

2008 Daggett County General Plan Update & Regional Planning Guide



Prepared by:

Aspen Rivers, CRSA, & Daggett County

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Daggett County General Plan

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Working Draft Committee

The working draft committee was formed to assist the design team in properly representing the future desires and visions of Daggett County. The following individuals were able to be involved first hand in writing and recommendations to this general plan update.

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Planning and Zoning Board recommendation

A public draft of this document was presented to the Daggett County Planning and Zoning Board in April of 2008. The following members to the board will form the public draft revision board for this General Plan Update and give recommendation for adoption in winter of 2008.

- | | |
|--------------------|--|
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Definitions of terms and process

Glossary of Planning Terms

Every profession has its lingo, that is to say its list of frequently used terms familiar to practitioners of that profession. This is certainly the case within the fields of land-use planning. A lingo is developed and defined by those who use it often, and works effectively to specify and to clarify statements made between professionals.

As Daggett County's involvement with land use and community planning increases, the staff will have a greater need to be familiar with land-use terminology. Provided here are a list of general land-use terms and acronyms for the easy reference. Some terms listed are not included within the writing of this document though should be understood by those in and around land use and general planning.

(Click on the quick-jump links):

[A](#) [B](#) [C](#) [D](#) [E](#) [F](#) [G](#) [H](#) [I](#) [J](#) [K](#) [L](#) [M](#) [N](#) [O](#) [P](#) [Q](#) [R](#) [S](#) [T](#) [U](#) [V](#) [X](#) [Y](#) [Z](#)

A

Accessory Structure: A detached subordinate structure located on the same lot as the principal structure.

Acre: A unit of area used in land measurement and equal to 43,560 square feet. This is approximately equivalent to 4,840 square yards, 160 square rods, 0.405 hectares, and 4,047 square meters.

Affordable Housing: Housing that has its mortgage, amortization, taxes, insurance, and condominium and association fees constituting no more than 30% of the gross household income per housing unit. If the unit is rental, then the rent and utilities constitute no more than 30% of the gross household income per rental unit.

Agriculture Use: The use of land for farming, dairying, pasturage, general ranching, timber, grazing, apiculture (bees), aquaculture (fish), horticulture, floriculture, viticulture (grapes), or animal and poultry husbandry; this includes the necessary accessory uses for packing, treating, or storing the produce from these activities.

Agricultural Conservation Easement: Easements that specifically restrict farmland from development or specified farming practices and give farmers income, property, and estate tax reductions.

Alley: A permanently reserved public or private secondary means of access to a property.

Americans with Disabilities Act (ADA): A congressional law passed in 1990, which provides a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities as well as clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities. <http://www.usdoj.gov/crt/ada/adahom1.htm>

Arterial: A major street, which is normally controlled by traffic signs and signals, carrying a large volume of through traffic.

B

Benchmark: A performance-monitoring standard that allows a local government to periodically measure the progress of a local comprehensive plan's goals and policies; also, a fixed and recorded elevation point from which another, relative elevation can be surveyed.

Berm: A low earthen ridge constructed as a landscaping feature or to direct runoff or deflect noise.

Bubble Diagram: A design concept plan for which detail is not the goal. Layouts using bubbles and boldly drawn lines to outline the basic locations for existing or proposed design elements. Often used at the beginning of the design process to outline the skeletal (basic) concept layouts.

Buffer Zone: An area separating two incompatible types of development or separating a development and sensitive natural resources.

Build Out: The maximum, theoretical development of land as permitted under zoning regulations.

Definitions of terms and process

C

Cluster Development Zoning (Clustering): Concentrating the total allowable dwelling units on a tract of land into higher densities on a smaller portion of the tract, leaving the remaining land as open space. For example, in a five-acre minimum lot zoned area, 10 units would be constructed on 50 acres; however, 10 units could also be 'clustered' on 20 acres (allowing minimum two-acre lots), leaving the remaining 30 acres as common open space.

Collector: A Street designed to carry a moderate volume of traffic from local streets to arterial streets; or from arterial streets to arterial streets.

Common (Open) Space: A substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. (May include town squares, village greens, parks, or green belts intended for the common use of residents). Same as 'open or green space'.

Community Development Block Grant (CDBG): A grant program administered by the U.S. Department of Housing and Rural Development (HUD), the state departments of Administration and Commerce that provides money for community rehabilitation and development.

Community Development Zone: Zones meeting certain requirements and designated by the state Department of Commerce for the purpose of administering tax benefits designed to encourage private investment and to improve both the quality and quantity of employment opportunities.

Comprehensive (General or Visionary) Plan: A county, city, town, or regional development plan creating a visionary 'general plan'. Comprehensive plans provide a vision and general idea of how land should be used to assure public health, safety, and welfare.

Conditional Use: A land use, construction activity, or structural development, which must be tailored to the site conditions and adjacent property uses through a public and technical review process, that is listed as a conditional use in a zoning district.

Conservation Areas: Environmentally sensitive and valuable lands protected from any activity that would significantly alter their ecological integrity, balance, or character except in cases of overriding public interest.

Conservation Development Zoning: A type of cluster development zoning that emphasizes a PUD (planned unit development) for preserving open space, wetlands, natural landscaping, floodplains, or other prioritized resources as well as for preventing storm water runoff.

Conservation Easement: A recorded legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features.

Conservation Reserve Program: A federal Department of Agriculture program that pays farmers to convert 'erodible' cropland into vegetative cover.

Constraints: A planning term used to describe potential problems, issues, restrictions, hindrances, and setbacks in a project or process.

D

Dedicated Lands: The transfer of property from private to public ownership.

Design Guideline: An activity standard that preserves the historic or architectural character of a neighborhood, site, or building.

Design Review: An aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development's impact on a community

Design Standards: General criteria established to limit the impact of land uses or development requiring specific dimensional standards or construction techniques.

Down Zoning: A change in zoning classification that permits development that is less dense, intense, or restrictive. See also "up zoning".

Dwelling Unit: The space in a building that comprises the living facilities for one family. See also "multifamily," "single-family attached," and "single-family detached dwelling".

Definitions of terms and process

E

Easement: Written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose.

Ecological Impact: A change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.

Enterprise Development Zone: Zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is "site specific," applying to only one business, and is eligible for a set maximum tax credit. The department is allowed to vary zone benefits to encourage projects in areas of high distress.

Environmental Corridors: Linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

Environmentally Sensitive Zones: Areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.

F

Floodplains: Land that has been or may be covered by flood water during a 'regional flood'. The floodplain includes the floodway and flood-fringe, and is commonly referred to as the 100-year floodplain.

- **Flood-fringe:** That portion outside of the floodway covered by water during a regional flood. This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.
- **Floodway:** The channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood. This term is generally associated with flowing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions.

G ~ H

Historic Zones: An area designated by a government authority, having buildings or places that are important because of their historical architecture or relationship, or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.

Home Owner's Association (HOA): A nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.

I

Impact Fees: Cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community's costs resulting from a development.

Industrial District: A district where the manufacturing, processing, research, development or storage of basic products from raw materials. This District may include but is not limited to flammable, explosive, or undesirable and offensive materials or conditions.

Infrastructure: Public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, lighting, and other public services.

Definitions of terms and process

J ~ K ~ L

Land Exchange: A transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.

Land Trust: A private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.

Lot: A parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces.

Lot Averaging: The design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district. This is often used on the developed portions of cluster or PUD developments.

M

Manufactured Housing: A structure, containing within it plumbing, heating, air-conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act.

Mixed-Use Development: A development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.

Moratorium: A temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.

Multifamily Dwelling: A building or portion occupied by three or more families living independently of each other.

N ~ O

National Environmental Policy Act (NEPA): A congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law.

Node: Design element which signifies an important object, place, or concept for past, present, or future planning.

Open Lands: The combination of Public Lands and Agriculture/Ranch Lands.

Open Spaces: See "common spaces".

P

Parcel: See "lot".

Pedestrian Friendly: Development primarily accessible to pedestrians rather than, or in addition, to automobiles and with an emphasis on walks, trails, or pathways rather than street parking.

Planned Unit Development (PUD): Land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.

Public Lands: State and Federal Lands available for public use. These lands include but are not limited to BLM, Forest Service, and Flaming Gorge NRA.

Definitions of terms and process

Q ~ R

Regional Plan: A plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.

Right-of-Way (ROW): A strip of land occupied by or intended to be occupied by a street, crosswalk, walkway, utility line, or other access.

Riparian Areas: The shore area adjacent to a body of water.

S

Scenic Easement: An easement intended to limit development in order to preserve a view or scenic area.

Scenic Corridor: A linear landscape feature that is visually attractive (for example, stream corridors or hillside bluffs).

Secondary Dwelling Unit: An additional dwelling unit in a freestanding building or above a residential garage and located within or on the same lot as the principal dwelling unit.

Smart Growth: An approach to land-use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to town centers and older neighborhoods. In developing new areas, the approach is more town center complimenting, is transit and pedestrian friendly oriented, and has a greater mix of housing types, commercial, and retail uses. Smart-growth approaches preserve open space and other environmental amenities using mixed use and clustering practices where possible.

Spot Zoning: A change in the zoning code or area maps that is applicable to no more than a few parcels. Generally regarded as undesirable because it violates equal treatment; areas given a spot zone change should have approved reasoning beneficial to the community and or region to avoid the feel of favoritism.

T ~ U ~ V ~ W ~ X ~ Y ~ Z

Traffic Calming: The process of increasing pedestrian safety via decreasing automobile speed and volume. This is also a valuable tool for rural economic growth allowing curb appeal to stand out in the small businesses of a rural community.

Transfer of Development Rights: A technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement.

Up Zoning: Changing the zoning designation to allow higher densities or less restrictive use.

Urban Forest: All trees and associated vegetation in and around a city, village, town, or concentrated development.

View shed: A view or collection of elements within a view that are deemed scenic and/or of value. Similar to the preservation of a view corridor where as a certain line of sight is desirable and beneficial to the area.

Watershed: The area where precipitation drains to a single body of water such as a river, wetland, or lake.

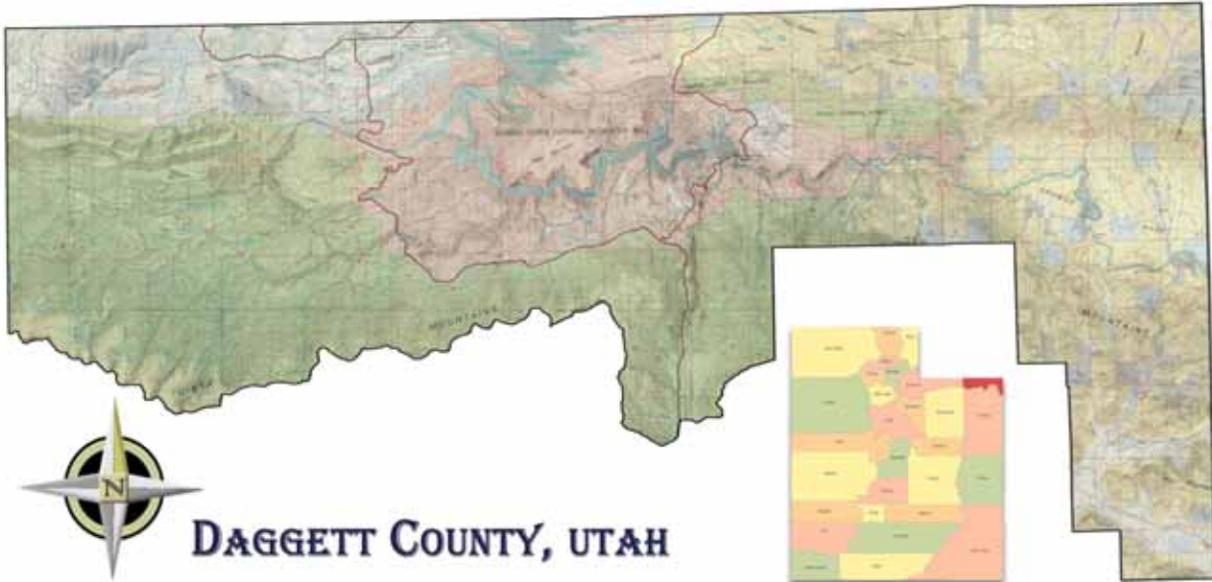
Wellhead Protection: A plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.

Wetlands Inventory Map: A map of wetlands classified according to their vegetation, hydrology, and types of human influence, used to identify wetlands for protection.

Chapter

1

Chapter One – Introduction & Planning History Element



1.1 Chapter Vision and Overview:

Daggett County remains one of the last undeveloped and scenic frontiers in the west. It's the smallest in population and income of all the counties in Utah, though within the County lays this vast landscape of beauty and history. With around 2 million visitors a year coming to take in the rich amenities and "sense of place," the County encourages continual long range planning practices to secure the preservation of this vast landscape.

Citizens of Daggett County are proud of their communities, and look to improve upon the quality of life by increasing pride, economic balance, and family atmosphere, while being extremely delicate to the sensitive surrounding environments. This General Plan update will show the intent of Daggett County to develop 'smart growth' practices for future prosperity while explaining the visions seen and goals desired over the next twenty plus years.

In addition, this document will include some regional master planning and a chapter dedicated entirely to public lands. The bulk of this plan represents the visions, goals and objectives of the County by the year 2030.

1.2 History of Planning in Daggett County:

In January of 1918, Daggett County was officially formed from Uintah County and the area was an agricultural and tourist destination long before the County was formed. Evidence of early Americans who visited and lived in the area can be found in many places within the County. Legends and stories still abound of the rendezvous starting in the 1820's, the explorations of Jim Bridger, John Wesley Powell, William Ashley, William Manley, and others, plus the exploits of the outlaws who passed through this country.

Planning for the area started in the early 1890's as engineer Adolph Jessen noticed agricultural opportunities, if water could be brought into the area. With his planning and work, the Lucerne Land and Water Company was conceived and formed to bring water to the western valleys of the County. Land was sold and modern settlers arrived to begin farming and raising cattle and crops in the area. These early settlers had to travel great distances in the winter to get to the County seat of Vernal in what was then Uintah County. By 1917 they had devised a way to break off a portion of Uintah County to form the state's youngest county - Daggett County. Through the years the County population remained relatively small and somewhat isolated. Proposals for the Flaming Gorge Dam created the need for some serious federal level planning. Workers had to have a place to stay and supplies were needed for these many workers. The Town of Linwood was displaced due to the rising waters of the reservoir. Better roads and bridges were constructed to facilitate the Dam construction, and naturally developing influx of travel between growing towns in the region. The easier access coupled with the rising waters and the creation of the Flaming Gorge National Recreation Area in 1968 led to an increase in tourism, while the traditional agricultural use of the land remained an integral part for the local culture and economy of the area.

The First Master Plan for Development & Land Use was completed by the County in 1981. Prior to that time most of the planning was done through the federal agencies including HUD. This first modern day plan contains volumes of background information along with conclusions and 13 policies for growth and development. Many of these were carried over into the 1996 County General Plan. Most of these items are still important today and will be mentioned throughout this plan.

The Privatization of Dutch John in 1998 required some planning efforts to address the future of that area. Many philosophies and ideas were addressed during this planning process and the plan was completed and approved in 2001. In 2002, a major wildfire burned much of the land around the residential area, with fortunately no damage to the residents. Despite some opposition to doing additional planning, changes in state laws, lack of development and a desire to better prepare for the future have led to the development of this updated General Plan.

1.3 Need for Long Range Planning:

Growth is a natural and healthy part of a community lifecycle. Daggett County is a rural region in Utah, and like most rural regions, suffers from the internal battle against or for 'growth'. As the cost of running a County increases, sustainable growth becomes a necessary element. Having a long range vision will help decision makers with a controlled plan of improvements that are consistent with future goals but also in line with current county budgets restraints. It is important to remain cautious of growing faster or larger than the size and economy of the county can sustain.

Much of Utah's landscape is known worldwide as being rich in recreational opportunities and scenic beauty. Daggett County is a large recreation contributor for the northeastern region of the state, which suffers as many regions do to maintain balance and economic stability. The County understands that one of the best ways to introduce sustainable growth and generate a solid economic structure for the County is to develop a *vision* for where Daggett County wants to be in the future. This allows for control and protection of all the elements and amenities we hold value in. This process starts with the general plan, and beginning now to plan for the future (in this case the year 2030), and will be followed by master planning for specific regions within the County and will culminate in the adoption of code amendments necessary to implement the general and master plan visions.

Avoiding One Parcel at a Time Development

Daggett County recognizes that its citizens enjoy a certain desirable quality of life for this area, even though the economy is tourism driven which brings with it ever changing demands on the existing quality of life. With this comes the need to preserve agriculture and other industries which still remain the backbone of this County. Daggett County recognizes that in order to preserve the current way of life and even improve upon it, they must not let development control their future.

The County welcomes tourism as one of its largest income generators while trying to balance tourism development with maintaining the value of County's rich scenic, historic, recreational, and wildlife amenities. In this struggle lies the need for long range planning to create a vision or set of goals that will allow decision makers to understand what is required for 'smart growth' patterns.

It is understood that development happens one parcel at a time, though sustainable planning does not. If you plan for the future one parcel at a time, then development will always control your future.

Creating Sustainable, Controlled Growth

Long range planning is the base for controllable and sustainable levels of community growth. An example of this has come up within Daggett County during the team's analysis of this General Plan Update. The small population of the area does not lend itself to economies of scale and a diverse economic base, which makes it difficult for the county to generate the revenues needed to provide the required and desired services. Current residents would like to see property taxes drop, without a large influx of additional residents and visitors. Some citizens, especially those who have lived in more urban areas, request paved roads, improved water systems, and more accessible connections to public lands for recreation, while not understanding that without growth these amenities are financially unrealistic. In addition, citizens are being required to travel long distances for basic goods and services. Rather than relying solely on the increase of population from new development, the County understands and welcomes new projects that will increase economic growth and stability while preserving the small town, rural character of the area. With around 2 million visitors a year supporting a county with fewer than 1,000 residents, Daggett County sees they already have access to the required customer base to reach this goal.

With a large portion of goods currently being purchased outside the County's borders by visiting tourists and residents, this goal can be reached without a major increase in daily usage counts in

our recreation and open space areas. It remains the County's position to look for ways of increasing visitor and resident opportunities to purchase needed goods and services within the county without greatly increasing the demand on the area's natural resources and open space.

1.4 What is the General Plan:

The General Plan is a primary tool for guiding the future development and establishing the visions, goals and identity desired by the County. On a daily, basis communities are faced with tough choices about growth, housing, transportation, neighborhood improvement, and service delivery. A General Plan provides a guide for making these choices by describing long-term goals for the future as well as policies to guide day-to-day decisions.

The General Plan must be applicable to the diverse and ever-changing community principles. For this reason the plan is looked upon as a "living document" that is ever changing and evolving ahead of County growth. The goals and policies contained in the General Plan are recommendations and outlines which are capable of addressing community decisions in mature, redeveloping, and emerging areas of the community. The plan doesn't presume to "know" the future; rather set forth guidelines as to what is foreseen to be the direction and purpose in each of our communities.

The best community decisions are often those that recognize and address the complex internal relationships over the long term. This becomes the foundation for 'sustainable' and 'smart growth' practices. The General Plan will be a powerful tool only if continually followed and updated, preventing 'one parcel at a time' growth.

This General Plan for The County recognizes its many industries though a high level of focus in the general plan was placed upon sustainable economic opportunities in tourism and recreational amenity planning. For this reason a large portion of each chapter element discusses the future visions for this industry, though it remains important to note that the County welcomes growth in all its sustainable industries.

1.5 General Goals for the plan:

This chapter gives an overview for the plan and below you will find a list of the general desired goals which will be discussed further in their related chapter elements of this document:

General Goals

- Create a desirable identity unique to Daggett County and encourage quality development controls;
- Incorporate the County's desired themes in all new developments;
- Support higher standards for community improvements;
- Continue to participate in regional planning initiatives;
- Interact with adjacent municipalities and counties;
- Enforce local ordinances and development standards equally;
- Develop and maintain County development standards that will look to the future while protecting the past and present.

Community Character Goals

- Preserve a quality living environment which integrates community design with the area's natural resources;
- Maintain a well-landscaped appearance, consistent with water conservation targets;
- Support and recognize excellence in architecture, sign design and public art;
- Preserve rural community appearance;
- Identify focal points, such as gateways, view sheds, and ridgelines for special treatment;
- Monitor property maintenance practices and take action to enforce compliance;
- Plan for neighborhood cleanup;
- Increased accessibility;
- Promote voluntary property maintenance activities through a community pride program.

Land Use Goals

- Provide a variety of housing opportunities for a wide range of income and age levels;
- Use income ranges within each County region to determine the required percentage of low and moderate income housing required;
- Offer land use patterns that promote walkability and "sense of place;"
- Continue to look forward with long range planning that remains diversified to the many different land uses;
- Encourage development to remain internally concentrated for existing communities to reduce sprawl, increase neighborhood stability, and preserve open space;
- Encourage the preservation of open lands including agriculture and ranching;
- On a case by case basis, recognize areas of significant historic values and include these among the sensitive lands, allowing for site specific restrictions.

Economic and Housing Goals

- Increase accommodations for lodging, conventions, and other opportunities that promote existing visitor dollars to stay within the county;
- Events which spread the existing visitor's counts across the calendar year to provide balance in cash flow, environmental impacts and inability to provide excellent customer service on overcrowded weekends;
- Increase the availability of low to moderate income housing, as well as seasonal lodging in order to provide for an already growing demand;
- Look for ways to improve and support the existing agriculture and ranching industry, while continuing to search for new industries;
- Create a budget and plan for community development of trails, parks and open space that is in-line with resident's interests, while also being economically feasible with the County's limited funds.

Chapter

2

Chapter Two – Character & Appearance Element

2.1 Chapter Vision and Overview:

Daggett County is a unique community with great potential for growth and yet an even more important desire to keep existing communities small, rural, and family oriented. ‘Smart Growth’ is a term that sometimes is overused, but by definition is a valuable tool for Daggett County’s future. The core of Smart Growth is within the *Land Use, TPO, and Character Elements* of this plan. The General Plan is designed as a utopian vision for the possible, though ever changing economic and political forces will play a role in whether or not this future vision is met. This vision is based on the character (look, feel, and layout) a community desires to achieve for its citizens and visitors. Further, Daggett County’s Character, is a combination of past, present, and future elements spread across its scenic landscapes.

Daggett County showcases diverse amenities located within the sagebrush desert floor all the way up and into the dense forests and snowcapped peaks. When describing what makes up community characteristics, everything from the architectural styles, mountains in the distance, and the night time sky give a ‘sense of place’ to this County and must be preserved when talking about smart growth patterns. Further, character represents the current and future pride within Daggett County’s commercial and residential neighborhoods.

A large part of every community is the impression of ‘Sense of Place’. Established ordinances sensitive to this concept will create policies for attractive, desirable and well-maintained neighborhoods where residents and visitors feel safe, comfortable and proud to be part of the community.

Professor Gary Austin at the University Of Idaho Department Of Architecture strongly supports this community value by claiming:

“Communities that maintain and enhance their unique sense of place offer a better quality of life for residents and visitors.”

Professor Austin further illustrates this value by stating:

“Environments with a strong sense of place are distinctive. They’ve got personality. They connect residents and visitors with what is unique about their setting and history. These places tell you stories; they invite you to linger and learn about landform, soil and climate, about what good food is produced locally. They tell you about the people that live there, what they’ve done with their lives, and what they think is important.”

2.2 Community Gateways and the Gating of a Community:

First impressions often are the most important for a community. When you enter a business district or residential neighborhoods the impressions of that 'gateway' will often determine whether you pass on or stop to experience it. This concept is used to develop the character of destination. Creating this character goes hand in hand with the 'sense of place' concept and starts with the bold delineation that shows you are entering into a town or community rich in pride. This can be done with neighborhood cleanup, architecture standards, proper zoning, street lighting, flags and banners, setbacks, landscape standards, signage and/or monuments. Daggett County's desired vision for the future includes this inviting look of pride and intrigue.

Gateways vs. Gated

Community Gateway: A gateway has nothing to do with actually "gating" a community. Creating a gateway shows off the pride of its citizens and can be seen in places as small as a neighborhood or as large as an entire county. In general, gateways for larger areas like the entrance into a County will be less dramatic, as where the gateway coming into a business district may be much more involved.

Gated Neighborhood: While gateways are encouraged for both upcoming developments and existing areas in the County, the actually gating or closing off of a community is discouraged. In many cases, society has a backwards logic on this, where they feel gating a neighborhood gives it a higher prestige level. In actuality, if a developer wants to create a higher level of detail and quality, then the community should have the right to showcase this and be proud of a projects accomplishment. This is especially the case in Daggett County where economic development and community pride are currently at low points. In addition to working against an inviting neighborhood environment, gates also present safety constraints in a time of fire or other emergency services.

Economic Benefits

Developing the gateway into an area has many benefits and yet can be an inexpensive tool for economic growth. These elements let you know you have arrived somewhere different, a place where people take pride, and it leaves you wanting to find out more. As a visitor becomes intrigued, they want to stop and become part of this or possibly take part of this feeling with them in the form of a memory they will often experience at a local business in the form of goods or services.

The color, speed of traffic, shape, materials and size of the gateways will also tell many different stories to the character of the area within. Placing trees that overhang the road in a commercial district or encouraging taller buildings with smaller setbacks for that zone will also generate traffic calming. This unconscious slowdown for traffic will promote tourist to see business storefronts that may not be noticed at higher speeds. They will realize the internal beauty within Daggett County's neighborhoods rather than continuing to pass through on their way to recreational and tourism areas. This falls directly in-line with the 'rural village core' model desired by the Town of Manila (one of Daggett County's communities) in their General Plan.

It is important to note that the County also recognizes that a gateway character doesn't only include the entrance into an area, but continues on into the neighborhoods design and layout.

Some gateway design examples important to Daggett County would include:

- Bringing future buildings closer to the street at the entrance of a business district;
- Increasing density in business districts and sharing buildings for different businesses with similar uses;
- Making a pedestrian friendly business district to show visitors a level of buzz or activity around business and civic areas;
- Making ingress and egress of properties inviting, safe, and visitor friendly without widening streets (causing the speedway effect for tourist to drive faster);
- Connecting this zone to high density and moderate income housing areas to increase the number of pedestrian travelers also creating a sense of 'buzz' or interest;
- Color schemes and architecture requirements that might be more inviting to outdoor enthusiast (consider a Western Alpine Motif for the Lucerne Valley);
- Signage, landscape, advertising, and lighting standards;
- Decrease the speed limit as you come into a gateway, especially on blind corners and situations where travelers are dropping off a hill or coming into a community from a high speed state highway.

OBJECTIVE 2.2.1: Community gateways and gating practices -

POLICY 1: The County will look to develop a gateways master plan that identifies locations important to economic growth and community development;

POLICY 2: The County will evaluate and strongly encourage new developments to look at their location in association to a gateway master plan and community goals, to ensure that designs are in-line with the desires of the County;

POLICY 3: The County will look to citizens and funding grants to assist in the gateway appearance of existing community and neighborhood areas;

POLICY 4: Neighborhood gateway improvements must maintain a design standard that is contiguous with the regional master plan and industries;

POLICY 5: Though recreation is not the only industry within the County, Daggett recognizes tourists have expectations for the look and feel of a destination area. Further, the County recognizes the importance of gateway design that inspires and promotes this industry.

2.3 Signage, Streetscapes, and Pedestrian Friendly Environments:

In conjunction with generating gateways, Daggett will continue to look for new ways of generating more safe pedestrian friendly layouts. A large portion of the County has non-paved roadways where the full time citizens don't desire or can't financially support curb, gutter and sidewalks. For this reason, properly signed and delineated trails/open space corridors are a vital contributor to the pedestrian circulation of a community, and something Daggett County will look to improve upon.

