

# COMPREHENSIVE PLAN

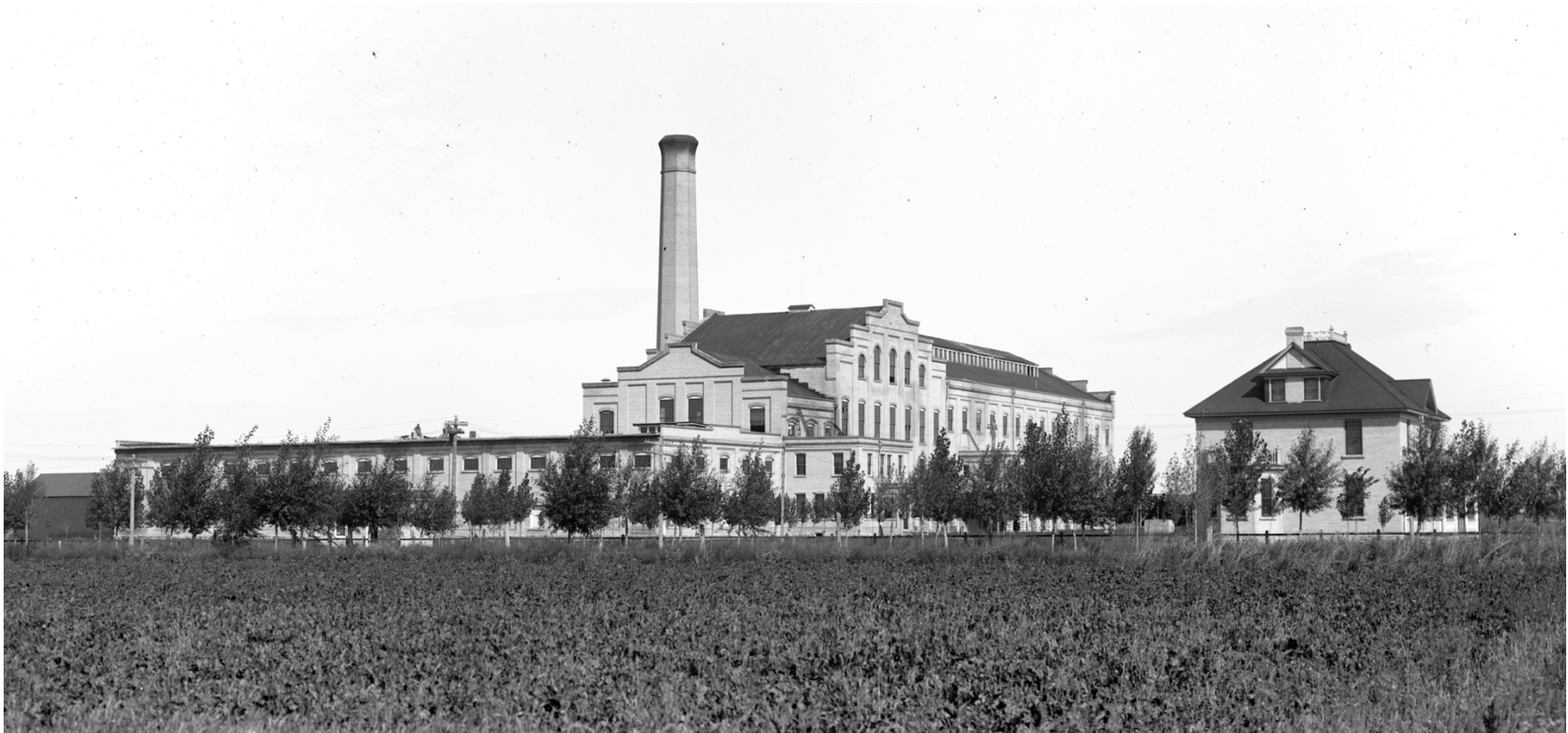


# Sugar City

**Maintaining our Community Heritage and Family Values  
Looking Forward to the Future**

**Prepared by the  
SUGAR CITY PLANNING AND ZONING COMMISSION**

**January 5, 2023**



Union Pacific Railroad Photo

## The Sugar Factory and Superintendent's Home

# City of Sugar City COMPREHENSIVE PLAN



Prepared  
by  
**THE CITY OF SUGAR CITY  
PLANNING AND ZONING COMMISSION**

## City of Sugar City Comprehensive Plan

This document is the result of extensive public input and a listening process that has included information derived from public hearings, open-houses, public surveys, interviews and discussions with residents over an 18-month period of time.

Every effort has been made to include best planning principles in the development of the goals and objectives outlined in the plan. A public hearing was held before the planning and zoning commission and a city-wide survey was sent to assist the planning and zoning commissioners in assessing the desires of the city residents for the future of the community.

The city council and planning commission wish to thank all those that gave time and effort to create a plan which we feel reflects the vision and values of our community. A special thanks goes out to our youth who shared their graphical representations of their hope for Sugar City's future. Recently a long-term city resident communicated:

***“Even though I wasn’t born in Sugar City,  
I got here as fast as I could!”***

Sugar City will always continue to welcome the preservation of the values and visions that have predominated our community’s way of life.

The planning and zoning commission hereby recommends this plan to the city council for formal adoption.

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**Eric Smith, GeoSmith Consulting**

**(Letter from the Mayor)**

## LETTER FROM THE COMMISSION CHAIR

Dear Sugar City Friends and Family,

I am delighted to share the 2023 Sugar City Comprehensive Plan with you. I am grateful for the work of Sugar City Planning and Zoning Administrator Kurt Hibbert as well as past and present Planning and Zoning Commissioners for their hard work in putting this document together.

A few years after our family moved to this beautiful community, then Mayor Glen Dalling invited me to join the Sugar City Planning and Zoning Commission. Since that time, I have had the opportunity to serve again as a Planning and Zoning Commissioner.

This has been a delightful and educational experience. It has given me the opportunity to delve into fun and interesting areas of our city and to meet new people who are all working together to make Sugar City a productive and happy place to live.

Serving on the Planning and Zoning Commission of Sugar City has also provided me with the responsibility to examine our city, county and state codes, something that I probably wouldn't have given a second thought to, under normal circumstances.

No community's codes and ordinances are perfect, if only by virtue of the fact that communities are as living, changing and growing as the people who inhabit them. Our code is no exception. In this time of unprecedented growth, our code is guaranteed to change.

The document that you are holding is golden. It is a tool meant to guide where and how our laws and ordinances

adapt during this phase of growth and change for Sugar City. In it you will find history, future plans, facts and goals. But at the end of the booklet, you will find the bedrock of this document: a Community Survey that each household in Sugar City and its Impact Area had the opportunity to fill out. It represents the values, beliefs and hopes our friends and neighbors have for how Sugar City will grow and progress in the future. It, in essence, provides the marching orders for our current and future city leaders.

As you read the 2023 Sugar City Comprehensive Plan, you will notice that the artwork provided by our school children adds their vision of what our best selves will be in the future, whether it's a safe haven buddy bench, a refuge for kittens, or (hilariously!) a child run, evil robot factory!

As a Planning and Zoning Commissioner, I love the security of having a comprehensive plan that provides a framework, a reference for what the community wants as we make our decisions.

I hope that you will also feel an extra measure of security as you see yourselves represented in this plan for the future of Sugar City.

All of my love and friendship,

Christine (Sam) Lines  
Chairman, Sugar City Planning and Zoning 2023



## THE CITY OF SUGAR CITY

Fur trappers, led by Andrew Henry, arrived along the Snake River in 1810. They built log shelters about five miles downstream from St. Anthony and established Henry's Fort.

The first permanent settlers came from Corrine, Utah, in 1879. One settled near Henry's Fort on the south side of the Snake River, while others settled on the north side. Several more men arrived in 1883 to claim land. They returned to Utah for the winter and brought their families back in the spring.

The pioneers lived in tents and dugouts until cabins could be built. Crops were planted, and then most of the men went to work on the railroad that was being built north from Idaho Falls, Idaho to Butte, Montana.

The area between the north and south forks of the Teton River was swampy. Ditches were dug to drain the water and were later used for irrigating the land.

On November 23, 1884, a meeting was held in the home of George P. Ward. A town site was chosen and named "Salem," which means peace. A congregation

of The Church of Jesus Christ of Latter-day Saints was organized. George H.B. Harris was sustained as Bishop.

Most of the land had been claimed by 1886. Two church houses were built and dedicated in 1885. One building was on Joseph Larsen's farm in the north part of Salem and also served as a school. Joseph was the teacher. The other building was constructed on the town site. The town had two stores, a cheese factory and a saloon. Clem Ward, whose horse would swim rivers, delivered mail until a post office was established in 1893.

**CITY OF SUGAR CITY  
COMPREHENSIVE PLAN**



The Youth Visioning Project revealed the desire of Oaklee to have a Fizz Bizz in Sugar City!

## CHAPTER 1

### VISION AND GOALS

There are several specific purposes achieved by adoption of the Sugar City Comprehensive plan. These are as follows:

- To meet the requirements of the Local Land Use Planning Act, Idaho Code, Title 67, Chapter 65.
- To create a document that individuals, developers and government agencies may use to accomplish the vision of the community in completing their respective duties, responsibilities or activities related to matters covered by the plan.
- The Comprehensive Plan does not rezone any parcels or lots, take any land for public purposes, cloud the title to any property, or require any land to be transferred to any person or entity.
- The Comprehensive Plan is not precise and does not show the exact outline of zoning districts or the exact location of future streets or public facilities. The plan shows the general location, character, and extent of land use patterns. Established laws, ordinances, and procedures make specific consideration and determinations.

**The Plan is not to be regarded as regulation but is to be used as a planning tool to assist governing bodies in moving in the direction that the community has determined is the most orderly and beneficial.** See Idaho Code § 67-6508.

It is important to understand the difference between a *comprehensive plan* and a *zoning ordinance*.

A zoning ordinance is a detailed list, by zoning category, of allowed uses not requiring permits and other uses that require a permit. It is considered and enforced as local land use law and is regulatory in nature. It is meant to be very specific and is considered "prescriptive" rather than solely "descriptive" as is the comprehensive plan. See Idaho Code § 67-6511.

This plan presents background information in a conversational style, without footnotes, methodological explanations, or numerous statistical tables. Certain details are included in appendices.

## PLANNING AREA

The City of Sugar City Comprehensive Plan has application over all the lands within the incorporated area of the City as well as in the City Impact Area. The Impact Area is established through an Impact Area Agreement with Madison County. Sugar City development codes have been adopted by the county for implementation in that area.

It is the intent of the City to work closely with county government in coordinating this municipal plan into the larger coordinated countywide comprehensive plan. A copy of Sugar City's Impact Area Agreement with Madison County can be found in the Appendixes.

## LAND-USE TYPES

- **Commercial**– areas where businesses that buy, sell, and distribute merchandise are desired.
- **Residential**- areas where it is desired that people live and locate their homes.
- **Mixed Use**-areas where a combination of medium/high density housing and commercial uses may be approved that support redevelopment of the city core as well as the smart growth principles outlined in this plan.
- **Agricultural**- areas where land is used to cultivate soil, produce crops, and raise livestock.
- **Light Manufacturing**- areas where processing, generating, and manufacturing businesses are desired.
- **Public Facilities**- areas where parks, school, water and wastewater, pathways and other publicly owned and operated facilities are located.

The City seeks to support property rights for each landowner and to optimize efficiency and good planning in our future infrastructure extensions.

## COMPREHENSIVE PLAN GOALS

- **GOAL** statements are expressions of desired outcomes. They are broad directions that establish ideal future conditions toward which policies are oriented.
- **POLICY** statements are expressions of principles that, when followed, will achieve a goal.
- **IMPLEMENTATION ACTIVITIES** are strategies to implement policies to achieve goals.

The Comprehensive Plan is legally intended to be a guide for governmental bodies-not a law that must be adhered to in the most stringent sense. However, state law requires that zoning “...be in accordance with the adopted comprehensive plan...”

The plan therefore becomes binding to an extent, though revisions can be made in accordance with the *Idaho Local Land Use Planning Act*.

The projected (sometimes referred to as preferred) land use map (PLUM) and the relevant text should be referred to for each issue. Although the land use map designates the basic type of land use to be permitted in an area, the text will give further information regarding densities intended for the types

of land use, ideal extent of particular zones, and other information that cannot be shown on the map.

The Plan may be amended as needed. Factors that necessitate changes to the plan are growth, changing conditions, and various decisions made by the City over time.

When considering an amendment to the plan, decision-makers should ask themselves:

*Have conditions changed so that the plan does not reflect the City’s preferred development patterns or its current goals?*

If this question cannot be answered affirmatively, any amendment should be considered with caution.

All interested citizens are encouraged to recommend potential amendments to this plan at any time. All requests will be carefully considered and citizen input and participation in the process is encouraged.

The Comprehensive Plan is meant to be a consensus-building document where the values and visions of our residents are communicated to those that do not understand the history or context of life in City of Sugar City.

This Comprehensive Plan is an expression of Sugar City’s goals, ideas, and objectives, for community and economic development. The Comprehensive Planning Committee has

adopted the vision communicated in the book "History of Sugar City" which identified a leadership vision for the future.

