

CITY OF RIGBY, IDAHO

INTRODUCTION TO THE COMPREHENSIVE PLAN

A little bit of History

The City of Rigby was founded in 1884 as an irrigation community by George A. Cordon and Omar Call. These original homesteaders first selected land in the Labelle area, which lies just to the northeast of the City of Rigby. But moved their homestead to the present day City of Rigby in 1885 due to the high water in the dry bed channel of the Snake River. By 1889 there were at least 25 families in the area. In 1885 William F. Rigby, the first counselor in the Bannock Stake of the LDS Church visited the settlers and organized a branch from the Lewisville Ward. The City is named after William F. Rigby, a prominent early settler and member of the LDS church. A significant majority of Rigby's residents, as well as those of the outlying communities, are members of the LDS faith. Baptist, Presbyterian, and Lutheran faiths also have current local congregations.

The City was incorporated in 1903. In 1900 there were 107 people in the City. By 1950 there were 1,826 persons. In 2000 there were 2,998 persons. The early settlers set up irrigation systems and established prosperous farming communities. In the area, early settlers utilized drier areas for livestock raising and dairying, as well as some dry land farming.

In 1888 what is now the City of Rigby was divided up into streets, a ten-acre blocks, and one and one-half acre lots. The early settlers organized a canal company, established a cemetery, built churches and school buildings, and provided land to attract the railroad. In the early days of Rigby, work progressed slowly on the town site. By 1889 only one dwelling had been erected and a few orchards were planted.

The Comprehensive Plan

The Comprehensive Plan and its accompanying Map describe the City's roadmap for the future and describes the process for the community goals and aspirations in terms of community development. The outcome of comprehensive planning is the Comprehensive Plan which dictates public policy in terms of transportation, utilities, land use, recreation, and housing. In Idaho, a Comprehensive Plan is based on the statutory requirements found in Idaho Code Section 67-6508. There are 17 required components of a local comprehensive plan, and an allowance to add any additional component that a community wishes to add. There is also a provision in the state law for a city or county to not address a component if it is unneeded.

TITLE 67
STATE GOVERNMENT AND STATE AFFAIRS
CHAPTER 65
LOCAL LAND USE PLANNING

67-6508. PLANNING DUTIES. It shall be the duty of the planning or planning and zoning commission to conduct a comprehensive planning process designed to prepare, implement, and review and update a comprehensive plan, hereafter referred to as the plan. The plan shall include all land within the jurisdiction of the governing board. The plan shall consider previous and existing conditions, trends, compatibility of land uses, desirable goals and objectives, or desirable future situations for each planning component. The plan with maps, charts, and reports shall be based on the following components as they may apply to land use regulations and actions unless the plan specifies reasons why a particular component is unneeded.

(a) Property Rights -- An analysis of provisions which may be necessary to ensure that land use policies, restrictions, conditions and fees do not violate private property rights, adversely impact property values or create unnecessary technical limitations on the use of property and analysis as prescribed under the declarations of purpose in [chapter 80, title 67](#), Idaho Code.

(b) Population -- A population analysis of past, present, and future trends in population including such characteristics as total population, age, sex, and income.

(c) School Facilities and Transportation -- An analysis of public school capacity and transportation considerations associated with future development.

(d) Economic Development -- An analysis of the economic base of the area including employment, industries, economies, jobs, and income levels.

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

(f) Natural Resources -- An analysis of the uses of rivers and other waters, forests, range, soils, harbors, fisheries, wildlife, minerals, thermal waters, beaches, watersheds, and shorelines.

(g) Hazardous Areas -- An analysis of known hazards as may result from susceptibility to surface ruptures from faulting, ground shaking, ground failure, landslides or mudslides; avalanche hazards resulting from development in the known or probable path of snowslides and avalanches, and floodplain hazards.

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

(i) Transportation -- An analysis, prepared in coordination with the local jurisdiction(s) having authority over the public highways and streets, showing the general locations and widths of a system of major traffic thoroughfares and other traffic ways, and of streets and the recommended treatment thereof. This component may also make recommendations on building line setbacks, control of access, street naming and numbering, and a proposed system of public or other transit lines and related facilities including rights-of-way, terminals, future corridors, viaducts and grade separations. The component may also include port, harbor and other related transportation facilities.

(j) Recreation -- An analysis showing a system of recreation areas, including parks, parkways, trailways, river bank greenbelts, beaches, playgrounds, and other recreation areas and programs.

(k) Special Areas or Sites -- An analysis of areas, sites, or structures of historical, archeological, architectural, ecological, wildlife, or scenic significance.

(l) Housing -- An analysis of housing conditions and needs; plans for improvement of housing standards; and plans for the provision of safe, sanitary, and adequate housing, including the provision for low-cost conventional housing, the siting of manufactured housing and mobile homes in subdivisions and parks and on individual lots which are sufficient to

maintain a competitive market for each of those housing types and to address the needs of the community.

(m) Community Design -- An analysis of needs for governing landscaping, building design, tree planting, signs, and suggested patterns and standards for community design, development, and beautification.

(n) Agriculture -- An analysis of the agricultural base of the area including agricultural lands, farming activities, farming-related businesses and the role of agriculture and agricultural uses in the community.

(o) 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.

(p) National Interest Electric Transmission Corridors -- 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.

(q) Public Airport Facilities -- An analysis prepared with assistance from the Idaho transportation department division of aeronautics, if requested by the planning and zoning commission, and the manager or person in charge of the local public airport identifying, but not limited to, facility locations, the scope and type of airport operations, existing and future planned airport development and infrastructure needs, and the economic impact to the community.

Nothing herein shall preclude the consideration of additional planning components or subject matter.

This Plan is the City's guide to the future for preserving the best of what Rigby is and identifying the goals, objectives, policies and actions that will sustain and improve the City for current and future generations. The City will continue to grow with valued neighborhoods; outstanding recreational, educational, historical, and cultural amenities; and economic vitality. Rigby's growth will happen in a sustainable, efficient, and responsible manner that maintains and enhances its treasured quality of life, while meeting the challenges of the future. Rigby is committed to becoming a more sustainable community by taking steps to enhance the local and regional environment. A sustainable community is one where the integrated economic, social, and environmental systems are structured to support healthy, productive, and meaningful lives for its residents, while laying the foundation for a high quality of life without compromising the ability of future generations to meet their own needs.

This Comprehensive Plan is the first complete review and update of the City's vision for the future since it 2007 Plan. The previous Plan was adopted by the City Council on February 6, 2007. The 2007 Plan drew a picture of Rigby that highlighted its deeply held sense of community and strong sense of personal responsibility.

The Idaho Local Land Use Planning Act, Area of City Impact (IC §67-6526) requires cities and counties to negotiate a map identifying an area of city impact within the unincorporated area of the county and to adopt an applicable plan and ordinance to be in effect in the area of city impact. In defining an area of city impact, the following factors shall be considered: (1) trade area; (2) geographic factors; and (3) areas that can reasonably be expected to be annexed to the city in the future. Land use application in the unincorporated area of an area of city impact are acted upon by the affected county. Only upon annexation does the city take complete jurisdiction of the land use activities. The City's primary objective is to ensure that growth and development within the incorporated city limits and the unincorporated area of the county within the Area of City Impact boundary.

This Plan is composed of three part. Part 1 is the policy section. Part 2 is the Demographic and Economic section. Part 3 is a comparison of the Idaho Code and the Policy Plan section.

This Plan, as amended from time to time, will allow the community to engage in and plan for the future of the City of Rigby.

VISION

To preserve and improve the physical environment of the community as a setting for human activities so as to make it more functional, beautiful, decent, healthful, interesting, and a desirable place to live in, work in, and visit.

PROPERTY RIGHTS

Goal 1

Ensure that the City land use Goals and Policies, restrictions, and fees do not violate private property rights.

