyon Creek.

The Rexburg Bench has adequate irrigation water as a result of deep well drilling into a plentiful underground water supply. Over thirty canals in the county are generally adequately supplied with only periodic problems at the end of the Rexburg canal due to a high number of users.

In some areas of the county, drainage of land has proved to be a successful practice. Approximately twenty large drains in the Burton area have developed many acres of good land from otherwise marginal land. More than likely, this program will continue to be implemented in the years ahead.

Underground water supply in the county is quite abundant. Good water can be located at thirty feet in the valley flat lands. On the lower and upper portions of the Rexburg Bench, water location varies from between ninety and seven hundred feet, respectively.

According to geothermal studies, Madison County has some potentially valuable areas for geothermal development. Sugar City's Comprehensive Plan states that a geothermal heating system is being considered for implementation in Sugar City as part of the total rebuilding effort following the Teton Dam failure.

If these geothermal studies are implemented, a geothermal demonstration unit might be constructed in the vicinity of Sugar City. As a side benefit, more federal money might be set aside for research and development of this potentially significant hydrologic resource of Madison County. Reference should be made to the appendix which contains the results of a county planning questionnaire relative to geothermal development in the county. Basically, public opinion shows that geothermal energy should be explored as a source of power within Madison.

Hazardous Areas

Based on the Stevenson-Wydler Act of 1980, the Technical Assistance Program at the Idaho National Engineering Laboratory (INEL) 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, avalanches, landslides, and range and forest fires.

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).



Potential damage caused by fault lines relay the importance to build accordingly and provide for the safety and security of the community.

There are a number of faults that have the potential to affect Madison County. The most active significant fault in our area is the East Teton fault. It would be the most likely cause of severe damage in Madison County. 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 collapse. There are also other faults (the faults

on either side of the Driggs graben and Centennial horst, for example) that could cause significant damage in Madison County.

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 Madison County must meet the requirements of the Uniform Building Code Zone 2B due to seismic hazards. It is also recommended that County planners address emergency actions in the event that an earthquake does impact Madison County. More detailed seismic information for Madison County can be obtained from the geology department at BYU-I.

Flooding

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 FRIM for Madison County which indicates flood-prone areas within the 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 County. 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 in Rexburg.

It is recommended that county planners ensure that future construction in the flood zones 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.

There are three basic options for the management of floodplains:

- 1) No net loss: Anthropogenic changes to floodplains cannot result in a net loss of "floodway." In other words, if any part of a floodplain is "built up," then a corresponding amount must be "dug out". This policy is straightforward and easy to enforce, but does not ensure that floodplain development will not have an adverse impact (because volume is not the only, nor necessarily the most important, variable governing flood behavior. This policy is the practice currently enforce in Madison County.
- 2) No net rise: Under this policy, if there is proposed development in a floodplain then someone (determined by County ordinance) must demonstrate that the development will not cause any net rise during a flood. This policy requires that a drainage/flood model be developed. This policy allows accurate assessment of flood hazards, but is more costly. FEMA recommends this policy.
- 3) No Adverse impact: Under this policy, if there is proposed development in a floodplain then someone must demonstrate that the development will not cause any "adverse impact" on the area. This policy included the "no net rise" policy, and also includes other aspects of the environment (i.e. it concerns itself with the total environmental impact and not just with flood levels. This policy required that a drainage/flood model be developed and that "adverse impacts be defined. The national Association of Floodplain Managers recommends this policy.

The “No net rise” and the “no adverse impact” policies both require the development of a drainage/flood model. There are several ways that County could approach this including:

- 1) The county could require that any developer in the floodplain be required to produce a model. This approach discriminate against small developments, is not efficient, and leads to problems in inter-model consistency.
- 2) The county could develop a model and charge developers a fee to “run” each scenario.
- 3) The county could develop a model and give (or sell limited rights to) the model to developers, who would hire someone to run a scenario.

Avalanches, Landslides, and Debris Flows

Severe snowstorms are common in Madison County during winter months. Avalanche dangers may exist in the Big Hole Mountains but typically do not affect the residents of the County. Currently, the mountainous areas are uses ad recreational areas and have very few permanent residents. It is recommended that areas susceptible to avalanche hazards not be developed into highly populated areas unless proven to be in the public interest.

Despite the fact that there are few permanent residents in avalanche-prone areas, there is a growing concern for the safety of winter recreationalists. Snowmobiles allow people to cover far more area, and access far more remote areas, than ever before in the winter. Backcountry skiing and snowboarding is also becoming more popular and also allows individuals to put themselves into potentially risky situations. Madison County residents benefit from the many miles of snowmobile and backcountry trails maintained in the winter, but must exercise caution when traveling into areas of steep slopes. Madison County should work with the Targhee National Forest to ensure that appropriate warnings, weather reports, and snow pack conditions are easily accessible to those recreating in these areas. Depending on the popularity and visitation counts of these areas in the winter, avalanche safety training course or materials may also be appropriate.

Potential areas for landslides or debris flows include the Big Hole Mountains, areas along the face of the Rexburg Bench, and around Menan Buttes. It is recommended that county planners be aware of this potential hazard and address development in these areas accordingly.

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.

Range and Forest Fires

Madison County includes both desert type areas (rangeland and barren land) and forest areas. Both land types can sustain a fire that could impact county homes, businesses, and the environment. Typically, County farms and homes border the desert type areas, which are comprised of lava rock and sagebrush rangeland vegetation.

Wildfires are difficult to prevent a**nd are a part of the natural ecosystem throughout much of the Intermountain West. However, there are several strategies that individual landowners and residents can employ to reduce the risk of property damage from wildfire. These include:



Madison County contains several forested and natural areas that are prone to wildfires and must be maintained properly to avoid potential emergencies.

- Using fire-resistant building materials
- Maintaining a defensible space of cleared land around buildings and fuel storage tanks
- Providing adequate access for emergency vehicles
- Actively manage roof: Clean roof and gutters of leaves and debris leaves at least twice a year to eliminate an ignition source for potential fires.
- Stack firewood away from house: Locate firewood uphill at least 15 feet from your home. Do not stack firewood under a deck.
- Remove unhealthy vegetation: Trees and shrubs that are stressed, diseased, dead or dying should be removed so that they do not become a fuel source for potential fires.
- Choose surrounding vegetation wisely: Maintain a greenbelt (irrigated if possible) immediately around your home using grass, flower garden, and/or fire-resistant ornamental shrubbery. An alternative is rock or other non-combustible material, which may be preferable if your house is made of wood or other flammable materials. Avoid using bark or wood chip mulch in this area.
- Break up haystacks and manure, and disperse any other type of combustible fuel.
- Do not burn household trash.

Residents of the more remote areas of the County should be aware of the limitations of living in a remote area and how that affects potential emergency response times. All County residents in rural areas should read and understand Madison County's Law of the West.

Volcanic Hazards

Madison County is located in close proximity to Yellowstone National Park, which is a nested set of three gigantic volcano calderas. This volcanic system has erupted three times, all several million years ago. These eruptions are extremely violent, and one of them would destroy Madison County. These eruptions are very infrequent, and the likelihood of one occurring is extremely remote.

The Snake River Plain and surrounding areas are volcanically active. Basaltic volcanism can destroy property, but it unlikely to lead to the loss of life. It should not be considered a significant threat to the county.

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 County. Hazards associated with any new industry should be assessed by County planners prior to allowing new the industry into the County.

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.

Hazardous Chemical Storage

Hazardous chemicals stored properly do not pose and 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. County 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. County planner should ensure areas of previous chemical spills are remediated and cleaned to meet federal and state standards prior to redevelopment of the land.

Air Pollution

Because of topography and meteorological conditions, Madison County 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.

Additional air quality impacts arise from agricultural practices, periodically, such as blowing dust and smoke. Given the rural nature of the County, controlled field and ditch burns are common practice for farmers. Before a burn, farmers must have a permit and the local fire department must be alerted. This practice is not anticipated to be a significant source of air pollution for the county or region, and will likely be allowed to continue into the future unless wildfire concerns deem otherwise. Another concern arising from the growth happening in the County is fugitive dust from construction sites and roads.

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

Propane Tanks

Propane is highly explosive when heated under confined conditions and is also a fire hazard. Propane is used to heat some homes and businesses within Madison County. It is recommended that County planners ensure that propane tanks are located away from traffic areas and potential heat sources. Any propane tanks owned by county agencies need to be checked for leaks and any ignition sources removed from areas around the tanks. Information should be made available to the public explaining the hazards of propane.

Railroad

The railroad provides a vital service for the agricultural industry. However, county planners must 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.



Agricultural hazards should be considered when authorizing expansions to current rail networks.

Three Union Pacific railroad lines run north and south across 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 County planners address this potential hazard by developing plans for train accidents within the County. The emergency plans need contingencies for human injury and death resulting from impact, fire, explosion, and hazardous chemical release.

Grain Silos

From 1900 to 1980, more than 1,200 grain elevator explosions occurred in the United States. Occupational Safety and Health Administration (OSHA) estimates that between 1974 and 1984, there were some 200 explosions at U.S. mills and grain elevators, resulting in more than 600 deaths and injuries. Often poor housekeeping, especially uncontrolled grain dust, has been suspected as the cause of these explosions. Silos are located throughout Madison County. County planners should address development around the silos. The operators need to follow OSHA regulations in controlling dust levels around and within the silos.

8) Transportation

Vision Statement Excerpt

With growth in population and economic activity comes increased demand for transportation infrastructure. The vision of the Madison County community is for a comprehensive transportation network serving the needs of all residents and visitors. Choices in transportation infrastructure investment have a substantial but often overlooked effect on urban form. Therefore, the choices made in regards to transportation must be evaluated by their effect upon the form of the County's built and natural environment. Madison County residents support development within or proximate to established cities and town centers. This paradigm reduces the cost of new development while leveraging greater value from the community's investment in existing infrastructure and reducing maintenance costs. It is extremely important to Madison County residents to provide for all modes of transportation including pedestrian, bicycle and feasible transit facilities. This plan will provide the framework for meeting the transportation demand with inducing greater demand and adversely affecting the cherished character of the community.

Goals and Objectives

Goal 1: Provide a coordinated, connected transportation network to accommodate the accessibility and mobility needs of all Madison County residents, visitors, and businesses.

- Objective: Create a County-wide transportation master plan that includes multiple transportation modes, and anticipates future transportation needs.
 - Policy: Maintain a Madison County Transportation Master Plan Map detailing the location of current transportation infrastructure and planned future expansion.
 - Policy: Work within the framework of the Comprehensive Plan and the Madison County Transportation Master Plan to guide locations of future roads, discouraging building sites that will interfere with the orderly development of the road system.
 - Policy: Discourage inward facing subdivisions with few connections to surrounding developments, and require all new development to provide clear connection to existing and future transportation networks and neighborhoods.
- Objective: Maintain the "farm to market" viability of key County roadways.
 - Policy: To provide reasonable but not unlimited access onto County roads, especially those considered arterial, collectors or "farm to market" roads. This may require frontage roads on some major County thoroughfares.
- Objective: Develop comprehensive design standards for the construction and maintenance of transportation infrastructure.
 - Policy: Adhere to the five-year maintenance and capital improvements schedule for County roads.
 - Policy: Require all new development to provide sufficient transportation means to serve that development, through subdivision and other ordinances.

Policy: Require all weather surfacing of all of Madison County's streets through subdivision design requirements and other methods.

Policy: Require standard turnarounds for emergency and County equipment at the ends of all roads.

Objective: Coordinate planned development of new transportation infrastructure.

Policy: Ensure that right-of-way requirements are sufficient to meet not only current needs but future needs as well. If additional right-of-way is needed for an existing road, the County should use any available tools to obtain it, such as placing requirements as conditions of a building permit.

Policy: Coordinate with the State Transportation Department and the cities of Sugar and Rexburg in planning, maintenance, and construction of transportation infrastructure.