In conjunction with this, it remains important to the County to preserve the rural character by limiting signage to only the areas needed. Further, signage for businesses should be a continuation of county standards and should be balanced with the visitors need for information while maintaining the rural atmosphere.

New land development in the County needs to look at land use densities for decreasing vehicular traffic while increasing pedestrian friendly spaces. In addition, streetscapes include more than just the landscape within a right-of-way corridor. The layout and design of a development and how it associates

with its frontage and neighboring parcels is also a major concern. This allows for residents and tourists alike to safely travel between home or lodging and their commercial or employment destinations.

Landscaping a streetscape includes the fencing, signage, walkways, entrances and lighting, as well as the plant material. The County will work to develop the necessary requirement for each of its region in each of these areas, including type color and size. As part of this, the County will look at the need to use different materials such as the limiting the use of vinyl fencing in areas of deer and large game crossing as this has caused blight with broken fence lines. It may also be desired to leave main commercial corridors more natural in appearance in order to attract more tourism friendly environments for economic growth.

Daggett County recognizes that while higher densities are directly associated with urbanism, use of some areas of higher densities around the community core allow for other areas to remain more open. Rural communities can have sprawl, which is to say that they can be victim of being too spread out and non-controlled over an area or region.

- This creates a number of problems including the layout of efficient pedestrian and vehicular corridors.
- Communities with rural sprawl greatly increase the pressure on county infrastructure funds while confusing visitors as to where the true community centers are really located. This can also have a direct affect on the attraction of new business and tourism appeal.
- In addition, the larger trail and open space corridors would likely not be affordable, and may suffer from a lack of use due to their inefficiency in meeting daily needs, restricting them to a low use, recreational component.

The County will look to improve on the design of its communities by promoting growth within existing village cores, while discouraging higher density designs that are proposed away from these community centers and existing development districts.

All these elements create County character and new developments will need to work with Daggett County on proposed designs to ensure that the desired regional 'look and feel' is being addressed.

OBJECTIVE 2.3.1: Signage and Streetscapes for pedestrian friendly environments -

POLICY 1: The County will continue to look at different ways to provide safe streetscapes that are inviting to the community and tourism friendly;

POLICY 2: The County will look at developments and how they associate with the community and adjacent parcels to identify whether future signage and streetscaping vision are being met;

POLICY 3: The County will continue to develop the regional master plans that will designate the desired character options for each region. These plans will address color, materials, safety, placement of landscape and signage elements, as well as pedestrian and vehicular traffic layouts.

POLICY 4: Future planning for the County will need to be sensitive to the rural character while not allowing communities to be too spread out, which creates rural sprawl.

POLICY 5: Regional master plans will include development guidelines that developers must follow within the landscape of each frontage/streetscape design. Until this is adopted, developers will need to present their plans for streetscape design with professional sketches or drawings showing the intent of the project as it pertains to applicable streetscape and rural sprawl concepts.

2.4 Business and Residential Neighborhood Identity (Theme):

As part of the goal to generate destination communities that provide a feeling of belonging, the County must develop an identity that can become noticeably repeatable throughout the community. This is often thought of as the theme and it's the County's desire for these themes to fall in line with the overall 'Western Alpine' look and feel for Daggett County's future master planning.

*The **Western Alpine theme** is a clean and modern look that pays respect to the simplified rural lifestyle, agriculture/ranching/forestry lands, and western heritage. It may include very detailed and elaborate designs, though designs for western alpine can also be very simplified such as a rock garden entrance. This theme is a clean and inviting look that in general is directly associated to its immediate surroundings and respectfully can blend into a forest or desert backgrounds.*

OBJECTIVE 2.4.1: The theme and identity of Daggett County communities -

POLICY 1: The County will require new developments to show their contribution to the County's overall Western Alpine theme while ensuring that the project design blends into the natural surroundings.

2.5 Historical and Agricultural Preservation:

Agriculture is and will remain a vital part of the history as well as the future industries important to the County. Though the number of historical buildings is small for the Daggett County, we will continue to support and enforce preservation of structures & lands that hold significant historical values. The County will promote and work with developers of recognized vital agriculture and historic locations to preserve the heritage of this region. Daggett County continues to encourage the collection of mapped historical data/locations for visitors, residents, and developers.

OBJECTIVE 2.5.1: Historic and agricultural preservation remains important to the County –

POLICY 1: Daggett County values its agricultural heritage and will continue to search for ways to preserve agriculture and other heritage sites for the enjoyment of citizens and visitors alike. Parcels containing or impacting these designated areas will receive additional care, and developers of these areas and contiguous area will be required to be sensitive to heritage preservation. The County will evaluate proposals for these areas and their impacts on a case by case basis.

2.6 County Beautification Practices:

The County will make efforts to improve its image by way of cleanup programs. Current ordinances will be enforced and new ordinances may be drafted that will encourage properties to be maintained or cleaned up in the following ways:

- Maintained when the building is vacant but inhabitable;
- Visible piles of stumps, trees, junk, and/or trash are cleaned up;
- Weeds are kept from seeding and growing to an unsafe fire hazard level;
- Abandoned vehicles or industrial machinery are fixed or hauled away;
- Unsafe ditches or drainage are repaired or fenced off.

Further, the County will address this issue with volunteer groups or work. The County supports developments that will cleanup blighted areas and further, will attempt to assist developers looking to

improve designated parcels blight throughout the County. As part of the regional master plans for the County, areas of blight and desired redevelopment will be located.

The County will continue to establish standards for landscaping, Parks space, signage, upkeep to County properties and all elements visible to the public as an example of community pride. These standards will be in-line with the County's future vision but will remain friendly to available funding for both implementation and maintenance.

OBJECTIVE 2.6.1: Cleanup and County image expectations -

POLICY 1: Daggett County will look into the feasibility of rewards programs for business and residents along designated major corridors to promote beautification and a clean County image;

POLICY 2: Where applicable, the County will support the cleanup of blighted lands for development or redevelopment of new and desired uses;

POLICY 3: It remains important to Daggett that any new developments and or improvements to existing County properties/buildings reflect the desired theme for the County.

2.7 The Rural day and nighttime Skylines:

Importance of natural light:

Whether you live, work or recreate within a rural community; one of its benefits is an indescribable feeling that the natural light provides you. Natural lighting inspires the vibrancy and color which captures our minds in a way no artificial luminance can. There is a certain essence within the skyline of a rural community that has you feeling like you are drawn into the canvas of a painting. As you looking at the horizon, the colors become more vibrant and the visible distance is much, much farther in a rural setting. When we think of preserving our community character and natural environment, it is often the physical landscapes that come to mind and Daggett County recognizes the importance of the skyline in this evaluation.

Preservation of natural light:

During the daytime there are fewer controllable elements we can use to protect the skyline view within Daggett County other than carefully placing industry that may either give off a pollutant or rise above the ground to obstruct the view sheds of our rural sky. Though, we also have other sky-scapes for which we do have much more control of with our ridgelines and nighttime skies.

- The nighttime skies are an important element to the character of a rural community just as they are to the memories of a camping trip under the stars. Unlike the daytime skyline, we have a huge impact and the ability to control the visibility of our nighttime skies through carefully planned development.
- Ridgelines are another highly important element of rural character for both daytime and nighttime view sheds. Often times these are the first areas of development in a community with rural recreation as a component. This is unfortunate because the value derived from increased tax dollars on these parcels in no way compares to the loss of daytime and nighttime views. Because of their higher location they cast downward lighting that fades out the nighttime star-scapes, while degrading the land values of parcel located below. There is a place for ridgeline development but the County will

begin to recognize these areas need to have specialized regulations not only for the concern of view sheds, but also for elements like runoff, land value, rural sprawl, etc.

Land use and zoning for daytime skylines:

The placement of different zoned uses can help preserve our skies. For example, the site of wind turbines in the distance is a controversial topic. Where many find them soothing, others would rather not be forced to see them in the valued skylines of a sunset/rise or in-front of our lakes and mountains. In many cases the location of these elements are beyond our borders, so working with other Counties and Federal Agencies is important to preserve Daggett County's rural character. Placement of these and other vertical structures to the north or south of dense populations or recreation sensitive areas can help to preserve the most valued skylines. Other tall structures that may require care in placement are mobile cell towers, fossil fuel rigs, anemometers and large power transmission lines.

County Lighting:

Community lighting in small rural towns should be limited to protect the views of the night sky. Exterior lighting that spills upward into the sky is the primary cause for the degradation of nighttime view sheds. In order to address this problem, specific and enforceable lighting standards will need to be developed by the County. These will focus on regulating lighting by establishing measurable light level limitations and type of fixture standards. Limiting lighting to those areas necessary for safety and information will also aid to preserve our skyline.

OBJECTIVE 2.7.1: The County values the protection of its skylines and associated view sheds -

POLICY 1: The County recognizes the need for improvements to the existing community lighting and will work to develop plans for updating these systems to be both safe for visitors and citizens, and sensitive to the valued rural skylines;

POLICY 2: New development within the County will need to follow the regional master planning regulations for lighting and ridgeline development. Until these regulations are complete, the County will handle analysis for these elements on a case by case basis;

POLICY 3: New projects with structures over 2 stories in height, or placed within, or possibly obstructing designated view corridors will be required to show analysis of this impact in the form of ridgeline, hydrology, slope, and view shed mapping analysis. The County will then be able to determine if the project is harmful to the rural character and should be allowed;

POLICY 4: Developments of higher density or those projects requiring additional lighting for safety will be required by the County to be located close to the community core, and will be required to present lighting plans that include model, style and type of lighting. This will need to include a candle watt map of all areas affected by the lighting.

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Chapter

3

Chapter Three – Transportation & Circulation Element

3.1 Chapter Vision and Overview

Transportation networks are crucial to life in Daggett County, ensuring that residents can travel to work, school, local businesses, recreational sites and home again. The County will look to strike a balance between mobility and access. Traffic should flow smoothly through major corridors, without unreasonably limiting access to adjacent areas. Daggett County looks to be a place with safe streets, including corridors for people to walk and bike.

3.2 Existing Transportation Conditions

Roadway Network:

One of the largest obstacles to economic development in Daggett County, and one of the reasons why it has remained entirely rural, is its distance from the US Interstate Highway System. Interstate 80 is the closest connection, approximately 50 miles to the north, near Green River, Wyoming.

The primary arterial roads through Daggett County are US Highway 191, UT Highway 43, and UT Highway 44. These three highways create a network to travel around the Flaming Gorge Reservoir. US-191 travels between Rock Springs and Vernal while State Route 43 travels between Green River, Manila and Mountain View. Connecting these routes is Highway 44, which is the most scenic part of the Scenic Byway (See the map for these routes on the opposing page).

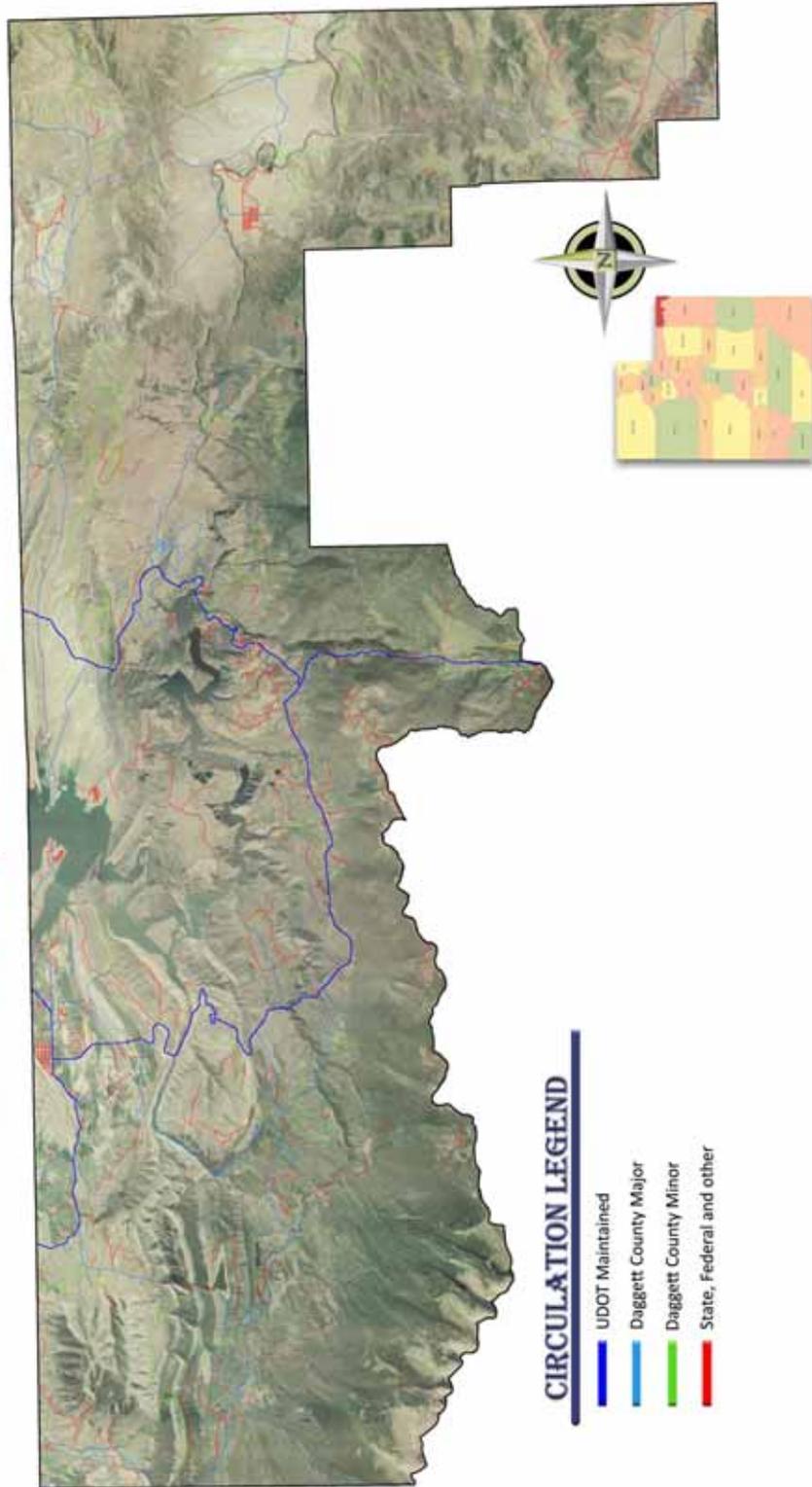
Functional Classification:

The efficiency of County roads (sometimes technically referred to as roadway facilities), relates directly to their functional classification. The functional classification of a roadway defines the role it plays in a community, and that role determines how much traffic the roadway should carry versus how much access is provided. Analysis of existing and future traffic volumes indicates whether each roadway is operating at its capacity, and whether it will exceed that capacity in the future. As the functional classification of a roadway increases, more restrictions are placed on access.

The relationship between these functions is as follows:

- If mobility is the primary function, access should be limited;
- or, if access is the primary function, mobility will need to be limited.

DAGGETT COUNTY, UTAH
Existing Transportation & Circulation Plan



A larger PDF version of this and all maps in this General Plan can be found at:
<http://www.daggettcounty.org/DocumentView.asp?DID=1013>

This is a vitally important design principal and practice to be evaluated with both new and proposed roadway facilities within the County.

There are five functional classes of roads in Daggett County, including:

1. **State Regional Priority:** State of Utah Principal Arterial Roadways are operated and maintained by UDOT (Utah Department of Transportation). These facilities serve the major traffic movement within areas of the County between rural community centers;
2. **Minor (Non-State) Arterial:** Serves trips of moderate length at a somewhat lower level of travel mobility than Principal Arterial roads. They provide access to geographic areas smaller than those served by the higher system. They connect to rural collector roads to facilitate the movement of vehicles from rural subdivisions and more popular areas;
3. **County Collectors:** These facilities collect traffic from local subdivision areas and channel it into the arterial system. These roads provide both land access and traffic circulations within residential neighborhoods. Typically only some collector roads will receive hard cover treatment depending on funding and traffic volumes of these roads;
4. **Town Local:** The local street system is comprised of the majority of facilities not of the higher systems. They provide direct access to abutting land and access to the higher order system. Thru traffic is deliberately discouraged in this system for the safety of the citizens and typically these are also lower speed zones;
5. **Alleys, Drives, and Other Roadways:** These types of “road” are transportation systems designated on plats filed with the County or they may be personal or non-public access to property. They generally do not meet County Road standards and are used by the County for emergency access. They may be signed by the County for easier access by emergency personnel.

State Regional Priority:

These roadways allow movement between multiple jurisdictions, and connect to interstates or other state system facilities. They can accommodate moderate speeds (45 to 55 mph) and moderate to high traffic volumes. Speeds are often reduced as slow as 35 mph when these systems pass through community centers, and even lower in the case of crossing the Flaming Gorge Dam.

While these roadways also function as major arterials, more access is allowed within the rural communities they pass through. Due to the transfer in speed, the varying classification of commercial transports, the high numbers of RV visitor traffic, plus the distance most travelers are covering prior to entering into the borders of Daggett County’s communities; the County looks to continually evaluate safety practices within this classification. These safety practices will include future development restrictions to limit, or reduce, direct business and residential access onto these higher speed corridors. A prime example of a current safety concern exists along Highway 43 (both in the County and especially with the Town of Manila limits), where both business and residential traffic back onto the sometimes busy highway. Traffic studies should be done to see about different traffic control methods for increasing safety along these corridors.

Minor (Non-State) Arterial:

These roadway facilities are still arterial by definition but generally serve lower traffic systems and typically do not connect larger communities or interstate systems. Examples of these would include the Sheep Creek Geological Loop off of Hwy-44, the roadways to both Browns Parks and Little Hole off US-191, and the roadway off Utah Hwy-43 and Wyoming Hwy-530 to Lucerne Valley Marina and State Line Cove. These facilities carry the same safety and access restrictions as the higher class arterials.

County Collector:

Collectors function as providers of both mobility and access to residential and commercial areas of the County. Collectors are typically spaced at ½-mile intervals or shorter distances, and have intersections placed 300' or 600' apart. Speeds on collector streets are typically limited to 25 – 30 mph. They are utilized, just as their name suggests, as a connection between local neighborhoods and the more major arterial systems. Examples of these roadways would include the connection for Red Canyon Lodge and Overlook off of Hwy-44, the Wyoming Stateline Road off of Hwy-43, the Airport Road off Hwy-43, and the Flaming Gorge Meadows off of US Hwy-191.

Town Local:

Local streets are the lowest (improved) functional classification facilities in the County, providing the highest level of access and the least mobility. Movement on local streets typically channels to collectors and onward through the functional system. Trips on local streets are generally short, and traffic volumes are relatively low.

Thru traffic should be discouraged on local streets, and speeds should be no higher than 25 mph. It is a typical practice in rural communities across the west, to have town local roadways follow a grid system. This is an efficient layout until these facilities start getting used as collectors which can greatly reduce neighborhood character and community safety. The County recognizes this and will look for design alternatives that reduce or eliminate thru traffic within town centers. A possible solution is to designate the existing grid layout as the 'village core' of a community and then to offset this by using 'cluster style' development designs on the outskirts. As you go farther out from the core it could then drop in density to the rural residential zones and eventually agricultural or public land zones.

Alleys, Drives, and Other Roadways:

These are public access local routes that are generally not part of the functional classification because they are typically unimproved and serve only a small amount of traffic. These facilities may go weeks or months without traffic at all and are typically only maintained to a level of pass-ability by emergency vehicles, if at all.

OBJECTIVE 3.2.1: Daggett County will continue to plan for future transportation needs and work with local, state, regional and federal decision-makers regarding issues that affect the County –

POLICY 1: The County will maintain representation for Daggett County on local, regional, state and federal transportation and land use technical and decision making bodies;

POLICY 2: The County continues to encourage dialogue with land use and transportation planning partners in surrounding counties and federal jurisdictions;

POLICY 3: Daggett County looks to develop a Master Transportation Plan as part of the regional Master Plans, which would define both present and future transportation needs, and identify future infrastructural improvements and possible funding sources;

POLICY 4: The County will continue efforts to find funding and complete construction of the Brown's Park Road;

POLICY 5: The County will continue with municipalities, state and federal agencies to maintain and improve roads within the County that are on property managed by these agencies like the Little Hole road and the Sheep Creek Geological Loop;

OBJECTIVE 3.2.2: Balance access, mobility, and safety on Daggett County streets, making best use of existing facilities and programs before investing in additional infrastructure –

POLICY 1: The County will now integrate roadway facilities into the development review process for developers. New development projects will be reviewed by staff to ensure that any modifications to transportation systems meet the proper use of roadway classification.

POLICY 2: The County will look to restrict lengths of dead-end streets, and require a second access for streets longer than a specified length. Provisions will need to be made within a design for permanent turnarounds on dead-end streets;

POLICY 3: Town Local streets will be designed in a manner for safety and accessibility where thru traffic is a discouraged use and design;

POLICY 4: Speed limits, traffic calming and other roadway safety issues will remain a high priority for the County.

3.3 Pedestrian Facilities

When thinking about pedestrian friendly environments, often 'trails or paths' are the common thought. Pedestrian facilities are more involved though and include all contributors to pedestrian transportation, including sidewalks, roads and open space corridors. These facilities include all elements with high pedestrian potential such as parks, schools, business districts and Town/County recreation centers.

- **Areas within a ¼-mile radius** of these facilities are considered high potential activity zones,
- and **areas within a ½-mile radius** are considered medium potential activity zones.

Pedestrian facilities within these areas should receive priority for improvements, given their proximity to activity generators.

Pedestrian friendly paths should be developed in the following order of priority:

1. **Safe Routes to Schools** – Pedestrian paths and safe routes to schools are an obvious County priority;

2. **Parks and Open Spaces, Recreational Destinations** – Parks and open spaces are also often visited by children and the elderly, and therefore they are listed as the second level priority for new pedestrian path development or repair;
3. **Neighborhood Commercial Centers** – A less obvious priority for pedestrian paths are those which connect to neighborhood commercial areas. These areas are designed to meet the needs of people living within a specific neighborhood. Ensuring these pathways are available and in good condition, will provide opportunities for residents of these neighborhoods to access local commercial areas. This will also encourage visitors to stop and visit numerous local businesses;
4. **Recreation and Recreation Access** – These areas are designated as the lowest priority of the 4 but are vital to the development of Daggett County's future. These systems and connections to public lands will serve many purposes in the community. They provide easy connection to recreation areas for residents, they offer more enticing living environments for businesses to bring in quality seasonal help, and they promote recreational businesses and provide for new and increased industry such as bike, equestrian, photography, and interpretive hikes.

Bicycle and Jogging Facilities

The County residents have expressed a desire for safe and interconnected bicycle and walking/jogging facilities within their communities. In addition to the health benefits of participating in these activities these pathways and other facilities can provide opportunities for commuting, local transportation and recreation within the community, all of which are valued by residents. In addition, tying these facilities into the public trails surrounding each community and eventually connecting to open lands trails in the US Forest Service, BLM and other public recreational regions will greatly improve the way of life for citizens and visitors.

Three types of trail classifications exist. Much like the roadway hierarchy shown previously in this section, the trails network provides different levels of efficiency for users. Additionally, each has a different cost associated with implementation.

Shared Use Path (Class A)

A shared use path provides for bicycle and pedestrian travel on a right of way completely separate from any street or highway. Such paths are typically found along streams, canals, or other natural features away from busy streets. These paths are among the most expensive to build and maintain, but are among the most heavily used by a variety of different user groups. Typically these have improved surfaces and even lighting in certain locations. These facilities bring the highest level of popularity for tourism and residential recreationalists.

Bike/Running Lane (Class B)

This lane provides a striped and signed lane for one way bike travel on paved Town Local or Collector roadways. Pedestrians typically will not use this type of facility and with the heavy use of trailers and commercial vehicles on most of the County's paved roadways; this is not the most desirable solution. If used, the community must approve an adequate street markings plan to maintain the safety of these lanes. Where right-of-

way and pavement width exists, this type of lane is only moderately expensive to implement and maintain.

This may be a desirable solution in Dutch John where road widths could possibly be reduced. This reduction would create a more rural character for the community. It would be recommended that a planted buffer or dry-creek drainage be created between this lane and the new designated roadway.

Signed Shared Roadway (Class C)

This class provides only a sign that indicates to motorists need to share the road with non-motorized traffic. This designation is among the cheapest to implement. Signed shared roadways are best used on local and less frequently traveled roadways. Currently this is the only type of internal pathway system in most of the County and exists among most of the non-paved roadways. As part of the regional master plans, the County looks to improve the current situation by creating more 'Class A & Class B' opportunities.

OBJECTIVE 3.3.1 The County will create provisions for safe & connected bicycle and pedestrian facilities –

POLICY 1: The County will look to establish pedestrian, bicycle, and equestrian paths that are consistent with maintaining a rural environment;

POLICY 2: Where appropriate, new transportation projects, including roadways and pedestrian facilities, should include accommodations for the physically disabled and meet all Americans with Disabilities Act (ADA) standards and requirements;

POLICY 3: The County will continue to work with different regions, public lands agencies, and the County Trails Committee on the generation of a network for trails, walkways, and pedestrian paths to accommodate horses, ATVs, snowmobiles, bicycles, pedestrians, and all other desired user groups.

3.4 Dutch John Transportation Plan

(Based on the 2001 Dutch John General Plan)

Planning for transportation is an integral part of the Dutch John General Plan. The safe and efficient movement of vehicles is important to the economy of the community and well-being of its citizens. Measures have been taken to classify roads and plans need to be prepared to develop important roadways to support growth and maintain or improve the community image. The County has a responsibility to ensure that new roads are developed correctly and that existing roads are used in ways to ensure safety for its citizens and efficiency of vehicular movement. In addition, the existing airport is an important part of the transportation system of the County and Dutch John and will continue to be maintained and enhanced over time to accommodate the needs of users and the community.

Due to the lack of available County funds, all new development proposals, large and small, should be required to provide impact fees for improvements needed to existing roadways.

Dutch John is not a large community though it possesses or has plans to have each of the 5 classifications of roadway facilities within its limits. Little Hole Parkway and US-191 are levels of arterial roadways and direct access to these systems should be discouraged. A design which provides collector roads to connect to these facilities will need to be designated. This roadway would then be utilized for accessibility by residential and commercial neighborhoods adjacent to Little Hole Parkway and US-191. US-191 is a State of Utah facility and all entities must gain approval to access this roadway. The section of this roadway which abuts or runs through Dutch John will be considered limited access and only a few new access points will be allowed beyond those that already exist on the Dutch John Parkway and Little Hole Parkway. This openness to the highway frontages is critical for the image of Dutch John and the entrances into and through the Dutch John Flat. Future development along this corridor will only have limited access to keep the mobility levels high on US-191 and Little Hole Parkway.

OBJECTIVE 3.4.1 Dutch John’s transportation and circulations developments will be influenced by image and character –

POLICY 1: The County will look for recommendation from the Dutch John Advisory Committee regarding the image and character desired in that region. New improvements may be needed to enhance transportation and circulation systems to meet the desired design guidelines;

POLICY 2: Daggett County will look for funding options to modify the current circulation of the Dutch John Region. This would include updates to current road widths and possible alternative uses such as pedestrian pathways;

POLICY 3: The Dutch John Advisory Committee shall present to the County as part of its regional plan, desirable options for interior trails, a trail system to travel around the borders of the town, and connectors to federal and other public lands;

POLICY 4: Developers interested in this community will be required to provide transportation impact information where applicable, and follow design guidelines that would include acceptable access points.

Chapter

4

Chapter Four – Economic Development Element

4.1 Chapter Vision and Overview

Daggett County's abundant natural resources and diverse recreational opportunities offer excellent potential for expanded economic growth. This growth will have to come with some careful planning though as over 90% of the lands in the County are Public. The County is interested in attracting and supporting businesses and economic activities that are compatible with the existing rural lifestyle and small town character. While economic development in the County will generally be located within established "community" areas such as Manila or Dutch John; Daggett County wants to remain open to the resources outside these areas.