Policy 1

Ensure that City land use actions, decisions, regulations, and fees will not cause an unconstitutional taking, whether temporary or permanent, of private property and do not violate property rights as prescribed in Idaho Code Chapter 80 Title 67.

Policy 2

Establish an orderly, consistent review process for the City to evaluate whether proposed actions may result in a taking of private property. Use the Attorney General's guidelines in the review process.

Policy 3

Ensure that the City land use regulations, actions, and decision-making will not adversely impact property values or create unnecessary technical limitations on the use of property.

Policy 4

Ensure that City land use actions, decisions, and regulations, protect the public, health, safety, and general welfare.

POPULATION

Goal 1

Identify past trends in population change, analyze and assess current conditions, and forecast total population and age distribution in the future.

Policy 1

Ensure that the needs of full-time residents are provided for in balance with providing for part-time residents and visitors.

Policy 2

Encourage in-fill development and redevelopment within City limits.

Policy 3

Manage utilization of infrastructure capacity to align it with long-term population growth rate goals, including within the Area of City Impact

SCHOOLS AND TRANSPORTATION

Goal 1

Increase the scope and quality of education for Rigby residents.

Policy 1

Support continuing education.

Policy 2

Encourage and utilize year-round use of the public library as an educational entity, especially in the summer when the school libraries are not open. Continue to provide access to materials and programming from the public library for those who are home-bound or otherwise unable to move freely about the community.

Policy 3

Continue to coordinate facilities and materials between the public library and the school libraries.

Policy 4

Continue to provide educational programming for all ages at the public library.

Policy 5

Recreation facilities and playing fields are needed to supplement those provided by the school system. Continue to coordinate and partner with the school district on management and maintenance of shared recreation facilities.

Goal 2

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

Policy 1

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

Policy 2

Ensure that school sites include room for future expansion, if needed.

Policy 3

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

Policy 4

Encourage the location of different schools types so as to avoid adverse impacts on local residential areas.

Policy 5

Use the City Zoning Ordinance and Subdivision Ordinance to require the installation of sidewalks, crosswalks, special signage, and traffic control measures along routes to all schools.

ECONOMIC DEVELOPMENT

Goal 1

Identify past trends and change, analyze and assess current conditions.

Policy 1

Use the past trends and current conditions to assure that adequate land and municipal services are available for economic development purposes.

LAND USE

Goal 1

Identify the natural land types in the City and the Area of Impact, including lands suitable for uses such as agriculture, forestry, mineral exploration and extraction, preservation, recreation, housing, commerce, and public facilities.

Policy 1

As required by law, produce a map identifying existing and future land uses in the City and the Area of Impact.

Policy 2

Use the Zoning Ordinance to develop standards of employee housing in commercial and industrial development.

Policy 3

Use the Zoning Ordinance to develop density bonus standards for housing developments, commercial and industrial developments to protect identified critical area (i.e. parks, school sites).

Policy 4

Use the Zoning Ordinance to develop standards for providing recreational facilities for residential, commercial, and industrial developments, and preserve access to public lands.

Policy 5

Use the Zoning Ordinance, create an Overlay Map depicting lands suitable of mineral extraction. Use this map in the development review process.

Policy 6

Use the Zoning Ordinance, create an Overlay Map depicting lands suitable of preservation. Use this map in the development review process.

Policy 7

Use the Zoning Ordinance, create an Overlay Map depicting lands that are used public facilities and lands needed in the future for new or expanded public facilities. Use this map in the development review process.

Policy 8

Do not expand or create new commercial zones unless a landowner/developer can demonstrate an actual need for additional commercial zoning.

NATURAL RESOURCES

Goal 1

Identify, analyze, and map the uses of the Snake River and other waterways, forests, range, soils, wildlife, watersheds and shorelines in the City and in the Area of City Impact.

HAZARDOUS AREAS

Goal 1

Identify, analyze, and map hazardous areas and assess the current conditions, identifying developments that are in or near known hazardous areas in the City and the Area of City Impact.

Policy 1

Utilize the County GIS mapping system to incorporate the known hazardous areas.

Policy 2

Incorporate the known hazardous areas in the review process of all land use developments and proposed regulations.

PUBLIC SERVICES, FACILITIES, AND UTILITIES

Goal 1

Identify, analyze, and map the general plans for sewage, drainage, power plant sites, utility transmission corridors, water supply, fire stations and fire fighting equipment, health and welfare facilities, libraries, solid waste disposal sites, schools, public safety facilities and related services. The plan should also show locations of civic centers and public buildings. public services, facilities and utilities and incorporate their existing conditions and future expansion plans and needs into the land use planning process.

Policy 1

Utilize the County GIS mapping to identify all public services, facilities and utilities and incorporate their existing conditions and future expansion plans and needs into the land use planning process.

TRANSPORTATION

Goal 1

Adopt by reference the Rigby/Jefferson County Transportation Plan and Attachment A, South Rigby Interchange Study (Jefferson County Resolutions No. 08-02 and 2013-2 and City of Rigby Resolutions No. 08-135 and 164-2013).

Policy 1

Work with Jefferson County and the Idaho Transportation Department to update the Transportation Plan as it pertains to the City and the Area of City Impact.

Policy 2

Use the Zoning Ordinance to assure that residential, commercial, and industrial developments grant, dedicate, and construct, the required rights-of-way and/or easements for road improvements within their developments. Furthermore, such developers should be required to dedicate and construct their fair share of off-site transportation improvements.

Policy 3

Use the Zoning Ordinance to assure that designated, safe, convenient, and well maintained bike lanes or paths, and pedestrian ways are developed and are a feature of a coordinated transportation plan.

RECREATION

Goal 1

Identify, analyze, and map the recreation areas, including parks, parkways, trailways, river bank greenbelts, beaches, playgrounds, and other recreation areas and identify existing and needed recreation programs.

Policy 1

Work with the County and State and federal land managers to include their recreation plans in the City of Rigby decision-making process.

SPECIAL AREAS

Goal 1

Identify, analyze, and map areas, sites, or structures of historical, archeological, architectural, ecological, wildlife, or scenic significance.

Policy 1

Use this information in the development review process.

HOUSING

Goal 1

Encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types.

Policy 1

Promote the construction of affordable housing by utilizing, including but not limited to, smaller lot sizes, secondary housing, smaller setbacks and other innovative zoning, subdivision, and building techniques.

Policy 2

Consideration should be given to improve the diversity in housing types to accommodate elderly, physically challenged, mentally impaired and special needs segments of the population (ie congregate care facilities).

Policy 3

Identify areas in the City and the Area of City impact where increased densities could be allowed.

Policy 4

Consider modifying development standards to incorporate inclusionary zoning concepts, on either a voluntary or mandatory basis, which will set aside certain proportions of the total dwelling units allowed for employee housing or lo- and-moderate-income residents.

COMMUNITY DESIGN

The City has, at this time, decided not to include this planning component in the Comprehensive Plan.

AGRICULTURE

Goal 1

Identify, analyze, and map the agricultural base of the area including agricultural lands, farming activities, farming-related businesses and ranches and ranching related businesses and their role in the City and the Area of Impact.

Policy 1

Use this information in the development review process.

IMPLEMENTATION

Goal 1

Upon adoption of this Plan, analyze and 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.

Policy 1

Develop a Capital Improvement Plan (CIP) for the City and update the CIP annually.

NATIONAL INTEREST ELECTRIC TRANSMISSION CORRIDORS

According to the United States Department of Energy website, there are no “high voltage transmission lines” or “federally designated national interest electric transmission corridors” in the City or the Area of City Impact.

PUBLIC AIRPORT FACILITIES

Goal 1

The City of Rigby Airport is recognized as being located in the Area of City Impact and not in the City of Rigby corporate limits.

