

***CITY OF BURLEY***  
**Comprehensive Plan**

***April 2013***

City of Burley

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## Foreword

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### ***INTRODUCTION***

The City of Burley initiated the process of updating the Comprehensive Plan to reflect changing conditions within the community. Goals and policies that follow in this document describe the desired Burley community.

The Burley Comprehensive Plan is the primary document which guides city land use ordinances and influences land development within the city boundaries and its area of impact. It also identifies and expresses the quality of life that the residents desire.

The Comprehensive Plan is both general and broad in nature. It is an attempt to look beyond the issues of today, to identify challenges and opportunities of the future. It does not address detailed regulations or specify detailed plans for individual sites. It is not a zoning or subdivision ordinance, but, rather the policy basis for those necessary regulatory tools.

### ***HISTORICAL BACKGROUND***

The history of Burley began in the early 1900's with the development of the Minidoka Project of the United States Reclamation Service. A group of entrepreneurs surveyed the original town site and auctioned off lots. The town was named for David Burley, general passenger agent for the Union Pacific Railroad, who persuaded several parties to migrate west and farm potato ground.

Since the town site company incorporation on April 10, 1905, the city has progressed from a small agricultural center to a city of over 10,000 as counted in the 2010 census. Burley has been the seat of Cassia County since 1918. The area economy relies on a healthy, but diversified, agricultural economy.

City government is a mayor-administrator-council type with six (6) council members and a mayor elected at large on a nonpartisan ballot every four years.

### ***PLANNING AND ZONING HISTORY***

The City of Burley passed a zoning ordinance in 1973. In July, 1976 a Planning and Zoning Commission was established.

Official planning for the city has been ongoing since the establishment of the Planning and Zoning Commission. Zoning questions have been referred to the Planning and Zoning Commission since 1976. Recommendations from the Commission are referred to the City Council for action.

## ***THE PLANNING PROCESS***

Original legislation requiring cities and counties to develop comprehensive plans and adopt implementing ordinances was approved by the Idaho Legislature in the 1950's. In 1975, the "Local Planning Act" superseded the earlier legislation. The last amendment to this act was made in 1999 and is now known as the "Local Land Use Planning Act." Today it provides the guidelines for all Idaho planning. In Idaho Code (67-6502) the purposes of the Local Land Use Planning Act which have served as guidelines in the development of the Burley Comprehensive Plan are stated:

- a) To protect property rights and enhance property values;
- b) To ensure that adequate public facilities and services are provided to the people at a reasonable cost;
- c) To ensure that the economy of the State and localities is protected and enhanced
- d) To ensure that the important environmental features of the State and localities are protected and enhanced;
- e) To encourage urban and urban-type development within incorporated cities;
- f) To encourage the protection of prime agricultural, forestry, and mining lands and land uses for production of food, fibre and minerals, as well as the economic benefits they provide to the community;
- g) To avoid undue concentration of population and overcrowding of land;
- h) To ensure that the development of land is commensurate with the physical characteristics of the land;
- i) To protect life and property in the areas subject to natural disasters;
- j) To protect fish, wildlife, and recreation resources;
- k) To avoid undue air and water pollution; and
- l) To allow school districts to participate in the community planning and development process so as to address public school needs and impacts on an ongoing basis.

The preparation of the plan update had evolved from ideas and viewpoints of interested citizens, a technical advisory committee, elected officials, research data obtained from a variety of documented sources, and a city survey.

## ***SCOPE OF THE PLAN***

The Burley Comprehensive Plan is the official public statement of the City's goals and policies. These provide the guidelines that strive to maintain and enhance the living qualities of Burley, a responsibility shared by officials and citizens alike. The plan provides:

- \*A document that meets the requirements of the Idaho "Local Land Use Planning Act."
- \*A land use map that indicates generalized land use from 2010 to 2025 and
- \*A document that provides the policy basis for regulatory ordinances such as zoning, subdivision, etc.

## ***PURPOSE OF THE PLAN***

The Burley Comprehensive Plan is the document through which the citizens of Burley have stated how land development should occur and how it will be managed. Basic goals of the plan are intended to maintain and improve the existing quality of life for residents by:

- Encouraging development which maintains the existing quality of life for Burley residents;
- Providing for an orderly provision of public facilities and services;
- Contributing to a stable and diversified economy in the City of Burley and surrounding area;
- Providing for the retention of natural and cultural resources which contribute to the livability of the community; and
- Encouraging a balance of land uses to ensure that revenues are available to support desired services.

## ***COMPONENTS OF THE COMPREHENSIVE PLAN***

The Comprehensive Plan, comprised of goal statements, policies, implementation items, and maps provides city leaders and citizens with technical data and guidelines essential in the decision making process.

**\*Goal Statements** are broad directions that establish ideal future conditions toward which policies are focused.

**\*Policies** are intended to make specific statements that guide decision making and give clear indication of intent. Policies are numbered to correspond with goals.

**\*Implementation Actions** are strategies for implementing policies. If identification of possible alternatives for achieving a desired end is not feasible, it will be necessary to develop and adopt specific, detailed studies prior to implementation.

The Plan includes the following elements as required by law:

**\*Property Rights:** an analysis of provisions which may be necessary to insure that land use policies, restrictions, conditions and fees do not violate private property rights, adversely impact property values, or create unnecessary technical limitations on the use of property.

**\*Population and Growth:** an analysis of past, present, and future trends in population

**\*Education:** identifies school facilities, transportation, and their enrollment projections

**\*Economic Development:** examines trends and presents policies for maintaining a positive growth rate, including employment, industries, jobs, and income levels.

**\*Land Use:** encompasses the current vision for a mix of future land uses.

**\*Public Services, Facilities, and Utilities:** an analysis showing general plans for sewage, water supply, police, fire stations, public safety facilities, library, energy, and related services.

**\*Transportation:** an overview showing the community's transportation infrastructure, which addresses efficient mobility of people, goods, and services

**\*Parks, Recreation, and Special Sites:** addresses the provision of permanent open and recreational space, and identifies unique sites within the vicinity of the City.

**\*Housing:** identifies housing needs and plans for improvement of housing standards and safe, sanitary, and adequate housing.

**Community Design:** an analysis of the visual characteristics which make up the natural and urban environment of Burley.

**Implementation:** an analysis of specific actions needed to implement and support the Comprehensive Plan.

**Natural Resources:** an analysis of the uses of rivers and other waters, soils, and shorelines.

**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.

## ***DEFINITIONS***

**Board-** Board of County Commissioners of Cassia and/or Minidoka County

**City** – City of Burley

**Commission-** Planning and Zoning Board of the City of Burley

**Comprehensive Plan-** The official policy plan adopted by the Planning and Zoning Board, Mayor and City Council of the City of Burley, as authorized by **Idaho** Code, to be used as a guide for the future land use ordinances of the City of Burley.

**Council-** the City Council of the City of Burley

## ***THE USE OF THE COMPREHENSIVE PLAN***

After the plan is adopted, Commission and Council actions concerning the adoption or amendment of city ordinances and requests for rezones will be based on the goals and policies within the City of Burley Comprehensive Plan. Requests that are in conflict with the plan will not be approved unless the plan is amended.

Idaho State Code (67-6511) requires that the city's zoning districts be in accordance with the adopted comprehensive plan. Therefore, any permits issued by the Commission or Council that are found to be in accordance with the zoning ordinance adopted under this plan are considered in accordance with the goals and policies of the Comprehensive Plan.

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## Property Rights

### ***INTRODUCTION***

The protection value of private property rights is a very important issue in the City of Burley. To that end, land use management should be simple, straightforward, and understandable. Any conditions on the exercise of private property rights should be limited to those that are essential to protect the public health, welfare and safety, or to promote the achievement of the overall goals of the citizens of the community. In addition, implementation strategies must recognize the right and protection (grandfathered status) of all legally existing buildings, structures, or use of land.

### ***BACKGROUND***

The Fifth Amendment of the United States Constitution provides that ‘private property will not be taken without just compensation’. Article 1, Sec. 14 of the Idaho State Constitution provides as follows:

**“Private Property may be taken  
for public use, but not until a  
just compensation, to be ascertained  
in the manner prescribed by law,  
shall be paid therefore.”**

Thus, under both the federal and state constitution, private property may not be taken for public purposes without payment of just compensation.

### ***ISSUES***

In many cases, land is an individual’s single largest asset and the ability to use it or convert it through sale or trade is critical to his/her financial well-being.

Private property rights encompass not only the right to develop, invest, achieve and profit from property, but also the right to hold and enjoy property as well. However, property rights must balance the individual’s desire to “...do whatever I want with my land,” with a respect for the property rights of neighboring owners.