The **VISION STATEMENT** defines our long-term dreams. It is what we constantly strive to attain, and it becomes the reason for being.

## **VISION STATEMENT**

*Sugar City will continue its mission to exemplify and ensure a beautiful safe and wholesome environment for its residents now and in the future*

## **MISSION STATEMENT**

This statement articulates a MISSION of what we intend to accomplish; it articulates our focus for the community, and the objectives we will work towards.

*The City of Sugar City exemplifies a unique and strong sense of appreciation and respect for our community's heritage and history.*

*Many of Sugar City's residents represent five and six generations of living here. This fact strengthens ties to the past and instills within us a strong desire to preserve our heritage and foster the cultural traditions of our ancestors.*

*We believe in maintaining our family-oriented community where shared values can assure a safe and thriving community. We believe this can be accomplished by communicating community expectations through progressive planning, citizen engagement, and enhanced ordinance expectations.*

## **VALUE STATEMENTS**

The Comprehensive Plan Committee adopted the value statement found in the History of Sugar City. These values and ideals will guide our leadership actions as we implement this Comprehensive Plan:

*-We value the safety of our citizens:*

- a) Feeling safe is important to us.*
- b) Law Enforcement Presence when needed*
- c) Environment of Knowing Your Neighbors.*

*-We value and respect the diversity of our citizens*

*-We value and have a tradition of hard work*

*-We value community interaction through sports, arts, and entertainment:*

- a) Community activities in the park such as Sugar City Days*
- b) Senior Citizen support*
- c) Youth Athletic Programs*
- d) Strong Use and Support of the Community Center*

*-We support recreational opportunities:*

- a) Community Center*
- b) Neighborhood Park*
- c) Availability of trails/pathways*

*-We value a healthy downtown core:*

- a) Pedestrian friendly*
- b) Clean*
- c) Maintain Center Street as the core of our community*
- d) Intermodal Pathways connecting the community*

*-We value fiscal responsibility for the City.*

*-We value clean air and clean water:*

- a) We encourage businesses in the City that protect this value.*

*-We support preservation of our community's heritage:*

- a) Preservation of Historical Artifacts and Writings*
- b) Accurate Record Keeping and Preservation*

## **STRATEGIC OPPORTUNITIES**

**The heart of this plan lies within the Strategic Opportunities identified as Goal and Policy Objectives. There is strong consensus among community leaders and City staff about achieving the identified Goals and Policies.**

**Additionally, the growth around Sugar City over the last few years validates the need to adopt and support a proactive comprehensive plan.**

**Community input appears to be in alignment with the direction of the City Council and Planning and Zoning Commission's current thinking. There is a high degree of consensus in regards to the planning objectives identified in this plan.**

**The community will need to actively work to amend ordinances and continue to amend this comprehensive plan as planning situations change and new challenges confront the community.**

## **THE FUTURE: WHERE DO WE WANT TO BE?**

### **COMPONENTS OF THE PLAN**

As required by the Local Land Use Planning Act, the Plan includes provisions from analysis and discussion of information, data and trends pertaining to the following 13 components:

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

## **COMMUNITY DESIGN**

### **HOW WE VIEW OUR TOWN**

Sugar City lies directly northeast of Madison County's largest community, Rexburg. Our community has always been a community of neighbors, people who know each other and are quick to wave and say hello. Sugar City is a community made up of families and peace and security has been a constant as friends and neighbors watch over each other and the interests of the town. We have enjoyed a balance, where the works of our citizens meld together into a common interest.

The purpose of this plan is to maintain that sense of place for many generations to come.

### **COMMUNITY DESIGN MISSION STATEMENT**

Guide private and public development toward the maintenance of our well-ordered and aesthetically pleasing community.

Good community design provides an attractive living environment and can also result in an orderly well-landscaped environment which increases real estate values, energy efficiency and livability, and promotes an attractive climate for economic development.

The promotion of quality design is also an important component of implementing compact development, infill/redevelopment and mixed-use development concepts

without sacrificing neighborhood livability. Landscaping, building design, signs and tree planting are all aspects of community design and are described in detail below.

### **LANDSCAPING AND BEAUTIFICATION**

The city recognizes the importance of landscaping in helping make the City of Sugar City an attractive place to live and work. The city encourages the installation, maintenance and protection of trees, shrubbery and other landscape elements. Street trees within the cities and rural subdivisions provide shade to help cool buildings and conserve energy as well as enhance the visual appeal of a streetscape and create a pleasant environment for pedestrians and bicyclists.

Unless the development is an integrated mixed-use development, landscape buffers should be used between commercial and residential properties to provide visual separation and insulate residential areas from noise and visual impacts of commercial and light manufacturing development.

Front yards and side yards in residential areas should be landscaped except where driveways are present. To promote water conservation, low-water landscaping techniques are encouraged throughout the city.

### **SIGNAGE**

Size, height, colors and illumination of signs should be regulated and in keeping with the character of the community. Signs should be designed and scaled to either a pedestrian- or vehicle-oriented environment depending on their location.

The City of Sugar City does not support off premise signage or billboard type advertising in excess of the size allowed in the sign ordinance.

Sign regulations are intended to avoid unsafe placement and avoid visual clutter.

### **BUILDING DESIGN**

Quality building design can contribute to livability, improved aesthetics and the sense of community identity. Therefore, the city should promote building design that is visually compatible with surrounding development and enhances the community in order to create and retain attractive neighborhoods and business districts. However, policies and programs should not stifle creativity, individuality or personal choice and should be reasonably related to health, safety and welfare issues of the community.

Design related policies should be as clear and objective as possible, but should also recognize that each neighborhood has special and unique characteristics so what is visually compatible in one location may be not be appropriate in another location.

### **PEDESTRIAN ORIENTATION**

Pedestrian-friendly development is encouraged as an important aspect of community design. Walkable neighborhoods and commercial districts promote social interaction and are accessible to those who cannot drive.

The presence of pedestrians on the street adds vitality to neighborhoods and shopping areas and provides informal surveillance of public spaces. To create and/or retain a pedestrian friendly environment, special attention must be paid to streets as a shared public space.

Pedestrian friendly features include building entrances oriented to sidewalks rather than parking areas, a consistent edge of buildings along the streetscape, a variety of building styles, sidewalks separated from the road by planting strips and shade trees. It is also critical that motor vehicle speeds be scaled to facilitate parity between varied users.

### **DESIGN GUIDELINES**

Design guidelines and/or design review should occur in special areas or situations to promote the creation or retention of an area's unique characteristics. Design review could be required for a locally designated Historic District to make sure new development and exterior remodeling is consistent with the historic character of the district.

Design guidelines may be created for development for a Pedestrian Area Overlay to retain the pedestrian-friendly character of these areas. Development guidelines or standards could also be developed for new neighborhoods. Most importantly, if the community is to facilitate the development of multifamily dwellings, design standards are critical to assure community compatibility and eyes to the street design.

**INFILL**

Wherever infill and redevelopment occur, standards guiding infill and redevelopment, housing compatibility, and pedestrian improvements could be adopted to promote new development that is compatible with or enhances existing development. The City should aggressively rezone declining and blighted areas to stimulate new investment in these areas. **(ENLARGE AND DEFINE)**

**PROPERTY MAINTENANCE**

Properties should be maintained to be free of trash and litter and the accumulation of weeds or “deleterious growths.” Outdoor storage should be screened to hide unsightly objects. The city should prioritize repeated complaints and take strong enforcement action. The City Council should work closely with the city prosecutor and the Planning and Zoning Administrator in pursuing “willful violations” of the Zoning Ordinances. Unsightly properties should be prosecuted under available ordinances and health and safety issues eliminated.

**GOALS AND POLICIES**

<b>COMMUNITY DESIGN GOALS</b>
1. Evaluate development proposals in terms of compliance with development code.
2. Consider expansion of the Sugar City Intermodal Transportation system to enhance the recreational opportunities for City residents.
3. Encourage innovation and excellence in design for development. Adopt multi-family design standards to assure high-level large-scale building development.
4. Control light pollution through proper lighting consideration. Facilitate dark sky ordinance development and adoption to maintain rural character of community.

**Policy No. 1:** Consider community design features that promote the health, safety, and good quality of life of the citizens of the City.

**Policy No. 2:** Encourage development of self-sustaining neighborhoods that maintain the rural lifestyle and good quality of life of the City.

**Policy No. 3:** Encourage development design that optimizes topography and promotes conservation of open spaces. Require each development to address concerns regarding roads, lighting, drainage, storm water runoff, landscaping, re-vegetation of disturbed areas, underground utilities and weed control.

**Policy No. 4:** Encourage beautification along transportation corridors entering and exiting the City of Sugar City to provide a positive first impression.

**Policy No. 5:** Encourage beautification efforts and standards for design, develop code standards for property maintenance and landscaping.

**Policy No. 6:** Incorporate appropriate development standards and design regulations into zoning and subdivision regulations.

**Policy No. 7:** Regulate the use of signs to enhance public safety and aesthetic character.

**Policy No. 8:** Upgrade and maintain public spaces and facilities to improve community image by expanding landscaping and beautification programs.

**Policy No. 9:** Maintain, improve and expand the system of open spaces in the form of squares, greens, parks and greenways. Require the planting of street trees for new developments. Protect and maintain existing street trees and mitigate necessary tree removal.

**Policy No. 10:** Foster recognition, rehabilitation and preservation of historic sites and districts. See Special Sites.

**Policy No. 11:** Consider promotion and development of neighborhood associations. (ie. Salem Area)

**Policy No. 12:** Encourage attractive infill development that improves the quality of pedestrian orientation in established neighborhoods. These "Neighborhood Plans" should result in neighborhoods designed to: 1. Include sidewalks that are safe and convenient and streetscapes that are visually interesting. 2. Require buildings, whether residential, commercial, office or institutional, to be compatible in terms of scale.

**Policy No. 13:** Use design standards and incentives to ensure that new infill and redevelopment are compatible with established development.



## **CHAPTER 2**

### **History and Population**

#### **Conditions and Trends**

Early inhabitants of the Upper Snake River Valley were Bannock, Snake, Lemhi, Blackfoot, and Crow Indians. The first white men were fur trappers with Andrew Henry, who spent the winter of 1810-11 six miles north of Sugar City on Henry's Fork of the Snake River.

In 1882, President John Taylor, of the Church of Jesus Christ of Latter-day Saints, called Thomas E. Ricks to be bishop of the Bannock Ward, which included all of eastern Idaho. Ricks and others laid out the city of Rexburg in 1883, and settlement began in earnest. Records of the Bannock Ward show 815 members at the end of 1883 and 1420 at the end of 1884.

Sugar City was chartered on 27 August 1903 for the purpose of supporting a factory of the Utah-Idaho Sugar Company. Joseph F. Smith was elected director of the Sugar City Townsite Company. Meetings of the board were provided for, and a rule for removing the director if he showed improper conduct. In the charter was an article stating, "No intoxicating liquors shall ever be sold or otherwise disposed of, nor shall gambling or prostitution ever be permitted."

The map recorded in 1903 is still the plat of record for most of the town. In addition to working in the sugar factory, the settlers established farms and ranching operations that reached

far afield. Early residents recorded their enjoyment of being surrounded by the Teton Range, the Yellowstone massif, and the Lost River Mountains. Sugar City was incorporated 8 January 1906, as a municipality under the general laws of Idaho. In 1913, Madison County was created separate from Fremont County.

Sugar City became a regional center of trade and social life, boasting a bank, mercantile store with up to a dozen busy clerks, drug store, blacksmith shop, newspaper, hotels and rooming houses, an opera house and dance hall, feed and livery stable, harness shop—more than 20 businesses in all. Sugar City has organized an Historical Commission to preserve local history.

The sugar factory was the center point of the economy, and by 1929 the population of Sugar City had leveled off near 1,200. The sugar industry, along with agriculture and forestry, was instrumental in bringing the Union Pacific railroad to the region. Sugar was shipped in 100-lb. bags bearing the U&I emblem. By 1942, 405 thousand tons had been produced. But changes were coming to technology, finance, and marketing.

The bank closed with the Great Depression, costing some investors their fortunes. Potatoes grew in the sandy volcanic soil as readily as beets—and were much easier to raise and process. The sugar factory closed in 1942. Businesses closed down or moved elsewhere; Sugar City became a home for farmers and commuters. The population dropped under 600 and remained constant for four decades: the 1980 census shows a population of 617. In the 1960s a sewer system and street

signs were installed, streets were oiled, and a second park was developed.

On 5 June 1976, Sugar City was destroyed by floodwaters from the collapsed Teton Dam. This moment defined Sugar City as it has existed for the past three decades. Homes, livestock, and personal belongings were gone forever, but loss of life was minimal. People were left owning the clothes they put on that morning and the cars in which they fled the muddy torrent. For those who were part of that experience, material life would start over from the beginning, but families and the spirit of community were strengthened by the resolve to rebuild. Rebuilding the city brought new homes, street improvements, and extension of infrastructure. The population, however, did not increase significantly.

Land to the south of the city was annexed in 1994, and in 1995 an impact area was established. In 1996, after 20 years without much population growth, the Mountain View Estates subdivision was begun. Moody Acres, a subdivision in the impact area, followed two years later. Adjoining the city on the southeast, the Ponderosa Estates subdivision began in 2000. That same year a large tract northwest of the city, across U.S. 20, was annexed as Sun River Lake Estates, but at that time this development did not move past the stage of initial infrastructure.