Policy 1

Work with the Airport Board and Jefferson County to assure that the Airport and its environs are properly protected from encroachment.

Policy 2

Recognize that the City of Rigby Airport (U56) is part of the State Airport System Plan and work with the Airport Board and the State of Idaho Department of Transportation, Division of Aeronautics, to assure that the Airport is protected and that the Airport continues to meet the current and future requirements of the aviation community.

CITIZENS PARTICIPATION

Goal 1

The City will actively encourage citizens participation in the planning process.

INTERGOVERNMENTAL COOPERATION

Goal 1

It is the policy of the City to cooperate with the County, State, and other governmental and non-governmental agencies in resource and growth management.

Policy 1

It is the policy of the City to cooperate with and negotiate with Jefferson County on the Area of City Impact as is required by Idaho Code §67-6526. Further, it is the policy of the City to review the Area of Impact Agreement with Jefferson County at least every ten (10) years after its adoption by the City Council and the Board of County Commissioners. (Idaho Code § 67-6526(e))

Policy 2

It is the policy of the City to cooperate with State and Federal initiatives in resource and growth management.

COMPREHENSIVE PLAN MAINTENANCE

Goal 1

Review and update this Plan on a regular basis.

Policy 1

It is the policy of the City for the Planning and Zoning Commission to annually review this Plan for regular updates of background and statistical data, and to review progress

made on the implementing of this Plan and/or any other documents affecting this Plan or the City as a whole.

HISTORIC PRESERVATION

Goal 1

The City should work with the Jefferson County Historical Society to identify and encourage preservation of lands, sites, and structures that have historical significance. Also see Special Areas.

Policy 1

Use this information in the development review process.

Rigby Comprehensive Plan Population and Demographics

Rigby was founded as an LDS irrigation colony in 1884 and incorporated as an Idaho city in 1903. Figure 1 shows Rigby’s population growth as a community from the first Census count of 107 persons in 1900 to the latest population estimate of 4,016 in 2012. Rigby was established as an expansion of the new hub of LDS growth in Idaho Falls, and it can still be seen enjoying the reflected growth of Idaho Falls as a bedroom community today.

An interesting pattern of alternating growth and stagnation is apparent in much of the last century. The population of Rigby nearly doubled in the 1910s, declined by 6% in the Twenties, grew in the Thirties, declined again by 7.7% in the Forties, grew by a quarter in the Fifties, was flat in the Sixties, grew in the Seventies, and was again stagnant in the Eighties. Since 1990, Rigby’s growth has been robust.

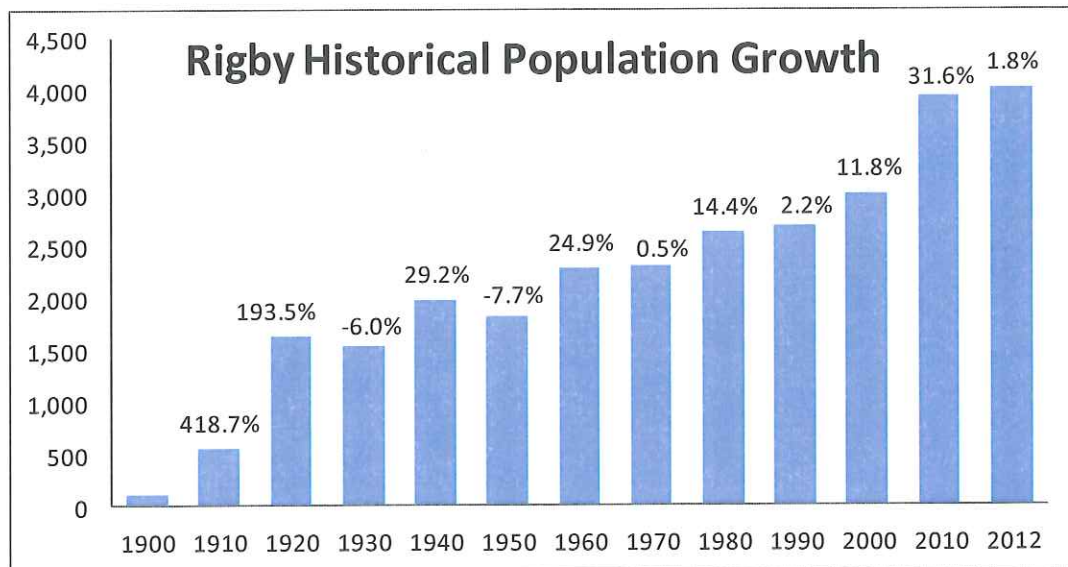


Figure 1. Historical Population Growth of Rigby, Idaho
Source: U.S. Bureau of the Census

Figure 2 shows how Rigby’s growth since 2000 has been much faster than Idaho’s and some 3.5 times faster than the national rate of growth. Bear in mind that while 2000-2007 was a boom economy, the nation has been weathering the Great Recession since then. This makes Rigby’s growth all the more remarkable. The driving force behind this growth has been the conversion of Ricks College to BYU-Idaho, and the continued growth of Idaho Falls as a regional center.

Percent Change in Population, 2000-2011

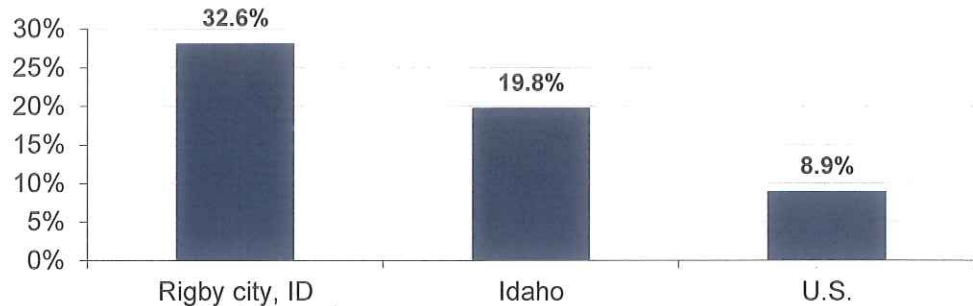


Figure 2: Comparative Population Growth Rates: Rigby, Idaho, and United States

Source: U.S. Dept. of Commerce, Bureau of the Census, American Community Survey

Headwaters Economics, EPS-HDT program, run 10/22/13 for Rigby, Idaho

Population Projection. The Idaho Gem State Prospector tool on the Idaho Department of Commerce website reports five-year projections for Idaho cities and counties done by a private company, *Applied Geographic Solutions*. Idaho Gem State Prospector projects Rigby to grow only 3.0% over five years to **4,112 in the year 2018**. Note that they base this growth from a 2013 population estimate of 3,992, which is less than the Census estimate for 2012 of 4,016. So while the point estimate of 4,112 for 2018 may be slightly low, the overall trend of slowing growth, or growth pause, for Rigby and the region appears plausible, given the growth spurt that has just occurred in the last decade. Slower growth would also be consistent with the seesaw pattern of Rigby’s historical growth.

Characteristics of Current Rigby Population

Age. The City of Rigby is a remarkably young community. Its median age is estimated to be 28 years old, meaning that 28 years divides the population with half older and half younger. This is much younger than Idaho’s median age of 34.5. Idaho’s large LDS, Catholic, and evangelical families make it the second youngest state in the nation, following Utah. The national median age is 37.0 years.

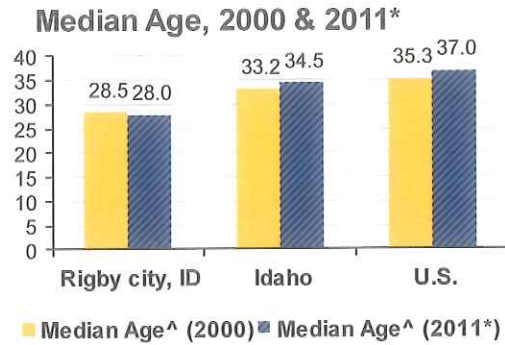


Figure 3. Comparative Median Ages: 2000 and 2011, Rigby, Idaho and U.S.