Objective: Provide an integrated system of sidewalks, bike lanes, and multi-use paths.

Policy: Require new development to provide or demonstrate accommodations for pedestrians and bicycles and access to existing pedestrian/bicycle facilities.

Objective: Work with school districts to ensure their transportation needs are taken into account in all County transportation planning decisions.

Policy: Integrate safe walking and biking routes to schools into the Madison County Transportation Plan.

Goal 2: Leverage investment in transportation infrastructure to generate and promote increased economic development.

Objective: Consider the availability and type of transportation infrastructure in the land use decision-making process.

Policy: Locate land uses in areas where transportation infrastructure is tailored to the character of the land use, locate the right business in the right place.

Goal 3: Encourage and facilitate non-vehicular transportation modes such as biking and walking.

Objective: Minimize avoidable automobile travel by locating economic and public activity centers within walking distance of residents.

Policy: Focus development of residential, commercial and public facilities within city impact and town center areas.

Objective: Promote pedestrian friendly site design in economic and public activity centers.

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 is incorporated into this document directly and by reference.

Existing Transportation Network

In the western part of the County, the roadway network is generally set on a square mile grid, while the eastern portion of the County has road spacings two, three, and four miles apart, running more diagonally in a southeasterly direction, following drainage patterns of the area.

The majority of Madison County Roads are paved, varying in width from 14 to 64 feet with approximately 75% of County roads being 24 feet in width. About 10% of Madison County roads are narrower than 24 feet and about 15% are wider than 24 feet.



Typical of the large paved country roads found throughout Madison County.

US 20 is a four-lane, divided highway under the Idaho Transportation Department (ITD) jurisdiction that is the principal arterial crossing Madison County.

US 20 runs in a northeasterly direction through the western half of the County between Idaho Falls and various destinations such as Island Park, Henry’s Lake, West Yellowstone, Montana and on into Yellowstone National Park. US 20 also connects Rexburg with the nearby cities of Rigby and St. Anthony. There are three interchanges from US 20 leading into Rexburg, one on the south intersecting with University Boulevard, one intersecting with Main Street (SH 33), and one on the north end of the City intersecting with the Salem Highway.

The Henry’s Fork of the Snake River runs southwesterly through Madison County, roughly parallel to US 20. There are only two crossings of the Henry’s Fork in Madison County, one on State Highway (SH) 33 about 4.3 miles west of Rexburg and another on the Hibbard- Plano Highway, four miles northwest of Rexburg. The South Fork of the Teton River runs westerly on the north side of Rexburg. There are only two north-south crossings of the river east of US 20, one on 2nd East in the City of Rexburg and one on 2000 E. This river also crosses 2000 N (Moody Highway), 3000 N, 2000 W, and 3000 W. The North Fork of the Teton River runs easterly on the north side of Sugar City, crossing County roads 4000 E, 3000 E, 2000 E, 1000 E, Salem Highway, and 2000 W.

The County has adopted road construction, access standards, and setback requirements. A new subdivision ordinance requires roads to be improved to county standards prior to being accepted into the county system for maintenance.

Current streets are in fair to good conditions; however, there have been no long-term maintenance or construction schedules in place. Maintenance has been done on an as-needed basis, as identified by the Road and Bridge Superintendent and County Commissioners. Over 37% of Madison County's tax supported annual budget is spent on street maintenance. The County Road and Bridge Department maintains all non-state county roads and contracts with Sugar City to chip, oil, and sand as needed. Communication and coordination with the state, and cities within the county, is good. The current equipment levels are adequate, but aging. Care must be taken to keep equipment and techniques up to date to retain good road conditions.

Rexburg

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 is currently being designed that will connect the south US 20 interchange with 7th South.

Sugar City

SH 33 is also the major roadway through Sugar City. The east-west portion is a three-lane roadway and is called Center Street. Sugar City maintains approximately 8 miles of roadway. The streets in Sugar City are arranged in a north-south and east-west grid, except along the railroad. Most streets in Sugar City are residential in nature and most have curb, gutter and sidewalk. There are two interchanges with US 20 leading into Sugar City, one intersects with Center Street and the other is 1/2 mile north of the City and intersects with SH 33.

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 (1500 West Street) 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 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.

In the plan, three additional sites were considered as well as expansion at the present site. Expansion at the existing airport was the least expensive in total estimated costs; however, the local share for all alternatives evaluated (expansion of existing and three new sites) ranged from \$1,075,000 (expansion of airport) to \$1,200,000 depending on the alternative new site. The private share of costs was zero for expansion of the local airport and was estimated to be approximately \$1,100,000 for any of the three new sites.

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 in Madison County is currently provided through several modes. Community and Rural Transportation (C.A.R.T.) operates a fixed route through the City of Rexburg. The bus travels the route each hour from 8:00 am to 5:00 pm Monday through Friday for a cost of \$0.60 per ride. A "Dial-a-Ride" service is offered with 24-hour notice at a price of \$1.50 per ride. C.A.R.T. also operates a shuttle from Rexburg to Idaho Falls. The shuttle runs during the weekdays, five times per day; leaving Rexburg at 7:00 am, 9:00 am, 12:00 pm, 2:00 pm, and 4:00 pm. The shuttles travel from Idaho Falls back to Rexburg the same days leaving Idaho Falls at 8:00 am, 11:00 am, 1:00 pm, 3:00 pm, and 5:00 pm. The cost of the shuttle is \$5.00 each way.

Greyhound Bus Lines operates a route that stops in Rexburg during the season that 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. Idaho State University, located in Pocatello, Idaho, operates a daily route for university students that leave Rexburg at 5:45 am and returns to Rexburg at approximately 6:00 pm. Semester passes can be purchased on a 2, 3, 4, or 5-day per week basis. Standby single day tickets can also be purchased.

Two companies offer shuttle service from Rexburg to the Salt Lake International Airport: Salt Lake Airport Shuttle Hop (S.L.A.S.H.) and Trailways Express (a.k.a. Salt Lake Express). S.L.A.S.H. runs two trips per day, one in early morning, leaving at 5:30 am, and one in the later morning, leaving at 11:30 am. Return trips leave Salt Lake Airport at noon and 6:00 pm. An additional summer/holiday shuttle departs Rexburg at 8:30 am and the return trip leaves Salt Lake airport at 3:00 pm. Trailways Express operates three regular schedules with departure times slightly earlier than S.L.A.S.H.: 5:10 am, 8:10 am and 11:10 am. Trailways will also take passengers to downtown Salt Lake City. A fourth schedule is added during summer months, holidays, and special event times. Schedule #4 leaves Rexburg at 3:50 pm and the return trip leaves Salt Lake Airport at 9:00 am. Prices for both companies are similar: between \$30.00 and \$36.00 each way, depending on how far in advance the ticket is purchased.

Pedestrian and Bicycle Facilities

There are a number of trails throughout the County that provide opportunity for transportation modes other than automobiles. These include snowmobiling, hiking, and mountain biking trails and bikeway systems as identified in the Parks, Recreation, and Open Space element of this plan.

The Trails of Madison County Committee, with the assistance of a citizen consulting team, is working on the preparation of a bike path plan. 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.

The goal of the committee was 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 Madison County. The plan includes twenty-two miles of facilities which include shared lanes, shoulder bikeways, bicycle lanes, and separated, multiple-use paths. Refer to the parks, recreation, and open space chapter of this plan for detailed trail information.

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, while Madison County and Sugar City are classified under the Rural Functional Classification System.

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. In Madison County and Sugar City, the principal arterial is US 20. This facility serves to connect communities and provide cross-regional trips. 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. SH 33 is listed as the only minor arterial on the ITD FCS map, while the Madison County map lists several minor arterials such as 6000 W, 2000 W, 2000 S and 3000 E. In Rexburg, the minor arterials are 1st N., 7th N., Barney Dairy Road, 2nd E., S. Yellowstone Highway, and Poleline Road. SH 33 is the only minor arterial designated in Sugar City.

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. The ITD FCS map designates several county roadways as major collectors such as 6000 W, the Hibbard-Plano Highway, the Archer-Lyman Highway, and Moody Road (2000 N). Minor Collectors on the ITD map



Collector streets, as shown above, provide entry into residential neighborhoods and egress to larger commercial areas.

include 3000 E, 5000 E, 3500 N, 2000 N and 6800 S. The Madison County FCS map lists parts of 1000 S, 2000 S, 1000 W, 1500 N and 2000 N as 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.

Currently, ITD has established Functional Classification System (FCS) maps for Madison County, Rexburg and Sugar City. Through their planning and zoning process, Madison County has also adopted a FCS map, which is used to determine setback requirements and regulate other development issues.

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. The following is a summary of the agencies policies and standards for right-of-way and roadway widths.

Entity	Type of Street	Minimum ROW Width	Minimum Roadway Width
Rexburg	Major Arterial	85-125'	94'
Rexburg	Minor Arterial	83-101'	70'
Rexburg	Collector	79'	55'
Rexburg	Residential Street	68'	44'
Rexburg	Rural Residential Street	68'	34'
Sugar City	Residential	68'	44'
Madison County	Subdivision	68'	24'

Madison County has implemented a pavement management system that tracks the length, width, pavement condition, and maintenance and rehabilitation history of all roads in the County. Madison County maintains 440 miles of road, varying in width from 14 to 64 feet, with nearly 75% of the roads being 24 feet in width. Only 6% of the roads are less than 20 feet in width and 15% of the roads are greater than 24 feet in width. According to the June 2002 pavement condition report, more than 95% of the County 258 miles of paved roads surveyed are in "very good" condition.

Future Transportation Plan

The Madison County Comprehensive Plan Transportation element includes three primary recommendations and guidelines for future development of transportation facilities within the County.

- 1) All County section lines are to be preserved as future farm-to-market roadways with limited access.

Madison County is an agrarian area and much of the County's economy depends on the transportation of agricultural products from farms to cities and major transportation facilities like highways and rail lines. Trucks carrying heavy loads cannot slow easily and multiple driveways and intersections along main transportation routes can create a dangerous situation. It is the policy of this Comprehensive Plan that all County survey section lines are to be preserved as farm-to-market routes, and access along these roadways should be restricted.

- 2) All new subdivisions must provide the opportunity for roadway connections at the county quarter section lines to ensure connectivity between developments.

Ensuring connectivity between subdivisions within the County is of critical importance to promote and preserve a sense of community

- 3) Develop new roadways surrounding historic and future townsites on a grid, closely matching the historic plat as appropriate. See townsite plans.

Statewide Transportation Improvement Plans

Several projects within Madison County are listed in the Statewide Transportation Improvement Program (STIP). Figure 2.13 provides an overview of the projects and their locations. These projects vary in scope and size from a new interchange on US 20 near Thornton, estimated to cost \$10,000,000, to a new sweeper truck for the City of Rexburg with a price tag of \$132,000. A new arterial that will connect the south US 20 interchange to 7th S is currently under design and scheduled for construction in 2005. Three rehabilitation projects are scheduled for 2005 and 2006: SH 33 from Sugar City to Teton County, US 20 from Salem Road to the Fremont County line, and the Rexburg Airport runway. Sugar City is sponsoring a 3.7 mile bicycle/pedestrian pathway project that will run along N 2nd E to SH 33, and then follow SH 33 to the intersection of Railroad Avenue and Center Street in Sugar City.

The Thornton Interchange project has been in the concept development stage for the past year. When this project is complete, all at-grade intersections with US 20 south of 3000 S will be closed and replaced by a new interchange in the Thornton area. Two public meetings have been held and six alternative locations have been investigated. Two alternatives, T-B and T-C have been eliminated. The remaining four concept locations are: T-A near 6500 S, T-D near 5000 S, T-G at 4700 S and T-E near 4000 S.

According to the Idaho Transportation Department, the improvement of 7th South from 2nd West to 2nd East is a part of a long-term improvement to improve 1500 South as an east-west access to U.S. 20. Plans by BYU-I indicate 7th South will terminate or diminish in importance at 2nd West.