## ***GOALS AND POLICIES***

### **Private Property Rights**

All land use decisions made pursuant to this comprehensive plan shall protect the fundamental property rights of all residents.

#### **1. Policies**

- 1.1 Private property shall not be taken for public use without just compensation.
- 1.2 Property rights of landowners shall be protected from arbitrary and discriminatory actions.
- 1.3 No person shall be deprived of private property without due process of law.
- 1.4 Land use development regulations should be designed to protect the health, safety and welfare of the community avoiding any unnecessary conditions, delays and costs.
- 1.5 The protection and preservation of private property rights should be a strong consideration in the development of land use policies and implementation standards and regulations.
- 1.6 The comprehensive plan and implementing ordinances should provide existing and future landowners with confidence and certainty regarding the areas and densities of development and development requirements.
- 1.7 Property owners, as stewards of the land, should use their property wisely, and maintain it in good condition for future generations.

## **Population and Growth**

### ***INTRODUCTION***

#### **Purpose of the Population Element**

Public development policies concerning the timing, location and construction of all services and facilities are based on population distribution and anticipated growth patterns.

A variety of demographic sources have been utilized to present the most likely population and growth scenario. Additional information concerning population and growth is available in the U.S. Census, 2010.

#### **Population Considerations**

Population forecasting is not an exact science and economic conditions frequently change, influencing population levels. However, population forecasts are important in planning for the future of Burley. These forecasts assist City decision makers in understanding and planning for future city needs such as infrastructure, housing, land use, and transportation.

### ***INVENTORY***

Burley is the largest city in the county, with an estimated 2010 population of 10,345 (U.S. Census). This represents an increase of 1,029 people, or about 11% growth since the 2000 Census. In 2010, Burley's population represented approximately 45.1% of Cassia County's population of 22,952. Comparative historical populations of Burley and Cassia County are shown in Table 1.

**Table 1**  
**City of Burley-Historic Population**

	1970	1980	1990	2000	2010
<b>City*</b>	8,279	8,761	8,702	9,316	10,345
<b>Cassia County</b>	17,017	19,427	19,532	21,416	22,952
<b>% of County</b>	48.6%	45.0%	44.5%	43.5%	45.1%

(Source: 7/94, Idaho Department of Commerce, 2010 U.S. Census)

**\*Note:** Though a portion of Burley lies in Minidoka County, population projections were based upon a change in Cassia County population only.

**Table 2**  
**City of Burley Age Groups**

	<b>1960</b>	<b>%</b>	<b>1970</b>	<b>%</b>	<b>1980</b>	<b>%</b>	<b>1990</b>	<b>%</b>	<b>2000</b>	<b>%</b>	<b>2010</b>	<b>%</b>
Under 5 yrs	998	13	884	11	1,021	11	793	10	810	8.7	1,073	10.4
5 to 19 yrs	2,321	31	2,492	30	2,342	27	2,319	27	3,175	34.0	2,517	24.3
20 to 44 yrs	2,237	30	2,393	29	2,838	32	2,748	32	2,606	28.0	3,280	31.7
45 to 64 yrs	1,321	18	1,657	20	1,544	18	1,415	17	1,581	17.0	2,069	20.0
65+ yrs	631	8	853	10	1,016	12	1,245	14	1,144	12.3	1,406	13.5
<b>Totals</b>	<b>7,508</b>		<b>8,279</b>		<b>8,761</b>		<b>8,702</b>		<b>9,316</b>		<b>10,345</b>	
Med. Age	24.9		26.5		26.6		30.0		30.7		30.8	

*Source 1990, U.S. Census, 2010 U.S. Census*

### **Age and Gender Groups**

An important demographic indicator is the change in age groups residing in Burley. Table 2 indicates a gradual increase in the 65+ population (1960-1990), while the “under 5” population decreased significantly between 1960 and 1970 and then stabilized through the next 40 years. The median age has increased from 24.9 years in 1960 to 30.8 years in 2010. Over the last 50 years the 20-44 years category has remained fairly stable.

According to the 2010 U. S. Census, the city’s population consists of 5,136 males (49.6%) and 5,209 (50.4%) females.

### **Education**

The educational attainment of the Burley city residents over 25 years of age showed 72.3% of the population as a high school graduate or higher and 14.7% of the population with a bachelor’s degree or higher. Of Idaho’s total population, about 88.6% are high school graduates and 25.2% possess a bachelor’s degree or above.

*Source U. S. Census, American Community Survey, 2006-2010, 2011est*

### **Income**

The median income for a household in the city is \$30,930, while the national median income is \$50,502. 23.6% of the population and 20.6% of the families are below the poverty level. Out of the total amount of people living in poverty 30.3% are under the age of 18 and 7.0% are 65 years and over.

*Source U. S. Census, American Community Survey, 2007-2011 Est.*

### **Ethnicity**

As of the 2010 Census, 63.7% of the population were white only, while people of Hispanic origin make up 33.4% of the population. Other demographics are shown in **Table 3**.

**Table 3**

#### **Race**

	Number of Residents	Percent of Population
Total Population	10,345	100.0
White alone	6,591	63.7
Hispanic	3,460	33.4
Two or more Races	117	1.1
Asian alone	72	.7
American Indian and Alaska Native alone	63	.6
Black or African American alone	24	.2
Some other race alone	13	.1
Native Hawaiian and Other Pacific Islander alone	5	.05

### ***FUTURE NEEDS ANALYSIS***

#### **Population**

Population within the city increased from 9,316 in 2000 to 10,345 by the Decennial Census. The ten-year growth rate of 11% can be divided to an annual growth rate of 1.1%.

**Table 4**

#### **Historic City and County Populations**

											Forecast	
	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010	2020	2025
Burley	**	**	5329	5924	7508	8279	8761	8702	9316	10345		
% of Growth				11.17	26.74	10.27	5.822	-.67	7.056	11.05	10.20	5.10
Cassia	15659	13116	14430	14629	16121	17017	19427	19532	21416	22952	25457*	
% of Growth		-16.2	10.02	1.38	10.20	5.56	14.16	.54	9.65	7.17		
% of City in County			36.93%	40.49	46.57	48.65	45.1	44.55	43.5	45.07		

Source: <http://commerce.idaho.gov/business/economic-indicators/census-data-on-idaho/>

\*From Cassia County Comprehensive Plan amended 2010 \*\*Sources unavailable from Dept. of Commerce

#### **Persons Per Household**

The 2010 Census indicates that the City of Burley has 3,644 households with the average household size of 2.76. This is a slight decrease from 2.83 persons per household in 2000, 2.8 people per household in 1990 and 2.9 people per household indicated in the 1980 census.

## ***Goal and Policies***

### **Population Goal Statement**

To maintain and improve the existing quality of life, plan for stable growth that is consistent with the city's character, and maintain a healthy economy.

#### **1. Policies**

- 1.1 Infill development should be encouraged in order to maximize public .  
Investments and curtail urban sprawl.
- 1.2 The City should periodically consider revisions to the comprehensive plan  
to accommodate future growth.
- 1.3 The City should continue to encourage coordination with Cassia and  
Minidoka Counties, in planning for areas outside of the community, and in  
addressing regional growth.

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## **Education**

### ***INTRODUCTION***

#### **Purpose of the School Facilities and Transportation Element**

This element of the Comprehensive Plan provides an inventory of the public schools serving the Burley and an overview of the important relationship between the schools and local government.

### ***INVENTORY***

#### **Existing Conditions**

The student enrollment in the Cassia Joint School District #151 for the 2012-2013 school year is 5,228 (as of 9-14-12). Approximately 3,397 (65%) of these students attend the Burley schools. In Cassia County there are eight (8) elementary schools, two (2) junior high schools, four (4) High Schools, an alternative high school, a preschool center and the Cassia Regional Technical Center.

*Source Cassia County School District 2012*

#### **Other Education**

There are two (2) private academic schools in Burley: Christian Academy and Zion Lutheran Private School & Kindergarten.

Burley has one center of Head Start, a federal program that promotes the school readiness of children ages birth to 5 for low-income families.

Cassia County is part of the Junior College District that supports the College of Southern Idaho (CSI) located in Twin Falls. CSI offers academic, vocational, adult basic education and continuing education courses. In addition, both upper division and graduated classes are taught in cooperation with the State's four year institutions. The College of Southern Idaho maintains a satellite campus in Burley (attended by over 2,500 full and part time students) and offers day and night classes.