Source: U.S. Dept of Commerce, Census Bureau, 2012 American Community Survey, Census 2000

(Note 2011 estimate is a blend of 2007-2011 data from ACS)

Headwaters Economics, *EPS-HDT* program, run 10/22/13 for Rigby, Idaho

Rigby’s youth is likely a function of it being a home to numerous BYU-Idaho students, especially married students with young children. This point can be made with Figure 4, which shows the age cohorts of Rigby’s population. Note the sharp growth of 601 people between the ages of 18 and 34 in the years from 2000 to 2011. Most of this is clearly college students, and note the corresponding increase in children.

Note, too the small number of adults in the 35 - 44 year old range. This appears to demonstrate that Rigby loses these college students after graduation, and is likely losing a significant number of its high school graduates as well.

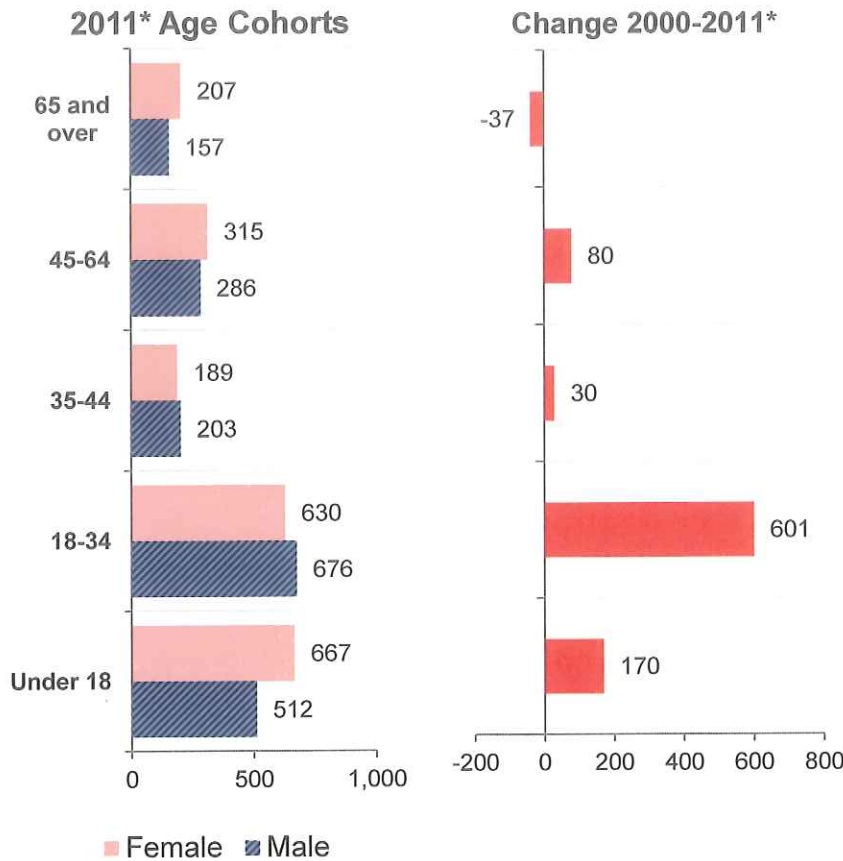


Figure 4: Rigby Age Cohorts 2011 and 2000 – 2011 Change

Source: U.S. Dept of Commerce, Census Bureau, 2012 American Community Survey, Census 2000
(Note 2011 estimate is a blend of 2007-2011 data from ACS)

Headwaters Economics, *EPS-HDT* program, run 10/22/13 for Rigby, Idaho

A third important thing to observe in Figure 4 is the relatively small number of senior citizens 65 years or older. This age cohort represents only 9.5% of Rigby’s population, which is relatively low. For instance, in 2011 Idaho is estimated to have 13.3% of its population age 65 or older. This small proportion of seniors will be demonstrated in a number of economic statistics later in this and the economic development chapter. Besides the large number of younger residents, there are two reasons that might contribute to a low number of seniors in Rigby:

1. Seniors become seasonal residents with a second home in Sunbelt locations like Arizona, where they may reside and be counted on the April 1 Census date.
2. As the health of seniors becomes more frail, they may move to Idaho Falls to be closer to health care specialists or for better senior housing choices.

Race and Hispanic Origin. Rigby’s population is not very racially diverse. Whites only comprised 92.4% of the 2011 population, which very nearly matched Idaho’s 92.3% white. Rigby had no reported African American residents, only seven Asians, 13 Hawaiian or Pacific Islanders, and 17 Native Americans. An estimated 3.2% self-

identified as Some other race alone; Two or more races comprised 3.5% of Rigby's population.

Hispanic or latino origin is a separate cultural identity that can be of any race or racial mix. Figure 5 shows that 15.3% of Rigby's population identified themselves as Hispanic. This is above Idaho's 10.9% Hispanic proportion, but below the national average of 16.1%. Elsewhere in the Census comes the statistic that 5% of Rigby's population speaks English less than "very well." One in ten Rigby residents speaks Spanish in their home.

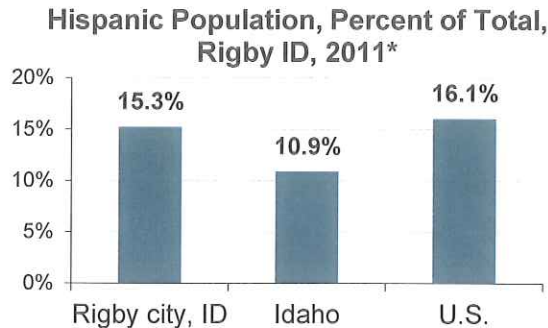


Figure 5: Hispanic Population Comparisons 2011

Source: U.S. Dept of Commerce, Census Bureau, 2012
Headwaters Economics, *EPS-HDT* project

The proportion of Hispanic residents has been growing for several decades. For example, Jefferson County's Hispanic population was 4.2% in 1980, 7.0% in 1990, 10.0% in 2000, and has grown to 10.3% in 2012. Idaho's Hispanic proportion grew from 10.9% in 2011 to 11.6% in 2012, so the growth of this minority group continues.

Rigby displays a common trend among irrigation communities along the Snake River of having a Hispanic population above the state average. The rapid rise in the Hispanic community is a trend that has caught many Idaho communities unaware. One key to economic vitality will be for communities to find ways to build bridges between two different cultures and to embrace the social and economic contributions of the Hispanic population in an increasingly diverse Jefferson County.

Income. Income is a way of measuring the relative economic well-being of groups of people. Per capita income is one common metric, and it is defined as city personal income divided by its population. This measure can be altered by the presence of a few high income persons. Per capita income is also affected by family size, because children tend to be non-earners. A second measure is median household income, which is the income level that evenly divides half the households with lower income and half with higher. This measure more closely corresponds to what consumers understand as their household budget. Because family size is not considered, remember that a large family may be less well off than a retired couple with the same household income.

Figure 6 shows Rigby's per capita and median household incomes for 2011, compared with Jefferson County, Idaho, and the US. In terms of per capita income, Rigby is the lowest at \$17,244, with income rising as the geographic unit increases. Rigby is quite a low income community by this measure, having just over three-fourths of Idaho's per capita income, and only 61.7% of the U.S. average. For context, Jefferson County ranks 35th of 44 Idaho counties with its per capita income of \$19,648, which is 14% higher than Rigby's. One reason for Rigby's low income levels may be the presence of BYU-Idaho students who earn little income and may be living off student loans, while at the same time having one or more children.