Insert Transportation Plan Map

9) Public Services, Facilities, and Utilities

Vision Statement Excerpt

Public utilities and related infrastructure must also be addressed to ensure a safe and prosperous future for Madison County. Among the most important utilities are culinary water, sanitary sewer and storm sewer. The community vision contemplates coordinated systems for the provision of these utilities. The community's vision of centralized, sustainable development creates opportunities for centralizing utility service and provides tremendous efficiencies in the construction and operation of these utilities. These utilities are essential to prevent resource contamination and depletion by private septic and well systems. The continuing development and maintenance of these systems is essential to the protection of the County's natural resources and quality of life.



County residents support greater access to parks and trail systems such as this one above.

Overview

The development and quality of life for Madison County is impacted by the availability of affordable, sustainable, and safe infrastructure and services. Each type of public facility or service offers a unique set of challenges and must adapt to growth and change differently. This element outlines the goals, policies, and an inventory of the public facilities and services offered throughout Madison County.

Goals and Objectives

Goal 1: Promote efficient development and stewardship of domestic water resources.

Objective: Consolidate wells and create distribution systems in other town center areas.

Policy: Create a County water conservancy district to manage water distribution, rights and claims.

Policy: Require development within Areas of City Impact to connect to municipal water systems.

Goal 2: Promote coordinated development of wastewater treatment facilities.

Objective: Reduce the number of existing septic systems, and minimize new construction of individual septic systems and associated environmental and water quality risks.

Policy: Create a County-wide Local Improvement District to manage wastewater and coordinate development of new wastewater treatment facilities.

Policy: Consolidate septic systems in town centers, wherever possible.

Policy: Require development within Areas of City Impact to connect to municipal wastewater systems.

Goal 3: Promote retention and natural infiltration of storm water in new and existing development.

- Objective: Decrease public burden of maintaining natural drainage facilities.
- Policy: Require all new development to provide on site storm water management.
- Policy: Develop and enforce standards for the ownership, maintenance, and landscaping of detention basins and storm water management systems within private developments.
- Objective: Support development of new storm water management technology.
- Policy: Implement a storm water utility fee based on amount of impervious surface contributing to off site storm water runoff for each existing developed parcel.
- Policy: Offer credits or total exemption from fees for property owners that implement strategies to reduce or eliminate off site storm water runoff.

Goal 4: Maintain and increase the quality and level of service of existing County facilities for the community, and work to develop new community services and facilities.

- Objective: Develop a Madison County Facilities Master Plan to identify and plan for maintaining and improving public facilities such as the fairgrounds, airport, library, hospitals, and recreation facilities.
- Objective: Conduct a needs analysis to identify and prioritize needed improvements in community facilities.

Existing Facilities

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

County Courthouse

The County Courthouse is located at 159 East Main Street, Rexburg, Idaho. It is a historic building, built in 1922, with an annex added in 1976 after the Teton Flood. The Juvenile and Adult Probation Departments, Prosecuting Attorney, Court Administrative Offices, Courtrooms, and the Women's Correctional Facility, are located in this building. In 1996, a bond was passed to build a new jail and to renovate a building located at 134 East Main Street, which is just across the street. The Clerk, Treasurer, Assessor, Planning and Zoning, Information Technology, and County Agent are all located in this building. Both buildings contain public restrooms and currently meet ADA standards. The Courthouse and Administration Building contain meeting areas for County Commissioners, the Planning and Zoning Commission, and for other public and quasi-public meetings.

Road Department

The Madison County Road and Bridge Dept. is located at 529 Airport Road and is responsible for the maintenance and construction of 468 miles of county roads -- 279 miles hard surface and 189 miles gravel. The department operates on a \$3.0 million budget. This includes salaries and benefits, road materials such as gravel, rock, fabric, crack sealer, chip sealer, bridge materials, culverts, asphalt, equipment, equipment repairs, equipment rentals, fuel,

signs, engineering, and etc. It is likely that the budget must be increased to accommodate inflation and County growth if the roads are to be maintained in a safe condition.

Parks and Recreation

Twin Bridges Park-- Twin Bridges provides local camping (with no fee), fishing and a picnic area with a boat dock for river access. Campsites, shaded picnic tables and restrooms are also located at the park. It has a variety of day-use activities such as picnicking, boating, swimming, and fishing. The facility contains three picnic shelters, fire pits and restroom facilities. The area is rich with trees and undergrowth, a natural habitat for deer and moose. The park is also a great area for bird watching. In addition to camping, fishing and picnicking, the County Parks and Recreation department is working to develop additional acreage in this park to provide for expanded camping areas and a swimming hole for swimming. There is also a nature trail under construction.

Beaver Dick Park-- Beaver Dick Park is a 12-acre preserve situated on the west bank of the Henry's Fork of the Snake River. It was named after "Beaver Dick," Richard Leigh, a valley mountain man. This park provides 10 to 11 campsites (no fee), four picnic shelters, fire pits, restrooms, a nature trail located along a Fish and Wildlife Research Area, handicapped fishing piers, boating, and grassed play areas.

Madison County Fairgrounds--The fairgrounds are located in Rexburg but are owned and maintained by the County. A Fair Board helps to advise and plan for the facility. The facility contains an indoor arena and two outdoor arenas, three animal barns, and three exhibit buildings. The arenas are used on a continuous basis for livestock-oriented activities. All of the facilities are used for community activities and social/cultural events throughout the year.

Golf Courses --There are two municipal courses in the County: the Teton Lakes Golf Course and the Rexburg Municipal Golf Course. Rexburg Municipal is a par 35 that measures in at about 3,100 yards from blues, 2,900 from whites and 2,500 from the reds. Teton Lakes is an 18-hole championship course located northwest of Rexburg. It is a municipal course surrounded by lakes, rivers and canals. The course is a par 71 that measures in at about 4,400 yards from the blues, 5,800 yards from the whites and 5,100 yards from the reds and includes 18 holes.

Water System

The sole source of potable water throughout Madison County is the Snake River Plain Aquifer. The county does not provide domestic water to residents. Water is supplied through citywide water distribution systems to city residents of Rexburg and of Sugar City, both drawing water from deep wells. Homes in the county pump water from individual wells approved by the Department of Water Resources and the Health District. To drill new wells, the individual or developer must get permits, and there are restrictions.

The County also utilizes a natural resource in the Snake River Plain Aquifer. Future planning must take account of the deep water supplies as well as the run-off each year from snow melt in the mountains, which are the primary source for surface irrigation and for aquifer recharge. Currently there exist many claims on the aquifer which could impact the county residents' water supply for both domestic and irrigation purposes.

Water for the City of Rexburg is supplied from ground water pumped directly into the system for culinary use. 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.

Sanitation

Madison County has two waste disposal facilities -- a solid waste facility and a transfer station for household garbage. 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. This landfill will accept cement, sheet rock, wood, insulation, old hay, straw, bailer twine, rotten potatoes, dead animals, grass, trees, and garden cleanup. No liquids, hazardous materials, or garbage bags are allowed.

A transfer station located near the Rexburg airport collects residential waste. From the transfer station, the garbage is hauled to a landfill in Jefferson County which serves several counties. This transfer station accepts household waste, municipal solid waste, stuffed furniture, carpet, clothing, railroad ties, computers, televisions, refrigerators, freezers, air conditioners, white goods (washers, dryers, water heaters, and ranges), old tires, old batteries, and burn barrels (cold). All of these items have a fee. Recycling of some of the above items includes scrap steel and aluminum, refrigerators, freezers, air conditioners, washers, dryers, water heaters, ranges, old tires, old batteries and corrugates (cardboard at no charge if it is separated). The transfer station cannot accept any liquids of any kind or any hazardous materials. Old tires are burned for fuel in cement plants in Idaho and Oregon. Items containing caustic material or pollutants such as refrigerators and freezers are rendered harmless before being recycled. It is hoped that recycling programs for other items such as plastics and metal cans will be available in the future.

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. Rexburg Sanitation Department services the City of Rexburg for trash removal within city limits and PSI Waste Systems services the other areas of Madison County regarding trash removal, including Sugar City. The cost for solid waste disposal is \$.03 per pound for residents and non-residents.

Sewer/Septic System

The county currently does not offer any central wastewater system. Residents within the city limits of Rexburg and Sugar City are served by the Rexburg municipal wastewater system. 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.

Residents in the County depend upon individual or small community septic systems as approved by the health district. Greater density of household numbers increases the danger of groundwater contamination. Different soil types have varying ability to handle septic system effluent. Zoning restrictions of one household per sixteen acres (Agricultural Zoning) present no problems. One household for two acres is generally safe except in "areas of concern." One household for one acre or less can cause groundwater contamination, especially with traditional septic systems.

At present, there is a County ordinance (25 September 2000) requiring "all properties of less than two acres and all properties in areas of concern...be required to install enhanced septic systems which will produce an effluent of significantly better quality than that of a standard septic system or to install a public/central septic system...[equally applicable] to new and to replacement systems [but not to] properly functioning systems...". Eastern Idaho Public Health recommended that Madison County require that any developer wishing to have lots larger than one (1) acre be required to install a centralized system.

Library Services

Madison County currently has two library districts: the Madison Library District and the Sugar-Salem School Community Library District. The Madison Library District serves the majority of patrons in Madison County. The district, which is operated by a five-member board, has

generally the same boundaries as the Madison School District. The board members serve for five years with an election for one member being held each year, meetings once monthly. This library district belongs to a consortium of twenty-three libraries in eastern Idaho. The Idaho Falls library supplies technical support for the software (replaces the card catalog). The library has been automated for twenty-two years. The on-line address is www.lili.org/madison.

Currently located at 73 North Center Street, Rexburg, this free-standing library has excellent working relations with its patrons, with the school district, and with BYU Idaho. Part of an interlibrary loan system, the library works with BYU Idaho to provide complimentary services and acquisitions, so it has no specialized genealogical program. It does provide ten up-to-date computers for patron use for internet access plus four catalog computers. Since the last planning and zoning report (1995), need for shelving for new acquisitions has stretched the facility to the limits; consequently, there is no longer a conference room. From 2001 to 2006, the library has experienced tremendous growth. Circulation has increased 89 percent. Visitors to the library have increased 57 percent. In fiscal year 2006-07, 172,210 people visited the library, up 10,444 from the previous year. They checked out 328,854 books and other materials. The staff answered 19,663 reference questions, and 19,650 folks used the computers.

A second library, the Sugar-Salem School Community Library, is located in the Sugar Salem High School building in Sugar City. This library is one of three remaining school-community libraries in the state "grandfathered" since the Idaho Code "outlawed" such facilities in 1994, (Idaho Code 33.2737-33.2740). Supervised by a five-person library board which meets quarterly, its collection includes children's books and a reasonable selection of books for adolescent and adult use. Its hours coincide with the high school hours, with the exception of Wednesday and Thursday evenings when the library is open until 8 pm. The library is also open for three hours on Saturday. The library offers access to research websites including Idaho State databases, ProQuest and Ebsco. In addition, patrons of the library district have free access to Heritage Quest for genealogical research.

Both of these libraries limit "free" use to school district patrons. Anyone who lives within the Madison School District boundaries and/or pays property tax to the Madison Library District qualifies for a free library card. The spouse or minor dependent of someone who lives within the boundaries also qualifies for a free card. The Madison Library District includes generally all areas of the city of Rexburg, Archer, Burton, Hibbard, Lyman, and Thornton, but not Plano, Salem, or Sugar City. BYU-Idaho students and Sunbirds living in the library's geographical boundaries also qualify for a library card. The Madison Library District charges sixty dollars per year for library cards for non-residents or thirty-two dollars every six months for non-resident families.