## **Transportation**

Elementary through high school students currently arrive by school district buses, personal vehicles, bicycles, and by walking. The school district owns 62 school buses, 47 which are used to transport Burley students on routes. The district does not provide any other type of transportation services for students.

*Source: Cassia County School District Jan.2013*

## ***FUTURE NEEDS ANALYSIS***

### **School Enrollment Projections**

## ***GOALS AND POLICIES***

### **School Facilities and Transportation Goal Statement**

“To coordinate and cooperate with the school district in the development for the city’s educational facilities.”

#### **1. Policies**

- 1.1 The City and the school should coordinate development activity in a manner that contributes to the quality of life in the community.
- 1.2 Both schools and properties adjacent to schools should be developed in a way that minimizes impact on each other.
- 1.3 The City should encourage land use regulations that provide safe pedestrian and bike access for school children.
- 1.4 The City should encourage the school district to develop adequate park space along with new school facilities to serve the needs of students.
- 1.5 The City should encourage technical, vocational, and adult educational opportunities for the educational and cultural benefit of Burley area residents.
- 1.6 The City should include the school district in city planning efforts.

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## **Economic Development**

### ***INTRODUCTION***

#### **Purposes of the Economic Development Element**

Growth and development of a community are closely tied to economic development policies. This component of the plan examines employment, income, industries, businesses and population trends, and presents related policies for future economic development in Burley.

The purpose of this component is to provide Burley decision makers with goals and policies that recognize the value of business to the community and the importance of a quality community to new business development.

#### **Major Considerations**

The economic development policies build upon the unique strength and characteristics of the Burley area-the role of Burley as a regional retail and tourism center; its strategic location along the I-84 corridor; service by the Eastern Idaho Railroad; and most importantly its agricultural tradition. The Mini-Cassia (Minidoka and Cassia Counties) area derives its economic well-being from agriculture made possible through local water sources and the local irrigation district-sponsored canal distribution system.



## INVENTORY

### **Employment**

According to the 2007-2011 American Community Survey, Cassia County had 9,072 or 57% of people employed and 880 or 5.5 % of the population unemployed. The percent of unemployment was just slightly under the national unemployment rate of 5.6% for the same time period.

<b>Table 1</b>	
<b><u>Employment by Industry</u></b>	
Agriculture, forestry, fishing and hunting, and mining	19.3%
Construction	6.9%
Manufacturing	11.1%
Wholesale trade	3.4%
Retail trade	10.8%
Transportation and warehousing, and utilities	6.0%
Information	.7%
Finance and Insurance, and real estate and rental and leasing	3.6%
Professional, scientific, and management, and administrative and waste management services	3.8%
Educational services, and health care and social assistance	20.0%
Arts, entertainment, and recreation, and accommodation and food services	5.8%
Other services, except public administration	5.3%
Public administration	3.2%

*Source American Community Survey 2007-2011 Selected Economic Characteristics*

**Agriculture:** Throughout Idaho, agriculture experienced an increase in employment caused, somewhat, by the increase in dairy production. Other areas of agriculture have decreased in employment (a result of productivity gains rather than decreases in output) while some farm proprietors incomes have improved. Drought cycles also play a part of the agricultural economic impact.

**Non-Agricultural:** The 2007-2011 American Community Survey (Table 2) indicates all industries except agriculture, forestry, fishing and hunting, and mining employ some estimated 7,321 people in Cassia County and 7,216 people in Minidoka County. The top three industries in Cassia County are Education and Health, Agriculture and Manufacturing. In Minidoka they are Education and Health, and Manufacturing followed by Agriculture.

<b>Table 2</b>				
<b>Non Agricultural Employment 2010</b>				
<b>Cassia &amp; Minidoka Counties</b>				
	Cassia County		Minidoka County	
	Workers	Per Cent	Workers	Percent
<b>Manufacturing</b>	1011	11.1	1462	16.9
<b>Construction</b>	627	6.9	387	4.5
<b>Trans., Warehousing, &amp; Utilities</b>	546	6.0	609	7.0
<b>Wholesale Trade</b>	306	3.4	200	2.3
<b>Retail Trade</b>	978	10.8	1023	11.8
<b>Finance, Ins., Real Estate</b>	329	3.6	236	2.7
<b>Information Services</b>	65	.7	48	.6
	341	3.8	492	5.7
<b>Educ, Health Care, &amp; Social Assistance</b>	1815	20.0	1492	17.2
<b>Arts, Entertain, recreation, accommodation</b>	529	5.8	534	6.2
<b>Other Services</b>	480	5.3	438	5.1
<b>Public Admin</b>	294	3.2	295	3.4
<b>Agriculture, forestry, fishing &amp; hunting, and mining</b>	1751	19.3	1440	16.6

Source: 2007-2011 American Community Survey, Cassia & Minidoka

### **Unemployment Rates**

Due to the seasonal nature of the agricultural economy, the Burley area has fluctuating unemployment rates. Even though those rates have stabilized over the past years the unemployment rate listed below reflects the nature of seasonal employees and an agricultural based economy.

2000.....4.8%  
 2002.....5.2%  
 2004.....5.7%  
 2006.....3.7%  
 2008.....4.0%

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It should be noted that unemployment increased during the 2008-2009 Great Recession. According to the American Community Survey, unemployment rates of those in the labor force in Cassia County increased to 5.5% with the city at 5.8% during that time period. Since then, the Idaho Department of Labor reports seasonally adjusted unemployment data in Cassia County as 7.2% in October of 2011 with preliminary reports for October of 2012 at 5.7%. Revised September 2012 data show unemployment rates of 5.3% in the county.

### **Major Local Employers**

Table 3 lists the major employers within Cassia County in 2012.

<b>Table 3</b> <b>Major Employers 2012</b> <b><u>City of Burley</u></b>	
<b>Name</b>	<b>Product/Service</b>
Ag Express	Freight shipping and trucking
Americold Logistics	Temperature controlled warehousing and logistics
Boise Paper Holdings	Packaging paper, corrugated container
BRP Health Management Systems	Health management care center
Cassia Regional Medical Center	Hospital and health care
DOT Foods	Food redistribution
Dutchmen Manufacturing	Recreational vehicle manufacturer
McCain Foods	Food processor
Parke View Rehab & Care Center	Rehabilitation and care center
Walmart	Discount department store

**Source: Idaho Dept of Labor, Cassia County Nov 2012 “Work Force Trends.” Jan Roeser**

### **Municipal Finances**

Property tax levies provide a substantial portion of local revenues. Idaho state law requires assessed values of all property to be 100% of market values, although, due to time lags and other factors, assessed property values are generally between 92-95% of market values. Every five years each property in the county is inspected by the county assessor’s office. In recent years the “*mil levy*” has declined in the city and county due to increased property values.

<b>Municipal Finance</b>	
Burley City Budget 2012-2013	\$26,130,948
Total Net Taxable Value of City of Burley	\$339,251,313
Cassia County Budget 2012-2013	\$18,825,824
Total Net Taxable Value of Cassia County	\$1,195,224,249

**Source: City of Burley Admin, Cassia County Auditor, Cassia County Levy Rate L-2 Worksheet 9-5-2012**

**Water Capacity:**

In May of 2003, city residents voted to issue \$18,000,000 in Revenue Bonds to pay for construction and installation of a new sewage treatment plant with a 30-year repayment plan. In the same election, they also voted to issue 20-year General Obligation bonds in the amount of \$7,000,000 to cover the costs of sewage treatment plant extensions and upgrades. The voters passed these measures by 87% and 78% respectively. Today the City of Burley operates a 5-million gallon per day (mgpd) facility and currently uses 2 ½ mgpd of that capacity.

**Source: City of Burley records 2003, City of Burley Sewage Treatment Mgr 2013**

**Education**

One of the most important components of strong economies is educational training and an educated workforce. Burley has access to a satellite campus of the College of Southern Idaho (CSI) located in Burley. Classes held locally can lead to a Junior College or an Associate's degree, while CSI also has affiliations with four year school such as Idaho State University, Boise State, University of Idaho and others with programs leading to four year degrees.

***FUTURE NEEDS ANALYSIS***

Total employment in Idaho, is forecasted to increase by an annual rate of 1.5 to 2.0%, over the period of 2000 to 2015. Previous estimations were actually higher prior to the economic downturn of 2008-2009. Agricultural employment is forecasted to decline at a modest rate of -0.2% (mostly due to adverse dairy conditions) per year. This is consistent, but slower than the national trend.

Total nonagricultural employment is expected to increase at approximately 1.75 to 2.25 percent over the next five to ten years.