Per Capita and Median Household Income Comparisons (2011 \$)

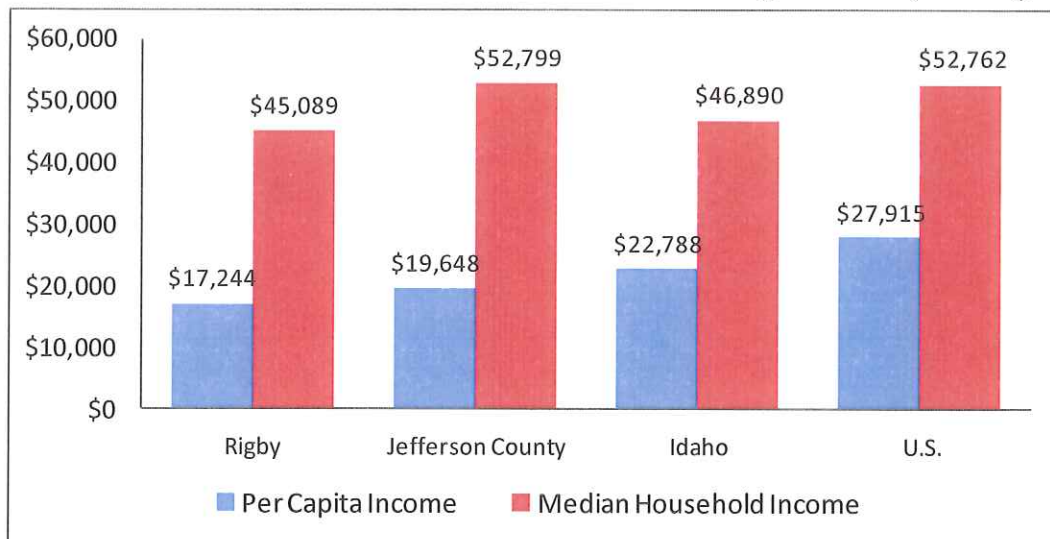


Figure 6: Per Capita and Median Household Income Comparisons (2011 \$)
 Source: U.S. Dept of Commerce, Census Bureau, 2012 American Community Survey

The same pattern holds for median household income – Rigby's income of \$45,089 is less than Idaho's \$46,890, and Idaho is less than the U.S. median household income of \$52,762. The exception here is that Jefferson County is slightly higher in median household income than the U.S. Here are three possible reasons the Jefferson County median household income is so much higher than Rigby's:

- 1) Jefferson County has a significant number of large family farms with above average incomes,
- 2) There is a higher proportion of two-earner households living in the county outside Rigby, and/or
- 3) Some of Rigby's wealthier residents live outside the city limits. This is a common trend in rural Idaho where growth in the countryside is much faster than growth in the city, and the new country homes tend to be larger and more expensive. And indeed, Jefferson County does have a newer housing stock than Rigby.

Poverty. Poverty is a measure of income against federally-determined levels of income, below which one is deemed poor. Like the income measures, Rigby's poverty rates are

worse than Jefferson County, Idaho or the U.S, as shown in Figure 7. This is especially true for children. For single mothers heading a household with children, the poverty rate in Rigby is 36.3%. The only positive aspect to that grim statistic is that Idaho's rate is even higher at 40.1%.

There are again several potential explanations. Perhaps, college students and their families are contributing to the appearance of poverty. Perhaps it is the presence of affordable housing units within the city limits. Perhaps the working poor, who hold low wage jobs in sectors like retail or agriculture processing live within the city.

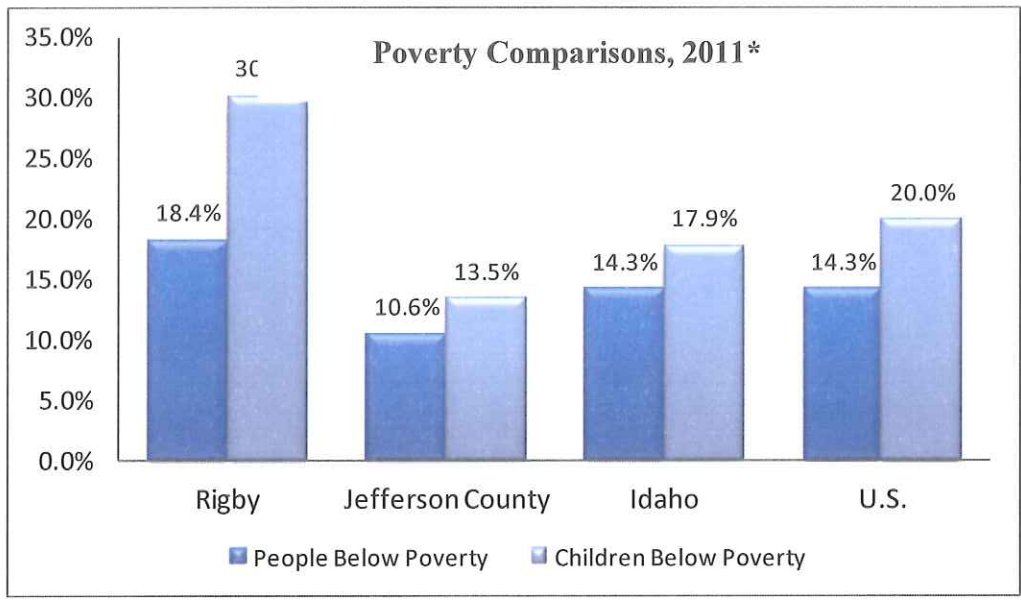


Figure 7: Poverty Comparisons: Rigby, Jefferson County, Idaho and U.S. (2011*)
 Source: U.S. Dept of Commerce, Census Bureau, 2012 American Community Survey

Educational Attainment. The amount of education a community has attained can be seen as an underlying factor to its income levels.

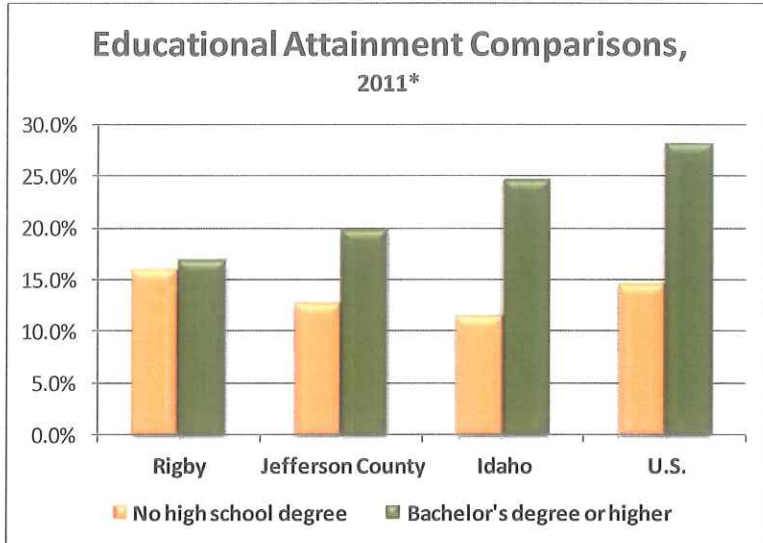


Figure 8: Educational Attainment Comparisons: Rigby, Jefferson County, Idaho and U.S. (2011*)
 Source: U.S. Dept of Commerce, Census Bureau, 2012 American Community Survey

Rigby’s levels of educational attainment are much lower than the other geographic areas, even significantly lower than Jefferson County, of which it is a part. Rigby had only 353 adults with a college degree living in the city in 2011. In contrast, 1,766 persons were high school graduates. This lack of education in Rigby is an impediment to its economic development in a time when many jobs in manufacturing and the trades require an associate’s degree or technical certificate.