In addition, a balance needs to be formed for the businesses of the County to charge seasonal tourism rates to the recreationalist, while accommodating the year-round citizens of the community and keeping monies circulating within. It remains a vitally important goal of Daggett County to welcome new potential long term industries, and promote the non-tourism related industries such as agriculture.

"County residents and local officials desire economic growth and development but feel that these efforts must be compatible with the existing rural lifestyle and 'small town' character. Growth must also leave a soft footprint on the environment while respecting the heritage that is Daggett County".

4.2 Existing Economic Environment

Daggett County's abundant natural resources and diverse recreational opportunities offer a promising economic future. Though there is a general consensus among the community and its leaders that care must be taken to keep this a rural county; redirecting existing visitor counts to a more organized use will increase the tourism and recreation dollars spent within. The County is in a unique position to complement traditional contributors, such as agriculture and forestry, with expanding recreational and tourism opportunities. Further, the County wants to attract the untapped industries such as computer based businesses and companies that have a low impact to the environment. These businesses often have staff looking for a recreational based and family oriented lifestyle. Other opportunities may lie in renewable energy or continued development of existing gas lines.

An excellent start for economic development efforts within the County is outlined by the 2004 Daggett County Community Development Action Plan which lists a set of goals for the County and a series of action items/projects to help accomplish those goals. Implementation of these action items and projects should be tracked and monitored against the benchmarks and timelines noted in the plan.

Economic Development Element – Chapter 4

Daggett County's economy is comprised of two primary sectors: Government (38%), and Leisure and Hospitality (29%). Below you will see a comparative chart for the overall Uinta Basin region. This information serves to show possible sector improvements for Daggett County.

NAICS Sectors	2006 Daggett County Employment	Percent of Total in Daggett	2006 Uinta Basin Employment	Percent of Total in Uinta
Natural Resources and Mining	37	6%	4,517	20%
Construction	39	7%	1,518	7%
Manufacturing	23	4%	415	2%
Trade, Trans., Utilities	37	6%	4,279	19%
Information	8	1%	333	1%
Financial Activity	n/a	0%	1,276	6%
Professional & Business Services	8	1%	1,212	5%
Education & Health Services	n/a	0%	1,583	7%
Leisure & Hospitality	169	29%	1,685	7%
Other Services	39	7%	1,455	6%
Government	217	38%	4,380	19%
Total	577		22,653	

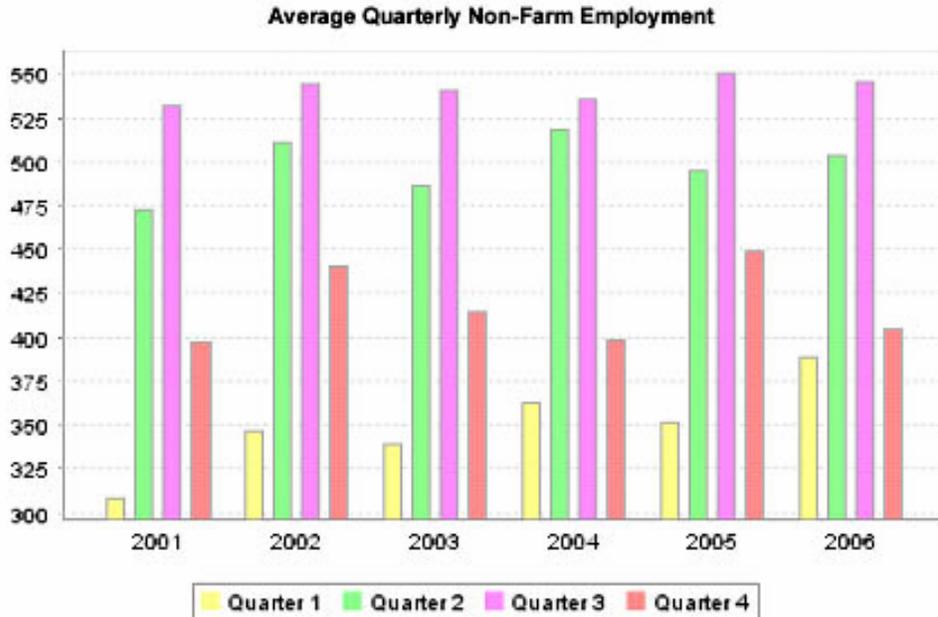
Source: Utah Department of Workforce Services

Despite a first quarter dip, Daggett County unemployment for 2007 is the lowest it has been in five years. While agricultural and farm jobs still comprise a component of the region's economy, non-farm jobs make up the overwhelming majority of jobs in the County.

	2002	2003	2004	2005	2006	2007*
Labor Force	509	484	499	499	515	496
Employed	485	458	472	473	491	475
Unemployed	24	26	27	26	24	21
Rate	4.8%	5.4%	5.4%	5.1%	4.7%	4.2%
Non-Farm Jobs	461	445	454	462	460	
% Change Prior Year	8.0%	3.5%	2.0%	1.8%	0.4%	
Mining	-	-	-	-	-	-
Construction	14	16	28	44	38	
Manufacturing	d	d	d	d	d	
Trade/Transportation/Utilities	22	25	24	24	34	
Information	d	d	d	d	d	
Financial Activities	d	d	d	d	d	
Professional Business Services	d	d	d	3	3	
Ed/Health/Social Services	d	d	d	d	d	
Leisure/Hospitality	151	136	131	127	132	
Other Services	d	d	5	5	6	
Government	244	253	260	253	242	
Total Establishments	53	50	53	57	59	
Total Wages (\$ Millions)	10.7	10.6	11.2	12.7	12.7	

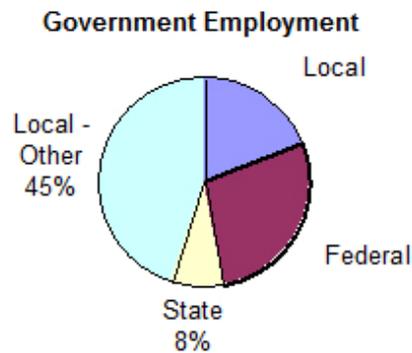
** Preliminary (d) Not disclosed to protect individual firms Source: Utah Department of Workforce Services*

Employment in Daggett County is very seasonal, reflecting its heavy dependence on recreation and tourism during the spring and summer.



Government

Given the fact that the majority of land area within Daggett County is in public ownership and the Flaming Gorge Reservoir and Dam is operated by the Bureau of Reclamation, it should be no surprise that government jobs comprise the largest segment of the economy.



Governmental jobs within the County include:

- Federal agencies like the U.S. Forest Service, the Bureau of Land Management, and the Bureau of Reclamation;
- State agencies such as the State Parks and the State and Institutional Trust Lands Administration; and
- Local entities such as the Town of Manila and Daggett County.

The Forest Service has been cutting back for several years and will continue to lose a few more jobs under the current economic challenges, while the State and County may also have to cut back a few jobs in the near future. Even with these possible cutbacks, government jobs will continue to remain a significant contributor to the Daggett County economy.

OBJECTIVE 4.2.1: Leverage and tap into available funding sources to strengthen Daggett County's ability to improve and provide more services.

POLICY 1: Lobby state legislators to modify the existing Resort Community Sales Tax to include resort/recreation based Counties. The County will explore adopting this tax if it is made available;

POLICY 2: Lobby state legislators to broaden the use of Transient Room Tax funds to include financing tourism impacted infrastructure;

POLICY 3: Lobby Congress to include a "transient population" variable their respective PILT formulas;

POLICY 4: Consider adopting the existing Rural County Hospital Tax;

OBJECTIVE 4.2.2: Study and provide appropriate assistance to areas in need of redevelopment or economic development assistance.

POLICY 1: Explore the possibility of renewing Empowerment Zone Enterprise Community program funding.

OBJECTIVE 4.2.3: Eliminate blighted and unsightly areas within the county, while encouraging appropriate economic growth of these areas.

POLICY 1: Enforce junk vehicle regulations and encourage good maintenance standards.

4.3 Keeping Money within the County

One of the best ways to improve the economic growth in the County will be to find ways of re-circulating money generated within the borders back into the community. Businesses that reinvest in the community are investing in themselves. It's apparent that within Daggett County, many businesses follow this practice, but mostly in the form of charity or representation on local government committees. These are a benefit to both the County and business owner, but they don't re-circulate money made in the community. Daggett County and its future growth heavily rely on the recreation and tourism dollar. Tourism will need to continue to grow if citizens want improvements that can't be feasibly funded by a population of less than 1,000 people.

Existing Seasonal Markets

Due to thin profit margins and the 2nd and 3rd quarter seasonal marketplace for most goods and services, it is understandable that business owners need to raise prices to supplement the profit drops during 1st and 4th quarters. Further, year-round employees of these businesses are often averaging a below moderate income level 6 to 8 months out of the year.

Day-to-day business model

In most business models, it's the big sell that makes up a company's profit and the day-to-day business that 'pays all the bills' and 'keeps the doors open'. With the County's tourism industry, the big sell is represented by the handful of busy weekends. These major weekend revenues should be looked upon as profit and not supplement for 1st and 4th quarter slow seasons. Some change will need to happen for this to take place though. Most residents desire a way of life that is more in-line with other recreational communities, though they don't want to see population growth. Unfortunately, if the County continues to desire certain elements and improvements then growth of industry and the population must occur.

Cost break for Residents

There is a breakdown between year-round businesses and fulltime citizens of the County. Currently these citizens are traveling 45-70 miles to places like Green River, Rock Springs, Vernal, and Mountain View to save money on daily necessities. A chain reaction is created as business owners quit providing certain goods or services, which then necessitates travel out of the area for these goods and services. The money no longer circulates within the community and the tax revenues also disappear.

Though not a complete solution, a possibility to generate a win-win for citizens and business owners would be a resident discount system. This would only be available on certain items and would not include alcohol or tobacco goods. Items like dairy, gas, produce and other thinly margined items which drive residents to shop in other towns could be discounted to draw in more business. Many goods in the community are at a fair price and by lowering certain other items for only those registered full time residents; you create additional sales on non-discounted items that wouldn't have existed. This would be a small step but possibly a profitable one for residents, businesses and local government.

This could also include recreational services such as discounted river trips and lake guiding services. By adding these to the plan you also create an intrigue element to any business owner trying to draw in seasonal help, giving them affordable opportunities to take in the beauty of our area. People that experience these things and work in both the goods and service industries are more likely to promote visitors to experience what the County has to offer.

OBJECTIVE 4.3.1: Develop and maintain an environment between existing businesses and the County which fosters growth and development and is mutually beneficial to the County and the businesses.

POLICY 1: Ensure that county regulations are open and streamlined, so that they encourage the retention and expansion of existing businesses.

POLICY 2: Provide services in a timely manner and accommodate investments in existing businesses as appropriate, while ensuring that businesses cover their fair share of services provided;

POLICY 3: Continue to support expansion and retention efforts by the State of Utah, Uintah Basin Association of Governments, Daggett County Economic Development Board and Chamber of Commerce.

OBJECTIVE 4.3.2: Expand the County's tax base by encouraging increased recreation and tourism calendar events.

POLICY 1: Complete an inventory of all available recreation and tourism related resources in the County;

POLICY 2: Zone for increased amenities, including specialty retail, dining, overnight accommodations, and entertainment ensuring that high quality services are available for tourists and the area's residents;

POLICY 3: Actively work with the Uintah Basin Association of Governments, the Utah Association of Counties, the Governor's Office of Planning and Budget, State Legislative Representatives, the Dinosaurland Travel Region and the Utah Office of Tourism to promote Daggett County as a recreational destination;

POLICY 4: Look closely at Transient Room Tax (TRT) revenues and how they are used to increase awareness of the area and provide additional recreation and tourism infrastructure for the area.

OBJECTIVE 4.3.3: Explore opportunities for solutions to 1st and 4th quarter lows in business profitability.

POLICY 1: Work with existing local businesses and the County Economic Development Board to develop a win-win situation that will allow increased spending of local money.

POLICY 2: Implement, monitor, and evaluate the tasks and actions identified in the Daggett County 2004 Community Development Action Plan.

POLICY 3: Look to support business models that can survive year-round on day to day sales, and look for ways to increase the opportunity for businesses to not have to rely on 2nd and 3rd quarter profits to keep the doors open during the 1st and 4th quarters.

POLICY 4: Continue to search for and support possible new industries that are light in impact and active year round.

4.4 Recreation and Tourism

Daggett County possesses a variety of unique natural, cultural, and historical resources. These resources provide County residents and visitors alike with a number of diverse recreational opportunities such as hiking, hunting, fishing, camping, wildlife viewing, trail riding, photography, mountain biking, river running, Off-Highway-Vehicle riding, snowmobiling and cross-country skiing. The Utah Travel Council reported 1,053,799 visitors to the Flaming Gorge National Recreation Area for 2006, which was a 5% decrease from 2005. Overall, visitation has dropped from a peak in 2000-2001, but is steadily climbing again, and can be expected to continue to rise with greater promotion by the County and the Dinosaurland Travel Board. These numbers don't take in visitation to other parts of the County and total numbers are estimated to be around two million by the County. The recent downturn in the economy makes it even more important to upgrade services and products to keep the shrinking number of travelers here for a longer period of time.

Historically, the County has not aggressively promoted the recreational qualities of the area. This hesitation to wholeheartedly embrace tourism has helped maintain some of the area's rural character and scenic beauty, but it has also left the County ill-prepared to handle the increasing numbers of recreationists who are visiting the area or the demands for improvements they bring. Due to its limited tourism/recreation related infrastructure and facilities, Daggett County finds itself "paving roads and picking up trash" for visitors that are spending their money outside their borders. The County is working on finding ways of encouraging visitors to spend more of their tourism dollars within the County.

Below you will find a shortlist of action items and ideas for the tourism industry:

Types of tourism growing in rural areas around the nation include:

- Environmental tourism & ecotourism – focused on the attractiveness of the natural environment;
- Recreation tourism - outdoor activities;
- Adventure travel – “on the edge” activities;
- Agritourism – experiencing life on the farm/ranch;
- Historical tourism – visiting historically significant sites;
- Hunting and fishing.

There are many potential benefits to Daggett County of increased tourism, including:

- Additional income flowing into the community supporting new jobs at a range of wage levels;
- Support of local retail, restaurants, lodging, and services;
- A more diversified economy;
- Sales tax revenue;
- Amenities that improve the local quality of life;
- Less fluctuation than other economic sectors;
- A “clean” industry that doesn’t require a lot of municipal services;
- Support for the local cultural environment, festivals, events, and recreation facilities.

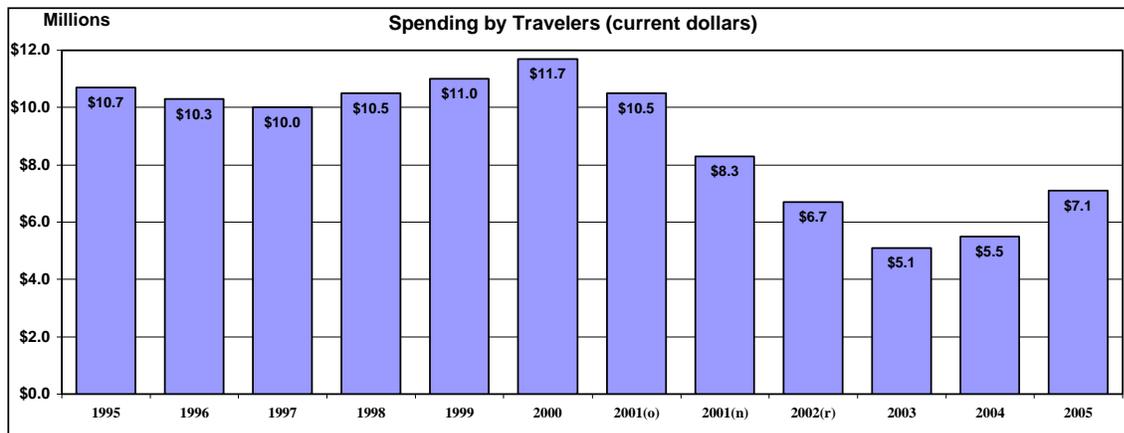
Unfortunately, as the County has experienced in the past, increasing tourism can also come with “costs”:

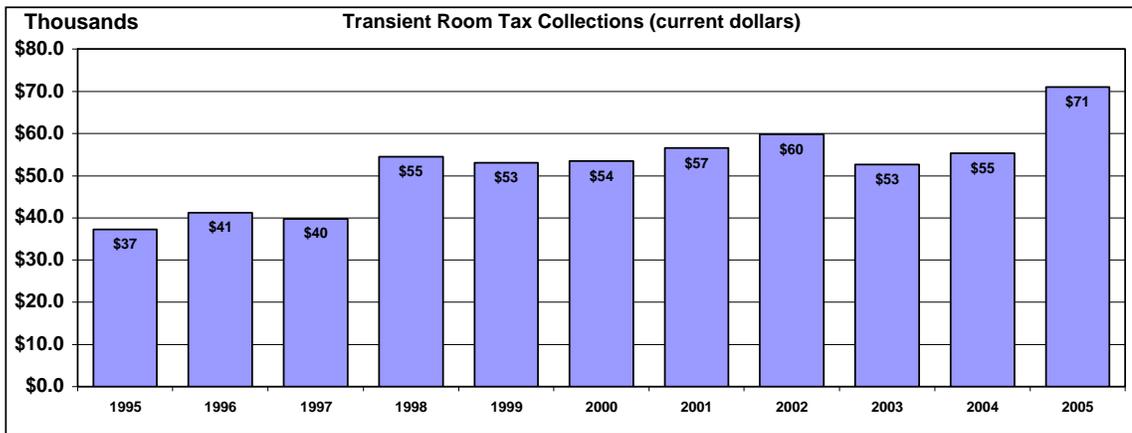
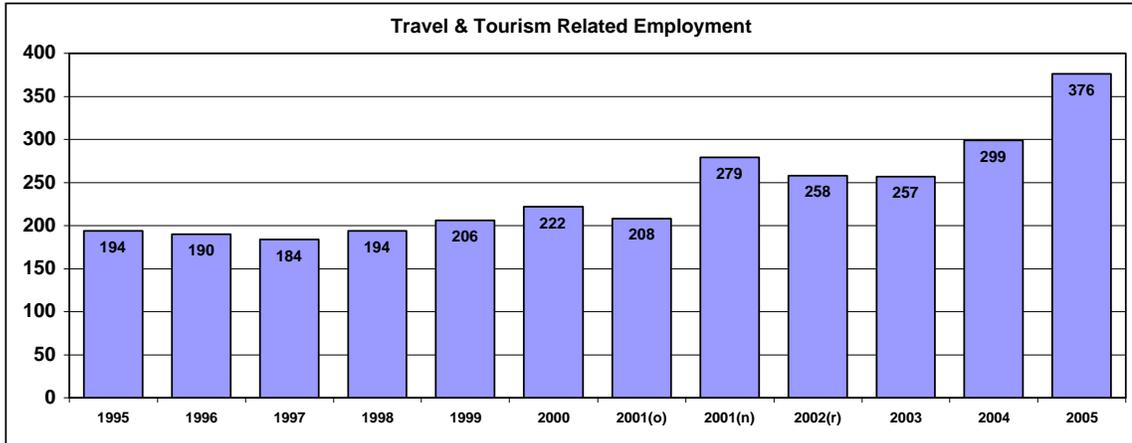
- Improved accessibility and parking;
- Police/EMT services and traffic control;
- Traffic congestion;
- Higher prices for local goods and services;
- Local resident resentment of strong presence of “outsiders”;
- Tendency toward seasonal employment and lower wages.

Strategies and first steps in expanding local tourism include:

- Inventory what your area has to offer to tourists;
- Understand your target audience’s needs and desires;
- Estimate the impact of expanded tourism on your community and the support for it;
- Determine the costs of new facilities and marketing for expanded tourism, and the local ability to pay for it;
- Develop a long-term plan for development and marketing;
- Promote new business that will accommodate major necessities like housing of tourist so they will spend their money locally and not prior to their visit here;
- Set up a program for locals to be able to afford to spend money within the community.

As illustrated in the following figures, tourism spending in Daggett County is increasing, and employment in tourism-related jobs is growing even faster. The County will look for organizational solutions in its budget that will address the need for certain increases to demands for recreational growth. It will also be necessary to observe the year round population and not allow the desired growth of amenities to exceed the feasible budget available to maintain such improvements.





Source: Utah Travel Office, Daggett County

Land and Business Incentives

To significantly turn the economy of the County around, land use decisions and regulations can create incentives for new business developments. A streamlined applications and approvals process will also greatly encourage new business as well as growth for existing businesses.

New developments welcomed by the County will allow for recreation and tourism oriented services and amenities that may include:

- Equipment rental shops – fishing, snowmobiling, cross country skiing, boating, jet skis, ATVs, bicycles, paddle boats.
- Guide service booking locations – actual retail storefronts for boating, fishing, mountain biking, hunting, etc.
- Evening activities – cafés, theaters, bowling alleys, internet/coffee shops, etc.
- Equipment repair shops – ATVs, boats, automotive.
- Family, secondary activities – retail shopping, swimming, children’s activity park (mini golf, skate board, go-cart etc), golf courses, spas, parks and trails
- Lodging – hotels, motels, rental cabins, RV parks, condominiums, apartments for guide housing.
- Conference, meeting, retreat space - hotels with conference or meeting facilities, larger convention space.

Currently, several federal and state agencies contribute funds to the County to assist with covering the County-incurred costs associated with "public land" recreation and tourism, e.g. the Forest Reserve Fund and the State Use Tax. However, in most cases, these funds fall short of covering County expenses. And in other cases these funds will run out in coming years.

The County will need to continue encouragement and support private sectors development of additional recreational facilities within the area. The County will also need to continue and participate with the Utah Travel Council, the Dinosaurland Travel Board, and local federal and state public land management agencies in their respective recreation and tourism promotion and planning efforts.

The 2004 Daggett County Community Development Plan identifies a number of specific strategies and action items that work toward promoting the area as a recreational and tourist destination. Implementing these actions will be key in expanding the economic structure.

OBJECTIVE 4.4.1: Work with citizens and state/federal agencies to insure controllable smart growth practices can be put in place for the County's future.

POLICY 1: Consider the information included in the 1994 report on the impact of the Flaming Gorge National Recreation Area on County-provided services as part of any recreation/tourism decision. Continue to evaluate that report and look for ways to keep it up to date;

POLICY 2: Actively participate in federal and state planning processes that include relevant recreation and tourism elements. The County needs to feel that proposals prepared by federal and state agencies, and/or individuals operating as concessioners or permittees, should include an impact analysis for County-provided services;

POLICY 3: Set up a program to implement, monitor, and evaluate the tasks and actions identified in the Daggett County 2004 Community Development Action Plan.

POLICY 4: The County will need to help citizens recognize that in order to continue to develop the desired facilities and improvements; some business and population growth will need to take place.

4.5 Industry Development

In order to create a more stable, full-time and year-round economy, Daggett County will explore options to diversify its economic base. There are several organizations which work with rural counties and communities to capitalize on the resources available to them while still preserving the rural nature of these areas. It will also remain vital that wilderness designations are not put in place, which limits the ability of the County to develop recreation and other industries. Public policy changes must be closely monitored to avoid the loss of any future development opportunities and the shutdown of any existing businesses.

Professional Service Industries

Once the character and organized recreation improvements have been established in the County, many different small to medium businesses will show an interest in relocating here. Planning firms, computer manufacturing, software writers, and internet businesses are just a few of the industries that would have very low impact to the area while providing a full time presence.

In addition to tax revenue, professional services bring:

- Annual budgets and the ability to reinvest back into the County by spending the money made here throughout the year.
- Younger staff with families, which would bring some balance to the poorly balanced lifecycle in the age demographic for the County.
- New jobs (many being full time),
- An opportunity for future state and federal funding programs.

These businesses look for a solid family environment and recreational amenities that are organized and easy for their employees to utilize. The County will need to continue to improve these elements in order to attract these industries.

Renewable Energy

Other opportunities for industry could include the development of renewable energy projects. This could encompass many different sources and options including solar, increases in hydro-generation, bio-fuels and wind farming. These forms of energy are plentiful, renewable, clean, and reduces toxic atmospheric and greenhouse gas emissions. As with any industry there are impacts to consider, though new developments are mitigating the issues that often hinder progress in these fields. With the high costs involved setting up an energy related industry, careful research must be done to insure the operation will be beneficial to the area.

Daggett County has been working with state and federal agencies to bring back some of the timber industry, which used to be an important part of the local economy. Future timber industries would be a less aggressive form of timber than the acres and acres of clear cut. Timber harvested in the future would primarily be dead or dying trees or trees in areas needing thinning or other restoration or fire prevention work. There are lots of options for these small diameter logs, but before businesses will invest in the needed infrastructure the land management agencies will need to have a guarantee of a steady source over a period of years, even if the quantity is not huge.

Gas and Oil Lines

With the growth of Gas and Oil companies in the surrounding counties, Daggett County may have potential for a major crossing and distribution line. This could bring jobs, increased housing and revenue to goods and service providers in the County. With proper planning, this revenue would support the construction period and well beyond.

Temporary Workforce Integration

Some industries will have a large workforce during the set-up or construction phases than during the actual operations phase. These temporary residents are a great resource and the County will want to look forward in finding ways to entice these citizens into staying in the community. By showing them how great of a community this is, and offering programs for them to possibly open new businesses or work into the Counties existing marketplace, we create positive growth in many areas including economics.

OBJECTIVE 4.5.1: Daggett County will continue to explore opportunities for expansion of Daggett County's economy to include new industries without compromising the environmental or aesthetic integrity of the area –

POLICY 1: The zoning ordinance should allow for commercial and industrial development in appropriate locations throughout the County;

POLICY 2: Consider and explore the possibility of wind or solar power production within the County, though not until prepared ordinances which regulate such operations are set in place to ensure visual and environmental sensitivity;

POLICY 3: Explore options and opportunities to recruit professional practices and manufacturing businesses to be located in Daggett County;

OBJECTIVE 4.5.2: Work with landowners who wish to continue farming/ranching to educate them about available grants and programs to help maintain, preserve, and conserve agricultural land–

POLICY 1: The County will stay in communication with the U.S. Department of Agriculture, Natural Resources Conservation Service (NRCS), and the State Department of Agriculture to keep updated on funding, restoration, and conservation programs and grants for agricultural land;

POLICY 2: Recognize by zoning that open ranch lands are not just lands waiting to be developed. Establish an education about the value of open lands to any community but more importantly to a rural community;

POLICY 3: As renewable energy grows in demand, the County will seek to educate itself and also the farmers, ranchers and business owners of the opportunities for growth in Daggett County.

4.6 Dutch John Economic Development Plan

[Based on the 2001 Dutch John General/Master Plan]

The residents of Dutch John believe that the Daggett County must plan for, encourage, and accommodate growth, but not at the expense of the quality of life currently present in the community. Government is the secondary source of employment and does offer limited year-round employment. Services are needed for seasonal employees, but also to increase the opportunity for additional full-time residents. An increase to year-round industry and business is desperately needed as the costs placed on the community such as infrastructure continue to rise while tourism has slipped. The County will continue to support organized proposals of the Dutch John Advisory Board to increase the appeal for not only tourism but more importantly other self sustaining industries to develop. Beautification and cleanup of this region has been going on the past few years and will need to continue to generate the expected community character. This Character will greatly aid the growth and feasibility of economic development.

From public surveys conducted in 1995 and 2004, most frequently mentioned business and economic needs were a grocery store, restaurants, doctors, a drug store, seasonal employee housing, lodging, and an auto repair shop. Most of these are met to some degree though the businesses are struggling do to the tourism dollar being solely spent on a handful of activities. Dutch John recognizes that it is a fishing and rafting community first and foremost, as it exists to service recreational users on the world famous Green River and the Flaming Gorge Reservoir. It's known and understood by both the County and Dutch

John that the trip counts of the river are about as high as desired, anything higher would diminish the experiences to the river. Further study should be done to see about options for improving trip counts, both for protection of the experience and the diversity in those who get to share in its wonder. There might be opportunities for a limited increase in trips if trip lengths were decreased (8 hours to 6 hours) or start times were more staggered throughout the day. This may be difficult based on the customer's desires and businesses willingness to change current customs.