In the Idaho manufacturing sectors, employment growth is projected for food processing, electrical and nonelectrical machinery, fabricated metals and publishing and printing. The nonmanufacturing employment categories of wholesale and retail trade, finance, insurance and real estate, contract construction, and services are forecasted to experience strong growth.

Locally, the Mini-Cassia Chamber of Commerce and the Mini-Cassia Development Commission both encourage and promote diversification of the Burley economy.

Actions to attract new industry to the two-county area will depend upon the available workforce, affordable utilities, educational opportunities and business incentives. Transportation facilities, health care, and quality of life issues will also be included in 'site selection'. Certainly a local economy dependent upon a number of major employers would be less affected by cyclic fluctuations in major economic sectors.

While pursuing economic development policies and action, it is noteworthy that the following state and national employment trends may affect Burley's economic development focus:

- Continuing increases in retail trade, services, and Manufacturing employment;
- Moderate increases in government employment;
- Moderate increase in finance insurance and real estate sectors;
- Minimal increase in transportation, communication, and utilities
- Increasing number of single female heads-of-household with one or more jobs;
- Increasing number of retired workers re-entering the casual labor market;
- Increasing number of multiple wage earners per household and continued expansion of entry-level and low skilled positions; and
- An increasing labor participation rate for females.

## ***GOALS AND POLICIES***

### **Economic Development Goal Statement**

To promote the growth of employment opportunities through expansion of existing businesses and the establishment of new businesses that will contribute to a diversified economy compatible with the present environmental qualities of the area.

#### **1. Policies**

- 1.1 The City should encourage employers to hire from within the local labor force.
- 1.2 The City should encourage the expansion of existing business and industry.
- 1.3 The City should promote business activities that:
  - a. will reduce the need for Burley residents to commute out of the area for shopping and employment.
  - b. will maintain the city's fiscal stability; and
  - c. will provide quality job opportunities.
- 1.4 The City should continue to support economic development efforts to recruit new commercial and industrial business in cooperation with appropriate organizations.
- 1.5 The City should promote and plan for sufficient land area to fulfill the community's industrial and commercial needs.
- 1.6 The City should coordinate land use planning activities with Cassia and Minidoka Counties, so that land suitable for future commercial or industrial use is zoned in a manner that retains these lands for future business use.
- 1.7 The City, in cooperation with other agencies, should encourage Transportation developments and improvements that will enhance business development including city truck bypass, farm to market routes, railroad crossings. etc.

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## **Land Use**

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### ***INTRODUCTION***

#### **Purpose of the Land Use Element**

The land use element assesses existing land uses, residential, commercial, and industrial, and plans for future growth within the boundaries of Burley and its impact area. The land use element is the core of the comprehensive plan with each of the other element of the plan (e.g., population, transportation, public utilities, etc.) forming the foundation.

The land use element considers the general arrangement, location and appropriate density of land uses, given current development trends and anticipated community changes. The future land use map graphically represents the community's goals and visions for future development. (Table 1)

This chapter of the comprehensive plan is based upon the following objectives:

**Maintaining compatible land uses to provide an exceptional quality of life.**

**Respecting the right and responsibilities of land ownership.**

**Designating ample land for residential, commercial and industrial expansion.**

#### **Major Land Use Considerations**

Land for development is available within the city limits of Burley and the surrounding impact area. Revitalization of the downtown core will allow more infill commercial development.

The impact area and the land beyond is predominantly prime agricultural land. As residential, industrial and commercial development grow beyond the present limits of the city, it must be recognized that the best use of the land may be for agriculture. Compromises will be necessary and the planning must consider encroachment on land that might be better left to produce crops.

## ***INVENTORY***

### **Physical Description**

The City of Burley lies in the Snake River Plain in a general north-south direction. The city has little topographic relief and slopes from southwest to northeast at an average grade of three percent (3 %). Food processing and distribution is the primary employer in Burley. Land uses are typical of a small city, with most commercial uses providing a majority of their services to Burley area residents

### **Existing Land Use Categories**

The size of the City of Burley is approximately 4,000 acres. Table 1 approximates land use percentage by category for land within the City limits and land within the immediate vicinity.

**Table 1**  
**City of Burley**  
**EXISTING LAND USE**

<b>Land Use Category</b>	<b>Acres</b>	<b>% of Total</b>
Low Density	600	15.0
Medium Density	800	20.0
High Density	80	2.0
Commercial	680	17.0
Industrial	600	15.0
Agricultural/vacant	690	17.25
Public/Quasi	550	13.75
<b>TOTAL</b>	<b>4,000</b>	<b>100.0%</b>



## ***FUTURE NEEDS ANALYSIS***

### **Comprehensive Plan Map**

The proposed future land use categories for the study area shown on the comprehensive plan map - **Generalized Future Land Uses, Figure 1**. It is a generalized plan that does not follow specific property lines, yet represents land use associations and patterns. Current zoning may be different from the designated land uses if: **1) infrastructure is not readily available at the time of proposed development 2) growth and development has not yet necessitated the change in land use.**

The five land uses depicted by the map are not precise. They represent a long range generalized vision of community development. The land use map is a result of extensive input, study, and ideas expressed by the technical advisory committee and citizens. Although many issues have influenced the arrangement of land uses shown on the map the significant factors were:

- Growth forecasts
- Housing Needs
- Importance of jobs and economic development
- Growth management

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## **Natural Resources & Hazardous Areas**

**FLOOD HAZARD:** “The hazard of flooding is a cultural phenomenon, for the threat to life and property from floods exists only where development has taken place on flood prone land.” The majority of developed areas in Burley are within **Flood Hazard Zone C.**, as defined by the Federal Emergency Management Agency’s (FEMA) National Flood Insurance Program. **Zone C**, is considered an area of minimal flooding and does not present a high risk factor. Areas of 100 year flood **Zone A**, area located along the banks of the Snake River and affect little development within the City of Burley.

**AIR POLLUTION:** The significance of air pollution as a hazard needs little elaboration. Evidence linking atmospheric pollutants as carbon monoxide, sulfur, particulate matter (dust) and nitrogen oxides to mortality and unhealthiness among human beings is undeniable.

The chief complaint among Burley residents in regards to air pollution is the smells associated with the seasonal processing of potatoes and sugar beets in the surrounding area. Particulate matter can cause discomfort for resident during high winds. Otherwise, air pollution does not pose a significant threat to the health of Burley residents.

**NOISE:** The amount of unwanted sound of “noise” is considered a type of “cultural” pollution. Permanent sources of high volume noise are detrimental to the quality of Burley’s setting. Noise from loud music, vehicles, and traffic can be disruptive to the community. As the community grows, noise pollution will likely present an increased concern.

**STORM WATER:** Storm water runoff is water that does not soak into the soil, but rather flows off lawns, streets, paved areas, rooftops, and farm fields during and after a rainstorm or snow melt. As water flows across lawns, streets, parking lots, and other surfaces it carries salt, sand, fertilizers, oil, grease, litter and many other pollutants. Storm water runoff is increased by new development because of the increase in impervious areas, e.g., paved roads, roof tops, driveways, etc. Some negative effects of storm water are flooding and polluting of rivers and streams, erosion, and polluting of ground water.

### ***FUTURE NEEDS ANALYSIS***

The City’s fine environmental quality and natural resources can be jeopardized unless land uses are compatible with the existing natural environment. The Snake River’s banks and shoreline are among the most sensitive natural areas and will require careful management to minimize development impacts. Orderly development patterns and incentives to develop within the existing city limits can aid in minimizing environmental impacts.

It is imperative that the groundwater outside the municipal service areas be protected so that regional contamination of groundwater does not occur. Continuing cooperation between appropriate agencies and the city will provide the best protection of regional groundwater.

All residents of the community must take an active role in preserving the quality of life desired by area citizens. Requiring central water and sewer within the city limits and limited wells and septic drain fields outside city limits will reduce degradation of soil and water resources. The city should also consider storm water management measures (as population increases) to assist in the maintenance of river, stream, and aquifer water quality.

## ***GOALS AND POLICIES***

### **Natural Resources Goal Statement**

To retain the existing quality environment and to plan and provide for future development that utilizes the natural resources without creating undue environmental degradation.

#### **General Policies**

The City should encourage protection and preservation of the natural beauty of the Snake River and lands near the river.

1. The City should encourage density and development standards designed to protect existing terrain, floodways, habitat areas, etc. and encourage on-site storm water retention.
2. The City should encourage environmentally and economically sound measures to maintain air and water quality
3. The City should cooperate with Cassia and Minidoka Counties, the Idaho Division Of Environmental Quality, and the Health District in the review of proposed developments where appropriate.
4. The City should minimize waste disposal by encouraging recycling opportunities.
5. The City should encourage and promote regional cooperation in the development of a Snake River Master Recreation and Development Plan.