In 2000 and 2001, the transformation of Ricks College, in Rexburg, to Brigham Young University–Idaho accelerated an already robust regional expansion in residential and commercial growth. In Sugar City, growth would remain

moderate for a few more years though the access from Center Street to U.S. 20 was completed in 2001.

Two factors holding population growth in check were (1) decrease in the size of households and (2) limits on land available for new housing. Household size decreased from 4.26 to 3.81 by 2004, and new residential building permits averaged only 10 per year.

In 2007 and 2008, large subdivisions containing residential and commercial areas were proposed, Old Farm Estates south of the city and Toscano in the area previously known as Sun River. The city acquired property between U.S. 20 and the railroad to develop a business park. The trend in 2008 is toward increasing growth in both population and economic activity.

### **Historical Publication**

For the 2003 centennial celebration, Robert Worrell and Becky Brighton compiled and edited a history called *The Sweetest Little Town: A Centennial History of Sugar City, Idaho, 1903-2003*. For copies, inquire at City Hall.

### **Goal**

The goal of Sugar City with regard to population is to provide to all its residents opportunities to fully enjoy its small-town, family-focused character.

### **Objectives**

Three objectives relating directly to the populace are:

1. To sponsor public events and encourage neighborhood events.
2. To encourage volunteerism in city and community events and projects.
3. To invite residents to contribute through civic service.



## CHAPTER 3

### PROTECTION OF PROPERTY RIGHTS

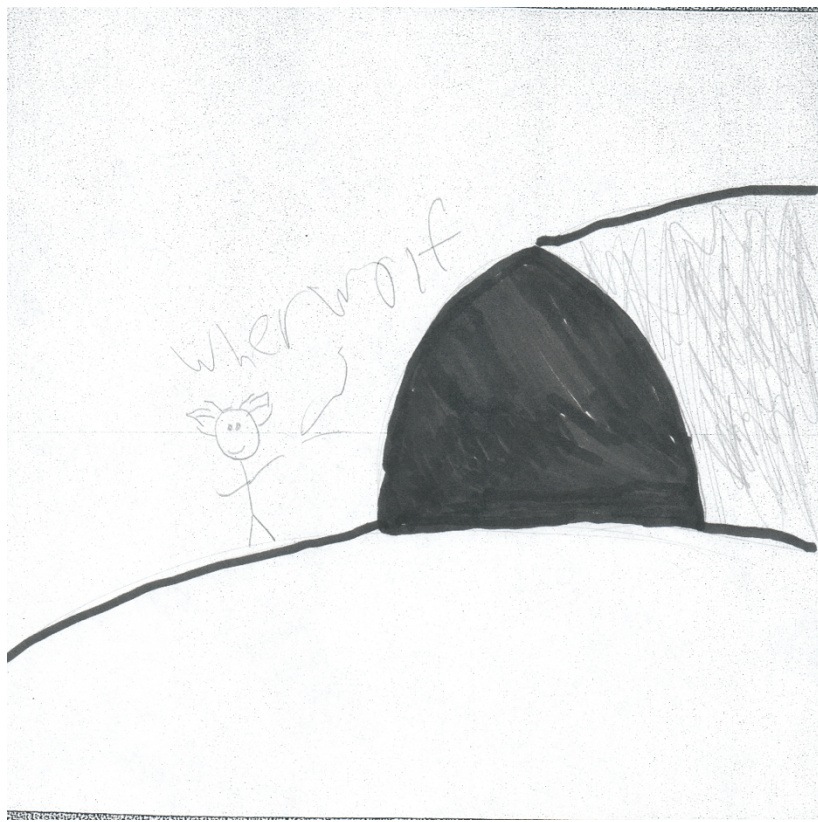
#### CONDITIONS AND TRENDS

Traditions of the region and integrity of the people have made possible maximal individual liberty with regard to property rights. The original layout of the city in 1903 provided zones for the sugar factory, commercial and business developments, residential neighborhoods, and agricultural uses, a layout that is still largely intact.

After the Teton Dam disaster in 1976, the city was rebuilt, but the population did not grow significantly in the ensuing 20 years. Since the mid-1990s, residential, commercial, and scholastic growth have been at a moderate rate, expanding the city into adjacent agricultural lands. The downtown commercial district has lost numerous businesses, part remaining empty and part having converted to residential use. Regional growth since 2000 and development proposals in 2007 and 2008 create potential for rapid residential and commercial growth in the future.

#### RELEVANT LAW

Property rights means the fundamental freedom to own, control, and enjoy land. This freedom includes the liberty to develop, rent, lease, or dispose of—through sale or gift—the land, using the property as desired as long as that use does not infringe on the rights of neighbors or of the community as a whole (see Idaho Constitution, Article 1, Section 1, and Idaho



Even a “Wherwolf” should have a home and property rights -  
Drawing by Jocelyn

Code, Title 55). Property rights form an indispensable part of a free society.

The federal and state constitutions provide that private property may not be taken for public use without just compensation. Idaho Code 67-6508(a), 8001, 8002, and 8003 establish a process to evaluate whether regulatory actions result in a taking of private property. However, Idaho Code 67-8001 states that the purpose of chapter 67-80 is not to expand or reduce the scope of private property protections in state and federal constitutions, also that nothing in section 67-8001 grants a person the right to seek judicial relief requiring compliance with chapter 67-80.

Laws and regulations governing private property should depend on the government's authority and responsibility to protect public health, safety, morals, and welfare. On this premise, courts have supported limitations on uses of private property through land use planning instruments such as comprehensive plans, zoning ordinances, subdivision ordinances, and environmental quality acts.

Sugar City can control land use through eminent domain and police power. Eminent domain means it can take private property for public use such as a highway, if it pays just compensation. Police power means government can restrict land use when deemed necessary to protect the public interest, without paying compensation. For instance, a city can deny a request that it deems to pose a health hazard to the community. “It [also] may control the use and possession of [private] property, so far as may be necessary for the protection of the

rights of [neighbors], and to secure to them the equal use and enjoyment of their property.” (Munn v. State of Illinois, 94 U.S. 113)

### **GOAL**

The goal of Sugar City is to maintain its small-town, family-focused character by balancing public interests with interests of property owners.

### **OBJECTIVES**

1. To protect the health, safety, morals, and welfare of the community.
2. To uphold the rights of landowners.
3. To maintain a regulatory framework ensuring that land use policies, restrictions, and fees do not excessively impact property values.
4. To maintain a regulatory framework ensuring that land use policies do not constitute an unconstitutional taking of property—or otherwise violate private property rights.
5. To plan and regulate within the confines of national, state, and local law.

### **MANNER OF IMPLEMENTATION**

The city should consider the following questions, outlined by the state attorney general, in reviewing potential impacts on specific properties of regulatory or administrative actions. The city should also use the public review process and be sensitive to cumulative impacts of other governmental agencies in reviewing potential impacts.

An affirmative answer to a question does not necessarily mean there is a taking; rather, it means that city representatives should review the proposed action with legal counsel.

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 deny a fundamental attribute of ownership?
6. Does the regulation serve the same purpose that would be served by directly prohibiting the use or action; and does the condition imposed substantially advance that purpose?

To protect the public welfare, prevent conflict with landowners, avoid takings, and provide for equitable sharing of costs, the city should:

1. Engage in sound land use planning, including a comprehensive plan that states community values and

goals, ordinances that are clear and consistent, background studies and expert advice, and reasoned decisions, i.e., decisions based on the provisions of existing law.

2. Provide for economic hardship variances or similar administrative relief to allow use of property in situations where regulations may have an extreme result.
3. Encourage agreement before takings claims go to court by requiring landowners to provide evidence of undue economic impact on subject property prior to filing a legal action.
4. Take steps to prevent the subdivision of land in a way that may create economically unusable, substandard, or unbuildable parcels.
5. Require development to pay its fair share, with shares established by rational, equitable calculations, including specific needs created by proposed development, actual present and future governmental costs attributable to a project, and actual impacts of a project in its circumstances.
6. Promote good development by avoiding governmental incentives or subsidies that encourage development in sensitive areas such as flood plains or steep slopes. Law does not require taxpayers to subsidize unwise development. Yet incentive programs

may be made available to encourage good development, defined as development consistent with community values and land use controls.

7. Provide for legitimate applications of police power, which may restrict land use without paying compensation when deemed necessary to protect the public interest.



Esther would like to see a new elementary school in Sugar City.

## **CHAPTER 4** **SCHOOLS**

### **Conditions and Trends**

Sugar City is the central location of the Sugar-Salem School District 322, with the four schools of the district located in the city. Communities and areas served include Sugar City, Salem, Moody, Plano, and Newdale. The school district enjoys an excellent reputation in the region. Numerous students living outside the district are enrolled within it, and some families locate in the district so their children can be educated here.

Sugar City, combined with Salem, has its own school district, District 322 ([www.sugarsalem.com](http://www.sugarsalem.com), 208-356-8802). Salem is the rural area west of Sugar City.

There are five schools located in Sugar City limits:

- Central Elementary, grades K-2 (304 students)
- Kershaw Intermediate, grades 3-5 (315 students)
- Sugar-Salem Junior High, grades 6-8 (329 students)
- Sugar Salem Alternative School
- Sugar-Salem High, grades 9-12 (598 students)

About one-third of the students live in Sugar City. The others come from Salem and the surrounding area as far away as Newdale, eight miles to the east. More than 100 of the district's approximately 1,600 students live outside district boundaries but attend Sugar-Salem schools by choice.

Sugar-Salem schools are known for academic excellence, with the high school one of two in Idaho designated a national Blue Ribbon School by the U.S. Department of Education. Sugar-Salem High School also boasts award-winning orchestra and drama programs and excels in competitive sports. Schools in the district are classified at four or five stars on a five-star rating system, and each meets No Child Left Behind annual progress requirements.

A committed and conscientious school board oversees the district, maintaining and strengthening its scholastic and extracurricular programs. The board ensures balanced and effective curricula.

School facilities are all centrally located with good access. Students residing in the incorporated city are not provided bus service unless a safety issue exists. Students residing outside the incorporated city or west of the railroad are provided bus transport. The bus system is under the jurisdiction of the school district. Bus ridership is about 650 per day, with up to 100 students driving their own cars to the high school.

City planning and services are not directly involved with higher education, but Sugar City is conveniently located for its residents to enroll at Brigham Young University-Idaho (BYU-I) in Rexburg, College of Eastern Idaho and University Place in Idaho Falls, and Idaho State University in Pocatello.

## **GOAL**

The goal of Sugar City is to promote the quality and accessibility of education so as to ensure continuation of its small-town, family-focused character.

## **District 322 Mission Statement**

“The Sugar-Salem Schools, in partnership with the community, are committed to provide an educational environment where teaching and learning can respond constructively in a changing society. We emphasize demonstrable life-long skills, knowledge, and values that develop responsible and contributing members of society.”

## **OBJECTIVES**

1. To support the school district's mission.
2. To encourage public support for and participation in education.
3. To encourage continued centralization of school facilities.
4. To support families and individuals in finding the educational opportunities they desire.
5. To encourage coordination between educational institutions and business to expand educational opportunities and provide education suitable to employment opportunities.
6. To encourage continuing education through existing institutions.

7. To support technology and communication infrastructure for educational uses.
8. To support summer programs and online education.
9. To support opportunities for nontraditional students.
10. To promote the sharing of facilities within the school district and with other community institutions.
11. To identify and mitigate hazards to school transportation.
12. To provide for safe and efficient traffic flows, street crossings, walkways, and nonmotorized transport.
13. To participate with the school district in planning.



Matthew would like to have a new grocery store in town that is capable of a heavy snow load!

## **CHAPTER 5** **ECONOMIC DEVELOPMENT**

### **Conditions and Trends**

Most Sugar City residents are employed away from the city. Rexburg proximity and U.S. 20 make employment convenient throughout the Upper Snake River Valley. Proximity to Rexburg results in Sugar City not being a regional trade center. Sugar City would like to change that with the new regional commercial zoning being developed.

Education, health, and social services provide more than one-third of all employment. Jobs in manufacturing and retail business are significant parts of the employment spectrum, but together constitute only one-fourth of all employment. Yet these proportions are not reflective of Sugar City's economy because most employment is not in the city. Rather, they are indicative of the city's demographic and educational character.

In Sugar City, major employers are the school district, Sun-Glo, and Moody Creek Produce. Employees represent a regional cross section, not necessarily residing in Sugar City. These employers and their impact in the local economy will probably remain relatively steady in the near future.

In the short term, residential growth will exceed commercial growth. The long-term economic trend, however, will likely be toward significant increase in the ratio of economic growth to population. Though near-term residential growth may double

or triple the city's population, commercial growth could be exponential. The business park has the potential of bringing several hundred jobs to the city, and commercial portions of large subdivisions could have a similar impact on the job market. The changed ratio between economic activity and population is expected to increase the need for governmental services and to strengthen the city's tax base.

### **The Downtown Blueprint**

Sugar City has had a long period where the downtown was almost devoid of any businesses or services. Sugar City residents would like to see the downtown re-vitalized, with new stores and services and high-density housing above and behind the business district.