Plans and maps from the 2001 Dutch John General Plan have been and will continue to be used as a base for future master planning in this region. Plans will look to move higher density such as mobile homes and multifamily housing closer to the economic core of the community. Trails, parks and open space, improvements to the shooting range, opportunities tied to lake access, possible golf and other amenities will all compliment the community. These all need to be part of future master planning effort in order to create a balance in economic development. Once growth happens, the community will want to keep the options of becoming a municipality open and in turn the plans of housing, land use, and economics need to take into account this possibility for the future. The Dutch John Advisory Committee will prepare a list of suggestions to the County that will offer other amenities to tourist for future economic growth potential.

For example, if it is undesirable to increase the trip counts on the river, then improvements can be made to the experience as a whole for visitors, including:

- Trails and organized hikes from the lodging areas;
- Evening options and activities;
- Promotion of photography and interpretive/educational activities;
- Activities for non fisherman (in many cases not everyone in a group or family wants to go fishing);
- Walkable business districts to the seasonal housing and visitors;
- Possible visitors center/activity center;
- Increased use of the lake and its amenities.

Dutch John Image and Economics

When you walk the shores of the lake or along the riverside, there is a certain mystical feel that is unique to the Green River/Flaming Gorge area. The community of Dutch John will look to adopt this and create that same feel. When tourists visit a place that has a certain unique essence to it, people want to remember it and take a piece of it home with them. While Jackson Hole is a poor comparison to Dutch John's desired goal, it shares some of the same basic amenities with the Snake River, Teton National Forest and historic prestige; allowing for the Advisory Board to use certain elements as a model for economic growth.

Everything in a community like Jackson from the location of different zones, street widths, architecture, fencing along main streets, lighting, landscape and much more are all carefully evaluated to give a certain experience that compliments the natural surroundings. Jackson has that magical feel, just like the banks of the Green River do, and just like Dutch John will be welcoming in the coming years with new development.

The following are just some of the areas Dutch John is concentrating on currently and with future development projects:

- Improved sense of place and defined identity to encourage sales,
- Defined Gateway to the community;

- Proper planning to layout the future growth, promoting tourism experience;
- Separation by zoning of fulltime, seasonal and tourist housing;
- Increased landscape and community pride;
- Regulations on residents to keep a clean community;
- Architecture requirements to enforce that look and feel.

4.7 Economic Resources

There are a number of grants and programs designed to help rural counties and communities with economic development and marketing. A number of businesses and organizations have been formed to help rural areas strengthen their economy. Resources include:

- *National Agricultural Library, Rural Information Center.* <http://www.nal.usda.gov/ric/ricpubs/tourism.html>
- *Economic Development Resource Library.* <http://www.ed-central.com>
- *National Rural Economic Developers Association.* <http://www.nreda.org>

The U.S.F.S has partnered with other communities to jointly promote recreation and visitation to areas with national forests. Case Studies: Forest- Based Partnership Initiatives. U.S.D.A. Rural Information Center. <http://www.nal.usda.gov/ric/ricpubs/fscases.htm>

David Kolzow, of Kozlow and Associates, prepared a presentation called the “Five ‘R’s’ for Building a Diversified Rural Economy.” It can be found at the following web address, www.ruralouisiana.com/economicconference/2ndConference/Presentations2005/DAVE%20KALZOW.ppt

Funding Sources

Three funding source guides and grant lists that may be of relevance to Daggett County are:

1. **National Guide for Funding Community Development:** The Foundation Center, 1998. Identifies foundation and corporate direct giving programs supporting community improvement projects, economic development, business promotion, community funds, community service clubs, housing, employment, vocational training, and more in the United States.
2. **Funding Sources for Community and Economic Development 2005/2006: A Guide to Current Sources for Local Programs and Projects.** Westport, CT: Oryx Press (and imprint of Greenwood Publishing), 2005. Describes a range of federal and state government, foundation, corporate, and other funding sources supporting community and economic development, including funding for capital campaigns, construction projects, equipment acquisition, travel, cultural outreach, social services, research, and general operating support.
3. **Building Better Rural Places: Federal Programs for Sustainable Agriculture, Forestry, Entrepreneurship, Conservation, and Community Development.** Washington, D.C.: United States Department of Agriculture, 2004. Lists United States federal government grant, loan, cost share, technical assistance, and other support for agriculture, forestry, fisheries, wildlife, conservation, land and resource management, alternative crops, watershed issues, and related areas with an emphasis on value-added diversified enterprises, sustainable practices, and community development. Provides program descriptions and reviews application procedures,

financial information, eligibility, uses, restrictions, and contact information. (Available through the clearinghouse [Appropriate Technology Transfer for Rural Areas – ATTRA](#).)

Chapter

5

Chapter Five – Moderate Income Housing Element

5.1 Chapter Vision and Overview

The people of Daggett County value its history of being a neighborly, rural, and agricultural community. The preservation and improvement to the area's quality of life is of utmost importance to the residents and business owners. Daggett County's vision includes an area where residents, tourists, businesses, and governments come together to create an attractive, safe, well-maintained, and economically viable place to live, work and recreate. Residents value the area lifestyle and would like to increase the opportunity to remain in the County as lifetime residents, and the County therefore encourages community development that provides housing for a full range of life-cycle and economic needs.

5.2 Affordable Housing Requirements

The State of Utah recognized in Section 10-9a-403 of the Utah State Code the availability of moderate-income housing is a statewide concern, and it requires counties and municipalities to propose a plan for moderate-income housing as part of a General Plan.

"Moderate-income housing" is defined as housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income of the County for households of the same size, or in other words, 80% of the area median income (AMI).

According to this information, moderate income in Daggett County is defined as households of four with an income at or below \$30,840 (80% of \$38,550). Using this measure, approximately 37.10% of the County's residents would be classified in the moderate-income category. Three other commonly used benchmarks in housing programs include 60% AMI, 50% AMI, and 30% AMI.

The spirit of the statute is to ensure that people with moderate incomes who desire to live in Daggett County can do so. The County will look to offer a reasonable opportunity for those of moderate income to obtain housing in the community and to fully participate in all aspects of neighborhood and community lifestyle during all stages of their lives. In addition, Title 'VIII of the Civil Rights Act of 1968' (Fair Housing Act), prohibits discrimination in the sale, rental, and financing of dwellings, and in other housing-related transactions, based on race, color, national origin, religion, sex, familial status, and handicap (disability). The Utah Fair Housing Act also prohibits discrimination on the basis of income source.

5.3 Existing Demographics and Housing Conditions

It is vital to look at where the County's housing conditions are now and where they have been in relation to the region and the State of Utah before fully understanding the direction for the future. Part of what has kept this community rural has been our fallback from the State's growth rates, though we can expect that at some time in the future we will start to catch up in these areas. As this correction takes place in Housing and Economics, it is crucial that growth be carefully guided. Below are listed some of the existing historical demographics that are noteworthy.

Population

According to a 2006 population estimate, Daggett County's total population has now reached 950 residents. With a population growth rate of 2.8%, Daggett County is growing at a much slower rate than the rest of the state of Utah, with a statewide growth rate of more than 14%. Daggett County also has a smaller household size than the state average, 2.48 residents per household compared to Utah's 3.13.

Age

An aging population can have impacts on economic growth and housing issues. On the whole, Daggett County is an "older" county than the rest of the State of Utah. The median age for the county is 39.2 years, well above the state median age of 28.5. Daggett County also exceeds the national median age of 35.3 years. Further, the County's population of resident's 65-years old and over is double the state average at just over 16% of the total population. There are also a much smaller percentage of residents under age 18 with 20% of the County compared to a 30% average statewide.

Income

The rate of median income of a county determines the affordability of housing. In 1989, the US Census reported a median income for Daggett County of \$26,167. Using the Consumer Price Index to adjust this figure, we arrive at an estimate of \$43,956 for the 1989 median income in 2007 dollars. Using this same methodology, the estimated 2004 median income of \$36,667 (the most recent income data available), has been estimated at \$40,432 in 2007 dollars. It is apparent that Daggett County's median income is not rising as fast as inflation. Further, when adjusted for 2007 dollars, the median income is actually lower than it was almost two decades ago. For purposes of this plans analysis, the 2000 census figure for median income (\$38,550) is used to calculate the 80%, 60%, and 30% Adjusted Median Incomes (AMIs) and Daggett County affordability.

Education

The Harvard study "The State of the Nation's Housing: 1999," found that people with a college degree have a higher likelihood of becoming homeowners. This can be attributed to an increase in earning power among those with degrees as compared to those without college degrees.

Nationally, males with a high school diploma earn 60% more than those without a high school diploma. Males with a bachelor's degree earn 230% more, and those with graduate degrees earn 300% more than those who have not completed college.

In Utah, data from the State Office of Education shows that high school drop-out rates tend to be greater for students from school districts with concentrations of low-income and minority families. While high school graduation rates for Daggett County are at 83%, which is above the national average of 80%, they are under the Utah average graduation rate of 87%. On the other hand, overall educational attainment is lower than the state and national average, with only 12% of Daggett County's population having achieved a bachelor's degree or higher, compared to 26% statewide and 24% nationwide.

The predominance of agriculture and tourism related jobs within the County and extractive jobs outside the County's boundaries that do not require degrees may have contributed to this statistic. The lack of professional jobs within the County that require a college degree makes it difficult for those who grew up here and achieved a degree to return and raise a family.

OBJECTIVE 5.3.1 Existing demographics for the County –

POLICY 1: The County will continue to gather information on the existing lifestyle demands of its residents to further aid in the decision making of improved land use and development practices;

5.4 Affordability Analysis

The U.S. Department of Housing and Urban Development specifies that "affordable" housing costs mean that total housing costs consume no more than 30% of a household's gross monthly income. From this we can come to the following:

- \$38,550 is the median income (based on 2000 census);
- 80% of that is the AMI of \$30,840;
- 30% of this equates to \$638 per month.

This is the maximum (\$638 per month) that should be spent on housing for a person or household of moderate income making 80% of the AMI. This monthly number includes mortgage or rent, as well as utilities and annual improvements. The same follows for persons/households at 50% AMI; affordable housing costs would be no more than \$348 per month for a person making \$19,275 annually. For households at 30% of AMI (\$11,565) housing costs should not exceed \$156 per month.

Although conventional wisdom is that family housing expenditures should not exceed 30% of their income, low income families and individuals often spend 50% of their income on housing within Daggett County. For low income families and individuals, retaining physical shelter has become an overwhelming preoccupation that overshadows other economic necessities (e.g., proper food and medical care). In Daggett County, over 13% of renter households pay more than 30% of their gross income to cover housing costs, with just over 10% of owner households doing the same (2000 Census). Evaluations from this general planning process estimate that by the next census in 2010 this percentage will be much higher. The housing cost burden limits each household's ability to handle crisis, gain better job skills, and to get higher paying jobs.

The need for moderate-income housing is greater in Daggett County than it is in the Uintah Basin as a whole, but there is a serious need throughout the entire region. Some applicants for the County's Affordable Housing program were just above the income limits to qualify for affordable housing per the federal guidelines. With increasing land values, higher construction costs and tighter mortgage markets, it is becoming more difficult for those in the moderate income levels to purchase their own home. The

Moderate Income Housing Element – Chapter 5

percentage of people with moderate incomes in Daggett County is 37.10%, while that of the overall Uintah Basin is 26.96%. Given the energy boom occurring in the Uintah Basin, it is not surprising that the percent of moderate incomes is lower region-wide.

Table 1 - Number of Households by Percent of Daggett County Median Income				
Area	<30% AMI	<60% AMI	<80% AMI	>80% AMI
	\$11,565 or less	\$11,565 to \$23,130	\$23,130 to \$30,840	Greater than \$30,840
Daggett County	6.99%	24.38%	37.10%	32.00%
Uintah Basin	10.84%	26.31%	26.96%	25.89%
<i>NOTES:</i>				
1) <i>Uintah Basin is comprised of Daggett County, Duchesne County, and Uintah County.</i>				
2) <i>The breakdown by percentage of AMI is based on 2000 Census income categories that have been adjusted for inflation using the consumer price index.</i>				
3) <i>Percentage AMI break point estimates between census categories break points were inferred using simple linear proportions.</i>				
<i>Source: 2000 Census, Bureau of Labor Statistics CPI Index, CRSA</i>				

OBJECTIVE 5.4.1 The County will continue to recognize each AMI group –

POLICY 1: In addition to moderate income housing seen here as the 80% AMI, Daggett County will work on improvement possibilities in land use and development to include provisions for low income (30% - 60% AMI) housing options;

POLICY 2: Where possible, the County would like to see proposals for land development that mixes lot size and pricing to accommodate different AMI and lifecycle groups;

POLICY 3: As where most new developments in Daggett are targeting second home recreationalist, the County may look to adopt a regulation in selected communities that requires a percentage of development to meet low and moderate income housing to avoid additional imbalance in opportunity.

POLICY 4: In conjunction with Policy 3, the County will also look to increasing existing community density to avoid rural sprawl. Both sprawl and developments singling secondary homeowners severally tax the funds of the County while offering minimal income potential.

5.5 Available Housing Stock

Single Family Housing

As mentioned earlier, \$30,840 represents 80% of Daggett County’s median income. Assuming that 30% of the gross monthly income should go towards housing, this allows about \$638 per month for housing costs. Of this \$638, approximately \$133 will be spent on utilities, leaving the rest to be spent on a mortgage or rent, insurance and taxes.) This income would allow the purchase of a home for approximately \$102,000, with a 30-year mortgage with a fixed interest rate of 6.5%. Using 2000 census numbers, there are 82 single-family homes valued at or below \$100,000. However, 2000 Census data shows that only 15.9% of mortgaged homes have payments under \$700.

Affordable Payment at Income Level	80% AMI	60% AMI	50% AMI	30% AMI
Income Level	\$30,840	\$23,130	\$19,275	\$11,565
Affordable Monthly Payment	\$638	\$445	\$348	\$156
<i>Note: Affordable payment is 30% of gross monthly income less \$133 for utilities (\$68 for gas/propane, \$65 for electricity)</i> <i>Source: HUD, 2000 Census, CRSA</i>				

Although the average purchase costs for available homes in Daggett County are below the national and Utah state averages, the income is also greatly lower for a large percentage of residents. Though many homes may show they are for sale, the actual vacancy rate is very low, which leaves little room for growth or movement.

Multi-Family Housing

Multi-family housing is usually a viable way to provide affordable housing to the lowest incomes, and the County is encouraged to work with developers to construct new multi-family duplexes and apartment buildings which can provide affordable, yet more permanent and higher quality housing than the existing mobile home parks. Attaching units together reduces overall construction and maintenance costs, and uses land much more efficiently than single-family dwellings. Further, typically low to moderate income individuals and families are unable to afford the cost associated with single family yard maintenance. This leaves many mobile home parks with a higher level of blight. The County does not discriminate against mobile homes and in fact recognizes their importance as a housing option for full and part time residents. The County feels that higher density solutions for low to moderate income households can be solved with multi-family housing. These solutions also fall in line with the County's effort to build a positive and inviting community character. With very little available multi-family housing, Daggett County will begin to plan for an increase in the number of these units. It is important to note that permanent and rental units can be part of the same multi-family project.

Rental Market

The majority (61.1%) of monthly rental rates fell below the \$750 mark in 2000. However, census percentages for available rentals are further hurt with 40% of the reported available rental units not available for cash rent. Many of the rental units in the County are of very poor quality, and a new investment in good quality, multi-family housing would be very beneficial in both creating new affordable units and cleaning up the appearance of the community. Further straining the rental market is a region-wide shortage of housing available to workers associated with the energy boom currently being experienced by the Uintah Basin, as well as Sweetwater and Uinta Counties of Wyoming. Companies are filling up all available rental units and reserving hotels and motels entirely for their employees with multi-year contracts. When all available housing and lodging is filled by unmet housing needs from outside the county, it leaves little opportunity for local housing demands to be met – let alone provide space for tourists and economic monies.

There is also a demand on the County for rentals that have little to no exterior maintenances. With a percentage of the community, elderly, seasonally employed, or making well below even

the 50% AMI numbers. This shows a need for the County to invest in rental housing that has less demand of time and money in exterior care.

Understanding Life-Cycle Housing

The concept of life-cycle housing identifies the desire or need for different housing types throughout the different stages of an individual's life.

This can be demonstrated in the following:

1. As a youth or single adult, a new resident may want to live in a rental unit that is shared with others while they establish themselves in a career or seek education;
2. As they establish stability in their finances, they may desire a rental place of their own;
3. An individual or young married couple may want to purchase their first home, but may only be able to afford a small home on a small lot, or a small townhouse in a multifamily housing complex;
4. As a young family grows, they may need to move into a larger home with more yard;
5. As their children move out, an older couple may wish to downsize from a larger home to a small home or townhouse that demands less time and effort to maintain;
6. And as a couple or individual becomes older they may require the assistance of senior care facilities.

Mixed Development

Providing a variety of housing types in a neighborhood provides housing for people of varying abilities. By providing quality, accessible housing in a neighborhood, the elderly, disabled, or others with special needs are able to live with a degree of independence, and can still live close to friends and family that can provide assistance when it is needed. A diverse housing plan that provides affordable housing to all segments of the population creates complete neighborhoods, rather than housing developments that cater to only one specific socio-economic group.

Entry-Level Housing

Town homes and condominiums offer an attractive means of entry-level housing. At the present time, this type of housing is not available within the County. The lack of entry-level housing is reflected by the smaller percentage of population in the 20-35 year age groups. This is an age group that the County wants to attract, as it will benefit the school system and the community in general. Providing this form of housing will greatly aid in elements required to attract new businesses that are both seasonal and year-round in nature.

Elderly Housing

Many seniors prefer to live in the same community when circumstances require that they move out of their homes (At the present time, there are no assisted nor senior living units, including independent living and congregate care, in Daggett County). With an older average age in the County than other parts of the State, Daggett needs to address this issue and help bring balance to the spending/living environment of seniors in the County. This in turn will make available other housing options currently being used by the elderly.

Special Needs Housing

The lack of affordable housing, and particularly of affordable housing targeted to those at or below 60% of AMI, is a major contributor to the slow economic growth within the County. According to the 2000 census this includes more than 31% of Daggett County's population and it is estimated to be higher than that by the 2010 census. Affordable housing targeted at very low-income households will include rental housing as many families with incomes at 30 to 60% of AMI simply cannot qualify for loans. This not only creates a problem for these individuals, but affects the economic balance and social attitudes of all citizens. Often these individuals work in tourism services jobs and their attitude leaves an impression of the County with visitors.

OBJECTIVE 5.5.1 Encourage housing that meets the demands of all stages of the life cycle, including starter and senior housing, where appropriate –

POLICY 1: Expand the range of existing housing available to accommodate the housing needs of a wider range of life stages;

POLICY 2: The County will look at locations for multi-family or town home mixed-use developments within the regional master planning.

POLICY 3: The County will need to evaluate possible incentives to allow for development of starter and senior housing in appropriately zoned areas;

POLICY 4: The County may look at options of requiring percentages of new development to accommodate different user groups along delineated areas of a community in order to bring back a balance to demands by the community.

POLICY 5: The County understands that elderly living is not only a product of the lifecycle but also sought after as the Flaming Gorge Region increases as a destination place. The County will further research the needs for improvements to elderly housing to in turn increase a demand and desire by existing and respectively potential citizens and businesses.

5.6 Dutch John Housing Plan

The area of Dutch John is a unique community within Daggett County. With most of its housing going to those that are employed by local tourism and guide operations, the residents are more transient than in other parts of the County. The County will continue to proactively implement land use practices encouraging improvement in the overall condition of the housing in Dutch John. They are also looking to increase the community to a direction of more stable year-round residency. Future affordable housing development within and around Dutch John will need to focus on apartments, condos, townhomes, and small single-family homes and away from the image-depleting view of mobile home parks and federal facilities. County planning officials may want to eventually transition these areas into higher standard, yet affordable and more permanent housing options making a large contribution of creating an attractive 'sense of place destination' for Dutch John.

OBJECTIVE 5.6.1 Daggett County will continue to work with Dutch John to implement solutions for lodging and housing constraints –

POLICY 1: Plans will be welcomed by the County which provide new and attractive affordable housing options for river guides and other seasonal help. This should be located near the community's center and will need to include a plan to cleanup and revitalize the location of current accommodations;

POLICY 2: The County will welcome plans for lodging solutions that are sustainable and attractive in design. Guidelines will be generated as part of the Dutch John Regional Master Plan which will ensure that these new developments respectfully contribute to the natural landscape of the valley;

POLICY 3: As new developments are proposed for Dutch John, the County will want to explore mixed use developments that accommodate housing and commercial needs in a single structure.

5.7 Tools and Implementation Strategies

If the County wishes to improve availability of senior housing and owner-occupied entry-level housing, steps will need to be taken to provide a regulatory environment where this can take place. The following paragraphs describe some strategies that may be used to accomplish this objective.

Zoning for Higher Density

Higher density brings down the cost of units by reducing the cost of land per unit. Higher density can take a variety of forms – from accessory housing units to multi-story apartment complexes. Accessory housing units, duplexes, town homes, condominiums, and apartments are all examples of varying degrees of density. With careful design guidelines in place, many of these options will easily blend into the existing and desired fabric of County neighborhoods.

Accessory Dwelling Units

Accessory dwelling units (often termed “mother-in-law” apartments) have many benefits. In addition to providing affordable rental housing, they can allow first-time homeowners to gain access to homes that would otherwise be out of reach by renting out an additional unit. When homeowner’s income and/or need for more space increases, the accessory unit may no longer be needed as a rental. The homeowner can then expand into the space vacated by the former accessory unit.

Due to low construction costs, accessory units can easily be built to accommodate affordable housing needs. However, these units are often only feasible through the elimination of costly building code requirements. When creating zoning policies that allow for the creation of these types of units, it is important to make the process as simple as possible so that residents are not deterred from adding these units. The process to gain building permits for accessory units should be inexpensive and efficient.

Mixed Use

Housing in commercial areas is seen by many as a way to increase vitality in those areas while providing additional housing for all income levels. Mixed-use areas also work well in maximizing underutilized commercial space. This type of land use may be appropriate in Dutch John.

Neighborhood Acceptance Guidelines

Perhaps the most successful and easily implemented strategy for encouraging acceptance of affordable housing is to create and implement design guidelines. Good design can play a huge role in the overall acceptance of any affordable housing project. Design guidelines can ensure a smooth blend of multi-family housing units into a neighborhood. These guidelines can be used to guide materials, architectural features, landscaping, site layout, etc. Through design guidelines, the County can ensure that affordable housing is attractive and more likely to remain viable for a longer period of time.

Housing Assistance

There are a variety of housing programs available to help maintain and increase the County's present affordability. Some of these programs are listed below.

Preserving the Existing Stock

- HOME Investment Partnership Acts. http://www.hud.gov/offices/cpd/affordable_housing/programs/home/index.
- HUD's Title I Program. http://hud.gov/offices/hsg/sfh/title/ti_home.cfm.
- HUD's 203k Rehab Program. <http://www.hud.gov/offices/hsg/sfh/203k/203kabou.cfm>.
- Community Development Block Grant (CDBG).
- Utah Assistive Technology Foundation. (UTAF). Special Needs Housing. 1-800-524-5152.
- Section 202 Loans for Housing for the Elderly. <http://www.hud.gov>

Home Ownership Programs

The County could choose to directly subsidize the purchase of homes within the County limits. The County could also target certain areas that could benefit from increased community investment that comes from home-ownership. One such program is funded by the City of Logan, and called the "Welcome Home Own in Logan" and is administered by the Logan-based Neighborhood Non-Profit Housing Corporation. St. George also has a similar program.

- Community Development Corporation of Utah (CDC). 801-487-6275.
- Habitat for Humanity. 801-463-0554.
- Utah Housing Corporation. 801-902-8200.

Rent Assistance and other Resources

- Utah Division of Housing and Community Development. <http://housing.utah.gov/>
- Low Income Housing Tax Credits, Utah Housing Corporation
- Olene Walker Housing Loan Fund Program
- Fannie Mae. <http://www.fanniemae.com>
- USDA Rural Development. Janice.Kocher@ut.usda.gov
- Federal Home Loan Bank of Seattle. 1-800-973-6223

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Chapter

6

Chapter Six – Land Use & Regional Planning Element

6.1 Chapter Vision and Overview

Daggett County understands the role that adequate and effective land use and development regulations play in designing communities for the benefit and enjoyment of their residents. The County supports implementing the land use and building regulations necessary to maintain the County's existing rural character and vastly scenic environment. It also sees improvements needed to the way different industries including recreation do business in the County. These improvements start with land use and the future plans for regional master planning.

Land use is the base for all new development and management in existing communities. Citizens of Daggett County encourage growth only at the levels supportable by each community and in line with the small town rural character that presently exists. All new development or reconditioning of existing lands will need to fall into the western alpine theme chosen by the County. The majority of communities currently located in the County are within Agriculture, Ranch, or specialized recreation regions, requiring all improvements and developments within the County to recognize these in their design scheme.

Daggett County is in a position of rebuilding from constraints and issues that have risen over the last 10 plus years. Though smart development and financial growth will be welcome to the County, it will be a firm stand of the County to evaluate each new development in detail. It is the County's desire to further follow this General Plan with Regional Master Planning that will look in more detail what issues need to be address immediately and what design characters need to be implemented.