The library districts are conducting a patron survey to determine the desirability of consolidating the two districts. If the districts are consolidated, the Sugar Salem School Community library will transition to a school library and will no longer serve as a community library. Patrons (other than schoolchildren) will go to Rexburg to use the Madison district library. The consolidated district will not build another library in the Sugar City area. The formation of a Madison County Library District will provide all the residents of the county with use of all the library facilities, governed by a single district.

Cemeteries

There are seven cemeteries located in Madison County. Each cemetery district in the county is concerned with improving asphalt roads within the cemeteries. In addition, the current land area for each cemetery is reaching capacity; thus, land expansion is a priority for most of the cemetery district. Lots are available to purchase for County residents. Discounted prices are offered to residents who purchase a lot within the cemetery district where they reside. The cemetery districts also provide a great opportunity for community service projects.

Madison County Cemeteries	
Cemetery	Location
Archer and Lyman Cemeteries	Archer
Burton Cemetery	Approximately 3.5 m SW of Rexburg
Ora Cemetery	Ora
Plano Cemetery	Plano
Rexburg Cemetery	Rexburg
Sugar City Cemetery	Sugar City
Sutton Cemetery	Archer

Schools

There are two public school districts that serve Madison County: Madison School District 321 and Sugar-Salem School District 322. The public school system is discussed in another section of this publication. In addition, Brigham Young University Idaho, a private university, is located in Madison County. It was formerly Ricks College which offered two-year associate degrees. In 2000, an announcement was made that Ricks would become Brigham Young University Idaho and would offer Baccalaureate Degrees. The increased enrollment and staff attendant on the change has contributed significantly to the population growth in Madison County.

Senior Center

The Senior Center, located at 40 South 2nd West, is operated jointly by the City of Rexburg and Madison County. The center is open regularly five days a week and at other times for special events. The building has an occupancy capacity of 400 persons, which is more than adequate to provide services for senior activities, meals, and other public gatherings. This building is used regularly by residents for meetings and other social events. Regular events for seniors offer recreational and educational programs. All kinds of games are offered each evening. The building is equipped with a full kitchen and restroom facilities and is ADA accessible. This facility is able to meet current needs for the senior citizens of the county, but more help and facilities may be needed if the senior population of the county substantially increases.

Drainage

Madison County currently does not handle natural drainage. There are state or federally owned and maintained drainage systems located in state or federal highways. Due to liability concerns, the County has filled in many of the drainage areas along County roads, thus eliminating water buildup and contamination of ground and surface waters. In the future, Madison County will require that new building lots provide for onsite drainage plans to lessen the burden on the public of maintaining borrow pits as well as to conform with EPA regulations for treatment of storm water runoff. This can be done through a revised building permit process.

Utilities

Currently there are several utilities serving the County. All utilities feel they can provide sufficient capacity to meet the increasing demand on their individual systems.

Everyone within the county is encouraged to call a Dig Line Number (1-800-342-1585) for free locating and marking of existing underground utilities before beginning excavating. Since maps are constantly changing, the above call number is valuable to all within the county. It is extremely important for the county to plan uses around these lines that are safe and compatible. Usually construction or other continuous activities are not allowed above or below the utility lines for safety reasons. The placement of utility facilities is usually located within county and city rights-of-way, thus reducing the impact as much as possible on the neighborhoods which the utilities are serving.

Utility facilities should be maintained and improved on a regular basis to continue to provide quality service to all as the population of the County increases. This can be accomplished through franchise agreements with utilities and by maintaining good communications between providers and users of the utilities.

- **Electric:** Electricity provides the major power source available to residents of Madison County. Utah Power has transmission and distribution lines. Bonneville Power Administration also has a transmission line that goes through the County. The majority of power service is delivered by Utah Power although Fall River Rural Electric Corporation (REC) delivers power in other parts of the County.
- **Telephone:** Land line telephone service is offered by Qwest and Fremont Telecom. Fremont Telecom provides land line telephone service and internet to all of Rexburg, but not outside the city limits; whereas, Qwest provides service throughout the county. Service is provided through overhead telephone lines and supplied on a number of power lines. An underground system has been installed in some areas. Fiber optic and digital systems are available in some areas as well.
- **Cable TV:** Cable One (523-4567) currently offers Cable TV service within the city limits and increasingly to areas outside of the city limits. Cable lines are placed on telephone poles and power poles or are installed underground when circumstances permit. Cable TV offers digital cable and high speed Internet via antenna and microwave for some County residents.
- **Television:** Television broadcasting is available through a translator system broadcasting from Pocatello and Salt Lake City. Digital Bridge Communications (formerly Teton Wireless) serves parts of Madison County and Direct TV offers cable television (local channels aren't provided with this service).
- **Gas:** Intermountain Gas provides natural gas to most towns and to Hibbard, Lyman, Thornton, Burton, and Salem. The Northwest pipeline which operates from Canada to the Four Corners area is the source of the gas. The capacity to feed the line from both directions improves reliability.

Public Safety: Police

Madison County Sheriff's Office is devoted to serving and protecting all of Madison County. The Sheriff's Office is located at 145 East Main in Rexburg. It includes two incarceration facilities: a men's facility with capacity for 85 inmates and a newer women's facility with capacity for 32. The Sheriff's Office includes office space and dispatch area, and an Emergency Operations Center that also serves as a training center. The Sheriff's Office supports seven detectives (including supervisors and an evidence technician), 14 patrol officers, 24 detention officers, seven employees dedicated to dispatch, two civil officers, two driver's license employees, two secretaries, the County Sheriff and a Chief Deputy. The Sheriff also fulfills a secondary role as the County Homelands Security Director with four personnel that serve in this field.

The county has two specialized programs that help with public safety needs. The Community Emergency Response Team (CERT) Program educates people about disaster preparedness and trains them in basic disaster response skills, such as fire safety, light search and rescue, and disaster medical operations. Volunteers in Police Service (VIPS) works to enhance the capacity of state and local law enforcement to utilize volunteers. VIPS is managed and implemented by International Association of Chiefs of Police.

The Sheriff's Office also includes a specialized operations team: the Sheriff's Response Team (SRT). This team includes 12 certified patrol detective and detention deputies with specialized training and equipment related to SWAT and emergency response. The duties of this team include crisis management and to serve as the county's SWAT team. The SRT team also serves as the JET (Jail Extraction Team). However, it is anticipated the SRT team will not remain in this joint position.

The Search and Rescue (building) is a separate facility, coordinated by commanders from the Sheriff's Office, with an administrator and one patrolman and detention officer as sub commanders. The rest of the search and rescue staff are civilian volunteers. The search and rescue building also serves as a storage building.

The Sheriff's Office currently has positions for one to two K-9 units that are not currently filled. The Department is also reaching capacity relating to office space and storage space and will need to expand based on future growth.

Public Safety: Fire

Emergency, medical and fire services are combined into one agency, the Emergency Services Department which provides fire protection to most of Madison County. Fire protection 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 in Rexburg. 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. In terms of equipment, a ladder truck or snorkel for taller buildings is needed 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 two 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 that were purchased between 1977 and 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.

Public Safety: Emergency Medical Services

Ambulance service is provided by the county by the ambulance district, dispatched from Rexburg, and housed at 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.

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 within a two to five minute timeframe in the City of Rexburg, depending on location and severity of call.

Health Care Facilities: Madison Memorial Hospital

Madison Memorial Hospital, currently a 49-bed facility, is an acute primary-care facility, offering services in the following areas: medical, intensive care, coronary care, obstetrics, cardiac rehabilitation, social work, surgery: 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.

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.

The hospital has achieved many milestones in the past 10 years. It added a state-of-the-art Emergency Room, a Family Maternity Center, extensive facility expansion, and an entirely new quality system.

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

10) Parks, Recreation, and Open Space

Vision Statement Excerpt

Recreational opportunities abound within Madison County. It is the vision of the community to preserve and expand recreation within the County. These recreational opportunities not only serve residents but provide an attraction to tourists and visitors. County residents support greater access to park areas through pedestrian and bicycle facilities and the distribution of parks and informal open space throughout developed areas. This vision also includes the need for a centralized recreation and community center that could provide new and increased recreational opportunities to Madison County residents and visitors.

Goals and Objectives

Goal 1: Provide and promote a wide array of quality recreational opportunities and facilities for Madison County residents and visitors while protecting the natural environment and agricultural uses.

- Objective: Minimize conflicts between agricultural activities and recreational uses.
 - Policy: Educate County residents and visitors concerning private property rights and asking permission to enter.
- Objective: Maintain a Madison County Trails Plan outlining a network of multi-use trails connecting urban areas, rural areas, businesses, schools, parks, recreational areas, public lands, and the Teton River.
 - Policy: Work with the Trails of Madison County committee to maintain and expand access to appropriate County roads and to new and established trails.
 - Policy: Maintain and expand opportunities for non-motorized, recreational trails throughout the County, and specifically in the Green Canyon and Teton Lake Golf Course areas.
- Objective: Preserve and pursue additional public access opportunities to public waterways.
 - Policy: Work with federal and state officials in defining areas for public access acquisition and development.
 - Policy: Maintain a constant dialogue with public land management agencies to maintain and protect public access and use.
- Objective: Collaborate with the City of Rexburg and Sugar City on County-wide recreational facilities.
 - Policy: Study partnerships opportunities with the cities of Rexburg and Sugar City for a joint community recreation facility.
- Objective: Maintain and enhance County facilities and parks.
 - Policy: Develop a capital improvements plan to prioritize maintenance and improvement needs for parks, the County fairgrounds, and other community facilities.
 - Policy: Work closely with the Idaho Department of Fish and Game and Idaho Parks and Recreation Department on development and funding of future County parks and recreation areas, and expansion of the Twin Bridges Park, specifically.

Goal 2: Preserve and protect natural open spaces

Objective: Work with private landowners, public land managers, and other stakeholders to promote open space preservation and encourage responsible development of private land.

Policy: Employ a variety of open space preservation tools such as conservation design, cluster development, transfer of development rights, purchase of development rights, bonding, and conservation easements.

Policy: Identify areas important for preservation on a Madison County Future Land Use map.

Policy: Develop appropriate zoning policies to implement the County's open space preservation goals, and ensure future development is consistent with and respectful of the area's natural characteristics.

Policy: Maintain the areas west and south of Beaver Dick Park as natural open space, including Menan Buttes.

Existing Parks, Recreation, and Open Spaces

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

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

Parks

Twin Bridges Park - This park provides overnight camping at no fee; a nature trail, boating, swimming and day use activities such as picnicking. Camping and picnicking facilities operate on a first-come/first-served basis; however, reservations can be made in advance. The facility contains picnic areas, fire pits, and restroom facilities.

Beaver Dick Park - This park provides overnight camping at no fee, and day use activities such as picnicking. The facility includes picnic areas, fire pits, restrooms, a nature trail, boating and grass play areas. Camping and picnicking facilities operate on a first-come/first-served basis; however, reservations can be made in advance.

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 (18 hole) and the Rexburg Municipal Golf Course (9 hole) are available for public use in Madison County. There are another 9 holes

planned at the Teton Lakes Course in the future. During the winter the two Madison County Rexburg golf courses are regularly used for cross country skiing activities.

Trails

Kelly Canyon Cross Country Ski Trails - located in the vicinity of Kelly Canyon, over 20 miles of trails are available to the skier.

Snowmobiling Trails - Madison County has 240 miles of groomed trails into the Big Hole Area from Rexburg. In addition, using the old railroad right of way (an undeveloped trail) at Tetonia or the trails in the Big Hole Mountains, snowmobilers can access all the trails in Teton and Fremont Counties. The trails within Madison County are groomed by County Parks and Recreation personnel

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 bike way surrounding Rexburg and a trail connecting Rexburg and Sugar City using the Easter 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.



Trail systems such as the one in this picture promote healthy lifestyles and alternative modes of transportation to the existing framework.

Natural Areas

Lime Kiln Canyon - This historic area, where limestone was mined in the late 1800's, is visited regularly by locals.