#### **Water Quality Policies**

1. The City should prevent contamination of surface groundwater through appropriate treatment and management techniques by utilizing new knowledge as it becomes available, and by enforcing regulations.
2. The City should promote the use of water saving devices and techniques, through conservation, education, and incentives to all segments of the community.
3. The City should encourage the use of treated wastewater where appropriate.

## **Hazardous Areas Goal Statement**

### **Policies**

Developments should not be planned or located in known areas of Natural or man-made hazards without appropriate safeguards.

1. The City should promote education about potentially hazardous materials.
2. The City should encourage retention of hazardous areas as open spaces.
3. The City should consider the control of noise to maintain Burley's quality of life.

## **AGRICULTURE**

### ***INTRODUCTION***

#### **Purpose of the Agricultural Element**

The Agricultural Element analyzes the agricultural base of the area, including agricultural lands, farming activities, farming-related business and the role of agriculture and agricultural uses in the community (from Idaho Code 67-6508).

#### **Inventory**

<b>Area</b>	<b>All Land Area in Square Miles</b>	<b>Converted to Acres</b>	<b>Persons per Square Mile</b>
Minidoka County	757.59	484,857	26.5
Cassia County	2,565.08	1,641,651	8.9
City of Burley	12.10*	7,744	1,690.9

**Source: U.S. Dept of Commerce, U.S. Census Bureau, State & County Quickfacts 2010.  
Retrieved 3-8-13**

\*Updated from 6.12 sq. miles shown on 2010 census. Total from City of Burley Water dept., includes annexations & impact area.

<b>Agricultural Lands *</b>	
Minidoka County acres	214,820
Cassia County acres	679,341

**Source: Cassia and Minidoka Assessors' Office, 1-17-13**

\*This does not include tax exempt farming land acres, which are not collected by the County Assessors' office.

Agricultural Cluster in Mini-Cassia Area			
	Avg. Employment	Employers	Total Wages
Crop Production	1,583	109	\$11,878,379
Animal Production	1,327	55	\$9,903,311
Support Activities for Agriculture	247	25	\$1,673,426
Food Manufacturing	1,492	16	\$17,807,441
Total Ag Cluster	805	49	8,751,701
Total Ag Cluster	5,454	254	\$50,014,258

**Source: Jan Roeser, Regional Economist Dept of Labor, e-mail to D. Manning, 3<sup>rd</sup> Qrt2012**

### **Agricultural Considerations**

“Agriculture is a powerful force in the regional economy because of the processing industries and the many linkages between the processing facilities and farms. The ability to add value to milk, sugar beets, potatoes, fish, sweet corn, and peas gives the Magic Valley a major benefit of value added exportable products. No other single industry comes close to this magnitude of supporting the overall economy of the Magic Valley.

In the Magic Valley economy, almost 2 of every 3 dollars in sales are generated directly or indirectly by agribusiness and 1 of every 3 jobs is directly or indirectly generated by agribusiness. Agribusiness generates 60% of the export sales or new money that enters the Magic Valley. Dairy processing alone accounts for 1 of every 5 dollars of sales and 1 of every 7 jobs in the Magic Valley.

The six counties of the Magic Valley generate 54% of the total farm gate receipts for Idaho. The same six counties make up 9% of the land area and generate 24% of Idaho's Gross Domestic Product. Agribusiness export dollars ripple throughout the Magic Valley economy, creating indirect economic activity in many other sections. Using base analysis, which takes into account these ripple effects, agribusiness contributed close to \$9 billion (60%) of total sales, over \$2.5 billion (45%) of the region's Gross Domestic Product, and close to 33,000 (37%) Magic Valley jobs. The dairy processing industry adds \$500 million and redistributes throughout the region supporting many sectors of the overall economy.”

**Source: *Impact* University of Idaho Extension Jerome County, University of Idaho, U. S. Dept of Agriculture, and Idaho counties cooperating. 2-21-13**

### **Goal**

The goal is to encourage the protection of prime agricultural lands and land uses for the production of food, fiber and minerals, as well as the economic benefits they provide to the community.

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## **Public Services and Utilities**

### ***INTRODUCTION***

#### **Purpose of the Public Services, Facilities and Utilities Element**

Cost effective growth requires a thorough review of existing services, utilities and those costs that may be affected by land use changes. The location of public services must consider important visual, health and safety issues in regard to their location. Policies regarding the expansion and location of these facilities can help manage the location of future development. Public services and utilities include electricity, water supply and distribution, wastewater treatment, police and fire protection, library and City Hall.

This element of the Comprehensive Plan will describe existing city services, provide a general analysis of their condition, and make recommendations based on foreseen needs.

***Finance and Billing:*** includes financial monitoring and management of all city revenues and expenditures, accounting and utility billing services.

***Library:*** The Burley Public Library offers easy access to the handicapped, is computerized, and also has a public conference room. The library is directed by a volunteer board of directors, which coordinates with the Burley City Council.

***Police:*** Burley and Cassia County participate in a joint law enforcement agreement and facility administered and led by the Cassia County Sheriff. The “force” includes patrol officers, detectives, and crime prevention and record specialists. The City and County provide **911 emergency services**.

***Fire Protection:*** The City of Burley has a fire protection **class 3** rating (classes are rated on a scale of 1-10 with one being the most desirable) and is served by a fire department with 10 full time firefighters and 25 volunteer firefighters. The city has four (4) Class A pumper trucks and one ladder truck. The city has access to additional pumper trucks in cooperation with North Cassia Rural Fire District

The City of Burley has reciprocal fire protection trade agreements with all of the surrounding cities and rural fire districts.

Provisions of the Uniform Fire Code are enforced by the Building Department at the time of construction. The Fire Department conducts periodic inspections of all businesses and schools in the city.

## **Public Utilities**

***Water Supply and Distribution:*** The City of Burley has six (6) deep wells to pump water for the combined potable drinking and fire water system with a total pumped capacity of 10,650 gallons per minute (7,150 gallons per minute with the largest production well offline). The current peak day demand is nearly 5,000 gallons per minute. Fire flows are delivered without interrupting customer service.

The city has one underground storage tank with a capacity of 2,000,000 gallons, one above ground storage tank with a capacity of 750,000 gallons and a second above ground storage tank with a capacity of 2,000,000 gallons for a total storage capacity of 4,750,000 gallons.

All wells are monitored at a central location for flow and pressure and can be controlled from that location. In case of a large fire, all wells can be brought to manual control if a pump fails to come on automatically, or if additional pressure is needed. This control station is manned during any large fire.

Wells #4, #5, and #7 are equipped with backup generators for use in case of power failure.

***Wastewater Treatment:*** At present, the City of Burley's new wastewater plant is treating approximately 1,500,000 gallons of wastewater per day, servicing a 2000 population of 9,316. The new "fully mechanical plant", which replaced the old ***lagoon system***, went on line in 2007, and can process up to 2,500,000 gallons per day with the capability of processing up to 5,000,000 gallons per day with additional upgrades. The new plant was designed to be expanded as needs become greater and population increases.

***Irrigation Water Supply:*** The Burley Irrigation District supplies irrigation water throughout the planning area.

***Telecommunications:*** Provided by Century Link, Project Mutual Telephone and cell phone companies.

***Electric:*** The City of Burley is served by two 138,000 volt transmission lines, either of which have ample capacity to serve the entire area. Burley owns one substation with twice the capacity of the entire city's load. Another substation is jointly owned with another party, and that substation can serve all of Burley except at peak load times of the year. Distribution circuits are looped and lightly loaded. The result is extremely high reliability of power availability because of redundancy.

With design capacity exceeding 50 MVA, the present system is less than half loaded. Quality of power delivered is set at the high standard of plus or minus only one percent at substations. The city is now in the process of installing an Advance Metering Infrastructure system to manage electrical distribution and provide additional customer service. Conservation programs and initial construction design are available to promote wise energy use.



## ***FUTURE NEEDS ANALYSIS***

### **Conditions**

Future growth in city population, and commercial and industrial development, will impact all of Burley's services. Population forecasts indicate the potential for a 20-25% increase in population by 2020. This means the City of Burley will need to service more households and land outside its present boundaries.