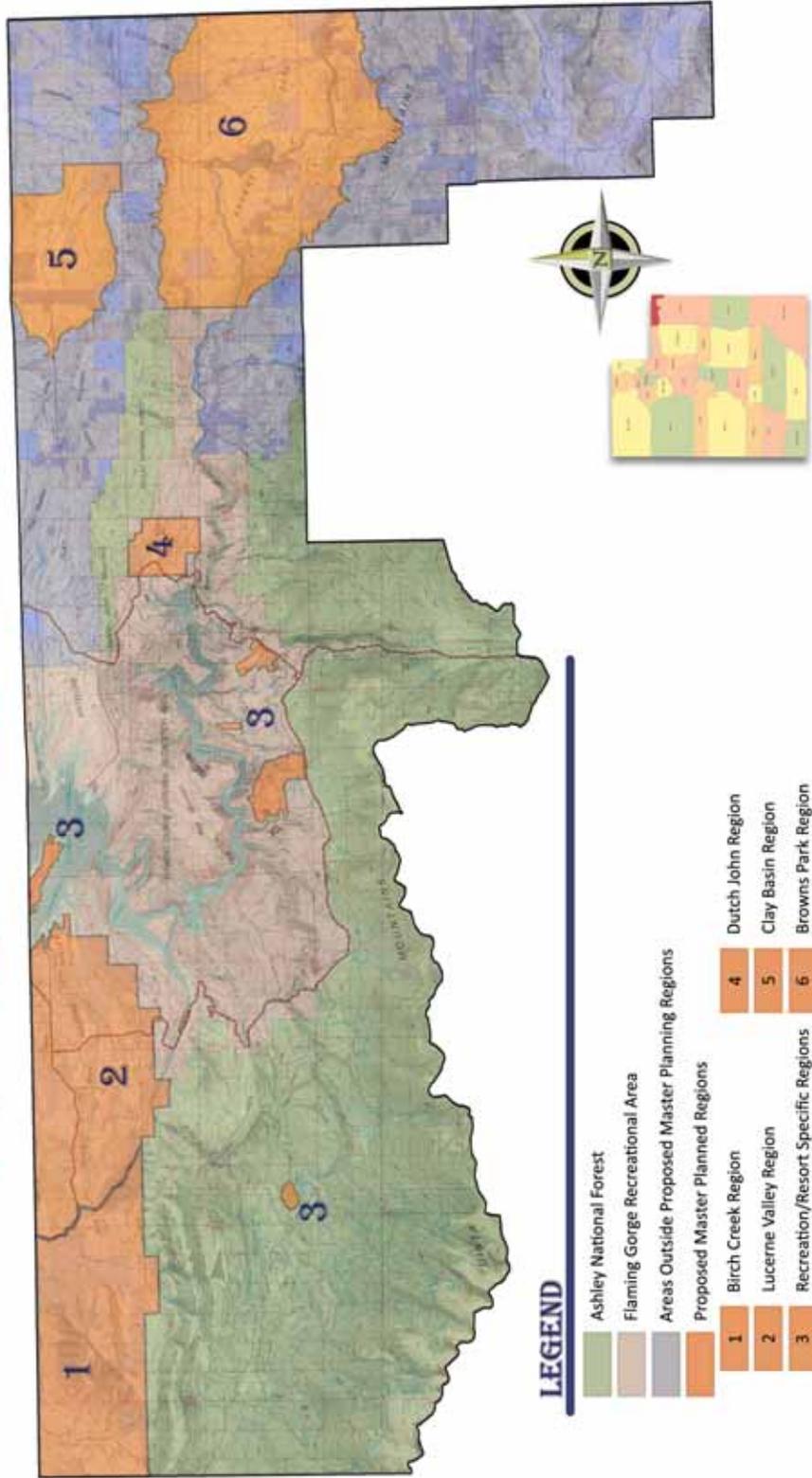
6.2 Existing Land Usage

Daggett County is diverse in uses, growth potential, municipal positioning, and geographic influence. With this diversity comes an understanding that each different region of the County may need to have a different focus on land use. The County recognizes the following regions:

1. Region of Birch Creek;
2. Region of Lucerne Valley;
3. Region of Recreation/Resort Specific;
4. Region of Dutch John Valley;
5. Region of Clay Basin;
6. Region of Browns Park;

DAGGETT COUNTY, UTAH

Proposed Options for Regional Master Planning



A larger PDF version of this and all maps in this General Plan can be found at:
<http://www.daggettcountry.org/DocumentView.asp?DID=1013>

6.3 The County by Region

Though the County recognizes the different demands within each region, it also understands the need for a singular global approach to land use. Chapter 6 as a whole will discuss an overall outline for decision makers of Daggett County. Within this section (6.3) we will discuss additional character elements for each region.

At the end of this section (6.3) will be examples of options for each region. These have been comprised from the General Plan process though are meant to be used as a starting point for future master planning in each region. They show proposed boundary map options for the county. Below are short descriptions for each region in the 'proposed options for master planning'.

.1-Birch Creek Region

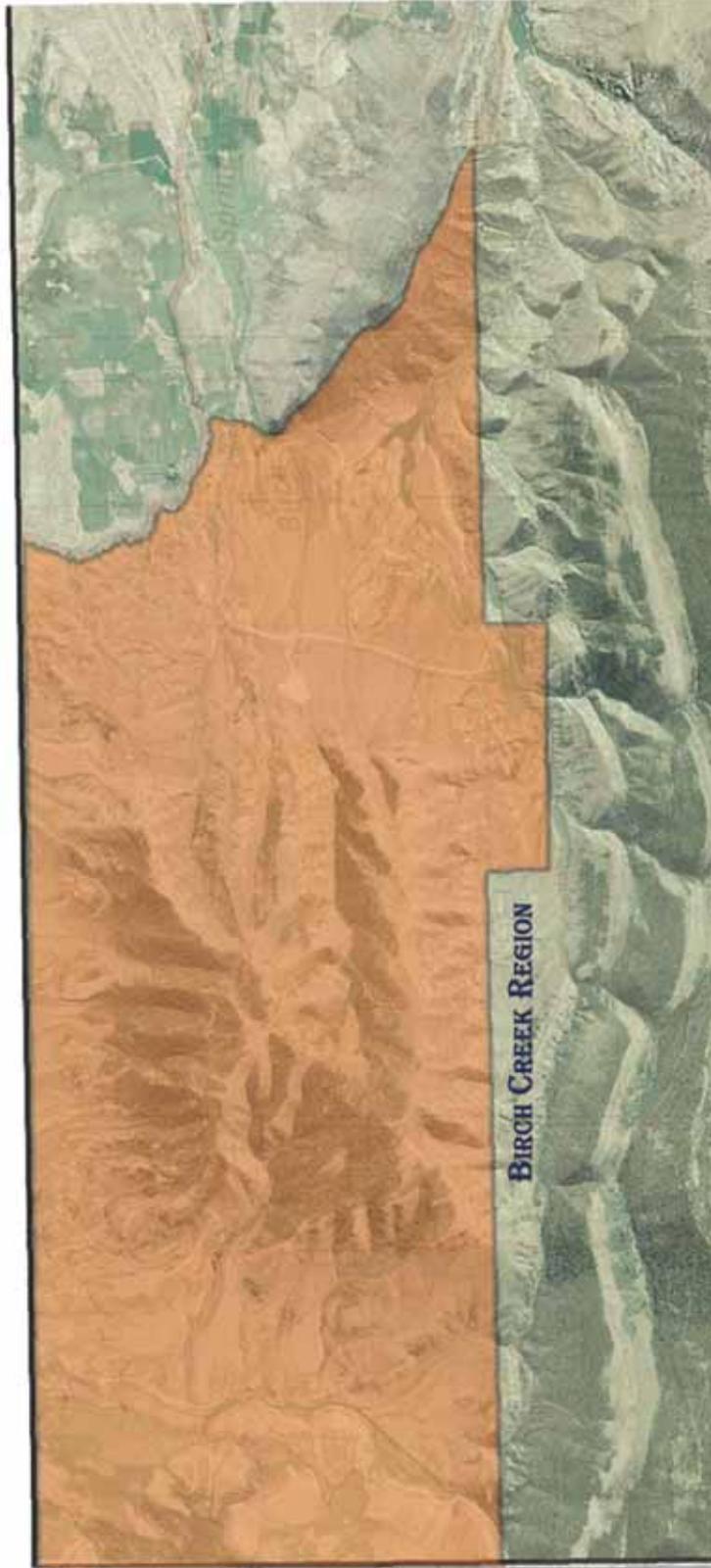
The Birch Creek area is a small area on the Utah/Wyoming border in the north western part of Daggett County. It is accessible through Wyoming or the Ashley National Forest and is an area that has close ties to the land, with agriculture, hunting, timber and recreational use being the historical uses of the area. The production of cattle and needed hay has been the main use of the private land. The saw mills that once operated in this area have closed, but some harvesting continues on Phil Peco, with the wood processing occurring outside of the area. There is little commercial development in the area and residents like it that way. Cattle continue to wander the open ground and use the nearby forest land for grazing during the summer months to allow for production of hay and grass for the winter months. Because this is an important access area to the forest, some development of trails, trailheads and other small amenities like cabins or other lodging might be possible in the future. Proposals would have to be carefully considered and should have minimal impact on the forest and agricultural lands of this area.

2-Lucerne Valley Region

The Lucerne Valley Region is made up from several communities. The Town of Manila is at the heart of most commercial businesses in this region as well as home to most the town's and counties municipal offices. Manila is further supported by surrounding agriculture and ranch lands. The Lucerne Valley is a gateway to many of the popular recreational destinations in the County, though care will be taken to make the communities within this region, destinations of their own. Over the last few years, the town and county have invested great efforts to cleanup and lift the image of this region. It will remain the continuing goal of the County to support all efforts to increase value, produce a desirable destination, unify standards & public systems, demand cleanup & property maintenance, and economic viability, while supporting development standards that promote sustainable growth without compromise to the area. The County will support Manila's efforts to reach these goals and work with the town in areas of the region not part of the towns boundaries. There are demands for increased retail as many residents travel outside of the County for many basic needs. Other needs include day and nighttime activities for residents and visitors, lodging to trigger increased sales to existing businesses, and possible lake based resort cluster. Proposals for this region will need to be sensitive to the needs of Manila, the County, and the agricultural green belt. Plans should promote but be sensitive to the surrounding recreational opportunities and should find ways of increasing a sense of destination promoting economic sustainability.

DAGGETT COUNTY, UTAH

Proposed Options for Regional Master Planning ~ Birch Creek Region



A larger PDF version of this and all maps in this General Plan can be found at:
<http://www.daggettcounty.org/DocumentView.asp?DID=1013>

DAGGETT COUNTY, UTAH

Proposed Options for Regional Master Planning ~ Lucerne Valley Region



A larger PDF version of this and all maps in this General Plan can be found at:
<http://www.daggettcounty.org/DocumentView.asp?DID=1013>

3-Recreation/Resort Specific Region

This region is broken apart and includes locations within and surrounded by the Flaming Gorge National Recreational Area lands. This is a smaller region of the county that has is diverse in usage by mainly servicing camping, hunting, fishing, wildlife viewing, and other recreational direct needs. These communities are located deep within the public lands and particularly in heavy use areas of recreational interest. These communities are showcases in many ways to the outside world coming to visit Daggett County. The County continues to support improvement and expansion of resort lodging and other amenities within these areas while being cautious to potential impacts. Trip counts on the river, lodging rentals and other calculations show that growth is not the main concern of these regions. The County will continue to work with leaders and residents of these communities in effort to find ways of increasing dollars spent and continuing to promote the exceptional opportunities within this area. The County will look at ways to add additional opportunities to spread the use around and minimize the impacts of high use areas like the Green River and the Flaming Gorge Reservoir. Seasonal and workforce housing has been a concern of the County and will continue to be important part of new plans for improvements to these regions. Development of other recreational opportunities throughout the County like golf, trail riding and other amenities will show a need for sustainable growth in the Recreation/ Resort Specific Region.

4-Dutch John Region

Dutch John is an unincorporated gateway community centrally located in the heart of Daggett County's recreational amenities. Though not an incorporated municipality, Dutch John does benefit from having an organized advisory board and certain infrastructure elements. There is a need for increased housing accommodations before further development can occur. This is a committee made up of residents, business owners, and government employees. The main purpose of master planning in this region will be to take the community, which was once built to house employees of the Flaming Gorge Dam and the lake construction, and transform its image to support the recreational use it serves today. Recreation is not the only, thought it is the main industry of the Dutch John Region. Proposals should include improvements to this industry as well as increase the image of the community to become a more attractive recreational destination. The focus of recreation in this region has been on the river and lake, but other attractions should be promoted such as possibilities like an improved gun range, trail systems tied into the surrounding public lands, recreational rentals, tours, and possibly a golf course. The same care and attention to detail that is seen in places like the Green River and other surrounding amenities will be required to be put in place by all new development and redevelopment projects, showcasing the majestic vistas of the region and areas it serves.

5-Clay Basin Region

Clay Basin is located in the northwestern region of the County and is primarily used for grazing lands and the energy industry. The main facility is a gas storage and service operation located at the northwestern part of the region. There is a small residential community located here which is one of the oldest in the county and presently is associated with the energy industry. This also serves as a gateway to the Browns Park Region for travelers from Rock Springs and within Daggett County. Possibly more so than other regions, new proposals will need to look at public lands issues for this region and the Browns Park Region.

DAGGETT COUNTY, UTAH

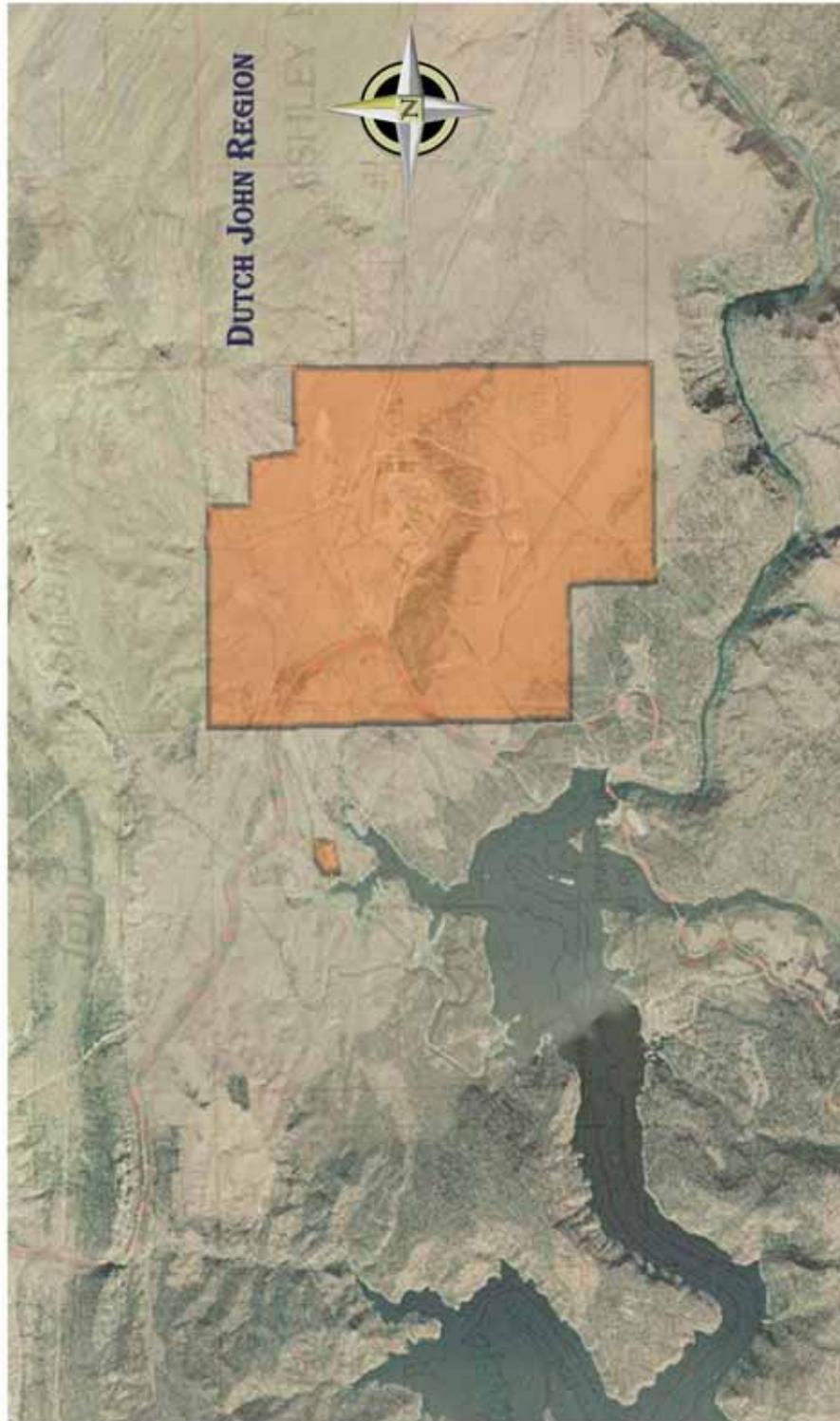
Proposed Options for Regional Master Planning ~ Recreation/Resort Specific Regions



A larger PDF version of this and all maps in this General Plan can be found at:

<http://www.daggettcounty.org/DocumentView.asp?DID=1013>

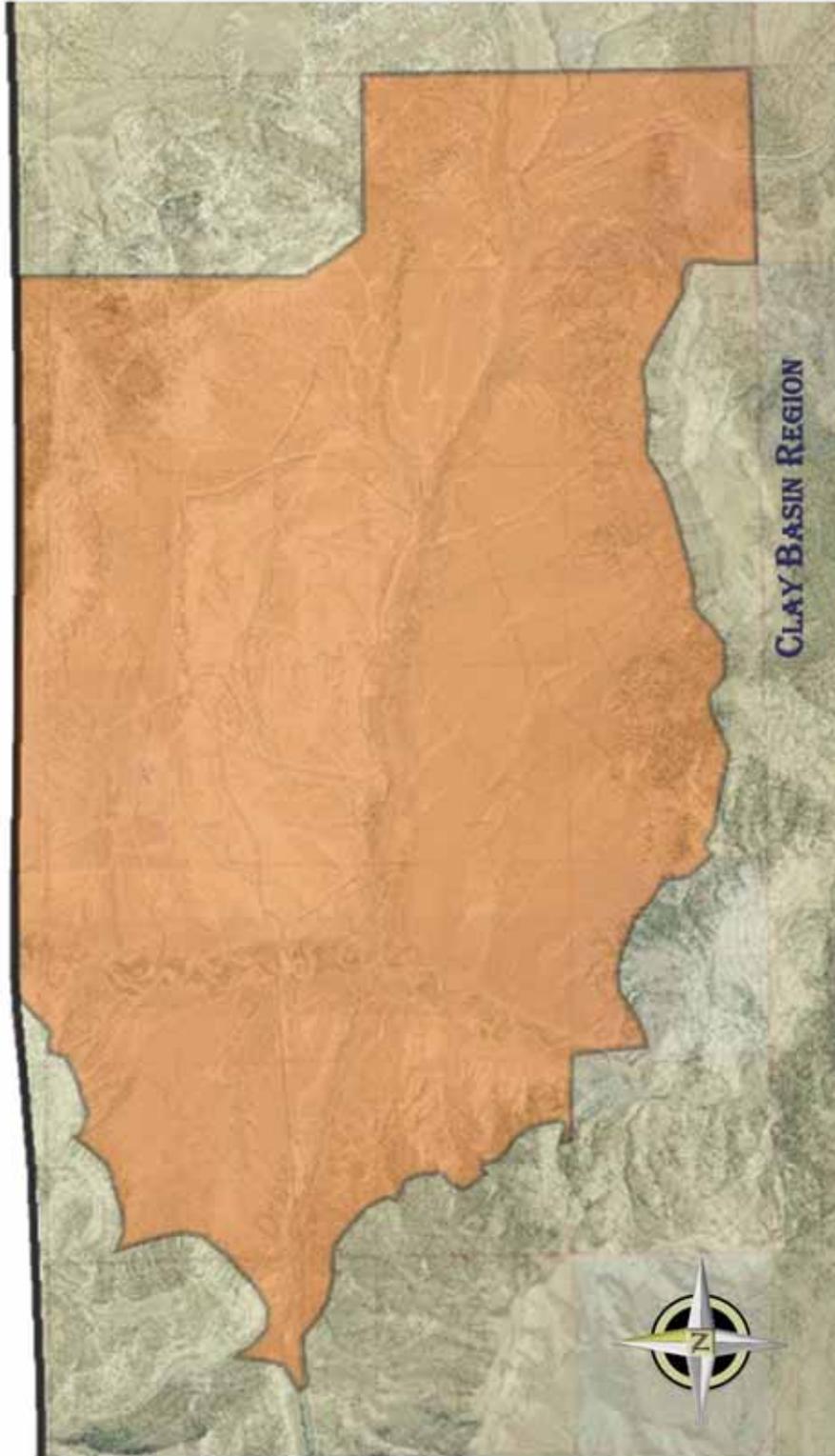
DAGGETT COUNTY, UTAH
Proposed Options for Regional Master Planning ~ Dutch John Region



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DAGGETT COUNTY, UTAH

Proposed Options for Regional Master Planning ~ Clay Basin Region



A larger PDF version of this and all maps in this General Plan can be found at:

<http://www.daggettcountry.org/DocumentView.asp?DID=1013>

6-Browns Park Region

The Region of Browns Park is rich in history and stories of the old west. In the center of the valley runs the World Famous Green River and a corridor of recreation and wildlife amenities. Surrounding this are grazing, agricultural lands, and an energy corridor. The county welcomes improvements to the Taylor Flat community and layout. Residents in this region enjoy the solitude, history, and these landscapes. New road improvements more adequately connect Utah, Wyoming, and Colorado in this region. The County would also like to see proposed improvements to the possible recreational opportunities in this area. New proposals to this area will need to incorporate these existing landscapes into their plans for improvement and development.

Public Lands Areas

Nearly 90% of the lands in Daggett County are owned and managed by state and federal agencies. The remaining approximate 11% of privately owned land in Daggett County has nearly 44,000 acres (90%) set aside for agricultural purposes. **This equates to over 98% of Daggett County falling into the 'Open Lands' category with (80%) public lands, (9%) State Lands, and (9%) Agricultural & Ranch Lands.**

With such a high percentage of the County dedicated to these common space land uses, it is vital that Daggett County continue a high interest and involvement in any developmental use, growth, or changing State and Federal regulations of the County's public lands.

The 80% of public lands are mainly created from the Ashley National Forest, BLM, and the Flaming Gorge National Recreational Area. The County recognizes that there is no real way to create a situation of 'no impact' to these sensitive lands and still allow the public's ability to take in its beauty. Though, the County will continue to find ways to protect these resources without compromising the ability for their public use.

OBJECTIVE 6.3.1: Master Planning Regions of the County -

POLICY 1: The County will look to adopt a process for developing master planning in different regions of the County;

POLICY 2: Planning and Zoning for the County will work to form committees within each region to help represent the desires and demands for each region. This process should begin with or have an emphasis on the Dutch John Region;

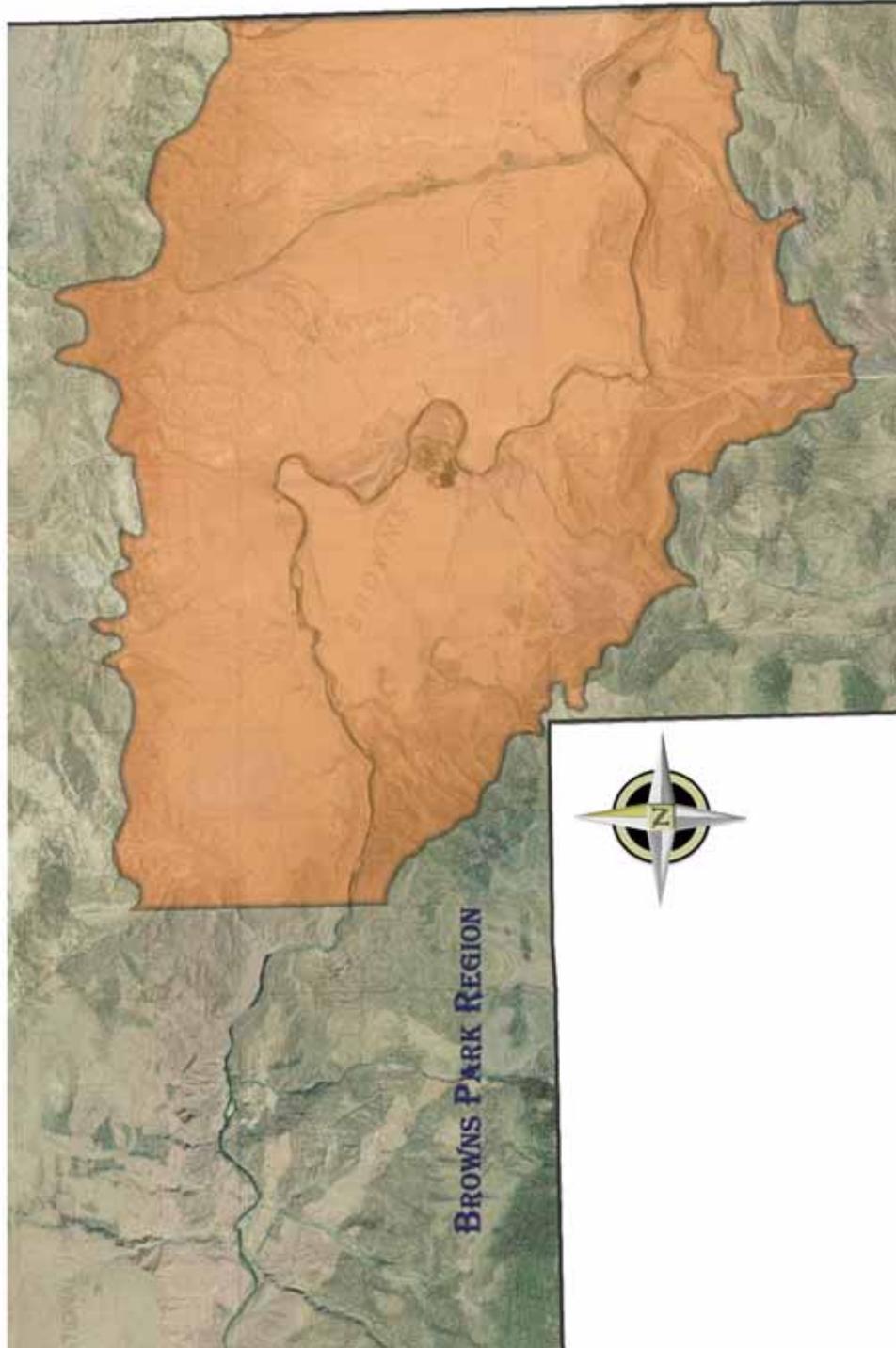
POLICY 3: Daggett will look to the immediate implementation of regulation that will allow more in-depth evaluations on new development until which time the regional master plans are adopted;

POLICY 4: The County will take the outline in this plan of different regions within the County and confirm the boundaries. GIS mapping will then be created for each region, including a breakdown of census and other GIS database information for each to the respected boundaries;

POLICY 5: The Planning and Zoning board will set a schedule to address each of these regions with master planning efforts. It is recommended that the Dutch John and Public Land Regions possibly be the first regions to address. It may be necessary for each region to have business owners and members of the community involved in the master planning such as the Advisory Board for Dutch John.

DAGGETT COUNTY, UTAH

Proposed Options for Regional Master Planning ~ Browns Park Region



A larger PDF version of this and all maps in this General Plan can be found at:
<http://www.daggettcounty.org/DocumentView.asp?DID=1013>

6.4 Open Lands (Public Lands & Ag/Ranch Lands)

'Open Lands' make up nearly the entire County and account for the vast amounts of scenic view sheds throughout the area. It will remain the goal of the County and its leaders to work with both public lands agencies and agriculture/ranch land owners in protection of these areas. With a large share of tourism money being spent outside the County borders (before or after visitors stay within the County), there is room for economic improvement to be made without a large increase in the number of visitors to the area. By working closely with state and federal agencies, as well as local land owners, these activities and economic generators can be revised to increase dollars spent within the County while maintaining current visitor impacts to the lands.

Open Lands are a vital part of the lifestyle here in the County as they make up approximately 98% of the land use. Open Lands should never be looked upon as land waiting to be developed however. The County will need to continue to address areas within the County as 'scenic and sensitive zones'. These areas may possess open lands or merely be a vital corridor to important open lands. A large part of the heritage in the County has come from ranching and agriculture. It will remain the goal of Daggett County to continue the support of these land uses. The County will look for ongoing solutions to the hardships in this lifestyle as well as the economic structure. It will be the County's intent to also look for ways to grow this industry rather than just protect it. Renewable energies, expanding agricultural lands, and advancements in the industry's technology will be investigated.

OBJECTIVE 6.4.1: County will continue to support the agriculture and ranching industries as they are included in the valued 'open lands' for Daggett County -

POLICY 1: The County will continue to recognize agriculture and ranching among its important open lands resources;

POLICY 2: Research will continue to protect and preserve agriculture for the future including mapping that will show lands to remain as part of the community's landscape. These lands will not be open to dense developments and where permitted the County will require projects in these areas to follow guidelines that are sensitive to the agriculture and ranching environment;

POLICY 3: Continue to improve conditional permits for development that include: cluster designs with open-space throughout the design, encourage development that grants open-space to the County as a condition of approval, readdress property easements contiguous to open lands, as well as looking into tax credits, and/or "agricultural protection overlay zones";

POLICY 4: In conjunction with Policy 3, the County will develop design guidelines specific to the regions within the open lands region. Development guidelines will also be prepared for all other regions of the County based on the fact that every region has open lands and or is contiguous in some way.

POLICY 5: The County will continue work with state and federal agencies to open up access to Public "open lands" in a way that will allow for greater use by the general public without causing too great an impact or to spread the impact out from areas that are already being over used.