Housing. Rigby’s housing stock tends to be older than Jefferson County or Idaho, as befits a community founded over 125 years ago. Fully 39% of its 1,472 housing units were built prior to 1960. This compares with 23.8% for the county and 21.8% for the state. In 2011 the occupancy of its housing stock stood at 91%, higher than the state level of 87%, but lower than Jefferson County at 95.2%. In 2011, the average price for all housing units was \$142,000; the median value was \$122,500.

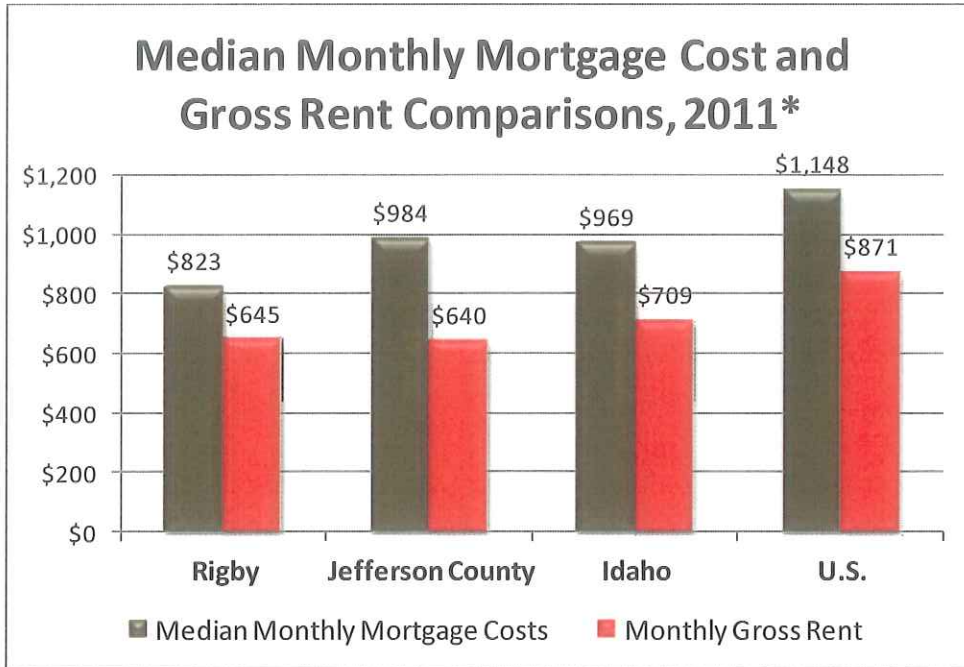


Figure 9: Median Monthly Mortgage Costs and Gross Rent Comparisons: Rigby, Jefferson County, Idaho and U.S. (2011*)

Source: U.S. Dept of Commerce, Census Bureau, 2012 American Community Survey

Figure 9 demonstrates that Rigby is a relatively more affordable place to live in terms of housing costs than Jefferson County, Idaho, or the United States. This is no doubt an important advantage in its role as a bedroom community for Rexburg and Idaho Falls.

Rigby Comprehensive Plan Economic Development

Background and Comparative Advantages. Rigby’s economy has the luxury of not depending on a single industry. The community had its start as a base for irrigated agriculture, and this economic foundation remains to this day. Rigby serves as a retail trade center for the larger agricultural region to its west. In addition, Rigby is located on what is now Highway 20, the primary transportation route to tourism destinations Yellowstone National Park. Thus, it has long has a role in delivering pass-through tourism services. Since the city’s inception, Rigby has served as a spoke to the hub city of Idaho Falls. The city is a natural bedroom community for Idaho Falls and more recently, Rexburg and BYU-Idaho. To the extent that Rigby accepts and nurtures each of these economic roles, it can sustain a vibrant economy for years to come.

Employment. Rigby has a civilian employed population of 1,838 in 2011 by Census estimates. Table 1 compares employment in Rigby with Jefferson County, Idaho, and the

U.S. for selected industries. It makes several of the points listed above regarding Rigby’s comparative advantages in its economy. While direct employment in agriculture is very low within the city limits, note how Jefferson County agriculture employment far exceeds the U.S. and state averages. Rigby does have above average manufacturing employment and most of it is for food processing, reflecting the county’s agricultural base. Above average construction employment demonstrates Rigby’s role as a bedroom community. Its higher employment in tourism businesses shows its role in serving the large stream of tourists passing by on Highway 20. Finally, its retail and wholesale trade employment is barely above average and reflects its minor role as a trade center for the surrounding agricultural region.

Table 1: Employment by Industry, 2011*

	Jefferson			
	Rigby	County	Idaho	U.S.
Agriculture, Forestry, Mining, etc.	0.3%	8.1%	5.4%	1.9%
Manufacturing	16.8%	9.7%	10.1%	10.8%
Construction	10.4%	8.8%	8.2%	6.8%
Retail & Wholesale Trade	16.0%	16.0%	15.1%	14.4%
Tourism	9.7%	6.1%	6.1%	9.0%

Note: Tourism = arts, entertainment, recreation, accomodation, and food.

Source: U.S. Dept of Commerce, Census Bureau, 2012 American Community Survey

* American Community Survey blends 2007-2011 data.

In many cases, data is only available at the county level and not for cities. Figure 1 shows the historical growth of jobs in Jefferson County. Note how jobs have flattened since the Great Recession in 2007, despite continued population growth. Total jobs in Jefferson County were 10,116 in 2011.



Figure 1: Jefferson County Total Number of Jobs, 1969-2011

Source: Bureau of Economic Analysis, Table CA25, University of Idaho's *Idaho Indicators* website, accessed 10/25/13 for Jefferson County .

The next figure shows wages (not including benefits) in Jefferson County, Idaho, and the U.S. Average annual wage in Jefferson County was \$28,016. There is a clear pattern of wages considerably lower than either Idaho or U.S. averages. This clearly is driving the pattern of lower income levels and higher poverty demonstrated in the population chapter.

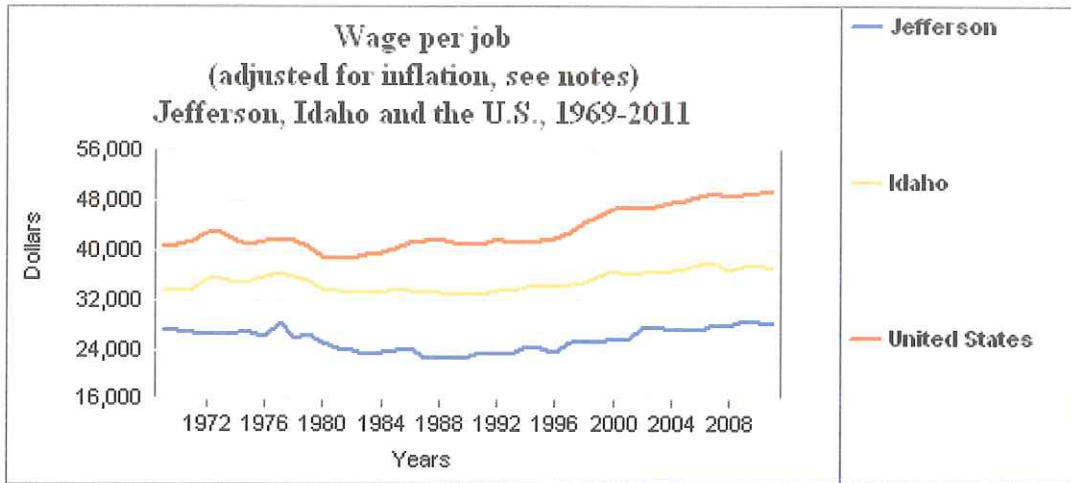


Figure 2: Wages per Job in Jefferson County, Idaho and the U.S., 1969-2011 (2012 \$)

Source: Bureau of Economic Analysis, Table CA34, University of Idaho's *Idaho Indicators* website, accessed 10/25/13 for Jefferson County .