Twin Buttes - These volcanic buttes, clearly seen in the western part of the County, are an interested example of local geomorphology. In addition, some include ancient Native American writings.

Teton and Snake Rivers - Both rivers provide opportunities for fishing, boating, water skiing, swimming and other water related activities.

Big Hole Mountains - located within easy driving distance from Rexburg, these mountains provide all types of activities including snowmobiling, skiing, horse riding, motorbike trails, fishing and hunting.

The Green Canyon Hot Springs - a covered swimming pool with natural hot water and camping area (operated privately) is located here.

Rainbow Lake - a private Recreational Vehicle Park and fishing area located south of Rexburg.

Hunting - Hunting and trapping is allowed on most state and federal lands and on private property with permission, typical game includes deer, antelope, elk, moose, bear, fox and mountain lion. Water areas provide hunting opportunities for upland game birds and waterfowl.

School, Churches, Misc

In addition to the formal recreation opportunities in the County, there are a variety of other forms of recreation available to Madison County residents. Those include hobby farming,

horseback riding, and even parachuting at the airport. Additionally, many churches and schools in the County have park space associated with them, and those spaces are typically open for public use on off-hours.

Future Parks Recreation and Open Space Plan

The Madison County 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 Madison County.

Parks

There are two County parks available for residents of the County to enjoy. These are Twin Bridges Park and Beaver Dick Park. Generally the community is pleased with the level of service provided at these two parks. Twin Bridges Park is in need of improvement, and expansion of this park is planned and awaiting funding.

Specific locations for new County parks have not been indicated in this comprehensive plan as it is impossible to predict the availability of land or resources for the establishment of new parks at this time. However, the townsite plans included in the Land Use Element of the plan all include a small park space. These future parks may eventually be developed in any number of places within the townsites. The park spaces are shown on the townsite diagrams simply to indicate that if the populations of these townsites increase over time as a result of development, there will be a demand for designated park areas.

Many of Madison County's historic townsites had parks at one time:

- Burton* - There was a community park east of the existing church.
- Hibbard* - There was a park north and east of the Harold Rigby home. It was called Parker Grove.
- Archer* - There was a park next to the existing church and elementary school.
- Lyman* - There was a baseball park east of the existing church.
- Plano* - There was a park next to the old Plano Church until the early 1950s when the church was moved to Edmunds.

This Comprehensive Plan has identified six townsite plans, and therefore Madison County can anticipate the development of six additional parks within the County. 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. The County may want to consider charging impact fees at the time of development to help meet the additional demand for park space created by expanding the population of an area. Alternatively, the County 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.

Recreation Facilities

There is opportunity for the County to work with the cities of Rexburg and Sugar City to jointly develop a community recreation center which could include indoor courts, a swimming pool, gym, track and other amenities. There is overwhelming support from the community for such a facility and the county should explore potential coordination opportunities with the cities.

Trails

Madison County is fortunate to have a large network of existing dedicated snowmobile trails in the winter time. An while a few multi-use trails are available to residents in the summer months, the County and the community group "Trails of Madison County" have an ambitious

vision for a connected trail network throughout the County.

The Trails of Madison County (formerly the Madison Rivers Greenway) is a committee dedicated to providing alternative transportation, muscle powered recreational opportunities, community beautification, and flood control within the Cities of Rexburg and Sugar City and all of Madison County. The objective of the project is four fold.

- **Beautification.** Much of the land along the rivers in Madison county is undeveloped. We have a great opportunity to beauty these areas. The committee will also serve as the Tree City Committee for those jurisdictions who designate them as such.
- **Recreation.** Provide areas for safe exercise and family activities. This will involve joining the existing parks, schools, and major employment areas together into a unified system of trails.
- **Safety.** Develop the flood plain areas in such a way to reduce potential damage from floods.
- **Alternate Routes.** Develop alternate transportation routes.

The County has approximately 103 miles of rivers including the North and South Forks of the Teton River, Henry's Fork, and the South Fork of the Snake River. The problem is there are very few public access points to these beautiful areas. During spring runoff, parts of the county are threatened by flooding. This causes damage and losses to land owners and burdens public officials with questions about fighting a flood on private property with public assets. One of the major focuses of the Madison Rivers Greenways committee is to prevent future flood disasters by controlling the development in the flood plain.

Currently the projects ready to develop are located within the City of Rexburg. As other parcels of land come available the committee will establish projects to develop them to fit into the overall county trails plan. The committee is working with private property owners, BYU Idaho, and other government agencies to acquire or jointly develop greenway projects.

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 Madison County 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.



Preservation of open space is encouraged when contemplating new development.

Specific preservation goals include:

- Preservation of public access to state and federal lands
- 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.

The Madison County community and County Officials feel strongly that all future development taking place within the unincorporated County must not close off public access to the natural features of the County which make it such a desirable place to live. Similarly, the community and County Officials would like to see open space preservation be a major consideration in all new developments. Clustering of residential development, into townsites or rural residential clusters, is an effective technique for preserving large useable tracts of open space within the

County. By encouraging development to occur in closer proximity to other existing development, prime agricultural lands and pristine natural open spaces are more likely to remain undeveloped for the enjoyment and use of future generations.

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 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.

Transportation costs are increasing globally, and trucking of food sources will become increasing more expensive. The air pollution risks associated with transporting food long distances will similarly make this practice less common. Predominantly agricultural areas like Madison County are well poised to become the breadbasket of the Intermountain West, which will ultimately increase the financial value of local agricultural lands. There are multiple organizations promoting a movement towards eating locally-produced food and this trend is likely to gain momentum. Madison County should preserve its opportunity to become a major player in local and regional food production.

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. Madison county is fortunate in that there are many areas close to existing cities and townsites that are available and appropriate for development. It would be wise for the County 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 County experiences some extraordinary and unpredictable future population increase some day in the long-term future.

There are several implementation tools available to counties 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.

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 Madison County 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 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 Madison County Park, Recreation, and Open Space Plan Map contains the following designations:

Parks

Parks are developed facilities within the County 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.

Public Lands

The Madison County jurisdictional boundary includes federal public lands managed by the U. S. National Forest and the Bureau of Land Management. Additionally, there are a number of parcels near the National Forest System Lands that are owned by the State of Idaho. This map designation includes all of these publicly-owned lands.

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 County that provide opportunities for formal programmed recreation and events. Examples include fairgrounds, golf courses, and public swimming pools and recreation centers.

11) Housing

Vision Statement Excerpt

Few factors affect the livability of Madison County more than its housing stock. The community's vision for the future includes a diverse and high quality housing stock that meets the needs of the full range of County residents and contributes to the quality of the built environment. Of prime concern amid the current cycle of growth in the County is affordable housing. Madison County takes pride in being a family centered community, and affordable housing for all is vital to maintaining the County's focus on family. Additionally, the vision for the future includes housing for all cycles of life; enabling all ages and types of people to enjoy the opportunity of residing in Madison County.

Overview

One of the greatest challenges of growth is to enhance neighborhood character, stability and sense of community while maintaining and increasing the appropriate range of housing options. This chapter provides information on the goals and objectives for future residential and housing development in Madison County, as well as local real estate trends. Development patterns and trends in the surrounding competitive market areas (including the number and type of housing units, vacancy rates, and housing affordability), are also identified for their potential impacts on Madison County. This information is designed to help the County, in cooperation with local entities, preserve the quality of life and integrate future development into a plan for a variety of housing types.



Incorporating affordable housing units, such as the examples above, help promote a diversified housing stock.

Goals and Objectives

The Madison County Comprehensive General Plan focuses on two main goals relating to the housing market: 1) To preserve the current quality of life by maintaining an appropriate range of housing options and choices; and 2) To ensure proper integration of new residential development and a smooth transition between housing types. These goals are characterized by the following objectives and policies:

Goal 1: Preserve the current quality of life by maintaining an appropriate range of housing options and choices.

- Objective: Maintain a reasonable range of housing types and affordability.
- Policy: Adopt County policy that allow for a variety of housing types including apartments, town homes, and mother-in-law apartments in appropriate places to meet affordable and senior housing demands.
- Policy: Implement flexible land use regulations, through a planned unit development process, allowances for mixed-use and other zoning techniques to encourage a range of housing types and densities within a single development.
- Objective: Promote upgrading of and reinvestment in existing housing stock and neighborhoods.

- Policy: Employ a variety of funding tools and programs to jumpstart private reinvestment in existing neighborhoods.
- Objective: Encourage multi-family residential and higher density single-family development to occur within town centers and existing developed areas.
- Policy: Update zoning ordinances to guide higher intensity development to occur near existing developed areas.
- Objective: Ensure plans for new developments take service and worker housing into consideration in their designs.
- Policy: Update zoning and subdivision ordinances to ensure accommodation for service and worker housings is included in development plans, specifically those located in somewhat isolated areas.

Goal 2: Ensure proper integration of new residential development and a smooth transition between housing types.

- Objective: Implement design guidelines applicable to housing development within the areas of city impact and town centers.
- Objective: Encourage creative development schemes for housing outside the areas of city impact to preserve agricultural land.
- Policy: Discourage development of large independent residential areas outside of city impact zones.

Housing Market

The first goal of Madison County is to preserve the current quality of life by maintaining an appropriate range of housing options and choices. The following section will address the current housing conditions and options in the County (including municipalities) by outlining the trends in the number of units, the types of housing options available throughout the County, housing conditions and affordability, and vacancy rates. This information will be followed by a discussion of the unique characteristics of the housing market that will influence the County's goals and objectives.

Growth in Housing Units

In 1990, based on United States Census data, Madison County had 5,801 total housing units. Ten years later, according to the 2000 Census, Madison County had a total of 7,129 housing units – an increase of 1,328 units, or an increase of 23 percent over the ten-year period. The 2007 estimated household units for the County is approximately 8,773. 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 County, specifically in Rexburg City. Rexburg estimates a total of 7,328 occupied dwelling units as of 2007.¹⁸

¹⁸ Source: Madison Economic Partners

HOUSING UNITS						
	Households in 1990	Households in 2000	Estimated Households in 2007	AAGR 1990-2007	AAGR 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(AAGR = Average Annual Growth Rate)

About 41 percent of the total occupied housing units in 2000 were reported to be rented, leaving the other 59 percent owner occupied. 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 is due to the large student population in Rexburg which experienced a growth in renter-occupied housing in 2000, rising three percent from the 1990 Census of 58 percent renter-occupied units. This rise in renters is largely due to the growing student population at BYU-Idaho.

The student population at BYU Idaho has had a dramatic impact on the housing market in Madison County, specifically in Rexburg City; however, the non-student population is also increasing. In 2007, students at BYU-Idaho accounted for approximately 31 percent of the County’s total population.¹⁹ In 2000, students accounted for 33 percent of the population.²⁰ Rexburg experienced a larger decline in the ratio of student to non-student population with approximately 44 percent of the City’s total population in 2007 comprised of students²¹ versus 52 percent in 2000.²²

The unincorporated portions of Madison County issued 559 permits from 2000 through 2007, with Rexburg issuing 2,361 and Sugar City issuing 75 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.

¹⁹ The 2007 student population is 11,791, compared to Madison County’s population of roughly 38,500.

²⁰ Based on 8,949 students and a population of 27,467 in 2000.

²¹ The 2007 student population is compared to Rexburg’s population of roughly 27,000.

²² Based on 8,949 students and a population of 17,257 in 2000.