6.5 Scenic & Sensitive Area Overlay Zoning

The County recognizes the sensitivity in the vast amounts of open land, but also sees the need to identify areas within its communities that are valued as scenic and sensitive areas. As part of the region master planning, the County will identify these zones and map their locations. These are valued lands that need development guidelines, special zoning, and/or be marked as non-developable zones. The County will investigate the purchase of and/or land trading as one measure to protect these sensitive

areas. Areas of interest to be identified for this zone would include current and future gateways, view sheds, nature springs, wetlands, ridgelines, areas of geological interest, wildlife areas, open lands, and watersheds. Regulations will be put in place, specific to each region, which will protect and ensure the long term preservation of these elements while still allowing residents and visitors of the County to enjoy these amenities.

OBJECTIVE 6.5.1: Daggett County looks to preserve community valued lands -

POLICY 1: The County, as part of the individual region master plans, will identify scenic and sensitive zones to include current and future gateways, view sheds, ridgelines, wildlife areas, open lands, and watersheds. Regulations will be put in place, specific to each region, which will protect and ensure the long term preservation of these elements.

6.6 Land Use Economics

Locations of Income Generators

Along with being a generator for a community, economics play a large role in the development of lands. Simply adding one business can create a reaction of positive or negative impacts to adjacent business or an entire community. It will continue to be important to note that the County recognizes the locations of certain generating elements in a master planned area, with the same importance as the income it may generate. The County will continue to find locations within each region that will positively affect surrounding residential and commercial areas. Once identified, zoning, master planning, and other regulations may need to be imposed to properly promote and protect the use of these parcels.

Assessment of Land Values

Daggett County will continue to readdress economic growth for the County as well as each of the regions. As part of this ongoing effort it will remain necessary to continually evaluate existing land values. Land values directly affect new development though more importantly affects the cost of living and doing business within the County.

Manila, Dutch John, and other communities within Daggett are the Gateway to Flaming Gorge, The Green River, The Ashley National Forest, and other recreational nodes. A balance needs to be reached for 'affordable lands' in order to support seasonal business and affordable housing choices to residents. It will not be enough to meet national standards in the formula of a recreational community. Lands need to be available for the building of 'multiple' types of low, moderate, and seasonal housing. This will greatly increase the possibilities of individuals that work within the community.

The need for growth in the County includes jobs, affordable and seasonal housing, businesses that sell basic items such as clothing, and possibly some small industries that would not conflict with the rural lifestyle and scenic lands. Growth in these areas would bring prices of other needs down such as gas, milk, and produce. This growth can be reached without great increase to the population, but it needs a triggering device. An ongoing assessment will continue to monitor which business and development will aid in triggering positive area smart growth.

Redevelopment Zones

As part of the individual region master planning process, Daggett County will evaluate areas of blight, hardship, and cleanup. It may be necessary to create redevelopment zoning for these areas. Rewards for current land owners and financial breaks for new development will be looked at in this effort. Cleanup of these areas will result in community pride, attract new business, increase the dollars spent by tourism and non-residents, and showcase the County's communities as the beautiful gateways to our vast scenic lands. These zones would also include areas that may not be blighted but located in vital areas of a community where the citizens and the County alike would want to see specialized uses created.

OBJECTIVE 6.6.1: Recognize economics of land use design within the County -

POLICY 1: New development within the County may be requested to provide economic impacts to the community;

POLICY 2: As part of the redevelopment effort in blighted areas of the County, Daggett will look for options to assist in the clean-up of existing business or potential development lands;

POLICY 3: The County will look at the different economic levels within its borders and try to find ways to match up adequate options and quantities for each demographic.

6.7 Land Use Codes and Regulations

A big part of Land Use is the code enforcement that supports and protects all the character elements drawn up by this document. Though most times these regulations are looked upon as hindrances that restrict development, they are actually put in place to support smart growth and prosperity. Daggett County's future vision allows for smart growth patterns by not succumbing to parcel by parcel growth. In the following section you will see the breakdown for different types of regulatory elements.

.Types of Regulations

General Plan – Though often not thought of as a regulation, the General Plan is the 20 to 30 year visionary guideline that community leaders will use to help support adoption and modification to ordinance codes. Further use of this document is for developers that are investigating the feasibility for their design concepts within the County. Making the General Plan easily available to developers allows them to produce their concepts around set visions and future desired directions of the County long before they present anything to the community.

Master Plan – Different from the General Plan, the master plan outlines immediate (3-5 years or shorter) layouts, issues, constraints, and short term goals. The County will make creating and addressing regional and community master plans a high importance.

Specific Planning – A specific plan can be developed in situations where the County has a high concern about the outcome of a particular parcel, community, or region. These show a lot more detail than a master plan and often are 'specific' enough to call out colors and materials. It is often the case that a developer will satisfy the requirements of a master and or general plan without creating the exact product desired by the County. A specific plan is detailed enough to prevent this. A specific plan is also usually implemented all at once where master plans and general plans are followed over the years as lands within them naturally develop.

Development Guidelines – Similar to a specific plan, development guidelines are very direct as to what elements can be used in an area. Different from a specific plan in that they are usually not designed for an individual parcel or development idea. Design guidelines are for an entire area that may contain many developments over time but whereas it remains important to create a certain outcome. These guidelines are a great resource for these areas within a zone that need special attention. Development Guidelines will be an important part of the County's Regional Master Planning process. Guidelines for each region will be developed to show the community's theme and protect sensitive areas while assisting in the development vision for specific areas.

Ordinance Codes – These are the heart of all regulations within the County. These regulations are put in place not to stop or hinder development but to generate growth in a direction established by the above listed documents. The county has recently evaluated the ordinances and will continue to find ways to improve upon them as demands and needs change. It is vital that the County works to keep the code legible and easy to interpret. This will allow the intent to be clear and easy to not only follow but modify as needed. Effort has been made and should continue in unifying the County building regulations with those of any Municipal entity in the County.

Public Land Guidelines – With over 80% of the County influenced directly by public lands, it will remain the goal of the County Commission and community leaders to participate in a unified effort of usage. Where recreation is a major industry and the most likely possibility for near term growth and economic balance, the County will look for ways to develop guidelines in their regulations that protect this highly sensitive region without compromising the Counties needs.

Fire Safety Guidelines – Daggett County has adopted the International Code Council's (ICC) Building Code which has requirements for fire safety and fire resistance standards. The County participates in the State Wildfire Suppression Fund, which required the County to adopt the 2006 Wildland Urban Interface (WUI) Code. This Code was adopted in early 2008 and all new construction must be inspected for compliance during the subdivision process and also the building permit process. The WUI Code is devised to minimize losses and enable firefighters the ability to safely protect homes and businesses that may be threatened by wildfire like the recent Neola North Fire and the Mustang Fire of 2002. Some required improvements under the WUI Code may include:

- Improved landscaping to create Fire Breaks;
- Proper hydrant spacing;
- Fire resistant Landscaping and ongoing maintenance of the property;
- Multiple (non-gated) accesses for commercial, mixed use, or residential developments;
- And increased turning radius for cul-de-sacs to allow better emergency response.

The County will continue efforts to work with the Forest Service, Bureau of Land Management and SITLA to ensure that they are managing their lands to minimize the risk to private property bordering their lands.

For the Developer

Daggett County is an exciting place to live, recreate, and work. It's our belief that this is due to the people in the community as well as the incredible recreational opportunities and scenic vistas that seem to surround you anywhere you go in the County. Daggett County welcomes and promotes responsible growth within its borders. There is room for additional recreational development within the County but it must be done in a way that adds to the natural beauty of the area. This will require some advance thought and effort to create development that blends with the land and allows for continued use of the land by wildlife.

OBJECTIVE 6.7.1: The County will look to keep codes and regulations up to date while modifying them as the demands of the community and lifestyles evolve

POLICY 1: Daggett County will readdress the economic growth of each region;

POLICY 2: After master planning for regions are complete; the County will be careful as to what development it allows but will look to different ways of contributing resources and promoting development in struggling regions;

POLICY 3: The County adopted the 2006 Utah Wildland Urban Interface Code in 2008 and will look at ways to educate residents and developers about the requirements of this code that will reduce fire jumping to contiguous developments and or adjacent open lands.

POLICY 4: In addition to existing ordinances, the County will look at development guidelines for commercial, mixed-use, and large residential developments to ensure the rural feel and character of the area is maintained or enhanced and that both this document and future regional master plans are followed.

6.8 Municipal and Community Growth

Daggett County has many different communities in different regions and will continue to promote sustainable growth of these areas in ways that supports and protects the sensitivity of the area. Manila remains the only incorporated municipality in the County at this time, though just as important are the numerous other communities in Daggett County.

.The Community and Region of Dutch John

The Dutch John Advisory Committee has shown an interest in incorporation for the Dutch John community at some time in the future. Daggett County supports this move, while recognizing that financial feasibility of this action is going to take a few years to develop. The County will continue to help develop 'smart growth' practices for Dutch John, allowing the community to become not only self sustaining but a viable economic generator to the rest of the County. Economics, housing and land use improvements will be discussed in unison as part of this region's master planning process. This will also take into account existing study and design that has already been completed including the 2001 general plan and associated mapping.

One element that will be vital to this is not only the adoption of the regional master plan but the immediate implementation of its policies. Dutch John should not be misled that development will equal growth. 'Smart Growth' planning and hard decisions will be the foundation for both immediate financial turnaround as well as long term prosperity in an area that holds many great amenities. Dutch John's advisory committee will work close with the county commissioners and planning/zoning board to develop an updated master plan for the region.

Manila and the Lucerne Valley Region

As Manila continues to grow and prosper, the County will want to support Manila's interests of unifying such elements as the utilities and roadways in and around the Lucerne Valley. Further, Manila's growth has shown an increased desire for annexation and the County will continue to look for ways of supporting this growth to any property contiguous to Manila's boundaries and property lines. Although it is possible that one day the entire Lucerne Valley Region could eventually become incorporated into the Town of Manila by annexation, this is not the planned outcome.

The destiny of this valley is unwritten and has endless possibilities. As the town continues to find ways to unify the infrastructure, promote commercial growth, and support both County and Regional improvements, the County will recognize the desire of residents, businesses, and new developments to become part of Manila's prosperity. The County also recognizes annexation means the relief of several finance burdens such as road and infrastructure upkeep and creates a win-win-win for the county, town, and residents.

Other Regions in the County

At this time, the County is satisfied with the community structure of all other areas outside the Lucerne Valley and Dutch John Regions. Continued support will be given to these communities and it is vital that they are not overlooked because of their size, population, or economic contributions. The County will want to continue support of having community leaders from each region participate on county decision making boards such as the Economic and Planning boards.

OBJECTIVE 6.8.1: Municipal structure of the County -

POLICY 1: The County encourages residential and commercial growth within all of its community areas, and supports the annexation of additional properties by the Town of Manila as growth occurs on adjacent lands;

POLICY 2: Community leaders of Dutch John have expressed the interest of becoming a municipality. The County will support and encourage this direction as Dutch John grows to adequate levels and is able to show long term self sustainability.

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Chapter
7

Chapter Seven – (TPO) Trails, Parks, and Open Spaces Element

7.1 Chapter Vision and Overview:

Trail, Parks, and Open Spaces (TPO's) are the playground of a community, both for residents and visitors. The County recognizes the need for these elements in the layout and structure of each community as well as how they associate with adjacent systems in surrounding Counties.

This Chapter will discuss the outline and future vision of the Daggett County Trails Plan. The first recommendation this document gives will be to include parks and open spaces to the exiting planning by the County. This will form an overall and more complete master plan that handles all aspects of these systems. This new master plan will be called the TPO (Trails, Parks, and Open Spaces) Master Plan. This chapter will lay the ground work and future vision for this process and it is recommended that the TPO process then continue with recommendations of demand and layout from each of the regional master plans for the County.

Daggett County is very proud of its vast scenic view sheds, recreational opportunities, fisheries, geological formations, historic backgrounds, and wildlife habitats; and yet these are just a few of the amenities available to residents, business owners, and visitors. The County also recognizes that the TPO systems internal to the community are key connections between regional amenities and the people looking to enjoy them. With over 90% of the County covered in 'open lands', this network of systems must remain sensitive to the lands they impact while providing adequate experience opportunities.

7.2 Recreational Demands from the Community:

Internal TPO Contributions

While most would associate open space opportunities as elements found outside the density of a community's boundary, internal systems and the way in which they interact with the rural open lands are just as important.

These internal systems may allow these and many other opportunities:

- Employees to connect to public lands opportunities on a lunch break or after work;
- Trail heads situated such that so tourists can park within the community business district and adjacent to where they want to recreate (reducing impact to open lands and increasing economic strength);
- Entrances to surrounding recreation for full or part time residents literally from their front porch;
- Ability for kids to safely travel to school, church, and park areas;

- Increase rural character by creating pathways between residential areas and the business districts in a community;
- Running, biking, and other exercise trails and other such opportunities for residents, and visitors.
- Equestrian systems connecting open land areas as well as creating localized use.

Internal Neighborhood Environments

Parks and community trails are the playground for families and our children. They are a way for kids to safely walk to school or go for a run during gym class, and they build pride and the sense of belonging that most would associate with creating a community that has 'sense of place'. It will remain a priority of the County to improve upon these recreational opportunities. Because Daggett County sees these opportunities as important to its citizens way of life, while the TPO master plan is still in formation, the County will look at development plans individually to insure their positive contribution to future systems.

Safety of our Children

Though related to other sections of this chapter, the County wants to recognize the importance of our children's safety. It will continue to be the goal of the County to find safe ways for children to play, recreate, go to the market, and travel to school. Currently the County sees a great need for improvements to these systems and invites new development solutions.

Often kids are seen running down busy tourism traveled streets and highways due to the lack of pathways and trails. These systems are expensive and complex to produce, though the County wants to increase their priority.

Systems Outside the County's Neighborhoods

Daggett County understands and respects the situation of working with governing bodies in regions of 'open lands'. These lands include ranch and agriculture lands, state and federal public lands, and privately managed public open or common spaces. The TPO generally refers to these elements only when located within the community structure. In the case of Daggett County, where over 90% of its lands fall into the 'open lands' region, the County must and will continue to take a more active role in promoting the desires of County residents and visitors to the decision makers of these governing agencies and groups.

In order to control the layout of its internal systems the County must remain involved in how the two systems will be associated and the impacts each may bring. In addition with the abundant wildlife, geography, and view shed available to the borders of each community, it remains vital to the neighborhood character and economic growth to be involved in how these open lands can be used by the public.

Economics of the TPO

TPO plans are typically one of the more sought after and demanded programs by citizens and tourist, though they are not typically inexpensive to implement. The County will look to find a balance and will need to be careful not increase maintenance costs beyond its funding capabilities for these systems. Further, with less than 1,000 full time residents and an already high tax level, the funding for these plans will need to include planning for upkeep to these systems.

The Values

There are many obvious values that are associated with a community TPO. Some of the biggest are safety and fun for the County's children, plus recreation and exercise for citizens and tourists. These systems can also provide travel points from residences to businesses and allowing for connection to facilities and systems adjacent to community centers, while generating a feel of 'destination' or community character.

By creating this desirable community structure and place of destination, the County looks to contribute to building a desirable location for businesses to grow and move in. This will also greatly increase the lifestyle for part time employees who in turn will create increased quality of service to visitors and eventually increasing the desire for visitors to spend money within the county.

Help from the Community

Volunteer groups such as church, school, scouts, youth programs, and active businesses make a great resource for reducing expenses, and getting these systems started. Trails and parks can be named after large contributors and sections of these systems can be 'adopted' for upkeep and maintenance. Further, there are a number of grant programs as well as organizations like **The State of Utah Transportation Fund**, and foundations like **Ducks Unlimited** and **The Rocky Mountain Elk Foundation** that encourage community involvement when they donate funds and resources to communities. These organizations are interested in areas where wildlife viewing and community trail systems interact in a complimentary way. As Daggett County looks to increase the opportunities of bird/wildlife viewing, photography and interpretive areas, they welcome plans which embrace this concept.

OBJECTIVE 7.2.1: Identify existing and future demands for each community within the County -

POLICY 1: The County will update existing lists of different user groups that are present or wish to be present within Daggett County to share with regional master planning groups;

POLICY 2: The County will continue to evaluate new developments and their possible contribution/impact to the future master plan for the TPO;

POLICY 3: The importance of sensitive lands and the impacts of these new opportunities will remain important to the future locating of uses.

OBJECTIVE 7.2.2: Safety and community involvement -

POLICY 1: Safety for the children will remain one of the most important elements to the County in the generation of these new and/or improved systems;

POLICY 2: The County will continue to encourage programs that incorporate the involvement of their citizens and local community groups;

POLICY 3: The County looks to grant programs that will work in unison with local programs to ensure the desired rural character is maintained.

OBJECTIVE 7.2.3: Working with governing agencies in the open lands of the County -

POLICY 1: The County recognizes the demands from governing agencies of open lands and supports the protection and limited impacts to these regions;

POLICY 2: Daggett County sees the need to improve upon the quality of recreational usage and plans to stay directly involved in the decisions for current and future usages;

POLICY 3: It remains important to the County to evaluate each new development opportunity and its direct association to surrounding communities even in areas where these systems are completely within the limits of the forest, BLM, State lands, or other open lands.

OBJECTIVE 7.2.4: Economic Value of improved TPO systems within the County -

POLICY 1: Daggett County recognizes the demands from its citizens and the visiting public to generate improved trails parks and open spaces throughout the county;

POLICY 2: The County welcomes redevelopments that support and improve the ability to use existing trails, parks, and open spaces;

POLICY 3: New development will be required to contribute to the future TPO layouts within Daggett County either directly (where lands are contiguous to or have been designated for TPO), or by conditional impacts;

POLICY 4: The County supports existing business involvement in the creation, management, and advertising of systems related to their service or employee usage;

POLICY 5: Daggett County will continue to look for ways to advertise the County lifestyle, and create the 'sense of place' for each of its communities. Further giving the ability to generate a more inviting experience to seasonal employees and increased quality of services provided by County employers.

7.3 The Importance of 'Walkability':

"Walkability" is a planning term that identifies the pedestrian circulation within a community and the relationships between different land uses of a particular location or zone. Creating walkability in a rural community can often have more roadblocks to implementation than in large cities. This is mainly due to the lack of funds and other resources available to small rural communities. Unfortunately, walkability is actually demanded more in a rural environment. The County will continue to look at different options in both land use layout and the TPO which will protect the rural character and economic demands of generated walkable communities, while improving upon the quality of pedestrian friendly design. For instance, the County will try to avoid situations where dense populations are placed away from the civic, commercial, or higher traffic recreational zones. By placing these elements together you create some of the following:

- More opportunities for a simplified land use;
- Reduced need for trails and pedestrian friendly connectors;
- Increases economy to service business sector (stores, restaurant, etc.);
- Increased available parking for area visitors and a decrease in the parking requirement for businesses;
- Ability and opportunity for seasonal employees and senior citizens to have all their desired and required amenities within a safe walking distance.

OBJECTIVE 7.3.1: The connection of walkable communities within the County -

POLICY 1: The County will look at connecting existing and planned high density developments such as trailer courts, apartments and cluster housing with existing and planned mixed-use commercial areas using trails, pathways and other methods to create walkable spaces;

POLICY 2: The County will continue to promote development that increases opportunity for walkability in association with reducing the need for a large, elaborate and expensive to maintain system.

7.4 TPO Master Plan Process:

Master planning the entire county for TPO is a large and complicated task, even more so in Daggett with the vast amount of different uses spread across low population and isolated communities. For this reason a process is recommended to make this more manageable:

1. Gather existing materials and information from the Daggett County Trails Committee;
2. Share this information with the Regional Master Planning Committees, including any new information pertaining to demands by citizens and recreationalists alike;
3. As part of their recommendation to the County for master planning and design standards within their region, they will submit desired layouts for immediate and future TPO;
4. The Planning and Zoning Board will evaluate this information and give input to possible improvements that may need to happen;
5. The Trails Committee will then take these plans and unify them into an overall TPO Master Plan that can be presented to the County for approval;

The overall complete plan should include timelines, phasing, and multiple funding options as part of the design and layout. The development of the TPO master plan will take several months and even though the County does not encourage 'one parcel at a time' evaluations for future development, it will remain the County's position to evaluate developments on a case by case basis until this process is complete.

OBJECTIVE 7.4.1: Master Planning the vision for the County's TPO -

POLICY 1: The County will update existing information for the trails committee to include all segments of the TPO system;

POLICY 2: Daggett County will continue to evaluate new development as well as redevelopment areas on an individual bases until such time when a County wide TPO master plan can be adopted;

POLICY 3: Once adopted, the County will include the TPO Master Plan in this chapter element of the General Plan Update, or as an appendix item;

POLICY 4: The County supports the collection and conversion of existing maps for the County and its surrounding regions and will continue to promote the update of GIS information in this area;

POLICY 5: Daggett will also continue to inventory adjacent recreational uses outside of its borders to improve the internal TPO future vision.

POLICY 6: The County will work to set a timeline for regional master planning to insure that this process is efficient but also followed through as quickly as possible.

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Chapter

8

Chapter Eight – Public Lands Element

8.1 Chapter Vision and Overview:

Daggett County is a beautiful land of contrasts. There are steep red canyons in the Green River drainage, wide open high desert plains, glacial valleys, and towering forested mountains. Artifacts tell of early Native Americans who hunted and farmed this area long before the white man arrived. Early white settlers continued the tradition and in fact formed the first white settlement in Utah even though Daggett County has the distinction of being the most recently formed county (1918). Agriculture and natural resources continue to play an important part of the County's economy.

Daggett County's location away from population centers and its isolation and small population have combined to help keep this area an outdoor recreationalist's paradise. The high percentage of federal and state owned land within the County has contributed to protecting the scenic beauty of the area while starving the area's fledgling economy. It is Daggett County's intent to develop its economy to be able to sustain the residents of the area and their future generations. The continued development and protection of the natural resources within the county is critical to the improvement of the County's economy.

The authority for each county to make plans for the management of natural resources within the county derives directly from state law. In addition to this authority, provisions of federal law allow counties to participate in and influence the natural resource and land management plans of federal agencies both through use of these duly adopted county plans and through cooperative participation in the planning efforts for the federal lands.

The purpose of this chapter is to review some of the basics of Federal Land Planning requirements, express the County's views and desires relating to the many complex and important aspects of federal and state management of nearly 90% of the land within Daggett County's borders. Additionally, as allowed by law, this section of the General Plan will define the local customs, local culture, and the components necessary for the county's economic stability (Utah Code 17-27a-401(4)).

8.2 FEDERAL LAND AND NATURAL RESOURCE PLANNING

Two of the major federal landowners in Utah, the Bureau of Land Management and the Forest Service, are required to engage in land and natural resource planning processes which can affect the use and development of natural resources. The Bureau of Land Management is required by Section 202 of the Federal Land Policy and Management Act of 1976 (FLPMA) to “develop, maintain and ... revise land use plans which provide by tracts or areas for the use of the [BLM] lands.” Similarly, the Forest Service is required to “develop, maintain, and ... revise land and resource management plans for units of the National Forest System.” (16 U.S.C. 1604(a)).

Coordination & Consistency with State, Local & Tribal Government Plans

Both the BLM and the Forest Service are required to coordinate their land and natural resource planning efforts with those of state, local and tribal jurisdictions. For example, the BLM is required to:

1. become apprised of State, local and tribal land use plans;
2. assure that consideration is given to those State, local and tribal plans that are germane to ... plans for public lands;
3. assist in resolving ... inconsistencies between Federal and non-Federal Governments plans (43 U.S.C. 1712(b)(9)).

Specifically, state and local officials are “authorized to furnish advice to the [BLM] with respect to the development and revision of land use plans, ... guidelines, ... rules and ... regulations for the public lands.” (43 U.S.C. 1712 (b)(9)). This is significant because land use plans adopted by the BLM are required to “**be consistent with State and local plans to the maximum extent consistent with Federal law and the purposes of [FLPMA].**” (43 U.S.C. 1712(b)(9)). The duly adopted regulations of the BLM further define this consistency requirement by requiring that the BLM’s resource management plans shall be “consistent with officially approved or adopted resource related plans, and the policies and programs contained therein, of ... State and local governments and Indian tribes, so long as the guidance and resource management plans are also consistent with the purposes, policies and programs of Federal laws and regulations applicable to public lands.” (43 C.F.R. 1610.3-2(a)). The term “consistent” is defined to mean that the duly adopted federal plans for the natural resources within the county “will adhere to the terms, conditions, and decisions of officially approved and adopted resource related plans” of local and state governments. (43 C.F.R. 1610.3-1)

The BLM regulations also provide that “in the absence of officially approved or adopted resource management plans of ... State and local governments ... [Federal} resource management plans shall, to the maximum extent practical, be consistent with officially approved and adopted resource related policies and programs of ... State and local governments.” However, as before, this consistency only applies to the extent the policies and programs are “consistent with policies, programs and provisions of Federal laws and regulations applicable to public lands.” (43 C.F.R. §1610.3-2(b))

The Forest Service is required to coordinate “with the land and resource management planning processes of State and local governments.” (16 U.S.C. §1604(a)). The Forest Service’s planning regulations state that “the Responsible [Forest Service] Official must provide opportunities for

the coordination of Forest Service planning efforts...with those of other resource management agencies." Furthermore, the agency's planning regulations provide that "the Responsible Official should seek assistance, where appropriate, from other state and local governments...to help address management issues or opportunities." (36 C.F.R. 219.9) Although there is no explicit parallel requirement for consistency of Forest Service plans with plans of state, local and tribal governments as that contained within FLPMA for the BLM Resource Management Plans, the Forest Service is required to "discuss any inconsistency" between the proposed plan's provision and "any approved State or local plan and laws." Further, if any inconsistencies exist, the plan must "describe the extent to which the [Forest Service] would reconcile its proposed action with the plan or law." (40 C.F.R. §1506.2(d))

Multiple-Use and Sustained Yield

Both the Forest Service and BLM are required to manage the lands under their jurisdiction pursuant to the principles of "multiple use" and "sustained yield." These terms have been defined within the provisions of the Multiple-Use Sustained Yield Act of 1960 for the Forest Service. The definitions are lengthy and worthy of careful study. Yet it is apparent that the definitions are not crystal clear, leading to differing interpretations concerning development or preservation of the natural resources and the environment.

The definitions do state, however, that multiple use is to be considered in the context of the best combination of land uses that meet the present and future needs of the nation with respect to "recreation, range, timber, minerals, watershed, wildlife and fish, and natural, scenic, scientific, and historical values." Furthermore, it states that these resources are to be managed in a "harmonious and coordinated" manner that does not lead to "permanent impairment of the productivity of the land and the quality of the environment." Finally, multiple use does not, by definition, mean the "greatest economic return or the greatest unit output" for the natural resources. (43 U.S.C. §1702(c)). See also 16 U.S.C. 531(a). For the Forest Service, the "establishment and maintenance of areas of wilderness" is specifically determined to be consistent with the principle of multiple use. (16 U.S.C. 529).

The term "sustained yield" is defined to mean the achievement of "a high level annual or regular periodic output of the various renewable resources of the public lands consistent with multiple use." (43 U.S.C. §1702(h)). See also 16 U.S.C. §531(b).

National Environmental Policy Act and Cooperating Agency Status

Preparation of land and natural resource management plans by the BLM and the Forest Service is a major federal action requiring the preparation of an Environmental Impact Statement (EIS) under the provisions of the National Environmental Policy Act (NEPA). (42 U.S.C. 4231 *et. seq.*) NEPA requires federal agencies to fully disclose the nature and condition of the environment within the area of interest. Under NEPA, agencies must formulate various alternatives for future management and to compare those alternatives to a "no-action" alternative of continuing the current management scheme. NEPA specifically requires the agency preparing the EIS to seek decisions that, among other things, "attain the widest range of beneficial uses of the environment without degradation," "preserve important historic, cultural, and natural aspects of our national heritage," and "achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities." (42 U.S.C. 4331(b)).