The built environment of the residential neighborhoods around the downtown is not expected to transition into anything different in the future. Sugar City is interested in developing several additional commercial nodes with goods and services around major transportation corridors.

The crossroads of some of the gridline roads become preferred real estate for development of these goods and services. Sugar City will allow commercial nodes as designated on the Preferred Land Use Map outside of the downtown as the city grows. These nodes will allow goods and services to be built up and serve the areas where they are located.

Sugar City would like to build-out in a way that residents don't have to travel across town to get basic services. Sugar City would like to see a thriving core with service and entertainment

businesses in the downtown at a scale and magnitude commensurate with the existing historic buildings.

Sugar City would like to see the redevelopment of Center Street which has served as a state highway for many years. The hundred-foot right of way provides tremendous opportunities for parking, landscaping, pedestrian and recreational areas, and other amenities to keep a strong focal point in the middle of town.

The comprehensive plan strongly supports investment in a thematic or historic blueprint for the downtown. Regardless of the scale of future development around the city, Sugar City would like to enlarge and preserve the scale of the commercial Center Street in the downtown business sector.

Street lighting needs to be converted from overhead highway area lighting, to targeted ambient downtown historic lighting creating a unique atmosphere or mood in this distinct area. All future lighting should be sensitive to the dark sky ordinance of the city and the need to protect properties from undo light trespass.

The Sugar City Historical Commission will continue to be a resource and provide guidance to the city staff and council for the redevelopment of the downtown area.

### **Goal**

The goal of Sugar City is to promote economic expansion and prosperity while retaining its small-town, family-focused character particularly in the original townsite.

**Objectives**

1. To encourage economic developments that are suitable to various locations and public needs.
2. To zone so as to provide optimal settings for each sector of use.
3. To encourage cohesive and complete residential neighborhoods and vibrant commercial and business districts.
4. To provide infrastructure needs while protecting infrastructure resources.
5. To balance the ratio of residential, basic sector commerce, and supporting commerce, particularly with regard to the tax base.
6. To require a street system that moves traffic efficiently and avoids congestion.
7. To require design review for all development except single-family and twin homes.
8. To emphasize friendliness to the natural environment and encourage open space.
9. To market Sugar City's central location amidst educational and recreational opportunity.
10. To pursue grants and other financial support for construction and rehabilitation of infrastructure.
11. To support individuals, businesses, and grant applicants in their efforts to start up new businesses or locate established businesses in the city.

## CHAPTER 6

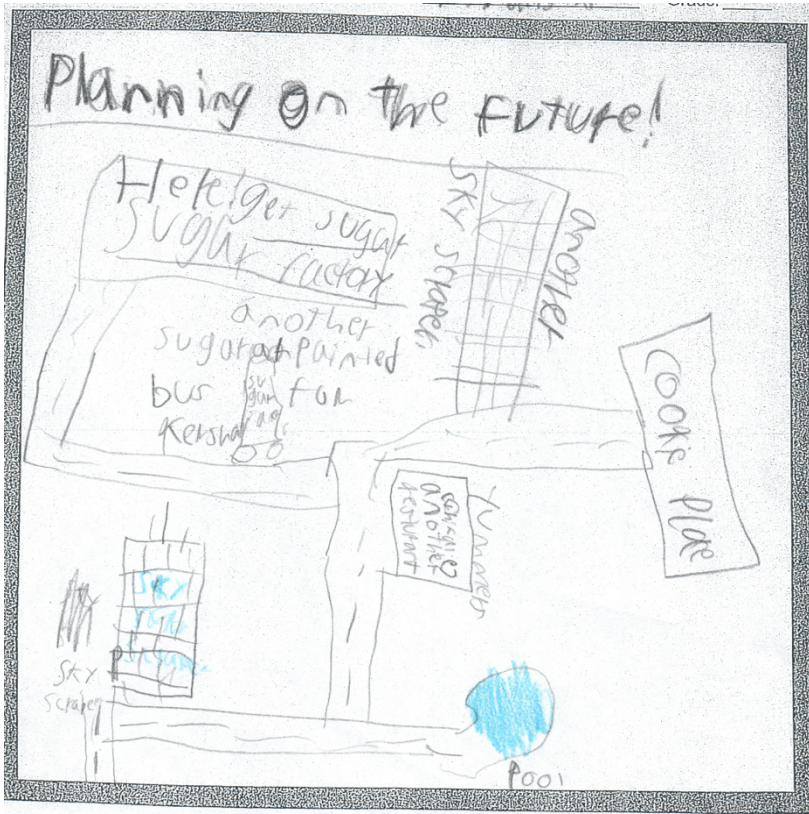
### LAND USE

#### Conditions and Trends

Since its incorporation in 1903, Sugar City has had the advantage of a community plan for land use. At the northeast corner of the town was the sugar factory, along Center Street was the business district, and central locations were provided for a school, a church, and a park. Streets were laid out in the grid system typical of early Mormon settlements, with residential lots providing for lawns and gardens. The agrarian setting of the town was assured by several miles of farmland radiating in every direction.

The original layout of the town remains mostly intact. Growth in the surrounding area and resultant consolidation of schools and churches have motivated construction of additional schools and another church. Since 1976, development has radiated from the center: businesses and churches on Idaho 33 toward Rexburg, NorSun and Sun Glo to the west, and other businesses to the northeast, near the intersection of 7th East and Idaho 33. A planned regional commercial zone is being implemented on the junction of State Hwy 33 and State Hwy 20. Most of these growth areas have been annexed into the city and included in its zoning.

Existing land uses and classifications of use in this plan are coordinated with the Madison County Comprehensive Plan so far as is practicable:



Bradley would like a Cookie Place, a Pool, at least two skyscrapers, and a new restaurant,

1. Residential. Lands used primarily for single-family or multi-family dwellings, including cluster developments.
2. Agriculture. Lands used primarily for grazing, crop farming, hobby farming, and related uses.
3. Open Space. Lands maintained in a natural and undeveloped state or developed for recreation.
4. Commercial. Lands used to serve public needs through commercial and professional activities.
5. Business Park. Lands used primarily for small businesses, offices, and light production with limited public access and retail activity.
6. Local Production (Light Industrial). Lands used primarily for production, warehousing, and distribution.
7. Public and Quasi-public. Lands used for city buildings, schools, churches, and similar facilities.
8. General Industrial. Land uses traditionally considered industrial such as wrecking yards or junk yards, sanitary landfill, mineral extraction, gravel extraction or crushing, industrial scale cement plants, or asphalt plants. The intent of this plan is that there be no land in Sugar City or its impact area zoned General Industrial and that traditionally associated uses and uses with similar impacts not be permitted.

### **Land Use Map**

The Sugar City land use map, Appendix A, is a graphic illustration of the community's desired future. It shows what land uses are desired and where the uses should take place. It is a guide for city officials as they evaluate development proposals and revisions to policy.

The multiple-use zoning district in the city ordinances, however, is guided only indirectly by the comprehensive plan. Lands are designated for multiple use on a case-by-case basis as directed by ordinance, consistent with values and goals in the comprehensive plan. Multiple use may involve lands in any land use classification(s) on the land use map.

The land use map differs from the city zoning map in two ways:

1. Land use classifications in the comprehensive plan and its land use map may or may not match zoning classifications in the zoning ordinances and the city zoning map. Rather, in the comprehensive plan classifications describe the character and type of land use that is desired, whereas in the city ordinances they indicate what is permitted.
2. The comprehensive plan land use map does not legally entitle a landowner to develop property in a certain way. Rather, development is legally restricted by zoning districts and land use schedules in the city ordinances. The ordinances allow landowners to apply for zone changes.

**Goal**

The goal of Sugar City is to perpetuate its small-town, family-focused character through judicious uses of land and management of growth.

**Objectives**

1. To establish zoning districts and standards for development within them.
2. To establish zoning districts to organize the community, promote varied land uses, ensure compatibility of adjacent uses, and appropriateness of uses relative to infrastructure requirements and physical environments.
3. To encourage conservation easements or transfer of development rights so as to preserve areas of agriculture or other open spaces.
4. To enact a subdivision ordinance and require developers to work in partnership with the city.
5. To conduct and require to be conducted growth studies and impact studies.
6. To preserve open space and protect natural environments.
7. To designate and regulate sensitive lands.
8. To coordinate among public and quasi-public agencies on land use issues.
9. To acquire and develop land for public uses and to promote economic development.
10. To prevent or mitigate impacts of certain industrial or heavy impact uses.
11. To coordinate with Madison County and Rexburg to establish the area of city impact, standardize administrative systems, and prevent inconsistencies of land use.





Benson would like to see an elk farm somewhere close to town!

## CHAPTER 7

### **NATURAL RESOURCES AND HAZARDOUS AREAS**

#### **Conditions and Trends**

Sugar City lies at 44 degrees north latitude at an elevation 4890 feet, with a dry climate of moderate summers and cold winters. The terrain is flat, with soil of silty clay loam and areas of river gravel. Because of the clay, some areas are not well drained. Furthermore, groundwater levels generally prevent basements. As the city grows in area, sensitive lands may be identified, such as wetlands, water bodies and riparian corridors, or wildlife habitat.

People value the clean air and excellent water. Topography and prevailing southwesterly winds keep the air clean most of the time. Wild fires sometimes make the air smoky, and winds carry dust up the valley especially during harvest season. These pollutants have not been considered hazardous to health.

Surface and subsurface water is plentiful, though average annual precipitation is only 11-12 inches. Culinary water is exceptionally pure, pumped from the Eastern Snake River Plain Aquifer several hundred feet below ground. Subsurface water is replenished directly by streams and other surface waters. The deep aquifer is replenished in some measure from subsurface sources, though most of the deep water is of ancient origin and comes from north and northeast of the valley.

Subsurface waters move in southerly and southwesterly directions. (See also Chapter 9, Public Services.)

Irrigation water comes from rivers and reservoirs, and is controlled by canal companies. Sugar City has not used surface water for irrigation since the 1976 flood, though surrounding farms rely on it. Present growth trends imply that surface water should be used for irrigation during development phases and on open spaces.

Hazards and potential hazards are few, consisting of railroad crossings, the potential for industrial mishaps, flood, and earthquake. The hazardous feature of the railroad is the collection of railroad crossings. The only guarded crossing is on West Center Street. Potential industrial hazards are within the power of the city and other governmental entities to control or mitigate. Some flooding is possible during periods of rapid snowmelt. The region is seismically active, with severe damage possible.

### **Goal**

The goal of Sugar City is to preserve its small-town, family-focused character by exercising wise stewardship over natural resources while preventing hazards and mitigating their effects.

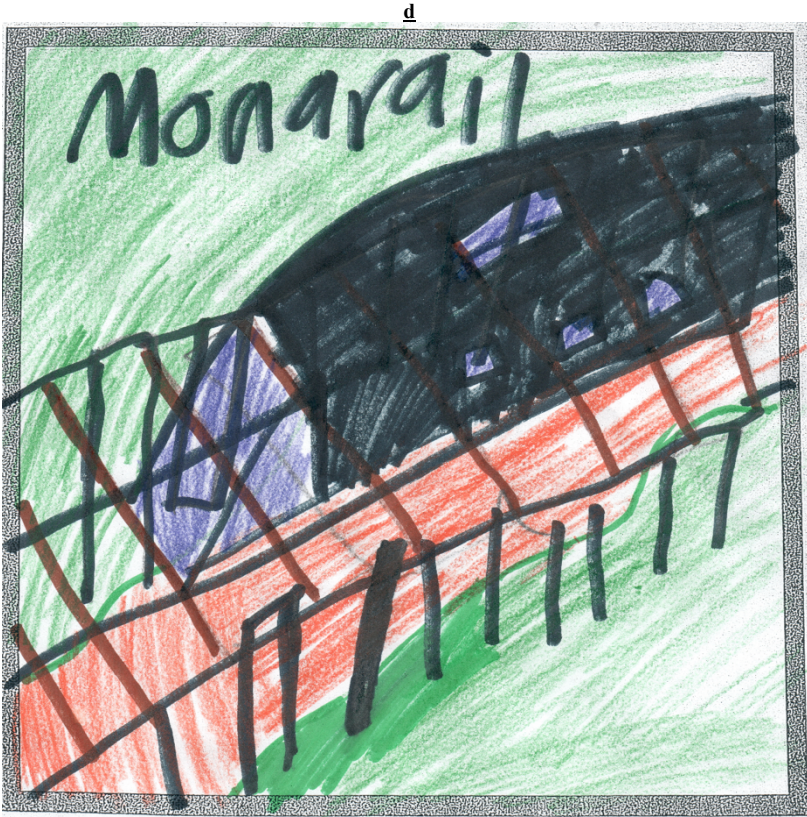
### **Objectives**

1. To ensure universal access to resources.
2. To promote safety from harm to persons and property.

3. To prevent contamination of surface and ground water in the city and east of the city.
4. To encourage use of surface water for irrigation where feasible.
5. To establish water conservation measures in time of need.
6. To provide safe and adequate sewer service.
7. To protect soils from contamination by wastewater, chemicals, or refuse.
8. To identify and protect sensitive lands.
9. To encourage preservation of topsoil during development.
10. To protect air and water from contamination.
11. To support state and county programs for control of noxious weeds.
12. To encourage disposal of trash, unhealthy vegetation, and debris.
13. To assess and mitigate the threat to safety of railroad crossings.
14. To ensure adequate access for emergency vehicles.