BUILDING PERMIT POPULATION ANALYSIS											
	Populati on	Building Permit Dwelling Units									Populatio n
	2000 Census	20 00	20 01	20 02	200 3	20 04	20 05	200 6	200 7	Total 2000- 2007	2007Esti mate
Other County	8,968	43	50	70	80	90	92	71	63	559	11,014
Rexburg	17,257	8*	123*	797*	631*	226	223	196	157	2,361	26,016
Sugar City	1,242								6	75	1,528
Madison County Total	27,467									2,995	38,558

*While building valuation and building permits were available for these years, the number of multi-family units was not available. Therefore, based on the apartment valuation figures, we have assumed an approximate number of units.
 **The population figures are calculated from the building permits by multiplying by the average household size. We have used an average household size, as shown in the United States Census, as follows: Madison County, 3.66; Rexburg City, 3.71; and Sugar City, 3.81.
 ***Building permit figures for Sugar City were obtained for the entire time period, rather than on a year-by-year basis, except for 2007.
 Sources: Rexburg City, Madison County, Sugar City, Madison Economic Development Partners, LYRB

Since 1990, Madison County has grown more rapidly than the surrounding counties of Bonneville, Fremont and Jefferson, but slower than Teton County (see **Table 10.1**). Growth in Teton County was fueled by resort growth at Targhee and from Jackson Hole.

Types of Housing

The discussion of housing types below addresses the County’s land use allocation and distribution system and the constraints that it imposes on residential development. A large portion of the County is dedicated to agriculture, U.S. Forest, or BLM land. The purpose of the agricultural zone or district is to provide for and protect agricultural lands and uses. The County also supports areas of transition from agricultural uses to residential for the purpose of protecting single-family residential lands. These transition zones are designed to provide developments with gardening and family recreational opportunities, and to allow a limited number of livestock and poultry. The minimum lot size and building locations are governed by the ability to provide water and sewer facilities on an individual basis on each lot, without adversely affecting surrounding properties.²³

Current zoning allows for residential development for single family units that reduce overcrowding of County land. The R-1 residential zone is established to encourage the development of low density areas which are best suited for residential purposes. This category includes single family homes, as well as more affordable types of housing including manufactured homes (not considered mobile homes) and town homes or condos. The County has an estimated 289 manufactured units and 49 town homes or condos. The County should continue to promote a variety of housing options, especially as the cost of housing increases which will result in an increase in the demand for more affordable housing options.

²³ Madison County Zoning Ordinance 176 Chapter 7 Section 1.

Madison County Zoning Information					
	Tax Value	Acres	Taxable Value Per Acre	Total Parcels	# of Units
Residential					
Residential (in City Limits)	\$452,251,622	1,790	\$252,622	3,574	NA
Rural Residential (in subdivisions)	\$142,101,920	1,744	\$81,480	1,040	NA
Manufactured Housing	\$19,560,371	NA	NA	NA	289
Residential Town homes or Condos	\$3,255,964	NA	NA	NA	49
Commercial					
Commercial	\$391,591,529	751	\$521,106	1,019	NA
Industrial	\$3,775,398	23	\$167,795	2	NA

Source: LYRB GIS; Madison County

As the County increases in population and commercial development continues, it is important to consider future land use strategies. These strategies should follow the objectives of the County to: allow for a variety of housing types including apartments, town homes, and mother-in-law apartments in appropriate places to meet affordable and senior housing demands; provide flexible land use regulations and allow for mixed-use and other zoning techniques to encourage a range of housing types and densities within a single development; and, encourage multi-family residential and higher density single-family development to occur within town centers and existing developed areas.

Ultimately, these objectives are designed to preserve the current quality of life by maintaining an appropriate range of housing options. Thus, future land uses should include areas dedicated to residential development including mixed use areas (mostly in city or town centers), rural clusters, and single family units, balanced by maintaining open space, public lands and agricultural lands.

Housing Conditions

2000 Census data indicates that Madison County 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 0.3 percent of the homes lack complete plumbing facilities and 0.6 percent of the homes lack complete kitchen facilities. A small fraction of homes have no telephone services, at .09 percent.

Another indication of the housing conditions is illustrated in the table below which shows the percentage of homes that have gas, electric, or fuel type heating. The majority of the residents (almost 95 percent) in Madison County have gas, electric or fuel type heating.

More than 70 percent of the County’s housing units were built after 1970, and less than ten percent were built before 1939 when the risk of a unit containing lead-based paint is highest. Also, over one-third of the County’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 County’s housing stock. As a result of the flood, much of the County’s housing stock is relatively new and in relatively good condition.

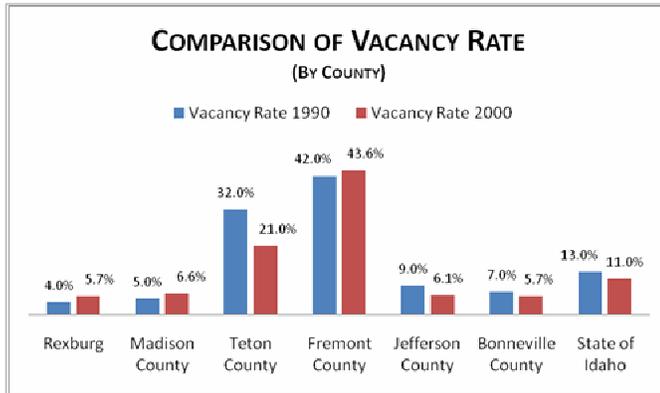
HOUSE HEATING FUEL			
	Madison County	Rexburg	Idaho
Utility Gas	43.4%	47.7%	45.4%
Bottled, Tank, or LP Gas	6.8%	0.5%	5.8%
Electricity	39.3%	46.4%	34.4%
Fuel Oil, Kerosene, etc.	4.0%	1.9%	5.1%
Coal or Coke	0.6%	0.1%	0.3%
Wood	5.0%	2.3%	7.7%
Solar Energy	0.0%	0.0%	0.0%
Other Fuel	0.4%	0.5%	0.7%
No Fuel Used	0.5%	0.6%	0.2%

Source: Census 2000

YEAR HOUSING UNIT BUILT				
	Madison County	Percent	Idaho	Percent
Total:	7,630	100%	527,824	100%
Built 1999 to March 2000	331	4%	18,884	4%
Built 1995 to 1998	785	10%	63,475	12%
Built 1990 to 1994	571	7%	51,909	10%
Built 1980 to 1989	1,135	15%	65,869	12%
Built 1970 to 1979	2,746	36%	129,261	24%
Built 1960 to 1969	767	10%	52,263	10%
Built 1950 to 1959	383	5%	51,019	10%
Built 1940 to 1949	309	4%	34,381	7%
Built earlier than 1939	603	8%	60,763	12%

Vacancy Rates

The 2000 Census information showed a 6.6 vacancy rate in Madison County (501 of the 7,630 total households were vacant). This rate is 1.6 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 5.6 percent.



Of the total 7,630 housing units in the year 2000, only 501 or 6.6 percent were vacant, leaving 7,129 occupied housing units. This percentage was well below the State vacancy rates of 11 percent. Madison County 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.

Vacancy Rates Comparison From 1990 to 2000			
	Vacancy Rate 1990	Vacancy Rate 2000	Percent Change
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

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 2000,²⁴ 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

²⁴ Source: United States Census 2000

INCOME ANALYSIS				
	2000		2007	
	Households	Percent of Total	Percent of Total	Households
\$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 town home/condominium development, with less expensive construction costs due to shared, attached walls, and smaller lot sizes, will be particularly in demand in the County.

HOME AFFORDABILITY FOR VARIOUS INCOME RANGES						
Income (Dollars)	2007\$ at 6%		2007\$ at 7%		2007\$ at 8%	
	Low	High	Low	High	Low	High
	\$					
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

The demand for less expensive housing options is compounded by the increase in new construction values. 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.

GROWTH IN HOUSING UNITS			
Building Permit Data			
	2004	2005	2006
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
<i>Source; Rexburg City; LYRB</i>			

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.

RESIDENTIAL SALES BY COUNTY			
County	1/1/06 - 12/31/06 Activity	1/1/07 - 12/31/07 Activity	% Change
Madison County - Sugar City, Rexburg			
Number Sold	293	295	0.68%
Average Sales Price	\$161,488	\$173,317	7.33%
Fremont - Island Park, Ashton, St. Anthony			
Number Sold	237	186	-21.52%
Average Sales Price	\$194,712	\$207,573	6.61%
Jefferson - Terreton, Menan, Rigby, Ririe			
Number Sold	371	358	-3.50%
Average Sales Price	\$165,579	\$182,724	10.35%
Bonneville - Ucon, Iona, Idaho Falls, Ammon, Swan Valley			
Number Sold	1758	1743	-0.85%
Average Sales Price	\$158,016	\$174,714	10.57%
Bingham - Shelley, Firth, Blackfoot, Fort Hall			
Number Sold	435	401	-7.82%
Average Sales Price	\$135,728	\$152,494	12.35%
Bannock - Chubbuck, Pocatello, McCammon, Inkom, Downey			
Number Sold	1363	1413	3.67%
Average Sales Price	\$139,464	\$151,539	8.66%

Unique Characteristics of Madison County’s Market

The County is impacted by unique market conditions that influence demand and resources. A major component of the market is Rexburg which is significantly impacted by the university's student population. 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.²⁵

The large student population equates to an overall dependence on renter-occupied housing. According to the 2000 Census, 41 percent of the housing units were renter-occupied, with 59 percent owner-occupied. In addition, the percent of the workforce dedicated to farming, fishing and forestry occupations is 2.6 percent, 36 percent higher than the national average of .07 percent, which impacts the need for service and worker housing.

The County also consists of large agricultural areas and the need for service-worker housing. Currently, Madison County includes nearly 320,000 acres of land, or 46 percent of the total land in the County, zoned as irrigated agricultural, pasture land, dry grazing or meadow land. The County desires to maintain and protect the agricultural aspects of the area while promoting productive residential and commercial growth.

Cost of Development and Municipal Services

The relative cost of building in the County, in comparison to within city limits, has a significant impact on development patterns, especially as financing sources become tighter and the housing market slows down. The cost of building a new home (\$150,000 in construction costs only), will be \$13,624 less in the County than in Rexburg City. 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).²⁶ 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.

NEW HOME COST COMPARISON			
Rexburg v. Madison County (outside of Rexburg)			
	Madison County	Rexburg	Savings
Building Permit	\$1,554	\$1,554	\$0
Plan Check	\$155	\$177	\$22
Water Hookup	\$5,500	\$1,767	-\$3,733
Water Meter & Parts	\$0	\$317	\$317
Plumbing Permit	\$184	\$184	\$0
Sewer Hookup	\$6,000	\$1,266	-\$4,734
Mechanical Permit	\$160	\$160	\$0
Electrical Permit	\$160	\$160	\$0
Impact Fees		\$1,752	\$1,752
Total Fees	\$13,713	\$7,337	-\$6,376
Lot Cost*	\$35,000	\$55,000	\$20,000
Construction Cost	\$150,000	\$150,000	\$0
Total	\$198,713	\$212,337	\$13,624
*Acreage	1.00	0.25	

²⁵ 2000 enrollment equaled 8,949 students. The 2000 population was 17,257 residents.

²⁶ The land prices were provided by Rexburg City. 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.

NEW HOME COST COMPARISON Rexburg v. Madison County (outside of Rexburg)			
	Madison County	Rexburg	Savings
*Cost per Acre	\$35,000	\$220,000	
Lots Sold in 2006	43	56	
<i>Source: Rexburg City Finance</i>			

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. The County 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. In addition, Madison County will encourage creative development schemes for housing outside the areas of city impact to preserve agricultural land and discourage development of large independent residential areas outside of city impact zones.

Preserving the Current Quality of Life

Based on the current housing market, Madison County will focus on several goals and strategies to promote proper future development and to preserve the current quality of life. The Madison County Comprehensive General Plan follows several objectives to:

- Maintain a reasonable range of housing types and affordability
- Promote upgrading of and reinvestment in existing housing stock and neighborhoods
- Encourage multi-family residential and higher density single-family development to occur within town centers and existing developed areas
- Ensure plans for new developments take service and worker housing into consideration in their designs

Maintaining Housing Selection and Affordability

The County should allow for a variety of housing types including apartments, town homes, and mother-in-law apartments in appropriate places to meet affordable and senior housing demands. Sixty-eight percent of households have incomes in the range of \$15,000 to \$75,000. These income levels suggest citizens of the County can afford homes within the range of \$163,000 to \$252,000, assuming interest rates from six to eight percent.