Major Employers. Table 2 below summarizes the employment of a number of the largest employers in Jefferson County and Rigby. (Note several are missing due to nondisclosure agreements with the state). Two potato processors are the county's second and third largest employers and demonstrate the importance of agriculture directly and food processing within the manufacturing sector. The roles of transportation and utilities, and construction sectors is also apparent.

A key point is the importance of the public sector, especially within a city that serves as a county seat. If all the local, state and federal public entities are totaled, their jobs account for 1,020 to 1,253 jobs, or roughly a tenth of the county employment base. Note that most school employees work just outside the Rigby city limits.

JEFFERSON COUNTY & RIGBY: JULY 2012 - JUNE 2013

Rank	Employer	Employment	
		Range	City
1	JEFFERSON COUNTY JOINT SCHOOL DISTRICT #251	500 - 599	Rigby Lewisville
2	IDAHOAN FOODS LLC	500 - 599	le

3	BLAINE LARSEN FARMS, INC.	350 - 399	Hamer
4	IDAHO PACIFIC CORP	200 - 249	Rigby
5	BROULIM'S SUPER MARKET INC	150 - 199	Rigby
6	JEFFERSON COUNTY WEST JEFFERSON SCHOOL DISTRICT	140 - 149	Rigby Terreto
9	#253 STATE OF IDAHO DEPARTMENT OF	100 - 149	n
10	TRANSPORTATION	100 - 149	Rigby
11	RIRIE JOINT SCHOOL DISTRICT #252	90 - 99	Ririe
12	JEFFERSON CENTRAL FIRE DISTRICT	70 - 79	Rigby
19	SUPER T TRANSPORT INC	20 - 29	Rigby
20	US POST OFFICE (40 in Jefferson County)	20 - 29	Rigby
24	K B CONCRETE INC	30 - 39	Rigby
26	SMITH ROOFING	30 - 39	Rigby

Table 2: Major Employers in Jefferson County and Rigby

Source: Idaho Department of Labor, personal communication with Janell Hyer, 10/25/13

Proprietors. In assessing the local economy, many forget the role played by self-employment and proprietor's income. These are important dimensions of Jefferson County's (and therefore Rigby's) economy. Figure 3 shows that Jefferson County has a long pattern of a higher proportion of proprietors in its economy than either Idaho or the U.S. In 2011 Jefferson County's self-employment rate was 39.3%, compared to 26.0% for Idaho. One reason for high rates of self-employment is the high number of farmers and ranchers in the county. Students may also run part-time businesses as a way to supplement income during their time in college. Note the increase in proprietors in Jefferson County during the Great Recession. Starting part-time, second, or replacement businesses is a natural response to hard economic times.

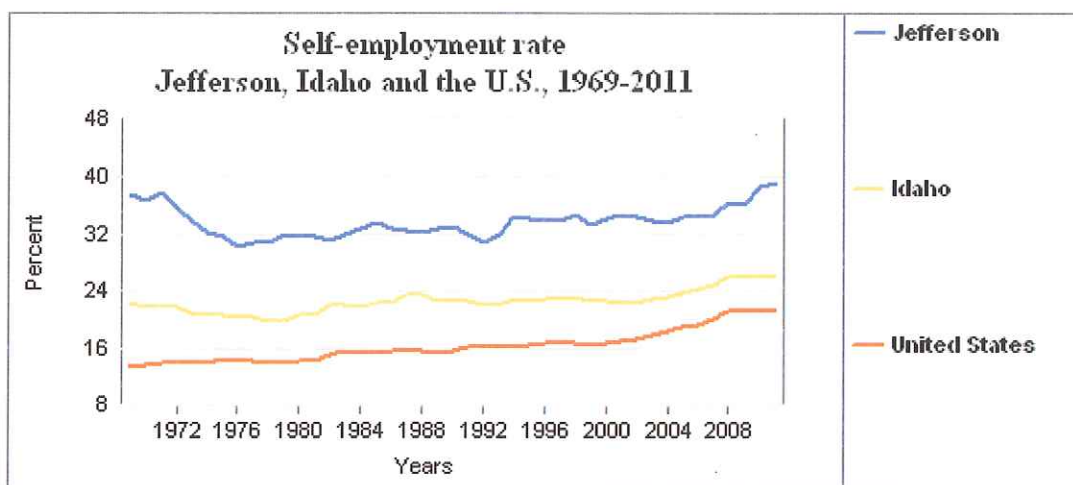


Figure 3: Self-Employment Rates in Jefferson County, Idaho and the U.S., 1969-2011

Source: Bureau of Economic Analysis, Table CA25, University of Idaho's *Idaho Indicators* website, accessed 10/25/13 for Jefferson County.

Agriculture. Agriculture is a major industry in Jefferson County. The 2007 Census of Agriculture reported 826 farms operating on 325,000 acres of land in Jefferson County. Over half the farms were under 50 acres in size. Average farm size was 394 acres and it produced an average of \$282,000 in farm sales. Total county production value was \$233 million and this was quite evenly split between crops ((\$124 million) and livestock (\$109 million). Jefferson County ranked 9th in Idaho in farm sales. Major crops are potatoes and small grains, while livestock production was split between cattle and dairy. Jefferson County ranked 1st in Idaho in forage production, 5th in barley, and 6th in potatoes.

Non-Labor Income. Non-labor income is an often overlooked part of a local economy. It consists of returns to capital, or dividends, interest and rent, and transfer payments, which include pension payments and welfare program payments. Figure 4 shows how non-labor income has grown over time in Jefferson County, but not as quickly as labor earnings. This is very different from trends in the U.S., Idaho, and elsewhere in rural Idaho, which have seen non-labor income rise rapidly as the Baby Boom generation ages into retirement.

Figure 5 shows that non-labor income, as a share of Jefferson County’s personal income, has remained in a narrow range for the last 30 years. This again shows that the Baby Boom generation does not dominate Jefferson County, and that retirees are a relatively small portion of its population. As mentioned in the Population chapter, the lack of senior housing choices may be influencing location decisions for Rigby residents in later stages of life.

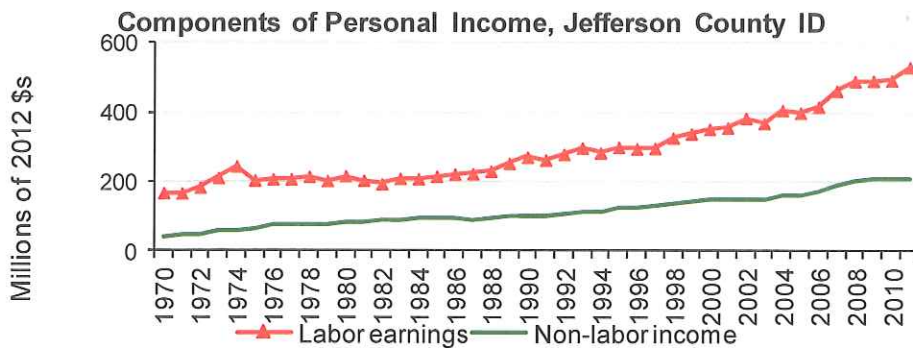


Figure 4. Components of Jefferson County Personal Income, 1970-2011

Source: Bureau of Economic Analysis, Tables CA05 and CA05N, Headwaters Economics *EPS-HDT* program, accessed 10/25/13 for Jefferson County