15. To monitor installation and operation of storage tanks and hazardous chemical storage and transport.
16. To monitor the potential of flood damage and prepare accordingly.
17. To restrict development relative to threat of flood.
18. To prepare and rehearse emergency plans, including communication, mobilization of human and material resources, and evacuation by emergency service providers.





Eli would like a public transportation system like a Monorail to move people around better.

## CHAPTER 8

### TRANSPORTATION

#### Conditions and Trends

Sugar City is located at the intersection of U.S. 20, Madison County's major arterial, and Idaho 33, which connects Rexburg to Sugar City and then runs east to Teton County and the Wyoming line. Center Street is a portion of Idaho 33. The original city plat arranges streets in a north-south and east-west grid, except along the railroad.

Third South Street has the problems of being inaccurately located and of inadequate width. Since these problems are of long duration and involve all landowners along the street, a solution is probably not soon forthcoming. Third South should be classified, at most, a minor collector.

Growth will require new streets, including collectors at appropriate intervals. Madison County is considering plans for a minor arterial or major collector from Sugar City to the southeast edge of Rexburg to relieve traffic congestion on 2nd East in Rexburg.

Provision for nonmotorized transportation includes sidewalks, cycling lanes, paths, and trails.

Highways and streets are classified according to the Federal Functional Classification System, which is used nationwide:

1. Major Arterial. Connects communities and provides cross-regional access; moves large volume of traffic at high speed; may have limited access; does not bisect neighborhoods or provide access to adjacent properties.

2. Minor Arterial. Moves a moderate volume of traffic at moderate speeds; receives traffic from collector streets; does not provide direct access to adjacent properties and has limited access to residential streets.

3. Major Collector. Connects multiple local streets with a major or minor arterial; serves light commercial and residential areas; normally does not provide direct access to properties.

4. Minor Collector. Serves businesses and residential properties, though direct access may be restricted.

5. Local Street. Provides access to residences, other properties, and parks.

### **Goal**

The goal of Sugar City is to provide a transportation system consistent with its small-town, family-focused character.

### **Objectives**

1. To identify the transportation network that the city needs to sustain anticipated growth.

2. To maintain a transportation map (Appendix B) detailing the city's current and future transportation system, showing street classifications and intersection types.

3. To coordinate needs and standards with the Idaho Transportation Department, Madison County, and Rexburg.

4. To discourage development that will interfere with orderly development of the transportation system.

5. To coordinate transportation infrastructure with existing and planned land uses.

6. To maintain the streets.

7. To identify short- and long-term needs for construction and maintenance.

8. To seek short- and long-term funding sources for construction and maintenance.

9. To promote development of the street grid consistent with location and terrain: observe connectivity between the existing grid and future needs; allow adaptation in localized situations.

10. To suspend the street grid system and maximum length of blocks for a discrete (separate with distinct parts) development, depending on conditions on the ground such as area integration, water features, natural boundaries, and probabilities of future interconnectivity with other developments, if deemed necessary.

11. To coordinate new transportation facilities with existing ones to provide continuity in the system.

12. To encourage transportation corridors, such as the proposed East Parkway Corridor between Rexburg and Sugar City.

13. To safely and efficiently move traffic through developments and between communities.

14. To require new development to provide transportation means and share expenses commensurate with their needs and their impact on the city.

15. To require new development to provide accommodation for nonmotorized travel, such as with sidewalks, bike lanes, and paths, and access to existing nonmotorized facilities as appropriate.

16. To keep traffic flows safe, minimal, and dispersed, avoiding congestion and any feature of transportation infrastructure not consistent with the goal.

17. To route large vehicles toward large streets and away from residential neighborhoods, schools, and other vulnerable areas.

18. To avoid situations that would call for traffic control lights.

19. To promote nonmotorized elements of the transportation grid.

20. To provide safe walking and cycling access to public and quasi-public facilities.

21. To promote pedestrian-friendly site design of public places.

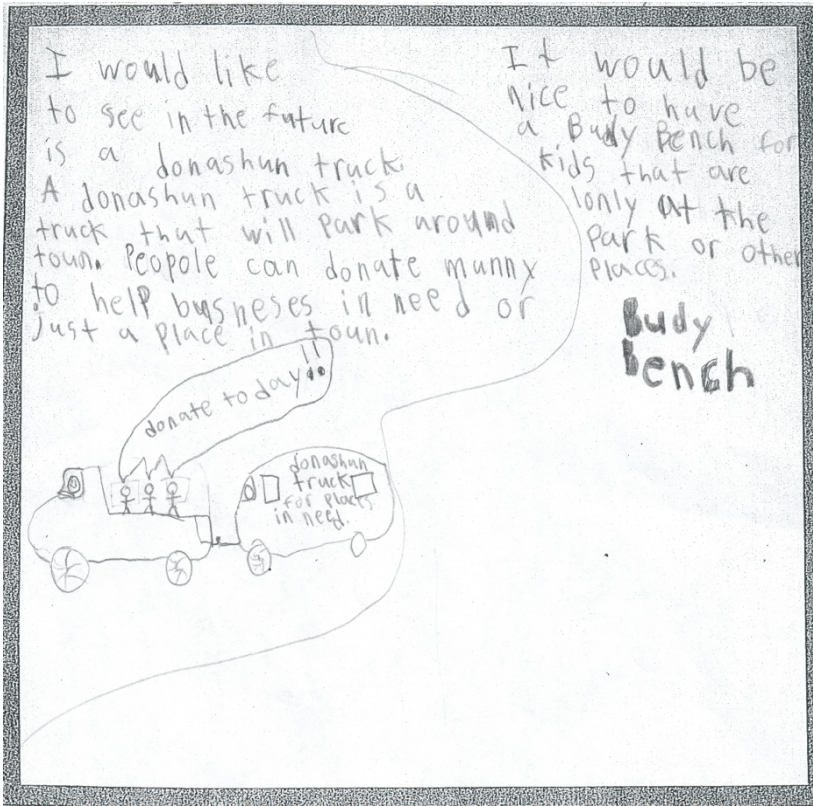
22. To promote public transportation by governmental and privately owned carriers.

23. To install street name signs, regulatory signs, and directional signs.

24. To install needed warning and protection devices.

25. To integrate intermodal transportation within the development of Sugar City and outlying areas.





Avery would like to see a collection truck to drive around and collect funds for businesses in need. She would also like to see a “buddy bench” at the park or around town.

## CHAPTER 9

### **PUBLIC SERVICES**

#### **Conditions and Trends**

For a small town, Sugar City enjoys excellent public services, some provided by the city, some by Madison County, and some available in Rexburg.

Sugar City has its own culinary water system, cemetery, and street department. Relative to the water system, this chapter and Chapter 7 are intended to complement each other. The city owns three operating wells. Well #3, located at Idaho 33 and 3rd South along with its storage facility, supplies most of the current need. Wells #1 and #2, near the water tower and in Neibaur Park, respectively, serve as backup wells. The city water system should remain integrated, but it may be necessary for major developers to provide new wells.

The cemetery is managed by a board separate from the city government.

The city's street department clears snow, does backhoe work, and makes minor street repairs. Major repairs are let out to bid.

Wastewater treatment is by contract with Rexburg, with capacity available to Sugar City for a population of 2700. In 2007, Rexburg's treatment facility was upgraded to a capacity of 3.6 million gallons per day, and is presently operating at approximately 3.0 million gallons per day.

The city contracts annually with a private business for solid waste disposal, with garbage hauled to the Regional Waste District Landfill south of Newdale.

Fire protection, law enforcement, public library, and emergency medical service are provided by arrangement with Madison County. The central fire station is located in Rexburg at 26 North Center Street. In 2007, the Madison County Fire Protection District acquired property in Sugar City for a satellite station, which will reduce response times and may lead to a reduction in fire insurance rates. The satellite station will also provide training and community involvement for citizens. The fire district currently has 13 full-time firefighters and 60 paid firefighters on call.

The city contracts with the Madison County Sheriff's Office to provide surveillance and patrolling. Though law enforcement needs are minimal, the sheriff's presence in Sugar City is conspicuous, with sheriff's vehicles often in the town center, and deputies in the schools and attending public functions as well as residing in the city. The county has its own men's and women's incarceration facilities.

The Sugar-Salem School Community Library is collocated with the high school library and sponsored by Madison County. Open year round, the library offers summer reading programs, preschool reading, and other educational programs. Just as half of the school district's patrons live outside the city, so a large proportion of library patrons are also not resident in the city. In

2008, the question was raised whether to consolidate the county's public library in Rexburg. Sentiment in and around Sugar City is strongly in favor of maintaining the branch in Sugar City.

Madison County also provides emergency medical services, with personnel and ambulances. The Madison Memorial Hospital in Rexburg is only four miles from Sugar City. The hospital is an acute primary-care facility, and at the end of 2008 finished a \$50-million expansion, with bed-count increased from 49 to 62.

### **Goal**

The goal of Sugar City is to provide public services of high quality and adapted to neighborhood needs, assuring to all the opportunity to enjoy the small-town, family-focused character of the city.

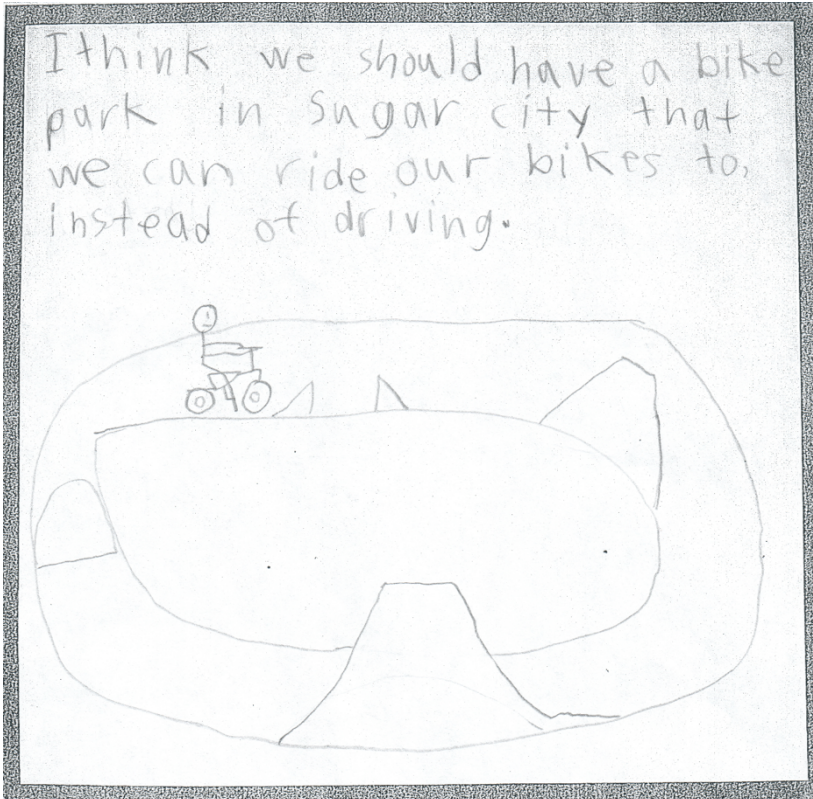
### **Objectives**

1. To maintain a proportional assessment to users to cover costs of city services and infrastructure.
2. To determine which services are in need of improvement and which feasibly can be improved.
3. To plan for all future infrastructure – e.g., electricity, natural gas, communications, water, and sewer – considering capacity, accessibility, aesthetics, etc.
4. To seek funding sources for maintenance and expansion of public services.

5. To ensure that new development receives public services on a par with existing services.
6. To require development to pay its proportionate share based on its impact on city infrastructure and noninfrastructure services.
7. To maintain efficient development and stewardship of the culinary water system.
8. To require development to provide additional wells, storage facilities, and pumps more than proportionate with demand for water.
9. To monitor the available capacity of the wastewater system and increase it as needed.
10. To promote retention and natural infiltration of storm water.
11. To assess law enforcement needs, particularly in light of proposed and actual development, and prepare to augment surveillance or consider establishing a city police department.
12. To encourage timely completion of the satellite fire station in Sugar City.
13. To maintain a community library in the city

14. To maintain close working relationships with Madison County and Rexburg to ensure the continuation and expansion of services.





Gavin would like to see a cool Bike Park and Pathway System around town.

## CHAPTER 10

### RECREATION

#### Conditions and Trends

Sugar City's original town plat in 1903 included a city park. A movie theater operated, but did not reopen after the 1976 flood. Baseball and other competitive sports provided recreation and interaction with other communities. Today, two avenues for competitive sports exist, interscholastic sports and sports leagues sponsored by the city. The school teams are a source of local pride, with a winning tradition. The primary role of the city leagues is to encourage participation and sociality.

Parks and other outdoor facilities provide recreational opportunities. Facilities are available for softball and baseball, tennis, basketball, soccer, walking, cycling, and other group and individual activities. Picnic, playground, and barbecue facilities are also in place. Traditional community activities include the annual Easter egg hunt, the Arbor Day observance, and the Independence Day breakfast. Additional community activities are desirable, and as the city grows, additional facilities will be needed. At present, the playing fields are scheduled full, with the need for more under discussion.