Several definitions of Culture can be found to bring light to this concept. *Webster's New Collegiate Dictionary, 277 (1975)* defines culture as "the customary beliefs, social forms and material traits of a group; an integrated pattern of human behavior passed to succeeding generations.

While, Bouvier's Law Dictionary, 417 (1st ed. 1867) states that a custom is "a usage or practice of the people, which, by common adoption and acquiescence, and by long and unvarying habit, has become compulsory and has acquired the force of law with respect to the place or subject-matter to which it relates."

The development of an EIS as part of the process to decide upon a land and resource management plan for the federal resource areas has a number of well-established steps. Each of these steps provides an opportunity for comment by local government based upon their plans and policies. Copies of comments by State and local governments must accompany the EIS or EA throughout the review process. 42 U.S.C. 4332(c). These steps, in general, are:

- the "Scoping" of the issues;
- preparation of an "Analysis of the Management Situation;"
- preparation of the various "Alternatives" with the associated necessary management scenarios and conditions;
- issuance of a "Draft EIS" for public comment;
- issuance of a Final EIS and the "Proposed Record of Decision," which lays out the proposed final decision including the terms and conditions for management of the lands and natural resources for the life of the plan.

Issuance of the proposed Record of Decision is followed by a period for protest by interested parties, which, upon resolution of the protests, is followed by adoption of the Record of Decision and implementation of the plan.

EIS's must discuss any "inconsistency of a proposed plan with any approved State or local plan and laws (*whether or not federally sanctioned*)." Where inconsistencies exist, the EIS should describe the extent to which the agency would reconcile its proposed action to the plan or law. (40 C.F.R. 1506.2(d)).

A local government, because of a concern for its environment, wildlife, socio-economic impacts and tax base, has standing to sue federal agencies and seek relief for violations of NEPA. (*Commission of Catron County v U.S.F.W.S., 75 F3d 1429 (10th Cir. 1996)*).

For plans of the BLM, the Governor of the state is given an opportunity for a "consistency review" immediately following the issuance of the Proposed Record of Decision. BLM is required to "identify any known inconsistencies with State or local plans, policies, or programs," and to "assist in resolving, to the extent practical, inconsistencies between Federal and non-Federal Government plans." The Governor is given 60 days to "identify inconsistencies and provide recommendations in writing" in response. The BLM must accept the recommendations of the Governor if the BLM State Director determines that the recommendations "provide for a reasonable balance between the national interest and the State's interest." (43 U.S.C. §1712(b)(9) and 43 C.F.R. §1610.3-2(e). See also 40 C.F.R. §1506.2(d)).

The federal Council on Environmental Quality has issued regulations related to the implementation of NEPA. One of these regulations provides for the elimination of duplication with State and local processes. The regulation requires agencies to “cooperate with State and local agencies to the fullest extent possible to reduce duplication between NEPA and State and local requirements.” This cooperation specifically includes:

1. Joint planning processes.
2. Joint environmental research and studies.
3. Joint public hearings.
4. Joint environmental assessments.” (40 C.F.R. §1506.2(b)).

The Council on Environmental Quality has also supported an invitation to state and local governments to become “cooperating agencies” in the preparation of federal land and natural resource management plans and associated EISs. The invitation to become cooperating agencies is not based on the fact that state or local governments are entities that may be affected by the outcome of the process. Instead, cooperating agency status is specifically based upon state or local government’s position as professionals having jurisdiction by law in the planning area or professionals holding special expertise in an issue that will be addressed in the analysis or decision (memo from James Connaughton, Chairman of the CEQ). This status does not relieve the federal agency of the responsibility as the decision-maker, and does not guarantee a decision that the cooperating agency may necessarily favor. Cooperating agency status does allow the cooperators to participate in the scoping process, the inventory of data and analysis of current situation process, the preparation of alternatives, the impact analysis, and in the preparation of the draft and final EISs. Participation as a cooperating agency in federal planning efforts will specifically require the cooperators to respect the timing and confidentiality inherent in the federal process. Failure to adhere to these conditions may lead to revocation of cooperating agency status. BLM has proposed a regulatory rule change that would solidify the cooperating agency concept in BLM planning, stating that a “cooperating agency relationship” would complement the requirement under FLPMA to coordinate with state and local government. (69 F.R. 43378).

State Planning Coordinator Responsibilities

The State Planning Coordinator is authorized to prepare plans, programs and policies for the state that, among other things:

- “incorporate the plans, policies, programs, processes, and desired outcomes of the counties where the federal lands or natural resources are located, to the maximum extent consistent with state and federal law,”
- “develop, research, and use factual information, legal analysis, and statements of desired future condition” for regions of the state, and
- “establish and coordinate agreements with federal agencies that facilitate state and local participation in the development of federal plans.” (Utah Code §63-38d-401).

The state law continues by establishing findings that shall be considered by state and local governments as they interact with the federal agencies in the preparation of federal land and natural resource management plans. These findings provide the framework for the necessary considerations of state and local plans and policies, which the federal agencies are required to consider as part of their planning efforts. The findings include a definition of multiple use that emphasizes support for state and local plans that are designed to produce and provide the

watershed, timber, food, fiber, livestock and wildlife growth and community expansion, as well as meet the recreational needs and the personal and business related transportation needs, of the citizens of the state without impairing the productivity of the land.

The findings also include, for example, that: the federal government must seek water rights within the state appropriation system; federal agencies must support the purposes of the school trust lands compact in their land management decisions; development of the solid, fluid and gaseous minerals of the state is important to the state economy; wildlife is an important part of the recreational opportunity within the state and the economy; and that transportation and access routes are vital to the state's economy. Furthermore, the findings indicate parameters for state and local government's support or opposition to specific federal land planning issues such as Areas of Critical Environmental Concern, Wild and Scenic River studies, exchanges of land, agricultural production and open space, management of forests in a healthy manner, off-highway vehicle use, and predator control. (See Utah Code §63-38d-401(6) and (7) for the complete listing of findings.)

Federal Advisory Committee Act

The Federal Advisory Committee Act of 1972 (FACA) was enacted to formalize and stabilize the process by which federal agencies receive advice from interested parties. It establishes conditions under which federal agencies may establish such committees, how they must be composed and chartered, and requires meetings and activities to be open to the public. FACA does not affect the establishment of a cooperating agency relationship. FACA also does not apply to any state or local committee or other group established to make recommendations to state or local governments about any issue, including land and natural resource utilization issues. (5 U.S.C. Appendix).

8.3 Daggett County's Social & Economic Linkages

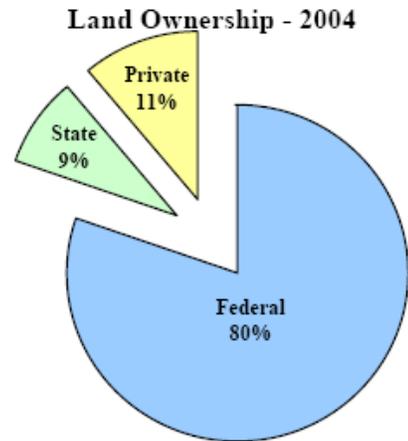
The Native Americans who lived and traveled through these lands anciently, early trappers and explorers of the 19th century, farmers and ranchers of the 20th and 21st centuries along with recreation minded residents and visitors of the 21st century have relied on the land for their sustenance, good fortune and enjoyment. The ability for residents to develop a sustainable economy has been limited in recent years due to the increasing restrictions placed on land use.



Land Ownership

Nearly 90% of the lands in Daggett County are owned and managed by state and federal agencies. The remaining 11% of privately owned land in Daggett County has nearly 44,000 acres (90%) set aside for agricultural purposes. These agricultural producers also rely heavily on federal and state lands for grazing of their livestock. The Ashley National Forest has a combined ownership between the Flaming Gorge National Recreation Area, the Flaming Gorge Ranger District and a small piece of the Vernal Ranger District of 235,299 acres or 54.7% of the lands within Daggett County.

Land Ownership - 2004		% Total
Total Acres in County	447,902	100.0%
Federal Government	359,039	80.2%
BLM	113,740	25.4%
US Forest Service	166,304	37.1%
National Recreation Areas	78,995	17.6%
National Parks	--	--
National Wildlife Refuge	--	--
USFS & BLM Wilderness Area	--	--
Other*	--	--
State Government	39,402	8.8%
Utah State Parks & Recreation	--	--
Utah State Wildlife Reserves	8,716	1.9%
State Trust Lands	30,686	6.9%
American Indian	--	--
Private**	49,461	11.0%



*Includes Military and Bankhead Jones land
 **May include some local government land

http://travel.utah.gov/research_and_planning/economic_planning/documents/county%20profiles/Daggett%20County%20Profile.pdf

Effects of Large Public Land Ownership

In the recent past, efforts by state and federal land agencies to quantify the social and economic linkages of Daggett County and the effects agency decisions have on the culture and economy of Daggett County have been abysmal at best. The 921 residents of Daggett County have been grouped with other counties within the region, thus minimizing the effects of agency decisions on County residents and businesses. Local statistics and comparisons to state and national trends and statistics have been employed to show a variety of standard pieces of demographic data, without addressing what it would take to continue to sustain or grow the economy of Daggett County. The superficial nature of analysis did not give the writers of these plans the ability to identify how agency management decisions affected the culture and economy of Daggett County in the past and how those affects could be mitigated or strengthened in the future.

There have been several major affects of the high level of federal and state control of lands within the borders of Daggett County. The first involves the lack of local government revenue due to low private ownership of land. The second involves a limited ability to grow the economy of the area due to the small population and low level of private land ownership. The third involves the limited ability of such a small economy and resident constituency to affect the outcome of decision making based on national and state models. Lastly, the growing environmental movement and the mounting volumes of regulation spawned by their efforts have sapped the resources and desires of federal and state agency's to proactively care for the publicly owned lands while allowing for the economic growth and development of the communities in and around these lands.

Tax Revenues and Public Lands

Daggett County's small quantity of available private land and low population have limited the local tax base and inhibited the County's ability to provide services to meet the demands of its residents and visitors. County Tax Revenues for 2004 were \$935,685 (26th of 29 counties), while total revenues were \$4,897,060 including intergovernmental revenue, charges for services (Flaming Gorge Dam protection, Daggett County Jail and EMS services), which places Daggett County 25th of 29 counties.

During the 60's Daggett County boomed with the Construction of the Flaming Gorge Dam. The U.S. Census reports a population of 1,164 in 1960, but reports indicate the population peaked at over 3,000 people before dropping to 666 in 1970. There are only about 30 counties nationwide that are smaller than Daggett County.

Population for Daggett County, UT

STATS Indiana
from the IBRC

Population Over Time	Number	Rank in U.S.	Percent of U.S.	U.S.
2005	943	3111	<0.01%	296,410,404
2000	921	3114	<0.01%	281,421,906
1990	690	3130	<0.01%	248,790,925
1980	769	3132	<0.01%	226,542,250
1970	666	3130	<0.01%	203,302,037
1990 to 2000 % change	33.5%	233		13.1%
1980 to 2000 % change	19.8%	1080		24.2%
1970 to 2000 % change	38.3%	1131		38.4%

Source: US Census Bureau

The limited year round population does not easily support the local businesses and the seasonal nature of visitation to the public lands has limited the County's ability to attract new businesses and grow the existing local businesses. Limited resources and manpower have not enabled the County to effectively interact with local businesses to facilitate better education and training for business owners and managers. Limited funding also limits the County and Town's ability to hire staff with skills in planning, engineering, economic development, grant writing and coordination with federal and state agencies. The County Commissioners are part time and until recently little staff time was allocated to pursue and monitor any of the above mentioned activities. Most efforts in these areas are sporadic and have been contracted out as the county has received grant money or other assistance.

The aging of the local population and the overall U.S. population are rarely taken into account during land management planning processes. Many who have grown up enjoying the area find it physically difficult to get out and enjoy the natural beauty of the area in the same way they formerly did. They seek more comfortable accommodations and a greater variety of options for transportation into public land areas. They need better medical facilities and we currently have none to offer, although Daggett County officials are working to develop and improve medical options for residents and visitors. Infrastructure (housing, water and sewer) and services are concentrated in the Town of Manila and the Dutch John area. Fire (six trucks) and ambulance (two ambulances) service for the entire county comes from each of these population centers. The Town of Manila has no law enforcement of its own and contracts with the County Sheriff’s office. Although annual numbers vary, emergency response for area visitors by the ambulance and the Sheriff’s department average over 70%. Many homes are secondary homes and used only seasonally. The Chart below shows 64% of the homes being used seasonally, while a 2005 look at tax records showed the figure is now closer to 75%. The annual influx of people during the summer time creates spikes in demand for services.

Households and Housing for Daggett County, UT



Housing Units in 2000	Number	Rank in U.S.	Pct All HU in County	Pct All HU in U.S.
2004 Housing Units (estimate)	1,145	3053		
Total Housing Units	1,084	3062	100.0%	100.0%
Occupied	340	3122	31.4%	91.0%
Owner Occupied	241	3122	22.2%	60.2%
Renter Occupied	99	3117	9.1%	30.8%
Vacant	744	2212	68.6%	9.0%
For seasonal or recreational use	692	890	63.8%	3.1%

Source: US Census Bureau

PILT and SYSK payments to help offset this burden are inadequate and have remained nearly static over the years, while costs have skyrocketed. The formula used to determine PILT payments for Daggett County does not take into account the large number of visitors to the area, which put a severe strain on the County’s ability to meet the needs of these visitors. Federal and state agency budgets have been cut, forcing more of the burden of these services onto the local agencies while equipment, fuel, personnel and other costs have been escalating. This further limits the County’s ability to be proactive in meeting the needs of its citizens and visitors.

Public Lands Element – Chapter 8

Due to the high level of Federal and State Land ownership within Daggett County there is a concentration of employment in a few economic segments (10 segments comprise 99% of jobs).

Top 10 (of the Top Level Categories)	Both Sexes Numbers and %	M / F Splits
1) Agriculture, forestry, fishing and hunting, and mining:	76 – 20%	79% – 21%
2) Public administration:	62 – 16%	45% – 55%
3) Arts, entertainment, recreation, accommodation and food services:	60 – 16%	65% – 35%
4) Educational, health and social services:	44 – 12%	18% – 82%
5) Construction:	33 – 9%	82% – 18%
6) Transportation and warehousing, and utilities:	29 – 8%	59% – 41%
7) Retail trade:	23 – 6%	35% – 65%
8) Other services (except public administration):	21 – 6%	48% – 52%
9) Manufacturing:	16 – 4%	100% – 0%
10) Profess., scientific, management, admin., and waste management services:	13 – 3%	15% – 85%
Totals	377 – 99%	

Land management decisions made in the mid to late part of the 1980's severely limited the harvesting of timber on federal ground and virtually wiped out the timber industry in the County. The decrease in tourism resulting from 9/11, the Mustang Fire in 2002 and the continuing drought are continuing to prove difficult for many businesses to overcome and have challenged the economy, leading to a loss of jobs and a loss of rooms and restaurant options to area visitors.

BLS Covered Employment for Daggett County, UT



Annual Covered Employment and Wages Over Time (NAICS)	Establishments	Jobs	Average Wage Per Job (*adj)	Rank in U.S.	Pct of U.S. Avg Wage
2004	48	434	\$24,996	2,162	63.5%
2003	45	426	\$24,898	2,122	64.2%
2002	48	441	\$24,836	2,104	64.3%
2001	D	D	D	N/A	D
2000	47	454	\$25,794	1,704	66.6%
1999	48	426	\$27,622	1,240	72.8%
1998	49	395	\$26,120	1,524	70.5%
1997	50	378	\$27,648	1,049	76.1%
1996	49	378	\$27,425	1,017	78.6%
1995	49	397	\$26,860	1,096	76.5%
1994	46	408	\$27,882	889	81.1%
10-Year Change	2	26	-\$2,886		
10-Year Percent Change	4.3%	6.4%	-10.4%		

Source: US Bureau of Labor Statistics(BLS) *adj = Adjusted for Inflation; **D** = Non-Discloseable Data; **N/A** = Not Available; Note: Average wage may not match published numbers due to rounding.

The number of businesses has remained fairly constant over the past 10 years, while the number of employees hired depends on the economy as illustrated in the chart on the previous page. Daggett County is currently one of very few counties in the U.S. that has no bank or credit union. Medical services are limited to a public health services nurse visiting once a week and the EMT's based in Manila and Dutch John. There are no clothing stores, shoe stores or many other retail type establishments that most Americans take for granted. To obtain these items residents and visitors must travel to a different county or even a different state. Gross Taxable Retail Sales were \$11.7 million in 2003 placing Daggett County 28th lowest of Utah's 29 counties.

Economic Growth Potential

Despite the opportunities and potential for business development in Daggett County business investment has been weak at best. With no banking or financial services businesses actively working to expand their holdings and the County and Town's limited ability to be proactive in developing the economy, things have remained relatively static. This is due in part to the location and weather of the area, but is also affected by the decisions and decision making processes of the federal and state agencies that manage much of the land in Daggett County.

A Feasibility Study was conducted for the Ashley National Forest and the Project Flaming Gorge Coalition in 1992 and completed in April of 1993. It identified opportunities for the area, but unfortunately many of these opportunities were not acted upon. It allowed that the area could support an additional 50-90 motel rooms, but since that time there has actually been a net decrease in rooms available.

The Bureau of Reclamation recently completed an EIS on the Green River below the Flaming Gorge Dam. The EIS only vaguely looked at the economy of Daggett County as our small economy was lumped with that of Uintah and Duchesne County to show that no matter what they did it only had a marginal economic impact. The County and local businesses have noted that high flows on the Green River below the dam negatively affect the fishing and tourism industries and thus decrease expenditures and business revenue, which lead to decreased county and state tax revenues as compared to a normal fishing/tourist season.

Other federal and state land management agencies have moved forward and created infrastructure on their managed lands that have allowed the economy to grow in their areas, while the limited efforts to do so within Daggett County have been met with a great deal of resistance. Trails, trail heads and improved recreation infrastructure have not improved markedly in the past 15 years and in many instances have actually decreased in number and deteriorated in quality. An exception to this has occurred in areas that are part of the Flaming Gorge National Recreation Area as proceeds from the sale of use passes have been put to use to improve facilities within the N.R.A. While these improvements are helpful, additional improvements are still needed.

Representation

Daggett County's population of 943 has one State Representative that it shares with five other counties in the State's House of Representative, while Utah has only three representatives serving in the U.S. House of Representatives. Daggett County and the State of Utah have been and will continue to be very aggressive in trying to create a voice for the issues and problems associated with excessive amounts of public land ownership that affect the western states in ways eastern states and their representatives cannot begin to understand.

Environmental Organization Pressure

There has been increasing pressure on land management agencies to keep state and federal land primitive or wilderness like in appearance with limited development and use of motorized equipment or modern conveniences. These environmental groups are well organized and well funded and make a habit of using litigation to tie up planning activities and projects in the courts. Daggett County is in the process of forming its own coalition to help promote the activities that are important to the culture and economy of the area.

Median Household Income

Income for Daggett County, UT

STATS Indiana
from the IBRC

Median Income	Number	Rank in U.S.	Percent of U.S.
Median household income in 2003	\$34,691	1648	80.1%
Median household income in 1998 (adj. for inflation)	\$42,396	824	96.6%
5-year percent change 1998 to 2003	-18.2%	3098	

Source: US Census Bureau

Daggett County 2004/2005 Snapshot

Daggett County is one of about 3,141 counties and county equivalents in the United States. It has 698.4 sq. miles in land area and a population density of 1.4 per square mile. In the last three decades of the 1900s its population grew by 38.3%. On the 2000 census form, 98.5% of the population reported only one race, with 0.7% of these reporting African-American. The population of this county is 5.1% Hispanic (of any race). The average household size is 2.48 persons compared to an average family size of 3.02 persons. In 2004 Public administration was the largest of 20 major sectors. It had an average wage per job of \$36,093. Per capita income declined by 11.4% between 1993 and 2003 (adjusted for inflation).



Overview for Daggett County, UT



People & Income Overview (By Place of Residents)	Value	Rank in U.S.	Industry Overview (2004) (By Place of Work)	Value	Rank in U.S.
Population (2005)	943	3111	Covered Employment	434	3086
Growth (%) since 1990	36.7%	418	Avg wage per job	\$24,996	2162
Households (2000)	340	3122	Manufacturing - % all jobs in County	D	N/A
Labor Force (persons) (2004)	485	3118	Avg wage per job	D	N/A
Unemployment Rate (2004)	5.4	1522	Transportation & Warehousing - % all jobs in County	1.4%	1980
Per Capita Personal Income (2003)	\$18,161	2936	Avg wage per job	\$22,109	3088
Median Household Income (2003)	\$34,691	1648	Health Care, Social Assist. - % all jobs in County	N/A	N/A
Poverty Rate (2003)	6.2	3031	Avg wage per job	N/A	N/A
H.S. Diploma or More - % of Adults 25+ (2000)	83.7	821	Finance and Insurance - % all jobs in County	N/A	N/A
Bachelor's Deg. or More - % of Adults 25+ (2000)	11.9	2,180	Avg wage per job	N/A	N/A

USA Counties IN Profile provides current federal statistics on a variety of demographic and economic indicators. This profile is produced by [STATS Indiana](#), a web service of the Indiana Business Research Center at the Indiana University Kelley School of Business.

8.4 Resource Management Goals and Objectives



This section describes the current resource management setting. Particular emphasis is placed on the existing level of county involvement in planning and decision-making processes of public land management agencies. This is done by listing broad issues of conflict and concern.

.Issues of Resource Management Conflict and Concern

Even though nearly 90% of the County's lands are under the jurisdiction of state and federal agencies, Daggett County is very interested in being involved in the planning processes that involve these lands and affect the residents and visitors of Daggett County. The County wishes to be notified and involved in the planning process as early as possible as county resources are limited and it is difficult for the county to be fully involved in planning activities, especially when multiple agencies conduct planning activities at the same time. County Commissioners are part-time, the public lands advisory committee members are volunteers who generally serve on several different volunteer boards and committees, and there is only one staff person to act as a liaison between the committee, the county and the public agencies. The County does not have a planner, engineer, or attorney working from the courthouse and contracts these services as needed and as funds are available. The complexity and variability of the different agencies planning processes adds to the difficulty. Constantly changing agency and county staff that interpret changing regulations in different ways necessitates early involvement of all parties to give and receive adequate information to facilitate the planning process.

Daggett County's history is an account of emigration, settlement, and resource development inseparable from the natural landscape. Land management agencies must recognize that developing natural resources is a distinct part of Daggett County's culture, and future sustainability. Daggett County fully recognizes the need to protect and preserve the resources found on agency lands, but feels that site protection strategies should be carefully considered and balanced with other current and future uses of federal and state lands. Maintaining healthy natural systems is an investment in our future that supports our quality of life, helps to maintain property values, and promotes economic development. Wise stewardship can still allow for resource development while providing for the restoration and maintenance of healthy ecosystems.

Federal agencies were created for specific reasons, which have changed over the years. Wildlife management or preservation through the Endangered Species Act overrides all other management needs. Coupled with this is an increasingly vocal, well funded environmental movement that has taken the focus off of the purposes for which federal land management agencies were originally developed. Agency managers and local government officials struggle to keep up with changing directives and the constant pressure to change everything to single use-wilderness. The County recognizes that multiple-use has inherent challenges, but multiple-use is still a valid and required tool for the management of federal, state and local lands.

Resource Management Objectives

The following objectives and subsequent policies shall be the basis for the interaction with public land management agencies during their land management planning and implementation processes. The County's objectives are:

1. To Support the wise use, conservation and protection of public lands and its resources including well-planned, outcome based, management prescriptions. It acknowledges the need, on occasion, to place strict requirements on the management of some resources to provide needed protection, when it has been determined through scientific and supportable analysis that such needs exist, to protect such resources from irreparable harm.
2. To ensure management decisions are accomplished with full participation of the County and supported by tested and true scientific data. Decisions shall fully analyze and disclose impacts on the area's economy tax base, culture, heritage, and life styles and rights of area residents.
3. To mitigate and compensate for impacts to the County and its residents. If management action results in a taking, all applicable law must be applied.
4. To ensure public and private access and rights-of-way for utilities and transportation of people and products on and across public lands. Access must be provided to meet such needs.
5. To ensure public lands are managed for multiple use, sustained yield, and prevention of natural resource waste. Further, these lands should be managed to prevent loss of resources and private property from catastrophic events and to protect the safety and health of the public.
6. To support national energy needs relative to the nation's increasing dependency on foreign oil, all public lands must remain open to the greatest extent possible for the exploration and production of energy and other energy related products.
7. To ensure that special designations do not influence the use of resources on lands outside those listed in the designation. The County opposes the use of a buffer zone management philosophy that dictates land use practices and influences decisions beyond the scope and boundaries of any public land designation.
8. To support agriculture on private and public lands as part of the local economy, custom, culture, heritage as well as the provision of a secure national food supply.
9. To provide policies, plans, and other documents for governmental agency use to ensure management and planning consistency with the County. To ensure resource management and planning that is consistent with that of the County.
10. To ensure that restrictions placed on any resource are based on analysis of trends, need, and imposed only after a complete analysis.

11. To ensure that lands designated open for various specified uses are available on a timely basis and permits for such use are processed promptly. Extended delays or no action shall not be used as a method to accomplish restrictions or protections. Waivers, modifications or exceptions to restrictions must be provided for when conditions exist or impacts can be mitigated to prevent irreparable damage to the subject resource.
12. Agriculture and grazing lands should continue to produce the food and fiber needed by the citizens of the state and the nation, and the rural character and open landscape of rural Utah should be preserved through a healthy and active agricultural and grazing industry, consistent with private property rights and state fiduciary duties.

Resource Management Actions and Objectives

It is expected that Federal and State agencies will follow these recommended actions and policies before preparing any policies, plans, programs, processes, or desired outcomes relating to land under their management within Daggett County:

1. The citizens of Daggett County and the state of Utah are best served by applying multiple-use and sustained-yield principles.
2. Multiple-use and sustained-yield management means that federal agencies should develop and implement management plans and make other resource-use decisions that:
 - achieve and maintain in perpetuity a high level annual or regular periodic output of various renewable resources from public lands;
 - support valid existing transportation, mineral, and grazing rights privileges at the highest reasonably sustainable levels;
 - are designed to produce and provide the desired vegetation for the watersheds, timber, food, fiber, livestock forage, and wildlife forage, and minerals that are necessary to meet present needs and future economic growth, community expansion, without permanent impairment of the land;
 - meet the personal and business-related transportation needs of the citizens of the state;
 - meet the recreational needs of the citizens of the county, state and nation;
 - provide for the preservation of cultural resources, both historical and archaeological;
 - meet the needs of economic development;
 - is conducive to well planned and measured community and economic development; and
 - provide for the protection of water rights;
 - insures proper stewardship of the land and natural resources necessary to ensure the health of the watersheds, timber, forage, and wildlife resources to provide for a continuous supply of resources for the people of the County who depend on these resources for a sustainable economy.

3. Forests, rangelands, timber, and other vegetative resources;
 - provide forage for livestock;
 - provide forage and habitat for wildlife;
 - provide resources for the state's timber and logging industries;
 - contribute to the state's timber and logging industries;
 - contribute to the state's economic stability and growth;
 - are important for a wide variety of recreational pursuits;

Accomplishing County Objectives

To fully address the County's concerns and articulate them to the appropriate agencies, the County will work with public land management agencies in a collaborative or cooperative manner. Where feasible, or as provided by law, the County will enter into formal agreements such as memorandums of understanding, memorandums of agreement, or partnerships to codify expectations and processes agreed to by the parties. Such agreements must provide that;

- In the processes of coordination or cooperation, the County is consulted as appropriate or required.
- The County is provided a written report detailing how consistency with this policy was analyzed with respect to the proposed action or plan. The report must identify where inconsistencies exist, any plausible way to correct the inconsistencies, or why consistency is not possible.
- The County is provided a detailed economic analysis of the impact of agency's proposed action on the County's tax base and the area's economy. When more than one action is proposed the report must also analyze cumulative impacts.
- The County is provided a certification that applicable data used in development of a proposal or plan meets the requirements of the Environmental Quality Data Act.
- The County is notified of any proposed action that may affect local culture, social structure, and heritage values.
- The County is provided an opportunity for meaningful participation in the development, monitoring, and analyses of any studies conducted on resources associated with our public lands.
- The County is queried to determine the impacts of proposed actions on traditional uses of resources such as recreation, grazing, energy development, wildlife, etc.
- To the extent provided by law, provide the County cooperator status in the development of any NEPA analysis associated with proposed actions, public land management, or planning.
- Keep the County fully informed of all management actions proposed and allow adequate time to develop its position should it not be clearly defined within this plan.
- The County is provided in writing intentions for formal communications or consultation at the onset of any such discussions. Unless so stated, all communication will be considered to be informal.