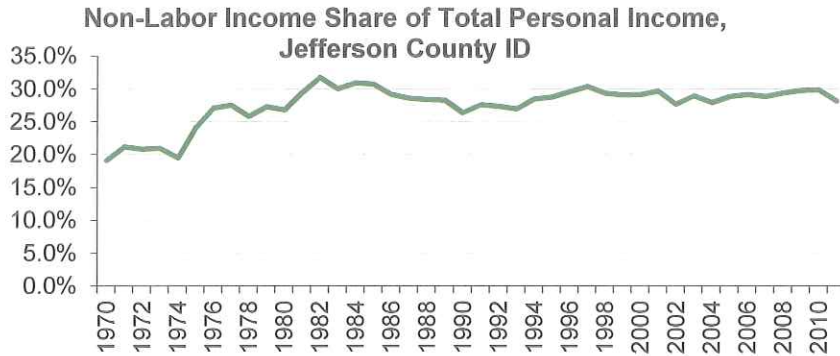


Figure 5. Non-Labor Income as a Share of Jefferson County Personal Income, 1970-2011
 Source: Bureau of Economic Analysis, Tables CA05 and CA05N, Headwaters Economics *EPS-HDT* program, accessed 10/25/13 for Jefferson County

Creative Class. The noted author Richard Florida advanced a theory that communities with high amenity levels would attract footloose workers in creative endeavors who could locate anywhere. Knowledge workers include architects, engineers, scientists, artists and authors. These occupations were dubbed the *Creative Class*. The figure below shows that Jefferson County lags in this type of worker at 17% of employment versus 23% for Idaho and 25% for the U.S. It will be interesting to see if Jefferson County and Rigby have improved their position since 2000 with the addition of BYU-Idaho in nearby Rexburg. Note that retirees and Creative Class workers tend to be attracted to the same type of communities high in natural or cultural amenities.

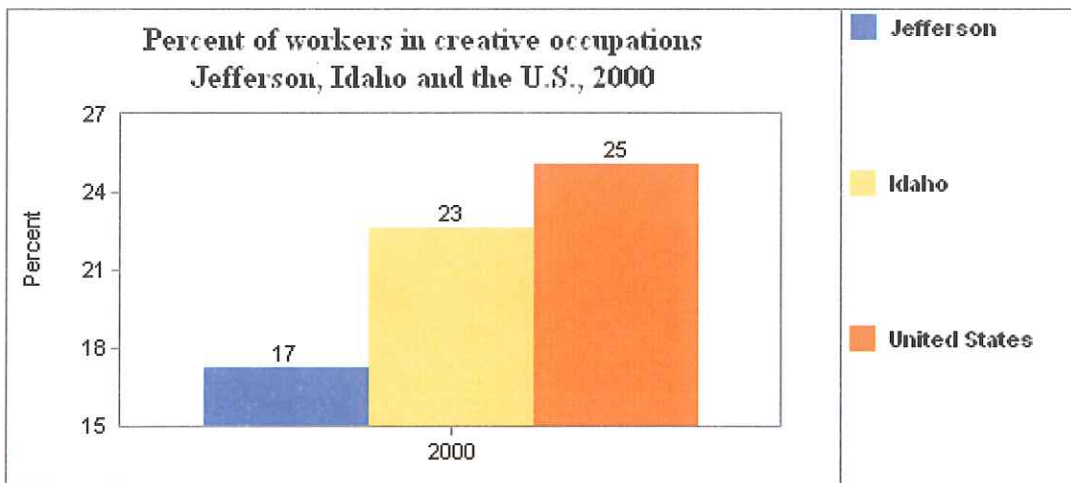


Figure 6: Creative Class Employment in Jefferson County, Idaho and the U.S., 2000
 Source: USDA Economic Research Service, Creative Class Codes, University of Idaho's *Idaho Indicators* website, accessed 10/25/13.

Commuting. Rigby has long served as a bedroom community to the larger towns of Idaho Falls and Rexburg. The Census Bureau has a mapping program called OnTheMap, which illustrates commuting patterns in both directions—where Jefferson County

residents work and where Jefferson County workers live. Figure 7 below shows the commuting pattern from Rigby residences to places of employment, for primary jobs in 2011. While 203 people live and work in Rigby and another 306 work elsewhere in Jefferson County, a larger stream of 396 residents commute to work in Idaho Falls and another 153 to other locations in Bonneville County. A smaller stream of 155 residents drive to work in Rexburg each day. In total, Rigby only employs 15.0% of its 1,353 primary workers.

In fairness, there is a counter-commuting pattern of workers into Rigby. About half, or 905, of the 1,786 primary jobs in Rigby are filled by residents of Jefferson County. The counter-streams of 341 workers coming into Rigby from Bonneville County and 191 from Madison County.

Being a bedroom community is not a bad thing in economic terms. The commuters might be thought of as leaving the county to bring home a paycheck. Commuters from Jefferson County brought home earnings of \$268 million in 2011, while commuters into the county took away some \$60 million. The difference between these two income flows is called the *net residential adjustment*. It was a positive \$208 million for Jefferson County in 2011, and represented 28.1% of the county's personal income. Figure 8 shows that this large net residential adjustment has been part of Jefferson County's economy for a long time. A similar net residential adjustment exists for Rigby's economy. It may be somewhat smaller if people living outside the city limits in Jefferson County can be considered residents of the larger Rigby community.

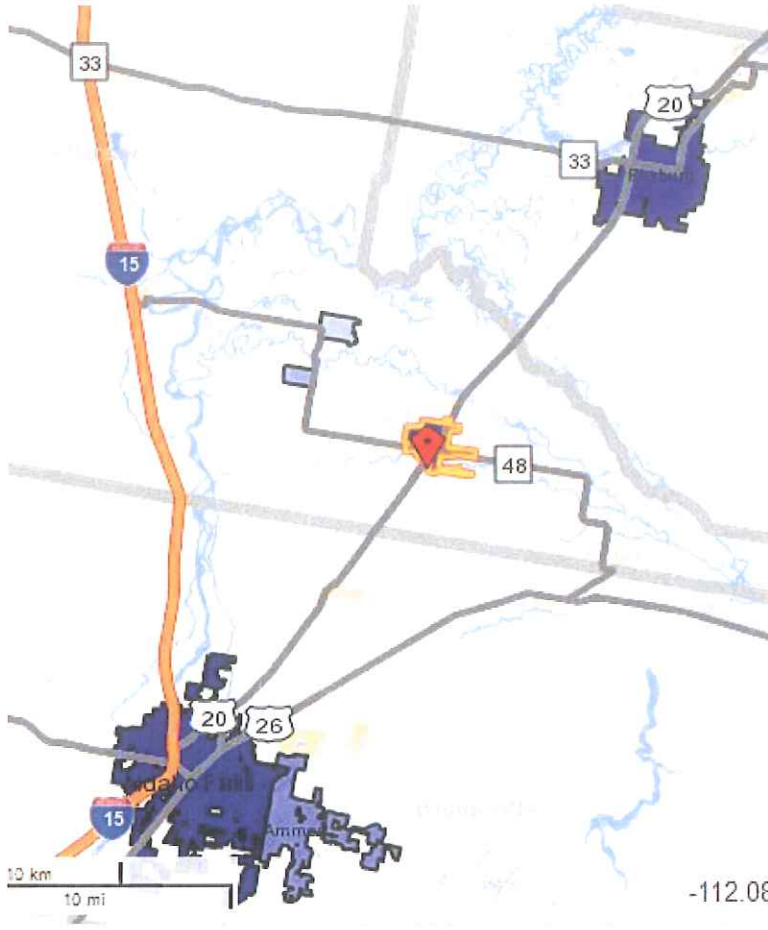


Figure 7. Where Rigby Residents Work in Primary Jobs, 2011
 Source: Census Bureau, OnTheMap Application, <http://lehdmapp.census.gov> run for Rigby on 10/25/13