City planners should be mindful of Sugar City's location amid spectacular outdoor recreational opportunities. Within reach are hiking and biking, skiing and snowmobiling, the famed St. Anthony sand dunes, Yellowstone and Teton National Parks, Craters of the Moon National Monument, whitewater rafting,

fly fishing, and big game hunting—to mention the most apparent. The combination of these outdoor activities and the recreational opportunities offered in Rexburg and Idaho Falls, along with proximity to BYU-I, makes Sugar City an ideal year-round base for family vacations. Retirees living in Arizona and other hot climates have sought out the Upper Snake River Valley for summer residence. Until now this potential for Sugar City has gone largely unrealized.

Development in Sugar City should continue the tradition of parks, playgrounds, and other recreational facilities, for example by continuing a proportion of open space to population equivalent to or exceeding the present proportion. No component of the city's character is more important than the neighborliness connected with open space and recreation, and the sociality it makes possible. Physical and emotional health, and development of individuals' abilities, are valued by the community.

#### **Park classifications:**

1. **Community Park.** Typically more than five acres, with such development as playing fields, playground equipment, and picnic areas. Includes street access and parking.
2. **Neighborhood Park.** Typically more than two acres, centrally located in a neighborhood, with such development as picnic areas, playgrounds, shade trees, and paths.
3. **Playground.** Typically smaller than two acres, located near those for whom intended, with development such as playground equipment, picnic areas, and shade trees.

4. **Linear Park.** Corridor providing public access for walking, cycling, or equitation.

5. **Specialty Park.** Recreational function specific to the park, such as golf, swimming, or historical site.

Present parks, with population presently at about 1500:

<b>Name</b>	<b>Classification</b>	<b>Size</b>
Heritage	community	4.96
Neibaur	neighborhood	1.98
Smith	community	9.26
Moon	neighborhood	1.98
Old Farm	neighborhood	8.00
Peregrine	neighborhood	.5
<b>Total Acreage</b>		26.68

#### **Goal**

The goal of Sugar City is to preserve and promote its small-town, family-focused character through wholesome recreational opportunities, community activities, and development that complements the city's location in the larger region.

#### **Objectives**

1. To operate parks for maximal usability and accessibility.
2. To maintain a parks and trails map showing existing and proposed facilities (Appendix C).

3. To coordinate linear parks and trails with Madison County's parks and trails plan.
4. To require development to participate proportionately in providing parks and other open space.
5. To seek funding sources for recreational development and operation.
6. To maintain a capital improvements plan to prioritize maintenance and development.
7. To preserve and protect natural open spaces.
8. To coordinate recreational uses with adjacent uses to foster complementation rather than competition.
9. To assess the desirability and viability of specialty parks.
10. To assess the desirability and viability of indoor recreational facilities.
11. To cooperate with churches and other quasi-public entities to increase recreational opportunity.





Emerie has a vision of nice houses and sidewalks for children to walk and play on.

## CHAPTER 11

### HOUSING

#### Conditions and Trends

Sugar City was conceived as a single-family residential community, and it remains largely so today. Lot sizes and house values vary considerably, with variations integrated throughout the city. After the 1976 flood, a mobile home park with 15 units was installed on West 3rd South. Sixteen apartment/condominium units were built at Center and Front Streets in 2003-4. Public opinion is in favor of continuing the various sized lots and the predominance of single-family dwellings.

The city was rebuilt during the two years after the 1976 flood, with few housing units added in the subsequent 20 years. Moderate growth began in the mid-1990s, with small subdivisions extending from the original town plat. In the current decade, the average number per year of single-family residential building permits has been 10 (75 from 2000 until 2007). Along with the condominium development and houses built before the year 2000, cumulative growth has been approximately 126 units, a growth factor of about 38 percent in the past 13 years.

The present outlook is for mostly residential growth. Proposed development has the potential to increase the city's population. With regard to housing growth, Sugar City's past is probably not a predictor of the future. Rexburg's recent past is likely a

better predictor, though Sugar City's small size makes possible a growth factor proportionately larger than seen by any other municipality in the region. Planning must include such questions as:

1. How to best retain the integrated flavor of single-family neighborhoods?
2. How to make appropriate transitions between housing types?
3. How to balance demand for housing types with the city's character, developers' needs, and economic realities?
4. How to preserve a sense of community in times of expansive growth?
5. How to provide infrastructure so extensive in a short period of time?
6. How to achieve a stronger ratio of local employment and commerce to population?

### **Goal**

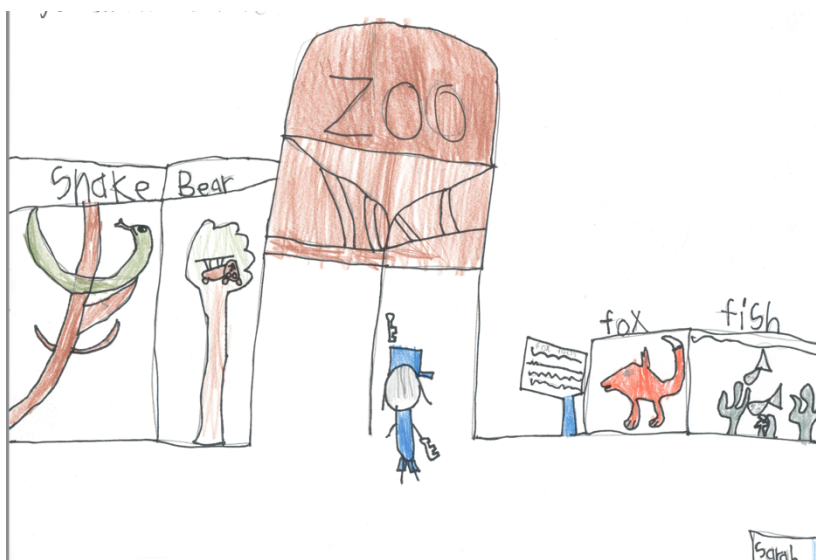
The goal of Sugar City is to promote housing consistent with its small-town, family-focused character.

### **Objectives**

1. To zone in such a way as to protect residential neighborhoods.
2. To ensure integration of new development with existing

development.

3. To seek funding sources for infrastructure.
4. To zone to retain predominance of single-family housing.
5. To allow a range of lot sizes within developments targeted for families of varied-age family members.
6. To allow a modest range of densities and encourage appropriate cluster development. (Cluster development is grouping residential properties in a proposed subdivision closer together than in a traditional subdivision in order to utilize the rest of the land for open space, recreation, or agriculture.)
7. To ensure smooth transitions between housing types.
8. To require transitional lots and/or buildings—or buffers—as appropriate at zone boundaries and between land uses.
9. To discourage development of large independent residential areas outside the city or its impact area.
10. To apply design standards to subdivisions as a whole, though not to single-family dwellings or twin homes within them.
11. To require outdoor maintenance and cleanliness.



Sarah is pretty sure that Sugar City needs a Zoo to bring people together and to have fun!

## CHAPTER 12

### **SPECIAL AREAS AND SITES**

#### **Conditions and Trends**

Historic buildings are few in Sugar City since most of the town disappeared in the 1976 flood. Buildings of historic interest are:

1. The Harold Harris and Melvin Bean business buildings, erected in 1904. Mr. Harris keeps a display of photographs in his building, showing the historic Sugar City.
2. The Jess and Virginia Brown residence on Center Street and the Kathy Stillman residence on Teton Avenue, constructed of native rhyolite and dating from the early 1900s.
3. A remnant of the old sugar factory is located at 3rd North and 7th East.
4. Heritage Park is an original feature of the city and the traditional site of community events.

Historic monuments in Sugar City include:

1. At Neibaur Park, a commemoration of Thomas C. Neibaur, the first army private and first citizen of Idaho to receive the Medal of Honor.

2. At Neibaur Park, a commemorative sign of Fort Henry, where Andrew Henry with a party of trappers from St. Louis spent the winter of 1810-11 six miles from Sugar City on Henry's Fork of the Snake River.

3. At Neibaur Park and erected by the Daughters of the Utah Pioneers, a monument commemorating the sugar factory, supporting industry, and the early town.

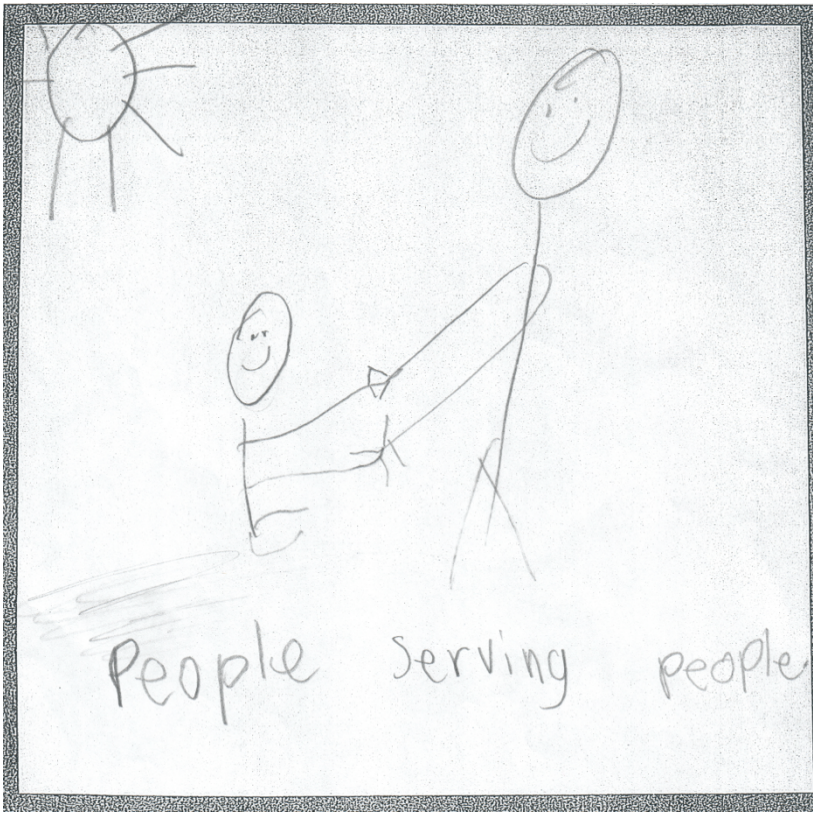
4. In Heritage Park, a monument commemorating the city's founding and centennial.

**Goal**

The goal of Sugar City is to preserve and develop special areas and sites so as to increase public awareness and enjoyment of its small-town, family-focused character.

**Objectives**

1. To maintain a historical preservation committee.
2. To maintain a record of historic sites.
3. To protect historic sites.
4. To publicize historic sites.
5. To promote the erection of commemorative monuments.
6. To consider posting plaques or otherwise identifying historic sites that have been lost.



Oakley has the vision of people always serving people in our community.

## **CHAPTER 13** **COMMUNITY DESIGN**

### **Conditions and Trends**

The original Sugar City had the advantages of good city planning and rapid realization of the plan due to the sugar factory. Soon after the city was established, a park was developed and the broad streets were lined with trees. The building code specified that houses were to be "respectable" and painted within 60 days after construction. Just as the physical plat of the original city remains, so values and character of the people carry on the tradition of the Sugar City Townsite Company.

The desire of the populace is to continue this tradition. Management of the built environment requires integration of all aspects of this plan to ensure the standard of living and perpetuate community values. Development and growth are addressed in other chapters of this plan. This chapter addresses aesthetic concerns.

Entries and entry corridors need beautification. The south entry, on Idaho 33 from Rexburg, was beautified with lawns, trees, flowers, and a lighted monument. In 2008 a grant permitted landscaping with sprinkler system for the west entrance, from U.S. 20. Some buildings at the city entrances need improvement.

Recovery of Center Street from the 1976 flood has been slow and unsteady. Anchor businesses have been the grocery and

hardware stores. Since 2000, the gas station has reopened and the old post office was converted into a hair salon. Caisson Labs and the Traditions home decor shop have come and gone, both outgrowing their facilities. The old bank building was remodeled to accommodate a dental office, and the remodel extended to the upper windows of the adjacent hardware store. Some of the historic business district was converted to residential use even before the flood. With the growth coming to the city, a revival of the commercial center may become possible. But a blow to downtown development occurred in January 2014, with the closing of the Sugar Market.

As the city prepares for new growth, including the new Sugar City Business Park, and other new business recently opened or opening in the future, a design review ordinance was enacted in 2007, with building and landscape standards applicable to all new development except single-family and twin homes. The zoning and subdivision ordinances were also revised, in 2007 and 2008, including provision for more open space and sensitivity to the natural environment.

### **Goal**

The goal of Sugar City is to beautify the community consistent with its small-town, family-focused character.

### **Objectives**

1. To improve and maintain city-owned properties.
2. To apply design review consistent with community objectives and conditions of each development.