Madison County should support the implementation of flexible land-use regulations, under a planned unit development process, with allowances for mixed-use and other zoning techniques. This policy is designed to encourage a range of housing types and densities within a single development. In addition, regional resources can be utilized to maintain affordable housing options. Housing counseling agencies offer guidance on home-buying, renting, reverse mortgages and default and foreclosure prevention. Several HUD-approved agencies are located in Idaho Falls that offer free counseling, including Eastern Idaho Community Action Partnership and the Greater Idaho Falls Association of Realtors.

Due to the agricultural and rural characteristics that define the region, Madison County can benefit from rural development programs offered throughout the State. The Rural Housing Programs offered through the United States Department of Agriculture (USDA) offer a variety of loans and grants to housing developers for the construction and renovation of multi-family housing facilities in rural areas. (In some cases, loans and grants are also made for the construction of single-family homes as well.) These programs include the Farm Labor Housing Program, the Rural Rental Housing Guarantee Loan Program and the Rural Rental Housing Program. These programs are designed to provide housing for farm laborers, fund construction, acquisition, or rehabilitation of rural multifamily housing for low-income occupants and to provide affordable multifamily rental housing. Generally, these resource are

dedicated to housing projects for very low-, low-, and moderate-income families; the elderly; and persons with disabilities.

Other programs offered through the USDA include:

- Rural Housing Guaranteed Loan
- Rural Housing Direct Loan
- Housing Repair & Rehabilitation Loan
- Housing Repair & Rehabilitation Grant
- Self-Help Technical Assistance Grant
- Mutual Self-Help Loans
- Rural Housing Site Loans
- Individual Water & Waste Grants

These programs are designed to provide assistance in purchasing housing, land or in providing improvements relating to health or safety issues.

Reinvestment in Existing Housing Stock and Neighborhoods

The County seeks to promote neighborhood revitalization and access to important funding tools and programs to jumpstart private reinvestment in existing neighborhoods. This can be done through the establishment of revitalization programs that involve cooperation from the County and local stakeholders and the promotion of local and regional resources that offer a variety of loans and grants for construction, renovation, and physical improvements.

Purpose of Neighborhood Revitalization

A revitalization program is designed to provide the means for neighborhoods and municipal or county governments to partner in physical improvements that will enrich the lives of citizens, enhance the identity and quality of life in each neighborhood, and encourage a strong sense of community. Some examples of revitalization projects include the following:

- Neighborhood identity signs
- Sidewalk improvements
- Streetscape improvement projects, such as signs, banners, benches or perennial gardens
- Engineering and planning studies
- Exterior painting
- Replacing front yard chain link fences with higher quality fencing
- Landscaping improvements
- Graffiti removal
- Emergency building code violations
- Other items that will improve neighborhood livability and vitality
- New playground equipment
- Trails
- Bike racks

The goal is to unify citizens around neighborhood improvements and encourage beneficial project development so that the residents can feel a sense of pride in their surroundings. Neighborhoods should explore opportunities to include public art elements, youth groups, community leaders and other stakeholders in the planning, design, and execution of the improvements.

Involve Local Stakeholders

An important component of revitalization is to involve key stakeholders including neighborhood organizations, youth groups, churches, longstanding businesses, museums, recreation centers and cultural institutions that generate significant activity for the area while providing important services. Consideration of these stakeholders is critical to the

neighborhood's long-term success. To understand the needs of these organizations, a survey was developed and distributed. Information provided by the organizations was tabulated and future plans should address the needs of current and future stakeholders.

Regional and State Resources

The County should also promote a variety of funding tools and programs to jumpstart private reinvestment in existing neighborhoods. These programs offer revitalization funding, leadership development, volunteer coordination and the development of affordable housing and homeownership opportunities. Examples of types of programs or funding opportunities include:

- Economic Development Administration (EDA) Planning Grant;
- Idaho Community Development Block Grant (ICDBG) program;
- Idaho Rural Community Block Grant (RCBG) program;
- Economic Development Administration Public Works grant program;
- Economic Development Administration Title IX LTED grant program;
- USDA Rural Development - Community Infrastructure;
- Gem Community Certification Training; and
- US Forest Service - Rural Community Assistance
- Neighborhood Housing Services Inc. (Boise, Statewide)

Multi-Family and High Density Residential Development

The County should establish zoning ordinances that guide higher-intensity development to occur near existing developed areas. A cost-of-service study conducted by neighboring Fremont County, conducted in September 2005, 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.

This information relating to Fremont County residential property suggested that residential development places a strain on financial resources that is only offset by commercial development. Though Madison County has not conducted a cost-of-service study, we can assume a similar relationship exists in Madison County. Thus, 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:²⁷

- 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.

As development occurs sporadically throughout outlying areas of the County, it needs to recognize that there are significant costs associated with outlying, low-density development. In addition, low-density development increases air and water pollution and destroys natural areas by paving and urbanizing greater swaths of land.

²⁷ Urban Land Institute, "Higher-Density Development: Myth and Fact."

Consideration of Service and Worker Housing

The County should consider updating zoning and subdivision ordinances to ensure that accommodations for service and worker housing are included in development plans, specifically those located in somewhat isolated areas. The East Central region of Idaho experienced a reduction in agricultural employment from 1996 through 2005, however 2006 showed an increase. The County understands the importance of this industry for the region and the state and will incorporate appropriate housing options in future land use plans.

Covered Employment East Central Region		1996	2005	2006
Total Covered Wages		8,476	11,851	12,224
Agriculture		361	306	347
Covered employers are those who are subject to state and federal unemployment insurance laws. These laws apply to approximately 92 percent of employers in Idaho. Source: Idaho Department of Labor				

Service and Worker Housing Resources

The USDA offers the Farm Labor Housing Program under the Housing and Community Facilities Programs. The Farm Labor Housing program is the only nationwide program designed to provide housing for farm laborers. Loan funds may be used to buy, build, improve, or repair housing for farm laborers, including persons whose income is earned in aquaculture (fish and oyster farms) and those engaged in on-farm processing. Funds can be used to purchase a site or a leasehold interest in a site; to construct housing, day care facilities, or community rooms; to pay fees to purchase durable household furnishings; and to pay construction loan interest.

Integration of New Residential Development

The County seeks to promote the integration of new residential development by: 1) implementing design guidelines for housing development within the areas of city impact and town centers; and, 2) encouraging creative development schemes for housing outside the areas of city impact to preserve agricultural land. The County should also discourage development of large independent residential areas outside of city impact zones to reduce the cost associated with outlying, low-density development.

The County’s concern for its unique agricultural, recreation and open space areas should be founded on new and creative development ideologies. More and more communities are turning to “smart growth” development that reduces urban sprawl, protects open space and promotes healthy, functioning communities less dependent on transportation and government resources. The EPA promotes the following ten guidelines for smart growth:²⁸

1. Mix land uses
2. Take advantage of compact building design
3. Create housing opportunities and choices for a range of household types, family size and incomes
4. Create walkable neighborhoods
5. Foster distinctive, attractive communities with a strong sense of place
6. Preserve open space, farmland, natural beauty, and critical environmental areas

²⁸ http://www.epa.gov/smartgrowth/about_sg.htm

7. Reinvest in and strengthen existing communities & achieve more balanced regional development
8. Provide a variety of transportation choices
9. Make development decisions predictable, fair and cost-effective
10. Encourage citizen and stakeholder participation in development decisions

As part of this General Plan, the County seeks to incorporate many of these guidelines into future development. There are a number of specific tools governments can use to help stop sprawl. With the majority of the land still undeveloped, the County has an opportunity to promote growth according to the goals and policies within the General Plan.

12) Special Areas or Sites

Vision Statement Excerpt

Madison County is home to a number of special areas and sites. These places are special for a number of reasons ranging from historical importance and community identity to religious or spiritual significance. These sites are unique elements of Madison County and serve to provide a special identity for the community. Often special areas and sites are community touchstones that bring residents together to celebrate their unique community identity. The protection, preservation and interpretation of these areas and sites is a key component in protecting the quality of life for all citizens of Madison County and providing a heritage of strong community identity to future generations.

Goals and Objectives

Goal 1: Protect special areas or sites with cultural, historical, or local significance for the enjoyment of future generations.

Objective: Ensure future development does not negatively impact special areas and sites.

Policy: Update existing County policy to specifically call out the avoidance and protection of areas special interest in development projects.

Policy: Research the possibility of nominating new sites to the National Historic Register.

Objective: Minimize loss to areas of special interest when impacts are unavoidable.

Policy: Maintain 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: Consider including an assessment of impact on special areas and sites as part of a building permit application process.

Madison County Special Areas and Sites

The citizens of Madison County have identified several sites within their community that have special or historical significance to them. They are:

Townsites

- a. Plano
- b. Archer
- c. Dalby
- d. Hibbard
- e. Thornton
- f. Salem
- g. Burton

- h. Sunnyside
- i. Independence
- j. Edmonds?

Cemeteries

- a. Sugar
- b. Rexburg
- c. Burton-Independence
- d. Sutton
- e. Plano
- f. Teton/Newdale
- g. Lyman

Schools and Former School Sites

- a. Brigham Young University – Idaho (Ricks College)
- b. Central Elementary (1892-1903)
- c. Washington Elementary (1903-1980)
- d. Madison High School (1923-1948)
- e. Cedar Point School, originally called Mountain Vie (1901-1948)
- f. Lyman School (1896-1907)
- g. New Lyman School (1907-1955)
- h. Union-Lyman School (1955-present)
- i. Union, also called Thornton School (earlier than 1895-1947)
- j. Independence School (1885-1948)
- k. Hibbard School, originally called Island Ward (1890s-1920)
- l. Burton School, first (1887-1905)
- m. Burton School, second (1905-)
- n. Burton School, third (1939-present)
- o. Herbert School (late 1890s-1942)
- p. Hawthorn School (late 1890s-1942)
- q. Hawthorn School, also Wood’s Cross (1907-1913)
- r. Archer School (1884-1901)
- s. Sunnyside School (1885-1902)
- t. Japanese Language School (1925-941)
- u. Sugar City School, Park building (1904-1969)
- v. Sugar City School, Rock building (1908-1953)
- w. Sugar City High School, old (1916-1975)
- x. North Salem School (1900-1948)
- y. Edmonds Elementary School (1891-1925)
- z. Edmonds High School (1926-1948)
- aa. Plano School (1905-1948)
- bb. Moody Creek School (1889-1893)
- cc. Moody Creek School (1920-1948)
- dd. Bowerman School, Kaufman (1902-1919)
- ee. Canyon Creek School (1909-1924)
- ff. Adams Elementary (-)



Cultural landmarks such as the historic Rexburg Tabernacle bring communities together and provide a heritage for future generations.