### **Analysis**

It is necessary that city services, e.g., water, wastewater, roads, police, etc., be planned in advance to accommodate future growth, or important economic development could be constrained. Increases in population will impact the following public services:

**Fire Department  
Water Supply and Distribution System  
Wastewater Treatment and Collection Treatment System  
Electrical Department  
Streets**

***Fire Department:*** According to the Fire Chief of the Burley Fire Department, the City should plan to replace an existing truck approximately every five years (oldest to newest). A satellite station should be considered a **priority** for the south side of Burley, and possibly on the north side of the Snake River in North Burley. These stations could be staffed by volunteer fire fighters. As new business locates in Burley, a new ladder truck or other piece of 'aerial apparatus' could be utilized. Increased training of firefighters is necessary on a continual basis.

***Water Supply and Distribution System, Wastewater Collection and Treatment System, and Electrical System:*** These services are adequately serving the present population and have the capacity to serve the projected population. However, population growth and future land annexations will place demands upon these services. Growth will require the extension of transmission lines (in some areas), distribution lines, and collection lines. Water availability is one of the most critical components to sustained growth, agricultural and economic development.

## ***GOALS AND POLICIES***

### **Public Services and Utilities Goal Statement**

City government should serve the citizens in an objective, efficient, responsible, and timely manner when providing services to residents and businesses.

#### **1. General Policies**

- 1.1 The City shall administer technical, administrative, financial and legal support for the community.
- 1.2 The City should manage public resources in an economical and efficient manner.
- 1.3 Except for existing commitments, the provision of urban services (water, wastewater, etc.) should not be encouraged outside the city limits until such area is annexed.
- 1.4 The City should require that developers provide capital facilities to serve their projects as a condition of approval.
- 1.5 The City should encourage utility providers to locate utility installations underground.
- 1.6 The City should encourage the expansion of the existing recycling program.

### **Public Safety Goal Statement**

To provide efficient and responsive service, reduce crime, educate the public, maintain order, suppress fire, and enhance the quality of life through innovative public safety practices.

#### **2. Public Safety Policies**

- 2.1 The City should encourage citizen participation in supporting community oriented policing.
- 2.2 The City should continue to encourage the enhancement of youth crime and drug prevention programs.
- 2.3 The City in financial cooperation with all area fire protection agencies, should encourage upgrading all available fire protection capabilities to meet the demands of a future population increase.

- 2.4 The City should encourage future developments that provide access for firefighting equipment and personnel.
- 2.5 The City should discourage development that creates hazards to the public safety and/or create law enforcement problems.

### **Water and Wastewater Goal Statement**

To provide high quality technical analysis, construction inspection and maintenance of the city's utility infrastructure; and develop plans for improvement and expansions to the utility infrastructure to assure that basic services are delivered without interruption.

### **3. Water and Wastewater Policies**

- 3.1 The City should continue to procure and develop city water sources to ensure sufficient water supply for future demands.
- 3.2 The City should continue to develop short and long range wastewater projects that correspond to anticipated demand.
- 3.3 The City should encourage all development within the city limits to connect to the Burley Municipal Water and Wastewater systems.
- 3.4 The City should encourage the use of irrigation water for landscape maintenance.

### **Electric Policies**

- 3.5 The City should continue to develop short and long range electric utility installation projects that correspond to anticipated demand.
- 3.6 The City should encourage all development with the city limits to connect to the contracted carrier electrical service lines where appropriate.

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## **Transportation**

### ***INTRODUCTION***

#### **Purpose of the Transportation Element**

This element considers the location and condition of the existing traffic circulation system; the source and extent of transportation difficulties; the future needs; and plans for meeting these transportation needs.

#### **Major Transportation Considerations**

The relationship between land use and transportation is an important factor to be considered when planning for future growth. Type and availability of transportation resources are considerable factors in land use development patterns, while conversely, the way land is used influences the need and location for new transportation. City road systems provide access to residential, commercial, recreational, and industrial areas for both city residents and travelers.

### ***INVENTORY***

#### **Roadway System**

The City of Burley lies in the Snake River Plain in a general north-south direction. Interstate Highway 84 provides access to the City by way of two (2) interchanges. State Highways 27, 30, and 81 connect Burley to the Magic Valley region.

The city's vehicular circulation system can be described as a “**grid**”. Overland Avenue provides north and south traffic circulation. Main Street serves through traffic traveling east and west.

Public highway agencies and cities have classified roads and highways throughout Minidoka and Cassia counties according to their functional usage characteristics. Roads within Burley are classified under the Urban Functional Classification System, while roads outside the city are classified under the Rural Functional Classification System. Rural roads are defined as routes outside of urban area (places with a population greater than 5,000).

This functional classification groups streets and roads according to factors of access and mobility and not volume. It divides roadways into principal arterials (for primary movement), minor arterials (distributors), collectors and local roads. The following are definitions of the urban functional classifications:

**Urban Principal Arterials:** These roadways (i.e., Overland Avenue, Main Street), serve major activity centers and cross-town trips. These roadways should have limited direct access to adjacent properties.

**Urban Minor Arterials:** These roadways (e.g., 21<sup>st</sup> Street, 5<sup>th</sup> Street, State Hwy 81) distribute traffic to smaller geographic areas than principal arterials. They should not penetrate identifiable residential neighborhoods.

**Urban Collectors:** These roadways (e.g., Parke Avenue, Hiland Avenue, 27<sup>th</sup> Street, Hillcrest Drive, 16<sup>th</sup> Street) provide both land access and traffic circulation within residential neighborhoods, commercial, and industrial areas.

**Local Streets:** These roadways provide direct land access to abutting properties. They serve travel over relatively short distances as compared to higher classifications.

The City of Burley maintains all roads within the city limits on a rotation schedule. All roads surrounding the city limits are improved and maintained by the Burley and Minidoka Highway Districts, with exception of Interstate Highways 27, 30 and 84, which are maintained by the Idaho Transportation Department. Burley's Public Works Department sweeps all roads regularly and re-paints all crosswalks annually.

### **Airport**

The Burley Municipal Airport was rededicated as the Burley "J. R. Jack Simplot" Airport in 2002. It is a general aviation facility maintained for private aircraft. There are no regularly scheduled commercial airline services available. The airport consists of one 4,067' x 100' runway and a 4,094' x 80' runway; both are paved with asphalt. The airport is primarily used for daily freight planes and general aviation. Other uses include small business and seasonal agricultural operations such as crop dusting.

Due to the limited potential for expansion, a new airport is being considered at another location. A new airport would replace the existing Burley Airport.

### **Bus Service**

Greyhound provides passenger bus service.

### **Alternative Transit Modes**

Burley has some specific transportation networks for alternative transit vehicles, such as bicycles. After the completion of the upgrade to Idaho State Highway 27 in 2010, North Overland Avenue has bicycle lanes from the Interstate to the Overland Bridge. The city continues to work with the Oregon Trail Recreation District to build the bike/walking path that has been completed along the Golf Course and River Front Park. Plans are being considered to continue the path to the northwest end of the city at the newly constructed boat ramp and dock.

## ***FUTURE NEEDS ANALYSIS***

### **Conditions**

The timing, location and expansion of the transportation system are important factors affecting future development. The majority of the community's future increase in traffic movement will depend upon population increases and economic development.

Burley residents are concerned with maintaining and improving the **livability** of residential areas in the face of potential increases in traffic needs. The city has made an effort to address this concern by constructing a truck by pass route around the downtown core. This truck route also provides access to potential industrial and commercial development land on the west side of the city.

### **Analysis**

To meet development demands, Burley must continually improve all roads serving the community. Improvements and general maintenance program including paving and repaving of roads are necessary and will persist due to population growth.

Sidewalk replacement and installation incorporating Americans with Disabilities Act (ADA) standards should be part of a sidewalk maintenance program. The city should reduce the number of curb cuts along major roadways through implementation of access management standard. Consideration, such as access control, spacing, design, and frontage roads may aid in reducing congestion, capacity loss and accidents on Overland Avenue.

Truck traffic through the downtown core is still an issue for the City of Burley. The City should consider another truck by-pass route for traffic traveling from south of the city. The City should also consider extending the present by-pass east, to include 5<sup>th</sup> Street and North Hiland Avenue allowing truck traffic to by-pass downtown and connect with East Main Street. The City has acknowledged right-of-way concerns from E. 5<sup>th</sup> Street to the railroad tracks and the irrigation ditch on South Hiland, which may influence the final street alignment. Allowed land uses along these routes should not require frequent curb cuts for access. This would reduce the effectiveness of the truck route.

## ***GOALS AND POLICIES***

### **Transportation Goal Statement**

Transportation facilities designed and located for safe, efficient movement of people and goods must accompany residential, commercial, industrial, and public development while recognizing the small town character of the Burley community.