3. To promote development of the city into a set of neighborhoods in order to preserve its small-town family-focused character.
4. To consider cluster development, which is a site-planning approach that groups residential properties in a proposed subdivision closer together than in a traditional subdivision in order to utilize the rest of the land for open space, recreation, or agriculture.
5. To seek funding sources for beautification.
6. To maintain the Tree and Beautification Committee.
7. To encourage volunteerism in city and neighborhood beautification projects.
8. To promote landscaping, especially the planting of trees.
9. To maintain a sign ordinance.
10. To maintain a lighting ordinance.
11. To support forestry in the city, including preparation of a list of suitable tree species.
12. To discourage proliferation of visual clutter, such as billboards and signs.
13. To require screening for unsightly items.

14. To publicize the opportunity to contribute funds for city beautification.

15. To encourage developers to preserve and enhance the potential of riparian areas and make them available for public use.

16. To require developers to restore the natural environment of exhausted gravel pits, making them attractive and available for public or private use.



## CHAPTER 14

### AREA OF CITY IMPACT

#### Conditions and Trends

State law authorizes the city to establish an area of city impact (Idaho Code 67-6526).

Sugar City's Impact Areas has long been neglected and the city has grown out in some many directions leaving almost no impact area around certain sides of the city.

During the past 30 years the growth of Sugar City remained stagnant and the impact area was of little concern due to the fact that development pressure per se did not exist. That is not the case today as over the past two years the city has seen a growth rate in new city connections of over 250 percent!

Numbers of dwelling units have more than tripled the size of the city and there is no end in sight as several more large-scale plats are in process and anticipated. The city must work with the county as this growth needs services and groundwater and the environment must be protected. As the City grows, public works standards need to match and streets and infrastructure planned.

The city has initiated planning studies to provide future infrastructure to all areas proposed to be in the impact area. These extensions will be phased in according to the timing of



Israel would love to see a nature park as a wonderful place to gather as a community.

the developments proposed and be at the cost of those demanding services.

The ordinance allows that impact areas be expanded according to growth projections but also as buffers against incompatible uses. The county administers lands within a city's area of impact. According to Idaho Code 67-6526, administration may be by:

1. Application of the city plan and ordinances;
2. Application of the county plan and ordinances;
3. Application of any mutually agreed upon plan and ordinances.

In the current Impact Area Agreement, Madison County has resolved to adopt and apply the city's plan and ordinances in the impact area.

### **Salem Area of Interest**

Exponential growth has brought the need for our communities to work together with other developed areas of the county as we all experience the demands of rapid development.

The cities of Newdale, Teton, and Sugar City have met together, with area residents of Salem area, and communicated the strong desire to work and plan together as our communities grow towards and eventually about one another.

Proposed Impact Areas were discussed and presented to the public and a map of the Impact Areas along the State Highway 33 Growth Corridor was developed and proposed for

presentation to Madison County. This growth corridor map indicates a mutually agreed upon accepted urban growth boundary, or Areas of City Impact for three different cities and the Salem Townsite area.

The City of Sugar City projects as part of this comprehensive plan, growth towards, and eventually a complete merging with the Salem Townsite Area. This growth pattern is in harmony with the long-standing relationship between the two communities based around the school district boundaries (Sugar-Salem School District) and the historical religious boundaries of the Old Salem First Ward of which Sugar City was once an integral part. It has been suggested that the Sugar-Salem Community may consider a future merging of the individually named areas into a single name (Sugar-Salem) to best preserve the historical context and identities of the two historical areas.

### **Goal**

The goal of Sugar City is to ensure perpetuation of its small-town, family-focused character by establishing an area of city impact that provides for expansion and prevents incompatible land uses.

### **Objectives**

1. To zone the impact area to provide for expansion and prevent incompatible land uses.
2. To continue coordination with Madison County and surrounding cities to develop mutually beneficial plans and ordinances.

3. To support coordination of terminology and map features.
4. To maintain ordinances for the city's impact area.
5. To encourage the Madison County Commission to adopt and enforce the city's ordinances for the impact area.
6. To review and renegotiate the impact area boundaries from time to time as warranted.
7. To zone the impact area to prevent land uses that are incompatible with the city's small-town, family-focused character.
8. To integrate a preferred specialized zoning schema based on the rural-lifestyles of the Salem Area residents and community in the current Sugar City Impact Area.
9. To expand representation on the Sugar City Planning and Zoning Commission to accommodate commissioners appointed from the Salem Townsite Area.
10. Continue regular open communication with the Cities of Teton and Newdale to assure their municipal growth plans are supported and facilitated as integral to the State Highway 33 Growth Corridor Plan.

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## CHAPTER 15

### IMPLEMENTATION

Idaho Code 67-6508(n) lists implementation as a component of a comprehensive plan: "Implementation—An analysis to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide for the timely execution of the various components of the plan."

However, implementation is different from the other components of the plan in that it applies to all of them, with separate conditions, trends, goals, and objectives not formulated for it. Rather, its purpose is "the timely execution" of other components.

Comprehensive plans typically include implementation in the various chapters, but including implementation in the chapters is difficult to do effectively:

1. Idaho Code 67-6508(n) is initially applicable when a city's first comprehensive plan is enacted. Thereafter implementation becomes a dynamically ongoing process, unfavorable to the relative stability desirable in a comprehensive plan.
2. Since development is driven mostly by property owners and developers, city planners cannot accurately predict growth beyond the near future. Sections on implementation integrated



Janell would like to see an amusement park located in or near Sugar-Salem so she likes seeing kids smiling and having fun!

into chapters of comprehensive plans are typically fragmentary and out of date.

3. With a mechanism for continually updating details of implementation without continually amending the plan, implementation becomes a powerful tool for identifying needed actions in timely order, tracking the city's actions, and monitoring evolving needs to amend the plan.

Therefore, this plan uses attachments as secondary tools of implementation, where details of implementation are tracked. In Attachment A to each chapter numbered 2-14, recent, current, and imminent implementing actions are recorded. In Attachment B to each chapter numbered 2-14, studies and reports are collected. The attachments support the plan, but are not integral parts of it. With the concurrence of the City Council, material in them may be altered, added, or removed without amending the plan. The value of the attachments is to document city actions.

Primary tools of implementation are (1) the city code, (2) application forms, and (3) administrative actions through the city clerk's office.

### **THE IMPLEMENTATION PROCESS**

Implementation of the various policies of the plan is detailed within each separate section of the plan. A summary of implementation measure or the major tools available to the City are outlined here.

### **BUDGETING**

No Comprehensive Plan can be implemented without allocation of funds for its accomplishment. Budgeting for projects proposed in this plan is the first and most important step in carrying out plan objectives. In setting up the City's budget, the City council establishes priorities of City needs.

Not all of the policies adopted in this plan will require funding in the form of staffing, funding of commissions, consultant services, or other forms of operational support. A number of projects will require large amounts of funding. While alternatives to public funding are available for a number of needs, others will depend on City or other governmental sources.

A comprehensive capital improvements budget for the City should be developed to plan for a six year period to include street, sewer, parks, public parking, public facility, street landscaping, water, storm drainage, and the Trail Creek Overlay parkway projects suggested in this plan.

### **GRANTS AND OTHER FUNDING SOURCES**

It would be impossible for the City to fund all of the needed improvements included in this plan through general City funding. A number of Grant assistance programs for specified types of projects are available and these sources should be actively pursued. If obtained, these grants could speed up the implementation of the plan substantially.

## **ZONING**

The City's zoning power is one of the most effective implementation tools of the Comprehensive Plan, particularly since Idaho statutes mandate that the zoning be in accord with the plan. Together with the Area of City Impact Legislation, zoning by the City or county or both cooperatively can regulate the type and timing of development in City of Sugar City's Impact Area.

## **SUBDIVISION REGULATION**

Within the subdivision ordinance, state law gives the city the opportunity to enact a great many of the policies set forth in the plan, in both mandatory and discretionary fashion. Through subdivision control in the Impact Area, the city can ensure that these developments meet City Standards and are properly integrated into the transportation, parks, and public utility systems. The City Subdivision Ordinance applies to all the lands located within the city as well as all of the lands located within the Impact Area.

## **DEVELOPMENT STANDARDS**

The Idaho Local Land Use Planning Act of 1975 endows the City Council with authority to adopt standards for building designs, blocks, lots, and tracts of land, yards, courts, greenbelts, planting strips, parks and other open spaces, trees, signs, parking spaces, roadways, street-lanes, bicycle-ways, pedestrian walkways, rights of way, grades, alignments, intersections, lighting, easements for public utilities, access to streams, lakes and viewpoints, water systems, sewer systems, storm drainage systems, street numbers and names, house

numbers, schools, hospitals and other public and private development.

Such standards can be developed as individual ordinances or within other implementing policies of this plan.

## **OTHER MUNICIPAL AUTHORITY**

Local government authority to regulate other aspects of development include mobile home parks and building and public improvement construction, along with such authority as eminent domain and acceptance of public dedications, can be useful in accomplishing the goals and policies of the Plan.

## **PLANNING AND ZONING COMMISSION**

It is the Planning and Zoning Commission's responsibility to see that this Plan is implemented and revised, when necessary, by the City Council. The Planning and Zoning Commission is charged with recommending to the City Council, either upon suggestion from outside of the Planning Commission or upon its own initiative, actions regarding all aspects of City government considered within the Plan. It is thus not only the duty of the planning commission to respond to issues sent to it by the City Council and public requests, but also to actively evaluate City needs in terms of physical development and to bring them to the attention of the City Council.

In order to carry out these responsibilities, the planning commission must continually make itself aware of the policies established in this plan and their current relation to current considerations, public sentiment, and the physical condition of

the City. A standing committee should be appointed to continuously evaluate and update this Comprehensive Plan.

Appropriate actions, programs, budgets, ordinances and other methods should be created, reviewed and implemented by this plan and under the guidance of the City Council in cooperation with appropriate commissions, and staff.

The Comprehensive Plan outlines goals, objectives and policies that the City should use to draft City codes and other development standards to promote economic development, manage and regulate development, conserve natural resources, protect the environment and promote public health, safety and the general welfare of the entire community.

## **CHAPTER 16**

### **NATIONAL INTEREST ELECTRIC TRANSMISSION CORRIDORS**

Idaho Code 67-6508(o) states:

After notification by the public utilities commission concerning the likelihood of a federally designated national interest electric transmission corridor, prepare an analysis showing the existing location and possible routing of high-voltage transmission lines, including national interest electric transmission corridors based upon the United States Department of Energy's most recent national electric transmission congestion study pursuant to sections 368 and 1221 of the Energy Policy Act of 2005. "High-voltage transmission lines" means lines with a capacity of one hundred fifteen thousand (115,000) volts or more supported by structures of forty (40) feet or more in height.

As Sugar City has received no notification by the public utilities commission, no action is needed.

However, Sugar City should remain committed to supporting the planning processes of the various public utilities to assure compatible placement with other infrastructure in the community.



## **APPENDICES**

**Appendix A: Preferred Land Use Map**

**Appendix B: Transportation Map**

**Appendix C: Parks and Trails Map**

**Appendix D: Amending the Plan**

**Appendix E: Community Survey**

**Appendix F: City S.W.O.T. Analysis**

**Appendix G: Glossary of Terms**

**Appendix H: Impact Area Agreements**



**APPENDIX A:  
PREFERRED LAND USE MAP (PLUM)**



**APPENDIX B:  
TRANSPORTATION MAP**



**APPENDIX C:  
PARKS AND TRAILS MAP**



**APPENDIX D:  
COMPREHENSIVE PLAN AMENDMENT  
APPLICATION**



**APPENDIX E:**  
**COMMUNITY SURVEY RESULTS**



**APPENDIX F:**  
**CITY S.W.O.T. ANALYSIS**  
**(Strengths, Weaknesses, Opportunities, Threats)**



## APPENDIX G

### GLOSSARY OF TERMS

The definitions below were developed for general planning purposes and are not meant to be all-inclusive or to cover legal terms in zoning ordinances and subdivision regulations.

**Accommodate** The ability of the community to adapt to change; particularly the ability of the community to meet the needs of future populations.

**Agribusiness** Any business that deals with agriculture.

**Agriculture Land** Any use of land to (a) grow and harvest crops for sale or use directly ancillary to growing and harvesting crops, cultivation being the exclusive or primary use of the lot, plot, parcel, or tract; (b) process crops to the generally recognizable level of marketability; or (c) raise livestock.

**Annexation** The process of adding areas to the City. These areas normally border City limits, but they do not have to. The process may involve an election, petition, municipal decision, federal land grant, or boundary line adjustment.

**Aquifer** A saturated underground formation of permeable rock capable of storing water accessible to wells, springs, or streams. See **Snake River Plain Aquifer**.

**Area of City Impact** State law ( 67-6526) requires cities to specify an area outside the City limits which the City expects to eventually annex or is part of its trade area. Land use authority for this area is negotiated between the City and county.

**Arterial, Major** A highway that connects communities and provides cross-regional access, moving a large volume of traffic at high speeds. Such a

highway does not bisect neighborhoods or provide access to adjacent properties. Access may be limited by medians.

**Arterial, Minor** A highway that moves a moderate volume of traffic through a community at moderate speeds. This highway carries traffic to collector streets and may intersect busy crossings. For safety and mobility, such a highway normally has limited access to residential areas and streets.

**Bikeway** A path designed to accommodate bicycle travel for recreation or commuting purposes. This is not always a separate path but can be designed to be compatible with other modes of travel.