Churches

- a. 1st Ward LDS Rock Church (- 1907)
- b. 2nd Ward LDS Church
- c. Rexburg 1st Ward LDS Chapel (1907-)
- d. Rexburg 2nd Ward LDS Chapel
- e. Rexburg 3rd Ward LDS Chapel
- f. Rexburg 4th Ward LDS Chapel (1930-present)

- g. Hibbard LDS Church (1895 -)
- h. St. Patrick's Catholic Church (1902-)
- i. Catholic Church (1963-present)
- j. Tithing Barn
- k. Burton LDS Church (1907-)
- l. Community Presbyterian Church (1916-present)

Parks

- a. Plano (unitl early 1950s)
- b. Sugar City Heritage Park
- c. Rexburg Porter Park
- d. Burton Community Park
- e. Hibbard Parker Grove
- f. Archer Park
- g. Lyman Baseball Park
- h. Beaver Dick Park and Jenny Lee gravesite
- i. Smith Park
- j. Twin Bridges Park

Rivers, Streams, & Canals

- a. North Fork of the Teton River
 - a. Wilford Irrigation & Manufacturing Company Canal
 - b. Teton & Manufacturing Company Canal
 - c. Teton Generation Station, Inc. Canal
 - d. Pioneer Ditch
 - e. Stewart Canal
- b. Central Teton River
 - a. Pincock-Byington Ditch
 - b. Teton Island Feeder Canal
 - c. North Salem Agriculture & Mining Canal
 - d. Roxana Canal Company Canal
 - e. Island Ward Canal
 - f. Saurey-Sommers Canal
- c. South Fork of the Teton River
 - a. Pincock-Garner Canal Company Canal
 - b. Bigler Sough Ditch
 - c. Woodmansee-Johnson Canal
 - d. McCormick-Rowe Ditch
 - e. City of Rexburg Canal
 - f. Rexburg Irrigation Company
- d. Henry's Fork of the Snake River
- e. Snake River
- f. Moody Creek
- g. Canyon Creek

Historic Buildings and Building Sites

- a. Nelson home
- b. Rexburg Tabernacle
- c. Porter Park Rock Restrooms
- d. Madison County Courthouse
- e. BYU_I Campus Buildings
- f. Mill Hollow Mill Site

Misc.

Special Areas or Sites

- a. Rexburg Carousel
- b. Green Canyon Hot Springs
- c. Menan Buttes
- d. Native American Writings at Henry's Fork, South Fork Juncture
- e. Herbert Townsite
- f. Webster Homestead

Sites Outside Madison County

- a. Teton Dam Site
- b. Diversion Dam
- c. Great Feeder Headgates

13) Community Design

Vision Statement Excerpt

As Madison County develops over time, it is important to the residents and County Officials that the character of the County, which initially brought or has kept these people here is maintained. In different parts of the County this means different things. In the areas surrounding Rexburg and Sugar City, community design with a more suburban feel is appropriate, while in the more remote parts of the County a rural community design is required. In still other parts of the County, which are set against particularly noteworthy natural features, such as forests and river channels, a more rustic and cabin-like design aesthetic is desired. Regardless of its location, Madison County aims to ensure that all new development is compatible and complementary to the surrounding context.



The aesthetic design of a community creates a lasting and powerful impression. Development in the County should reflect the surrounding community.

Goals and Objectives

Goal 1: Maintain and promote Madison County as a high quality and aesthetically pleasing place to live, work, and visit.

Objective: Develop and implement County design standards for high quality development and maintenance of public and private property.

Policy: Develop and adopt design standards for signage, landscaping, and commercial and residential development.

Policy: Develop a code enforcement program to be run by County staff to enforce compliance with County codes on individual properties.

Objective: Encourage beautification projects and practices throughout the County.

Policy: Develop and capital improvements program to identify and prioritize County beautification projects.

Policy: Develop standards for residential and commercial development to ensure projects are of high quality and reflect the vision of the Madison County community.

Policy: Explore opportunities for grants or other funding sources for community beautification projects.

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.

Madison County is a predominantly rural area, located in a wide valley, home to the Teton and Snake Rivers. Given this lovely setting, it is no wonder that the early settlers of the area decided to make this valley their home. Settled by Mormon pioneers, Madison County has a unique history of development.

Perhaps the most significant 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 northern Mexico, through the Intermountain Region and 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 Madison County and why its towns were laid out as they were. 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.

Some suggest that if non-Mormon society preferred a dispersed settlement pattern, Zion would be a nucleated community. This important feature of the City of Zion, evident in nearly all Mormon communities, including the historic townsites of Madison County, is a simple but powerful concept: an opposition between group and individual values, visually defining the Mormon western landscape.

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 1 mile square in physical dimension divided into 10 acre blocks of 660 feet by 660 feet, further subdivided blocks into house lots of equal size. Streets were to be 132 feet wide with no more than one house on any one lot. A uniform setback of 25 feet for each house.

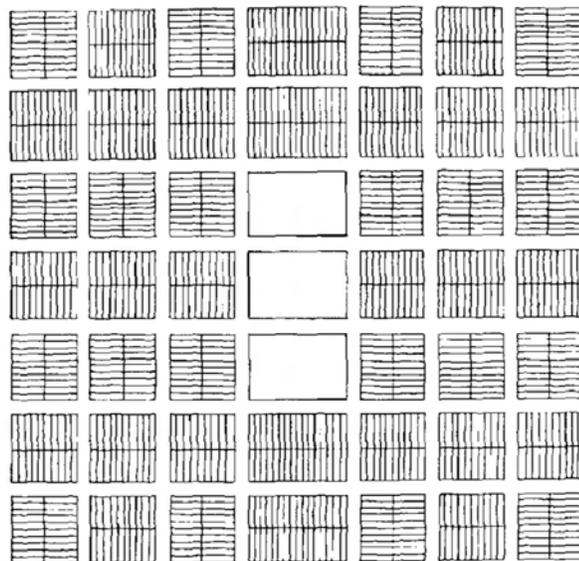


Diagram of the original Plat of Zion

Houses constructed of brick and stone, each home site to have shade trees, orchards and garden plots. 24 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 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 and the other towns of Madison County. Joseph Smith was 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.

The other towns in Madison County have followed similar patterns of growth, albeit on a smaller scale in comparison to Rexburg. Closely developed homes on original townsites were developed as a individual communities, with additional public amenities as needed by the residents.

These towns' current visual continuity originates in the fact that the community's initial identity was that of a planned community.

Visual Considerations

Virtually all of Madison County has significant visual amenities, whether it is a view east to the Teton Range, or a view of the open farmland that predominates in the county. Any community design must take into consideration the value of views of natural and manmade features.

Buildings and Structures

Buildings throughout the county document the architectural history of the region. Nearly every historic townsite is home to an LDS church. Some are attractive, stately chapels, made from local materials in traditional building styles. There are also several historic school buildings throughout the county, which is indicative of the importance that the residents of Madison County have long placed on education and cultural development.

Signage and Lighting

Signage, lighting, and similar details relate strongly to architectural design and the appearance of the county's townsites. Along strips of highway business district, larger freestanding signs are oriented to motor vehicle traffic

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. There are many historic parks throughout the county, located in townsites around the county, usually in proximity to the local church or school. As historic townsites in Madison County continue to develop, a streetscape plan for town centers is needed in order to create a pleasant and inviting place for the citizens of the county's towns.

Land uses can have a dramatic effect on the appearance of a community. Car sales lots, automotive garages, farm implement sales, lumber yards, fuel storage, and wrecking yards are among the uses that have the potential to have a detrimental effect on the appearance of the community. Older trailer courts, where few standards applied when they were established, can also have a detrimental effect. These land uses often locate along primary arterial streets near the periphery of town, and thus are a part of the first impression of the community for

visitors. As towns in the county develop, thought must be given to which uses would be the most appropriate to provide an attractive gateway feeling to the town center.

Design Recommendations for Specific Development Types/Areas

Rural Residential

- Larger lots – 1 per two acres base density, clustered in lots down to ½ acres in size where appropriate.
- Cluster homes for open space – preserve open space in natural state where possible
- Open, rural style fencing – no privacy fences
- Rural street cross-section – gravel or rolled curbs where appropriate, drainage swales/ditches for storm water, pedestrian paths rather than sidewalks
- Larger setbacks to preserve openness
- Allow for animals, but the character is more residential than agricultural.

Townsites

- Higher density housing
- Create town center where highest intensity uses are clustered
- Allow for mixed-use and neighborhood commercial in these areas.
- More urban street-cross section, curbs and gutters, sidewalks
- Smaller setbacks
- Less stringent fencing requirements
- Encourage landscaping- consider tree requirements

Agricultural

- Largest setbacks
- One unit per 16 acres base density, require clustering to preserve open space – 2 acre lot minimum
- Rural street cross-section, graded shoulders, drainage swales/ditch for storm water, pedestrian paths not sidewalks
- Rural fencing –open and transparent to not obstruct views
- Intended to remain as working farm land, not purely residential
- Dark sky requirement

Agriculture Recreation

- Wildlife-friendly fencing
- Large setbacks
- Cluster development
- One unit per 16 base density, 5 acre lot minimum
- Fire-resistant building materials and site design
- Dark sky requirement
- More resort-type character, second home, not intended to be a full-time residential area.

14) Impact Areas

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 without the joint agreement of all other local governments.

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 authorizing this arrangement 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 regulations to be used to govern land use within the areas of city impact, and which local government is responsible for administration of those regulations.

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.
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 impacting 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



The annexation of land must be in accordance to proper local and regional ordinances.

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.

15) Implementation

Implementation Tools

Zoning Ordinance and Map

Subdivision Ordinance

Transfer of Development Rights

Conservation Easements

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 must 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 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 must 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 general 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 houselots 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](#)].

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:

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. There is no express authority given in Utah.

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.

In Utah, TDR programs are enacted through the exercising of police power. 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, an exercise of police power must be premised on the protection of public health, safety, and welfare, must not deprive an owner of all viable use of land, and must be based on regulations that are clear and definite. As long as these criteria are not violated, TDR programs are legal in Utah.

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 must 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 must 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 must be consistent with market economics, and TDRs may have different values for different properties.

Allocation Formula

The allocation formula must 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 must 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 must 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 must 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 must 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 must 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 general 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 must know:

- Potential TDR sending and receiving areas (defined in the General 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 general plan. The General 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 General Plan.
- Complies with the TDR ordinance.
- Complies with subdivision and site plan rules.
- Is consistent with other recommendations of the General Plan.

References

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Mapleton, Utah. Mapleton Municipal Code, Chapter 18.76, TDR Transferrable Development Rights Overlay Zone. <http://66.113.195.234/UT/Mapleton%20City/index.htm>

West Valley City, Utah. West Valley City Municipal Code Chapter 7-26, Transfer of Development Rights Overlay Zone. <http://www.wvc-ut.gov/citycode/html/title7.htm>

APPENDIX D

EMPLOYMENT GROWTH PROJECTIONS				
State of Idaho				
Title	Estimated Employment	Projected Employment	Growth Rate	Net Change
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
Elementary and Secondary Schools	36,020	40,398	1.15	4,378

EMPLOYMENT GROWTH PROJECTIONS				
State of Idaho				
Title	Estimated Employment	Projected Employment	Growth Rate	Net Change
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
Wood Product Manufacturing	7,255	8,121	1.13	866
Miscellaneous Manufacturing	1,857	2,708	3.84	851

EMPLOYMENT GROWTH PROJECTIONS				
State of Idaho				
Title	Estimated Employment	Projected Employment	Growth Rate	Net Change
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
Broadcasting (except Internet)	1,566	1,741	1.07	175
Internet Service Providers, Web	413	570	3.27	157

EMPLOYMENT GROWTH PROJECTIONS				
State of Idaho				
Title	Estimated Employment	Projected Employment	Growth Rate	Net Change
Search Portals, and Data Pro				
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:
SALE 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 productgs 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 planning 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%

MADISON COUNTY INFO FOR 2007

Industry		Total Sales	Nontaxable Sales	Total Taxable	Madison County per HH	Idaho per HH	Est. Lkg	Capture Rate
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%
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%

MADISON COUNTY INFO FOR 2007

Industry	Total Sales	Nontaxable Sales	Total Taxable	Madison County per HH	Idaho per HH	Est. Lkg	Capture Rate	
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%
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	11,899,1	11,688,95	212,969	1387.33	920.39	466.94	151%

MADISON COUNTY INFO FOR 2007

Industry	Total Sales	Nontaxable Sales	Total Taxable	Madison County per HH	Idaho per HH	Est. Lkg	Capture Rate
	57	0					
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 companies	254,141	193,751	60,391	29.63	526.32	-496.68	6%
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%

MADISON COUNTY INFO FOR 2007

Industry		Total Sales	Nontaxable Sales	Total Taxable	Madison County per HH	Idaho per HH	Est. Lkg	Capture Rate
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 prescribng & 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 schl/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 F:
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.