#### **1. Policies**

- 1.1 The City should develop access management standards to address congestion, capacity load and accident on local public roads.
- 1.2 The City should encourage the construction of an eastern truck route, to allow truck traffic travelling from the south to by-pass the downtown areas of Burley.
- 1.3 The City should encourage the design and construction of local streets that complement the scale of existing neighborhood streets.
- 1.4 The City should work cooperatively with the Idaho State Department of Transportation, the Burley Highway District and the Minidoka County Highway District (North Burley) to plan transportation corridors affecting Burley.
- 1.5 The City should develop a detailed plan for pedestrian amenities in the traditional downtown.
- 1.6 The City should implement a bicycle lane and path system to meet alternative transportation needs of the community.
- 1.7 The City should encourage and support the development of a new airport in the vicinity of Burley.
- 1.8 The City should support the use of synchronized traffic switching equipment.

## **Parks & Special Sites**

*“Of all urban spaces, parks are perhaps,  
the most congenial and the most civilized.”*

- Barrie B. Greenbie

### ***INTRODUCTION***

Parks and open spaces are important factors when considering Burley’s “*quality of life*.” Providing park and recreation facilities includes the acquisition and development of land and funding the ongoing operation and maintenance of developed facilities.

### **Existing Conditions**

**Parks:** Burley has 14 parks. The city also operates an eighteen (18) hole golf course (Burley Municipal Golf Course), which includes a driving range and other practice facilities. The city also operates a municipal swimming pool, open during the summer months, and a skate park. Each park contains relatively new playground equipment and picnic tables. Parks located along the riverfront also contain “pavilions” which can be reserved to facilitate various events and gatherings. **Table 1** lists the city parks. The city’s neighborhood parks provide neighborhoods with open space, places for children to play, and residents to gather.

**Other Area Recreation and Special Sites:** In addition to its unique waterfront facilities and golf course, the city is located near the Pomerelle Ski Resort, the City of Rocks National Preserve, the Great Rift lava formations, as well as hunting and fishing areas in the Sawtooth National Forest. Burley is centrally located, approximately 90 minutes from Sun Valley, Idaho, two hours from Boise, two and one half hours from Salt Lake City, one hour from Pocatello, Idaho and 30 minutes from Twin Falls. **Table 2** on the following page lists some recreational opportunities in the Burley area.

The City of Rocks National Preserve is an important historical attraction in the vicinity of Burley. Erosion over the centuries has changed the slopes of these granite formations and some of the thousands of stones now carry lifelike features. The statuary of the Twin Sisters, 62 stories above the road below and Bath Rock, one of the present day landmarks, descending 260 feet, are some of the taller formations.

One and one half miles south of Twin Sisters is the junction of the historic California and Salt Lake-California trails. Near this still lies the remains of an old stage line station. Still visible in many places, the California Trail passes for four miles through the City of Rocks. The old Oregon Trail has monuments placed regularly through the Burley area. West of Burley, the wagon wheel ruts left by thousands of pioneers are still visible.



**Table 1**  
**BURLEY CITY PARKS INVENTORY**

<b>Park Name</b>	<b>Acres</b>
Riverfront/Golf Course Marina	5.0
Park on Bedke Blvd	7.5
ICCU/River View Apts	2.7
North Freedom	2.0
Lex Kunau	1.8
South Freedom (Kiwanis & Pedersen)	2.5
Skate Park (East Park)	2.5
Storybook Park (formerly West Park)	2.5
North Park	2.5
Salmon Park (excludes swimming pool and baseball field)	3.0
Freedom Sports Complex	20.0
Scholar	2.0
Centennial Park	2.0

**Total Acres** 56\*

\*Does not reflect the golf course acreage (111 acres)  
Source: 2000 City of Burley, updated 2012

**Table 2**  
**OTHER RECREATIONAL OPPORTUNITIES**

<b>Recreation Area</b>	<b>Distance</b>
Massacre Rocks	35 miles
Sawtooth National Forest	25 miles
Minidoka Natural wildlife Refuge	20 miles
City of Rocks/Castle Rocks	45 miles
Magic Mountain Ski Area	60 miles
Pomerelle Ski Area	30 miles

Source: Idaho Department of Commerce 2000

### **Recreation, Parks, and Open Space Goal Statement**

To provide parks, recreational and open space opportunities to meet neighborhood and community demands and whose frequent use is encouraged through design and location.

#### **1. Policies**

- 1.1 Maintain and develop city parks to assure their continued value to city residents, and to meet the needs of all age groups.
- 1.2 Support the development of new community recreational facilities which may include athletic fields, greenbelt trails and other multipurpose facilities.
- 1.3 The City should continue to seek federal, state, and private funds to keep facility development and program costs as affordable as possible.
- 1.4 The City should strive to improve handicapped accessibility to all city park facilities.
- 1.5 The City should involve volunteers and citizen support groups in the implementation of recreation programs.
- 1.6 The City should encourage new development to consider bicycle paths and pedestrian access to public parks and links between parks, schools and neighborhoods.
- 1.7 The City should encourage “green areas” - areas of undeveloped land in new subdivisions that are maintained for recreational enjoyment.

## Housing

### INTRODUCTION

This element of the Comprehensive Plan provides an inventory of Housing and Building Activity within the City. It identifies housing needs and plans for improvement of housing standards and safe, sanitary, and adequate housing.

### **Background: 2010 Housing Characteristics**

The American Community Survey, U. S. Census 2007–2011 indicates the City of Burley had a total stock of 3,923 housing units. 93.4% of all the City's housing units were occupied for an overall vacancy rate of 6.6%. The homeowner vacancy rate was 1.6% with rental vacancy rate at 9.1%.

<b>2007-2011 5-Year Estimate</b>		
<b>City of Burley Housing Occupancy</b>	<b>Estimate</b>	<b>Percent</b>
Total housing units	3,923	
Occupied housing units	3,663	93.4%
Vacant housing units	260	6.6%
Homeowner vacancy rate	1.6	
Rental vacancy rate	9.1	

### **Housing Analysis**

According to the American Community Survey, the City of Burley had an increase of almost 2% in the number of housing units compared to the county since the 2000 Census (see table). The median cost of owner-occupied housing in Burley was \$970 per month, comparing to a unit in the county with a median cost of \$915. The median housing unit value in the city was higher at \$120,000 compared to \$104,300 per unit in the county.

<b>Housing Units</b>	<b>Cassia County</b>	<b>City of Burley</b>	<b>City units within County</b>
2000 Census	7,862	3,633	46.2%
2007-2011 ACS	8,333	3,923	47%
Increase	6%	7.98%	

**Source:** 2000 U. S. Census, 2007-2011 American Community Survey

Median rent in the City of Burley is \$515 per month compared to \$527 in the county. 43.6% and 38.9% of renters within the city and county, respectively, paid 30% or more of their income for rent according to the 2007-2011 American Community Survey.

**Source:** U. S. Census 2007-2011 American Community Survey.

### **2002 to 2012 City of Burley Building Permits**

455 Resident Building Permits were issued during 2002-2012 with the peak of these permits in 2002 and 2007. The average number of Residential Permits during this time period was slightly more than 41 permits per year. Commercial Building Permits peaked during 2007 and 2009 with the average number of Commercial Permits at slightly more than 23 permits per year. “Other” permits include items such as signs.

<b>City of Burley</b>			
<b>Building Permits Issued 2002-2012</b>			
<b>Year</b>	<b>Residential</b>	<b>Commercial</b>	<b>Other</b>
2002	55	26	7
2003	27	14	3
2004	33	14	3
2005	41	16	2
2006	52	26	5
2007	59	43	2
2008	46	43	3
2009	32	16	0
2010	48	21	3
2011	27	21	3
2012	35	16	0
<b>Total Issued</b>	<b>455</b>	<b>256</b>	<b>34</b>

**Source:** City of Burley Zoning & Planning, 2013

## **Housing Types**

<b>Units in Structure</b>		
<b>City of Burley</b>		
	Estimate	Percent
1-unit, detached	2,822	71.9%
1-unit, attached	67	1.7%
2 units	186	4.7%
3 or 4 units	175	4.5%
5 to 9 units	176	4.5%
10 to 19 units	90	2.3%
20 or more units	131	3.3%
Mobile home	276	7.0%
Boat, RV, van, etc.	0	0%
Total housing units	3,923	

**Source: American Fact Finder, 2007-2011 5-yr est**

### **City of Burley Housing Stock Age**

The highest levels of building activity were in 1970 to 1979 with 21.9% of the total 3,923 houses built. The majority of houses were building from 1950 to 1969 with a combined total of 28.3% and before that time 24.5% of houses were completed in 1939 or earlier.