**Build-Out Study** A study examining anticipated growth and its impacts.

**Buffer** An area within a property or site, generally adjacent to and parallel with the property line, either consisting of natural existing vegetation or created by the introduction of trees, shrubbery, fences, or berm, designed to limit continuously the view of and/or sound from the site to adjacent sites or properties.

**Capital Improvements** A proposed schedule of future public projects listed in order of construction priority, together with cost estimates and anticipated means of financing.

**Capital Improvement Program** A proposed timetable or schedule of all future capital improvements to be carried out during a specific period and listed in order of priority, together with cost establishments and the anticipated means of financing each project.

**Central Business District** The major shopping center within a City usually containing, in addition to retail uses, governmental offices, service uses, professional, cultural, recreational and entertainment establishments and uses, residences, hotels and motels, appropriate light manufacturing activities, and transportation facilities. This area is located within the downtown area of the City Sugar City.

**Character** Distinguishing quality or qualities that make up an area.

**Circulation** Systems, structures and physical improvements for the movement of people, goods, water, air, sewage, or power by such means as streets, highways, railways, waterways, towers, airways, pipes, and conduits, and the handling of people and goods by such means as terminals, stations, warehouses, and other storage buildings or transshipment points.

**City Council** The legislative branch of the City.

**Cluster Development** A development in which building lots may be reduced in size and buildings situated close together, usually in groups or clusters, provided that the total developmental density does not violate zoning and subdivision regulations. The land that remains undeveloped is then preserved as open space for conservation or recreation.

**Collector Street** Road that connects two or more local streets and a major or minor arterial. The road serves a neighborhood and should be designated so that residential properties do not have direct access onto it. Collectors provide direct access to local streets.

**Commercial** The distribution, sale, or rental of goods and provision of other services.

**Commission** See **Planning and Zoning Commission**.

**Community** Used interchangeably to speak of the total planning area (verses the City or urban fringe) or an attitude such as "... a sense of community ..." which implies a common identification on an issue by a group of citizens.

**Community Parks** Community parks are large and intended to provide facilities of general community interest. These parks should provide for active and passive recreation for all ages and for family and organized recreation. They should be centrally located and readily accessible with approximately 3.5 acres per 1,000 people.

**Community Value** Ethical, social or aesthetic idea and belief shared

among members of a community.

**Compatible** The ability of different uses to exist in harmony with each other. “Making uses compatible with each other” implies site development standards, which regulate the impact of one use on another.

**Comprehensive Plan** A long-range plan intended to guide the growth and development of a community. The plan includes (a) analysis of the community’s population, economy, housing, transportation, public works, natural resources, and land use; (b) projections for future growth; and (c) policies for meeting that growth. The plan is a legal document that reflects community values and as such is the basis for decision-making about applications for development. The plan aims to balance the rights of property owners with the rights of their neighbors and of the community as a whole. As a statement of the goals and aspirations of the community, the Comprehensive Plan establishes the vision for the City. That vision must accommodate state and federal laws in areas such as environmental protection, transportation safety, and economic development. The plan serves as a foundation for all City management.

**City** The government of the City of Sugar City.

**Density** The permitted number of dwelling units per acre of land, based on area zoning.

**Developer** The legal or beneficial owner or owners of a lot or of any parcel of land included in a proposed development. Also, the holder of an option or contract to purchase land, or any other person having enforceable proprietary interest in such land.

**Development** Refers to (a) planning or construction involving substantial property improvement and usually a change of land use; (b) the act of using land for building or extractive purposes; (c) growth beyond a predominately urbanized area that lacks readily available infrastructure (such development bypasses areas of vacant or rural land, requiring the extension of new roads, utilities, and other facilities in accordance with government specifications); and (d) a mixed-use expansion or improvement that encourages the

combination of several land uses in the same area.

**Dwelling** Any building or portion thereof designated or used exclusively for residential purposes, except tents, travel trailers, motels, hotels, hospitals, nursing homes, clubs, and lodging/boarding houses.

**Dwelling Unit** One or more rooms designed for or occupied by one family for living or sleeping purposes and having at least one, but not more than two permanently installed kitchens.

**Economic Base** The production, distribution and consumption of goods and services within a planning area.

**Economic Development** The addition of a new economic activity.

**Environmental Protection Agency (EPA)** EPA is the federal source agency of air and water quality control regulations affecting the community.

**Established Areas** An area where the pattern of development has been fixed and where this pattern is anticipated to be valid over the planning period. Generally all developed areas within the City limits, which are considered to be established at this point in the planning process.

**Family** An individual, or two or more persons related by blood, marriage, or adoption, or a group of not more than three persons (excluding servants) who are not related, living in a single-family dwelling or in a multifamily dwelling unit as a single housekeeping entity and using common cooking facilities.

**Floodplain** Lands, which are within the floodway and the floodway fringe.

**Floodway** The channel of river or other water course and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot.

**Flood, 100 Year** A flood with a 1% chance of occurring in any given year. This is the flood most commonly used for regulatory purposes.

**Freeway** A divided arterial highway designed for the unimpeded flow of large traffic volumes. Access to a freeway is strictly controlled and intersection grade separations are required.

**Gateway** An area along a major transportation corridor that marks the entrance to a community. Topography, vegetation, design, or significant changes in land use mark the location of a gateway.

**Gateway Route** A heavily traveled street into and through a City.

**Goal** A statement of intention reflecting community values and attitudes meant to guide community action.

**Greenbelt or Greenway** An open area, which may be cultivated or maintained in a natural state surrounding development or used as a buffer between land uses or to mark the edge of an urban or developed area.

**Group Home** “Group Home” means a small homelike facility staffed by qualified professionals, and designed to fit into the neighborhood. The purpose of the facility is to provide living quarters and services for people with a particular disability.

**Growth Master Plan** A comprehensive long range plan intended to guide the growth and development of a community or region and one that includes analysis, recommendations and proposals for the community’s population, economy, housing, transportation, community facilities and land use.

**High-Intensity Corridors** Areas that reflect commercial, light manufacturing, or high-density residential development in heavily traveled routes. Strip mall development is not permitted, and specific design standards apply.

**High-Density Residential** Four or more dwelling units per acre.

**Impact** The consequences of a course of action; the effect of a goal,

guideline, plan, or decision.

**Impact Area** That area designated by the City and ratified by the County outside of existing City Limits where the city is reasonably expected to grow and where development has potential to impact the future growth of the City.

**Impact Fees** A fee, levied by local government on new development, so that the new development pays a proportionate share of the cost of the facilities needed to service that development.

**Incentives** Actions a City provides a private person or organization to help meet public health, safety, and general welfare goals. Incentives must accord with the Comprehensive Plan and may include legal modifications or waivers in zoning requirements or development standards.

**Infrastructure** Public works such as water, sewer, street, and communication facilities needed to sustain light manufacturing, residential, and commercial activities.

**Land Development Regulations** Generally, all ordinances and other tools used by the City to manage land use.

**Landscaping** An area improved through the introduction of trees, shrubs, rock, bark, etc.

**Land Trust** Nonprofit organizations whose primary purpose is the preservation of undeveloped open land for conservation value to the community. Land trusts are concerned with all kinds of open space land, or they focus on specific resources, such as farmland, prairie, mountain ridges, watersheds, river corridors, lakes, parks or community gardens. Land trusts can be rural, suburban, or urban, depending upon the geography they serve.

**Land Use** A description of how land is occupied or utilized.

**Land Use Map** A map showing the existing and proposed location, extent and intensity of development of land to be used in the future for varying

types of residential, commercial, light manufacturing, agricultural, recreational, educational and other public and private purposes or combination of purposes.

**Leap-Frog Development** Any development proposed beyond the City’s predominantly urbanized area that lacks readily available infrastructure (see **Infrastructure**). Such development bypasses areas on vacant or rural land, requiring the extension of new roads, utilities, and other facilities.

**Livability** Those aspects of the community, perceived by residents, which make Sugar City a nice place to live.

**Local Street** Residential street that provides direct access to homes, shops, or parks.

**Low-Density Residential** One dwelling unit per .75 to 1.9 acres. The classification includes mixed residential property and farmland.

**Maintain** Support, keep, or continue in an existing state or condition without decline.

**Mayor** The chief executive of the City.

**Mixed-Use Development** A tract of land, building, or structure developed for two or more different land uses such as, but not limited to, residential, office, manufacturing, retail, public, or entertainment.

**Multifamily Dwelling** A detached building arranged or designed to be occupied by two or more families.

**Natural Hazard** A natural characteristic of the land or combination of characteristics which, when developed without proper safeguards, could endanger the public health, safety, or general welfare.

**Neighborhood** A local area whose residents are generally conscious of its existence as a residential entity. In planning literature, a “neighborhood unit” is a planned residential area organized on the principle that elementary

schools, parks, playgrounds, churches and shopping are within walking distance of each residence. Heavy traffic is routed around the neighborhood, not through it.

**Nuisance** “Anything which is injurious to health or morals, or is indecent, or offensive to the senses, or an obstruction to the free use of property, so as to interfere with the comfortable enjoyment of life or property, or unlawfully obstructs the free passage or use, in the customary manner, of any navigable lake, or river, stream, canal, or basin, or any public park, square, street, or highway” (see Idaho Code, 52-101, “Nuisance Defined”).

**Objective** Way to accomplish a goal. It advances a specific purpose, aim, ambition or element of a goal. It can describe the end state of the goal, its purpose, or a course of action necessary to achieve the goal.

**Open Space** Any parcel or area of land or water essentially unimproved and set aside, dedicated, designated, or reserved for use in environmental protection or recreational purposes.

**Ordinance** A City law.

**Planning and Zoning Commission** Committee appointed by the mayor (see **Mayor**) and approved by the Council (see **City Council**) to ensure orderly growth through updating the Comprehensive Plan (see **Comprehensive Plan**) and using the plan to evaluate applications for development. The commission promotes the health, safety, and general welfare of residents through balancing the needs of individual citizens with the needs of the community at large.

**Policy** A decision-making guideline for actions to be taken in achieving goals. The policy is the official position of the City of Sugar City related to a given land use issue. Policies guide actions in recurring situations.

**Public Land** Land owned by the local, state, or federal government, used for purposes that benefit public health, safety, and the general welfare.

**Public Facility and Utilities** Refers to key facilities, types and levels of

the following: fire protection, police protection, schools, libraries, sanitary facilities, storm drainage facilities, government administrative services, energy and other services deemed necessary by the community for the enjoyment of urban life.

**Public Open Space** An open space or area conveyed or otherwise dedicated to a municipality or other public entity for conservation or recreational purposes.

**Quality of Life** A community standard that entails a safe place to raise children and an attractive and well-maintained locality.

**Residential Density** The number of dwelling units per acre of residential land, including streets, easements, and open space.

**Review** An inspection or examination for the purpose of evaluation and the rendering of an opinion or decision. Review by the City may involve public hearings, formal approval, or denial of development proposals as provided for in City ordinances.

**Rural Land** All land not within an urban growth area and not designated as natural resource land, having long-term commercial significance for production of agricultural products, timber, or minerals.

**Sewer** Any conduit used to collect and carry sewage or storm water to a treatment plant.

**Sprawl** Low-density land use patterns that are automobile dependent, energy and land consumptive, and require a high ratio of road surface to actual development.

**Single-Family Dwelling Unit** A detached building arranged or designed to be occupied by one family.

**Snake River Plain Aquifer** A vast underground water resource underlying much of South-eastern Idaho. This resource is a world-class aquifer (see **Aquifer**) in terms of the amount of water stored and available to wells.

Groundwater flows southwestwardly from recharge (seepage) areas in the mountains north of the Snake River Plain and discharges to (i.e., enters) the Snake River and ultimately the large springs in the canyon downstream from Twin Falls.

The Snake River Plain Aquifer begins at the bottom of the vadose zone (see **Vadose Zone**) and ends at a depth where permeability of the host basalt rock is reduced by pressure and mineral deposits.

**Solid Waste** Solid or semisolid refuse resulting from household, commercial, light manufacturing, or other operations (this does not include water-borne waste in a sewage system).

**Strip Commercial** An area in which numerous commercial developments—normally one-half of a block deep—front a street. The area is sometimes referred to as a strip commercial development.

**Unit** A dwelling for one family, such as a house, trailer, or apartment.

**Urban Land** Land developed at urban densities or that has urban services.

**Urban Service Boundary** The area that can be served economically and efficiently by the City of Sugar City utilities.

**Urbanization** The process of converting land from rural to urban use.

**Vacant** Unoccupied or unimproved land.

**Vadose Zone** The layer of the earth's crust extending from land surface downward to the regional aquifer. In Eastern Idaho's case, this is the Snake River Plain Aquifer (see **Snake River Plain Aquifer**). The vadose zone can include zones of saturation above the regional aquifer, when water infiltrating from surface sources "perches" on low-permeability layers of soil and rock. Throughout the Snake River Plain, the vadose zone ranges in thickness from 200 to 1,000 feet.

**Zone** The smallest geographically designated area for analysis of land use activity. An area or region set apart from its surroundings by some

characteristic.

**Zoning Map** A map that is part of the Zoning Ordinance, delineating the boundaries of land use classification districts.



APPENDIX E  
IMPACT AREA AGREEMENT



APPENDIX E  
ZONING MAP