<b>Years Structure Built</b>		
<b>City of Burley</b>		
	Estimate	Percent
Built 2005 or later	101	2.6%
Built 2000 to 2004	55	1.4%
Built 1990 to 1999	306	7.8%
Built 1980 to 1989	247	6.3%
Built 1970 to 1979	858	21.9%
Built 1960 to 1969	544	13.9%
Built 1950 to 1959	565	14.4%
Built 1940 to 1949	284	7.2%
Built 1939 or earlier	963	24.5%
Total Housing Units	3,923	

**Source: American Fact Finder, 2007-2011 5-yr est**

The City of Burley's housing stock includes a variety of unit types and ages. There are no readily-identifiable needs at this time.

## **Goals and Policies**

**Goal: To provide a safe, sanitary, and adequate supply of housing and a wide range of housing choices for current and future residents.**

### **1. Policies**

1.1 Ensure that a sufficient supply of housing is available for present and future residents across various income levels.

1.2 Periodically review and update, as needed, building and other construction-related codes to ensure housing is safely constructed pursuant to accepted standards.

Implementation Measure: Periodically monitor residential building permit activity and compare it to the City's historical growth data, to determine any housing needs as they arise in the future.

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## Community Design

*“I would like the City of Burley to be known as a clean, attractive, eye appealing community. A good place to raise a family.”*

*-Citizen of Burley*

### INTRODUCTION

#### **Purpose of the Community Design Element**

Visual quality is important to the well-being of Burley. Site amenities, such as views, have a direct effect on market values of land. Downtown centers provide the community with an identity. Parks and open space allow residents and visitors to relax, socialize, and recreate. Visual character is a significant portion of what defines a city’s quality of life and aids in the restoration and maintenance of community pride and economic vitality.

The Community Design Element attempts to define the visual character of Burley and to provide a means of enhancing this unique character.

#### **Major Community Design Considerations**

The City of Burley has not adopted a formal community design plan. However, much of the development in Burley has taken place according to subdivision plats approved by the Planning and Zoning Commission.

The ambiance and vitality of Burley are inseparably related to its layout, design, structure, use mix, and densities. The minimum standards founding development ordinances such as setbacks, lot sizes, street widths, curbs, and land use mix affect the overall character of Burley. **When creating or amending these standards the city should strive to enhance and/or revive Burley’s traditional character rather than change it.** New developments should fit harmoniously into the town fabric and help to reinforce the local character.

Key factors contributing to community design include:

- \*the physical arrangement of the community setting;
- \*the scale of development, which includes the physical shape and size of the built environment; and
- \*the relationship between buildings and their environment.

## ***INVENTORY AND FUTURE NEEDS ANALYSIS***

### **Natural Environment**

The Snake River is an important historic, recreational and economic resource for Burley. The river's shoreline is not excessively developed and provides for exceptional open space and vistas. However, riverfront property is valuable real estate and future private development along the river's shoreline may restrict public access. This could reduce the recreational value of the Snake River.

The City of Burley lies in the Snake River Plain and has little topographic relief and slopes from southwest to northeast at an average grade of three percent. Dramatically rising from the river valley floor to the southeast are the Cotterel Mountains in the Sawtooth National Forest. These landforms provide striking scenery for Burley residents and visitors.

### **Urban Environment**

Commercial uses have developed a linear highway pattern along the entire length of Overland Avenue and East Main Street. Both commercial areas suffer from a proliferation of individual access ways, expansive area of pavement, competing commercial signage, traffic congestion and the need for many traffic lights.

The center of this commercial development pattern, in the vicinity of Overland Avenue and East Main Street, is considered Downtown Burley. The downtown may be losing the characteristics of a community center. There is a lack of parking and pedestrian amenities. Centennial Park located in front of Burley City Hall and adjacent to the Cassia County Courthouse is the only outdoor public gathering place in the downtown core.

Many Burley residential areas are representative of successful individual small neighborhoods. The lot sizes, the distance between homes, street widths, and the relationship between house and street are pleasing. City development requirements, such as those found in zoning and subdivision ordinances, should encourage and enhance these characteristics.

Entryway corridors are roadways entering the community introducing travelers to Burley.



City entryways include:

**State Highway 27**  
**Highway 30**  
**Highway 81, etc.**

These corridors are the community's "front door." The corridor's appearance provides the first and often the most lasting impression of the entire community. The City may require more extensive landscaping, limited access points, or more exacting sign standards than called for in the underlying zoning district within these corridors.

## ***GOAL AND POLICIES***

### **Community Design Goal Standard**

To create a strong community identity through design and developmental standards.

#### **1. General Policies**

- 1.1 The City should encourage the preservation of public open space along the shoreline of the Snake River through public acquisition; public easement, increased setback requirements, etc. to protect this valuable natural resource.
- 1.2 The City should establish design standards that ensure adequate landscaping and limited beautification guidelines for city entryways and commercial corridors.
- 1.3 The City should consider development standards such as setbacks, lot sizes, and street widths, that complement existing residential and commercial development.
- 1.4 The City should encourage community volunteer urban cleanup and beautification programs.
- 1.5 The City should encourage commercial areas with limited access on major streets and off corridor circulation.

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## **Implementation**

### **Purpose of the Implementation Chapter**

Implementation is the phase of the planning process that makes the goals and policies stated in the comprehensive plan become realities.

### **Major Implementation Considerations**

The Burley Comprehensive Plan reflects a 10-15 year time horizon. This planning period allows adequate time to implement new development ordinances, land use patterns, transportation networks, and facility plans. Capital improvement funding strategies, funding sources, planning techniques and plan review are important facets to the plan's implementation successes.

### **Implementation Methods**

There are several important planning tools that help implement this comprehensive plan.

**Zoning and Subdivision Ordinance and Zoning Map.** The policies of the comprehensive plan establish a framework for zoning and subdivision ordinances and the zoning map. The ordinances establish the conditions under which land may be used. Existing uses of land and building are permitted to continue even if they are not in conformance with the associated land use ordinances. The zoning map shows the location of districts in which various residential, commercial and industrial uses will be allowed by ordinance to form a compatible arrangement of land uses.

It is the Planning and Zoning Commission's duty to review all new developments proposals to ensure compatibility with the development ordinances which are adopted in accordance with this plan. It is then the City Council's responsibility to conduct the same review, with benefit of the Commission's recommendations, and make the final decision on a particular development issue.

Subdivision regulations establish various standards for the subdivision of property and protect subdivision of property and protect prospective homeowners by ensuring that they are purchasing a standard lot, that they have access to a street built to adequate facilities and utilities have been installed, and that the public services of parks, schools, and pathways are given consideration.

**Planned Unit Development (PUD).** A Planned Unit Development Ordinance is intended to encourage innovations in land development techniques so that the growing demands of the community may be met with greater flexibility and variety in type, design, and layout of sites and buildings. The conservation and more efficient use of open spaces and other natural environmental features that enhance the quality of life are sometimes rewarded with increased density or reduced fees. The City of Burley should review its **PUD** criteria to ensure that incentives are sufficient to interest developers in considering innovative land uses.

**Comprehensive Plan Amendments.** From time to time, changing conditions will result in a need for comprehensive plan amendments that should be carefully considered.

According to the Idaho Land Use Planning Act (67-6509), the City Council or any group or person may petition the City Planning and Zoning Commission for a plan amendment at any time. On its own initiative, the City Planning and Zoning Commission may also originate an amendment to the comprehensive plan. However, amendments to the comprehensive plan can only be considered by the governing board (City Council) in six month intervals.

## ***GOAL AND POLICIES***

### Implementation Goal Statement

The Burley Comprehensive Plan and related ordinances will be considered **“working documents”** and used by citizens and city leaders to shape the future of Burley.

#### **1. Policies**

- 1.1 The City should update the zoning and subdivision ordinances to be in conformance with the adopted comprehensive plan.
- 1.2 The City should charge the Planning and Zoning Commission with responsibility to review the status of the implementation actions and to critique the relevance of the comprehensive plan, including recommending any amendments to the City Council on an as-needed basis.
- 1.3 The City should require that the Planning and Zoning Commission budget include funds for the future review of the adopted comprehensive plan.
- 1.4 The City should require that future review of the comprehensive plan include public hearings to promote a better understanding of the plan and its purpose by all parties.

Revised and Adopted by the Burley Zoning & Planning Commission this \_\_\_\_ day of April, 2013.