8.5 Position Statements

The following position statements were developed to communicate the County's position on various public land management issues and provide suggestions on how concerns may be addressed.

Wilderness and Roadless Designations

It is the County's position that:

- The County's support for any recommendations made under a statutory requirement to examine the wilderness option during the revision of land and resource management plans, or other methods will be withheld until it is clearly demonstrated that:
 - the duly adopted transportation plans of the state and county or counties within the planning area are fully and completely incorporated into the baseline inventory or information from which plan provisions are derived;
 - valid state or local roads and rights-of-way are recognized and not impaired in any way by the recommendations;
 - the possibility of future development of mineral resources by underground mining or oil and gas extraction by directional or horizontal drilling or other non surface disturbing methods are not affected by the recommendations;
 - the need for additional administrative or public roads necessary for the full use of the various multiple-uses, including recreation, mineral exploration and development, forest health activities, and grazing operations on adjacent land, or on subject lands for grand-fathered uses, are not unduly affected by the recommendations;
 - analysis and full disclosure is made concerning the balance of multiple-use management in the proposed areas, and that the analysis compares the full benefit of multiple-use management to the recreational, forest health, and economic needs of the state and the counties to the benefits of the requirements of wilderness management; and
 - the conclusion of all studies related to the requirement to examine the wilderness option are submitted to the County for review and action, and the results in support of or in opposition to, are included in any planning documents or other proposals that are forwarded to the United States Congress
 - Areas must merit the suitable requirements contained in the Wilderness Act of 1964 unless requirements are changed by congress.
- Managing public lands for "wilderness characteristics" circumvents the statutory wilderness process and is inconsistent with the multiple-use and sustained-yield management standard that applies to all Bureau of Land Management and U.S. Forest Service lands that are not wilderness study areas.
- The only legal designations of Wilderness Study Areas (WSA) are those designated under the Wilderness Act of 1964 and under section 603 of the Federal Land Policy and Management Act (FLPMA). On Bureau of Land Management Administered Lands the opportunity to create additional wilderness ended in 1991 except as authorized by Congress.
- Some or all of the WSA designations pending before congress are legally and/or technically flawed and the County will pursue that position when the WSAs go before Congress for approval.
- The 1999 Wilderness Study Area Planning Project and the Wilderness Inventory and Study Procedures H6310-1 were legally and technically flawed.

- The public lands that were determined to lack wilderness character during previous wilderness review processes cannot be managed as if they were wilderness based on new or revised views of wilderness character. These areas were studied and released and they must remain subject to the full range of multiple uses.
- That any proposed wilderness designations in the County forwarded to congress for consideration must be based on a collaborative process in which support for the wilderness designation is unanimous among federal, state, County and county officials.
- All Wilderness Study Areas (WSAs) pending congress, which were not recommended for wilderness designation by the Secretary of Interior, shall be released and managed under for multiple use and sustained yield.
- Wilderness designation is not an appropriate, effective, efficient, economic or wise use of land. These lands can be adequately protected with existing management options.
- The creation of wilderness limits access for the elderly and the physically impaired. All wilderness management plans must provide for access for these individuals to the fullest extent possible, and provided for by law.
- Wilderness management must provide for continued and reasonable access to and development of property rights within the area and provide for full use and enjoyment of these rights.
- Wilderness Study Areas released by Congress must be managed based on the principles of multiple use and sustained yield. The management plans must be amended in a timely manner to reflect change in status.

Other Special Designations

It is the County's position that:

- It is clearly demonstrated that the proposed designation:
 - is not a substitute for a wilderness suitability recommendation;
 - is not a substitute for managing areas inventoried for wilderness characteristics after 1993 under the BLM interim management plan for valid wilderness study areas and;
 - it is not an excuse or justification to apply de facto wilderness management.
 - That access and development of mineral resources have been fully analyzed and such designations needs out weigh the loss of value of the mineral resource.
- Special designations, such as wilderness, areas of critical environmental concern (ACEC), wild and scenic rivers, critical habitat, semi primitive and non-motorized travel, etc. result in single purpose or non-use and are detrimental to the area economy, life styles, culture, and heritage.
- Needed protections can be provided by well planned and managed use.
- No special designations should be proposed until it is determined and substantiated by verifiable scientific data that; a need exists for the designation, protections cannot be provided by other methods, and the area in question is truly unique when compared to other area lands.
- Designations must be made in accordance with the spirit and direction of the acts and regulations that created them.
- Designations not properly planned or managed are inconsistent with the mandates that public lands be managed for multiple use and sustained yield.

Areas of Critical Environmental Concern (ACEC's)

It is the County's position that:

- The County's support for designation of an Area of Critical Environmental Concern (ACEC), as defined in 43 U.S.C. Sec. 1702, within federal land management plans will be withheld until:
 - it is clearly demonstrated that the proposed area satisfies all the definitional requirements of the Federal Land Policy and Management Act of 1976, 43 U.S.C. Sec. 1702(a);
 - it is clearly demonstrated that the area proposed for designation as an ACEC is limited in geographic size and that the proposed management prescriptions are limited in scope to the minimum necessary to specifically protect and prevent irreparable damage to the relevant and important values identified, or limited in geographic size and management prescriptions to the minimum required to specifically protect human life or safety from natural hazards;
 - it is clearly demonstrated that the proposed area is limited only to areas that are already developed or used or to areas where no development is required;
 - it is clearly demonstrated that the proposed area contains relevant and important historic, cultural or scenic values, fish or wildlife resources, or natural processes which are unique or substantially significant on a regional basis, or contain natural hazards which significantly threaten human life or safety;
 - the federal agency has fully analyzed regional values, resources, processes, or hazards for irreparable damage and its potential causes resulting from potential actions which are consistent with the multiple-use, sustained-yield principles, and the analysis describes the rationale for any special management attention required to protect, or prevent irreparable damage to the values, resources, processes or hazards;
 - It is clearly demonstrated that the proposed designation is consistent with the plans and policies of the County where the proposed designation is located.
 - it is clearly demonstrated that the proposed ACEC designation will not be applied redundantly over existing protections provided by other state and federal laws for federal lands or resources on federal lands, and that the federal statutory requirement for special management addition to those specified by the other state and federal laws;
 - The difference between special management attention required for an ACEC and normal multiple-use management has been identified and justified, and that any determination of irreparable damage has been analyzed and justified for short and long term horizons.

Wild and Scenic Rivers

- County support for the addition of a river segment to the National Wild and Scenic Rivers System, 16 U.S.C. Sec.1271 et seq., will be withheld until:
 - it is clearly demonstrated that water is present and flowing at all times;
 - it is clearly demonstrated that the required water-related value is considered outstandingly remarkable within a region of comparison, and that the rationale and justification for the conclusions are disclosed.

- the plans and policies of the state and the county or counties where the river segment is located are analyzed and properly considered in the suitability phase of the evaluation,
- the effects of the addition upon the local and state economies, agricultural and industrial operations and interests, outdoor recreation, water rights, water quality, water resource planning, and access to and across river corridors in both upstream and downstream directions from the proposed river segment have been evaluated in detail by the relevant federal agency;
- it is clearly demonstrated that the provisions and terms of the process for review of potential additions have been applied in a consistent manner by all federal agencies;
- the rationale and justification for the proposed addition, including a comparison with protections offered by other management tools, is clearly analyzed within the multiple-use mandate, and the results disclosed;
- it is clearly demonstrated that the federal agency with management authority over the river segment, and which is proposing the segment for inclusion in the National Wild and Scenic River System will not use the actual or proposed designation as a basis to impose management standards outside of the federal land management plan;
- it is clearly demonstrated that the terms and conditions of the federal land and resource management plan containing a recommendation for inclusion in the National Wild and Scenic River System;
- Evaluates all eligible river segments in the resource planning area completely for suitability for inclusion in the National Wild and Scenic River System.
- Does not suspend or terminate any studies for inclusion in the National Wild and Scenic River System at the eligibility phase.
- Fully disclaims any interest in water rights for the recommended segment as a result of the adoption of the plan.
- Fully disclaims the use of recommendation for inclusion in the National Wild and Scenic River System as a reason or rationale for an evaluation of impacts by proposals for projects upstream, downstream, or within the recommended segment,
- it is clearly demonstrated that the agency with management authority over the river segment commits not to use an actual or proposed designation as a basis to impose Visual Resource Management Class I or II management prescriptions that do not comply with the provisions of Subsection (8)(t); and,
- it is clearly demonstrated that including the river segment and the terms and conditions for managing the river segment as part of the National Wild and Scenic River System will not prevent, reduce, impair, or otherwise interfere with:
 - the state and its citizens' enjoyment of complete and exclusive water rights in and to the rivers of the state as determined by the laws of the state; or
 - local, state, regional, or interstate water compacts to which the state or any county is a party.

Introduced, Threatened, Endangered, and Sensitive Species, Recovery Plans, Experimental Populations

It is the County's position that:

- After desired wildlife population numbers are achieved, hunting must be the preferred method of population control and to prevent wildlife movement outside of their designated ranges.
- It is opposed to the creation or expansion of grizzly bear, wolf, wolverine, lynx populations, habitats, protection, ranges or migration corridors.
- Any plan for the management of a predator that has naturally or through introduction or re-introduction or other means repopulated the County must provide for its control by any means when it travels outside it's designated range or becomes a threat to people, property, property rights, livestock, or other wildlife species.
- Any plan that provides for the introduction, reintroduction, natural repopulation, or the management of any predator must provide for timely compensation to owners for direct and indirect cost associated with the loss of life, loss or damage to livestock and property rights. Compensation must be equal to the actual value of the loss (not limited to market value) and include cost associated with development of such claims. Requirements placed on livestock producers to verify the losses of livestock must not be overly restrictive and the producer must be compensated for the cost of meeting such requirements.
- Designations or reintroductions must not be allowed to grow beyond physical boundaries and scope resulting in detrimental effects on the economy, life styles, culture and heritage.
- No designations or reintroductions shall be made until it is determined and substantiated by verifiable scientific data that; there is a need for such action, protections cannot be provided other methods, and the area in question is truly unique when compared to other area lands.
- Designation or reintroduction plans, guidelines, and protocols must not be developed or implemented without full public disclosure and involvement of the County.
- Recovery plans must provide indicators to track the effectiveness of the plan, identify at what point recovery is accomplished and be self-terminating when the point of recovery is reached.
- Recovery plans must contain provisions for management after the plan is terminated.

Public Access and Transportation

It is the County's position that:

- Resource plans must provide for, at a minimum, a network of roads on public lands that allow for:
 - movement of people, goods, and services across public lands;
 - access to federal lands for people with disabilities and the elderly;
 - access to state lands and school and institutional trust lands to accomplish the purposes of those lands;
 - access to in holdings and for the development and use of property rights;
 - reasonable access to a broad range of resources and opportunities throughout the resource planning area including:
 - search and rescue needs;
 - public safety needs;
 - predator control;

- public safety;
 - access for people with disabilities and the elderly;
 - recreational opportunities;
 - resource maintenance and administrative access
- Access to and across public lands is critical to the use, management, and development of those lands and adjoining state and private lands.
- Access to and across public lands is a local custom and an historical and cultural use of public lands.
- Future access must be planned and analyzed to determine its disposition at the completion of its intended life to ensure access is maintained. In the event that removal of access is deemed appropriate, resulting disturbances shall be reclaimed.
 - Access to all water related facilities such as dams, reservoirs, delivery systems, monitoring facilities, livestock water and handling facilities, etc., must be maintained. This access must be economically feasible with respect to the method and timing of such access.
 - No roads, trails, rights-of-way, easements or other traditional access for the transportation of people, products, recreation, energy or livestock may be closed, abandoned, withdrawn, or have a change of use without full public disclosure and analysis.
 - County roads on public lands shall remain open unless it has been determined by the County that the subject road is no longer needed as part of the County's transportation system.
 - Transportation and access provisions for all other existing routes, roads, and trails across federal, state, and school trust lands within the state should be determined and identified, and agreements should be executed and implemented, as necessary to fully authorize and determine responsibility for maintenance of all routes, roads, and trails.
 - The reasonable development of new routes and trails for motorized, human, and animal-powered recreation should be implemented.
 - The County opposes any additional evaluation of national forest service lands as "roadless" or "unroaded" beyond the forest service's second roadless area review evaluation and opposes efforts by agencies to specially manage those areas in a way that:
 - closes or declassifies existing roads unless multiple side by side roads exist running to the same destination and state and local governments consent to close or declassify the extra roads;
 - permanently bars travel on existing roads;
 - excludes or diminishes traditional multiple-use activities, including grazing and proper resource harvesting;
 - interferes with the enjoyment and use of valid, existing rights, including water rights, local transportation plan rights, grazing allotment rights, and mineral leasing rights; or
 - prohibits development of additional roads reasonably necessary to pursue traditional multiple-use activities;

- County support for any forest plan revision or amendment will be withheld until the appropriate plan revision or plan amendment clearly demonstrates that:
 - established roads are not referred to as unclassified roads or a similar classification;
 - lands in the vicinity of established roads are managed under the multiple-use, sustained yield management standard; and
 - no roadless or unroaded evaluations or inventories are recognized or upheld beyond those that were recognized or upheld in the forest service's second roadless area review evaluation.
- It supports the development of additional roads reasonably necessary to pursue traditional multiple-use activities:
- Proposed development plans must contain a transportation plan that clearly identifies all roads within the project area by jurisdiction, identify roads or road segments to be reconstructed or constructed, the standard to which the roads will be constructed or maintained and who will construct and or maintain them.

Land Exchanges, Acquisitions, and Sales

It is the County's position that:

- To the extent possible and provided for by law, land management agencies should provide access to public lands for all users including the elderly and the physically impaired.
- Land management agencies should prevent existing access from diminishing and create new access where needs exists.
- Private property owners have the right to dispose of or exchange their property as they see fit within applicable law.
- Federal and state governments now hold more than sufficient land to protect the public interest.
- There shall be no net loss of the private land base.
- No "net loss" shall be measured in acreage or fair market value.
- Private property owners should be protected from federal, state and county encroachment and/or coerced acquisition.
- The County should be compensated for net loss of private lands with public lands of equal value. Daggett County tax base losses resulting from exchanges for land in other counties shall be compensated for by the appropriate acquiring agency.
- The County is to be consulted on any such actions.
- Lands must be made available for disposal under the Recreation and Public Purposes Act and Special User Act in resource management plans and upon request by an appropriate entity in accordance with the acts.

Recreation and Tourism

It is the County's position that:

- The area has outstanding potential for further development of recreation and tourism.
- Resource development, recreation, and tourism are compatible when properly managed.
- Motorized, human, and animal-powered outdoor recreation should be integrated into a fair and balanced allocation of resources within the historical and cultural framework of multiple-uses in rural Utah, and outdoor recreation should be supported as part of a balanced plan of state and local economic support and growth;
- Potential developments should include family oriented activities and developments that are accessible to the general public and not limited to special interest groups.
- It supports cultivating recreational facility development and maintenance partnerships with other entities, agencies and special interest groups.

Water Resources

It is the County's position that:

- All waters of the state are:
 - Subject to appropriation for beneficial use;
 - Essential to the future prosperity of the state and the quality of life within the state;
- All water rights desired by the federal government must be obtained through the state water appropriations system.
- Management and resource-use decisions by federal land management and regulatory agencies concerning the vegetative resources within the state should reflect serious consideration of the proper optimization of the yield of water within the watersheds of the County.
- Proper management of public land watersheds which supply the majority of the agricultural, domestic, and industrial water use in this water-short area is critical.
- An adequate supply of clean water is essential to the health of County residents and the continued growth of its economy.
- Agencies must analyze the affect of decisions on water quality, yields, and timing of those yields. Any action, lack of action, or permitted use that results in a significant or long term decrease in water quality or quantity will be opposed.
- Agency actions must analyze impacts on facilities such as dams, reservoirs, delivery systems, monitoring facilities, etc., located on or down stream from land covered by any water related proposal.
- Movement toward nationalization or federal control of Utah's water resources or rights will be opposed.
- Privately held water rights should be protected from federal and/or state encroachment and/or coerced acquisition.
- The quality and quantity of water shall not be reduced below current levels.
- It will support projects that improve water quality and increases quantity and dependability of the water supply.
- All potential reservoir sites and delivery system corridors shall be protected from any federal or state action that would inhibit future use.
- To seek to amend the Wilderness Act be amended to allow for the temporary storage of water using natural methods on existing lakes or ponds.

- Any proposed sale, lease, exchange or transfer of water must adequately consider and satisfy the County's interest and concerns and fully analyze the effect on existing ground water, return flows, riparian and wetlands.
- It will oppose any proposal that fails to benefit the County or compensate for losses to the County and/or its residents.
- It recognizes and will protect the existence of all legal canals, laterals, or ditch rights-of-way.
- All federal and state mandates governing water or water systems shall be developed in cooperation with the County and be funded by those agencies.
- It supports livestock grazing and other managed uses of watershed and holds that, if properly planned and managed, multiple use is compatible with watershed management.
- It endorses Utah State water laws as the legal basis for all water use within the County.
- Beneficial use is the basis for the appropriation of water in the State of Utah.
- It will support all reasonable water conservation efforts. Water conserved should be allocated to those persons or entities whose efforts created the savings.
- When wetlands are created by fugitive water from irrigation systems and law requires mitigation of impacts from conservation and other projects, the creation of artificial wetlands should be considered only after all other mitigation possibilities have been analyzed. Creation of artificial wetlands is contrary to the intent of conservation of water.
- Managers of public lands must protect watersheds with respect to water quality, with the assurance that water yield will not be decreased but improved.
- All field development plans must provide for water quality monitoring. Data development must be coordinated with, and the findings provided to the County.
- All water quality studies undertaken by or on behalf of a public land management agency must be coordinated with the County.

.Timber

It is the County's position that:

- All forested lands must be managed for sustained yield, multiple use and forest health.
- Fire, timber harvesting, and treatment programs must be managed to prevent waste of forest products.
- Management programs must provide for fuel load management and fire control to prevent catastrophic events and reduce fire potential at the urban interface.
- Management and harvest programs must be designed to provide opportunities for local citizens and small businesses.
- It is the County's policy to protect timber resources and promote the continuation of a sustainable wood products industry.
- Sale sizes should provide opportunities for a wide spectrum of producers and allows for local entrepreneurship.
- Commercial firewood harvesting is needed and could be a help in fuel load management and fire control.

Energy and Mineral Resources

It is the County's position that:

- In support of the National Energy Policy Act and to reduce the Nations dependency on imported oil, all public lands must remain open to the greatest extent possible for the exploration and development of energy and energy related products. This is to be accomplished with full consideration of the impacts to other public land resources and uses.
- Continued access to energy and mineral resources associated with public lands is paramount to the well being of County residents and its economy, the state of Utah , National Economy and Security.
- It is technically possible to permit appropriate access to mineral and energy resources while protecting other resources from irreparable harm.
- Resource management planning should seriously consider all available mineral and energy sources.
- The waste of fluid and gaseous minerals within developed areas should be prohibited.
- Support for mineral development provisions within federal land management plans will be withheld until the appropriate land management plan environmental impact statement clearly demonstrates:
 - that the authorized planning agency has;
 - considered and evaluated the mineral and energy potential in all areas of the planning area as if the areas were open to mineral development under standard lease agreements in order to establish a baseline from which the affect of management prescriptions can be analyzed; and
 - evaluated any management plan prescription for its impact on the area's baseline mineral and energy potential;
 - that the development provisions do not unduly restrict access to public lands for energy exploration and development;
 - that the authorized planning agency has supported any closure of additional areas to mineral leasing and development or any increase of acres subject to no surface occupancy restrictions by adhering to:
 - the relevant provisions of the Federal Land Policy and Management Act of 1976, 43 U.S.C. Sec. 1701 et seq.;
 - other controlling mineral development laws; and
 - the controlling withdrawal and reporting procedures set forth in the Federal Land Policy and Management Act of 1976, 43 U.S.C. sec. 1701 et seq.;
 - that the authorized planning agency evaluated whether to repeal any moratorium that may exist on the issuance of additional mining patents and oil and gas leases;
 - that the authorized planning agency analyzed all proposed mineral lease stipulations and adopted the least restrictive necessary to protect against damage to other significant resource values;
 - that the authorized planning agency evaluated mineral lease restrictions to determine whether to waive, modify, or make exceptions to the restrictions on the basis that they are no longer necessary or effective;

- that the authorized federal agency analyzed all areas proposed for no surface occupancy restrictions, and that the analysis evaluated:
 - whether the directional drilling feasibility analysis, or analysis of other management prescriptions, demonstrates that the proposed no surface occupancy prescription, in effect, sterilizes the mineral and energy resources beneath the area; and
 - whether, if the minerals are effectively sterilized, the area must be reported as withdrawn under the provisions of the Federal Land Policy and Management Act
- that the authorized planning agency has evaluated all directional drilling requirements in no surface occupancy areas to determine whether directional drilling is feasible from an economic, ecological, and technical standpoint
- Any proposal or action taken by state or federal agencies that may result in restrictions on reasonable and economical access to mineral resources shall be opposed.
- Identification of energy and mineral potential and location is important for planning future needs and resource management. Such potential must be fully analyzed and impacts disclosed in any management or planning action.
- After environmental analysis, and as provided for in the governing resource management plan, all tracts will be available and offered for lease or open to claim as provided by law.
- All permits and applications must be processed on a timely basis. Procedures and required contents of application must be provided to the applicant at the time of application.
- To the extent technically and economically feasible, all produced water should be recycled for use in drilling operations other development or reclamation purposes.

Wild Horses and Burros

It is the County's position that:

- It opposes the introduction or reintroduction of wild horses or burros on public lands within or near Daggett County's borders.
- The presence of uncontrolled and improperly managed wild horses on public lands adversely impacts soil, water, wildlife and vegetative resources, spreads equine diseases, and is a threat to the domestic horse industry.
- All unauthorized feral or fugitive horses are in trespass and must be immediately removed from public lands.

Cultural and Heritage Resources

It is the County's position that:

- All management decisions regarding cultural resources shall include appropriate opportunities for participation by the County.
- All management decision providing for the protection of cultural resources must be based on the quality and significance of that particular resource.
- Sites and trails will be allocated to other resource users based on their natural and relative preservation value. Such use allocation must be based on cultural resources not areas of land.

- Potential adverse effects to significant and high quality cultural resources will be managed to the extent possible through avoidance and confidentiality of location before for other protections are considered.
- Many sites represent a unique culture and are closely related to early religious settlement of the area. They continue to have historical significance and are held by many residents as reverent or consecrated sites. These sites must be preserved and remain accessible.
- The preservation and perpetuation of heritage and culture is important to the area economy as well as to the life styles and quality of life of the area residents.
- The maintenance of the resources and their physical attributes such as trails, cabins, livestock facilities, etc., is critical to present and future tourism development.
- The land, its people, and their heritage form an inseparable trinity for the majority of the area residents and this relationship must be considered in all proposed actions.
- Livestock grazing, the resulting lifestyles and imprint on the landscapes of the west are some of the oldest enduring and economically important cultural and heritage resources in the west, and must be preserved and perpetuated.
- It is the County's position that the National Historic Preservation Act (NHPA) is the basis for cultural and historical preservation and defines federal agency's responsibility for protection and preservation of the County's cultural and heritage resources.

Soils

It is the County's position that:

- Soil is the basic building block for virtually all land uses. The protection of soils from wind and water erosion and the maintenance of fertility are critical to sustaining a viable agricultural economy, sustaining wildlife populations, and high levels of air and water quality.
- The Natural Resource Conservation Service (NRCS) soil survey is the basis for all public land soil related activities.
- It supports the need for completion of a NRCS soil survey that includes both public and private lands in the County.
- Soil related activities will be based on all available survey data until a final survey is published. Any deviation from this material and soil_data_development_must be coordinated with the NRCS.
- Management programs and initiatives that improve watersheds, forests, and increase forage for the mutual benefit of wildlife and livestock will be emphasized.

Air Quality

It is the County's position that:

- Maintaining the County's air quality at its current level is critical to the health and well being of its residents.
- A high level of air quality is important to future economic development as it reduces the possibility of restrictions being placed on that development due to air quality standards being exceeded.
- Air quality baselines for the area must be established with the full participation of the County.

- All air quality related plans and decisions must be based on deviation from a baseline standard established for the County.
- To maintain high air quality the County must protect the area's air from degradation from non-area sources.
- All field development plans must provide for air quality monitoring. Data development must be coordinated with, and the findings provided to the County.
- All air quality studies undertaken by or on behalf of a public land management agency or the Utah DEQ-AQD must be coordinated with the County.
- Non-area sources need to be identified and quantified to be used in determining air quality in the County and especially over Class I Air Sheds.

Wildlife

It is the County's position that:

- With proper management and planning, healthy wildlife populations are not incompatible with other resource development.
- Properly managed wildlife populations are important to the area's recreation and tourism economy and the preservation of the culture and lifestyles of its residents.
- Predator and wildlife numbers must be controlled at levels that protects livestock and other private property from loss or damage and prevents the decline of other wildlife species populations.
- *Guidelines To Manage Sage Grouse and Their Habitat*, John W. Connely, Michael A. Schrorder, Alan R. Sands, and Clait E. Braun represent definitive research on sage grouse and their habitat. This publication should be the basis for the creation of any state or local sage grouse management plan.
- Any state or federal sage grouse study group must include a County representative.
- Wildlife habitat must comply with Utah Healthy Rangeland Standards and other standards that govern rangeland health. Wildlife populations must be reduced when it has been determined that wildlife is responsible for habitat degradation.
- Impacts of development can be mitigated more efficiently in a planned manner through wildlife habitat mitigation banking. When implemented, this system could provide much needed habitat for wildlife while providing for multiple use.
- Wildlife numbers must remain at the allocated level until studies and analyses are completed to determine the ability of forage resources to support population and species trends, and impacts on other wildlife species has been assessed.
- It favors quickly and effectively adjusting wildlife population goals and population census numbers in response to variations in the amount of available forage caused by catastrophic events, drought, or other climatic adjustments.
- Reduction in forage allocation resulting from forage studies, drought, or other natural disasters shall be shared proportionately by wildlife.
- Wildlife target levels and/or populations must not exceed the forage wildlife forage available as determined by proper monitoring.
- In evaluating a proposed introduction, or reintroduction, of wildlife species, priority will be given to species that will provide increased recreational activities.

Forage Allocation and Livestock Grazing

It is the County's position that:

- Management of public lands must maintain and enhance agriculture to retain its contribution to the local economy, customs, cultural and heritage as well as a secure national food supply.
- Forests, rangelands, and watersheds, in a healthy condition, are necessary and beneficial for wildlife, livestock grazing, and other multiple-uses.
- Management programs and initiatives that increase forage for the mutual benefit of the watersheds, livestock operations, and wildlife species should utilize all proven techniques and tools.
- Most of the public lands in the County were classified as chiefly valuable for livestock grazing and were withdrawn from operation of most of the public land laws. The available forage was then allocated between wildlife and grazing preference holders, such that the established grazing preference represented the best professional judgment of the Bureau of Land Management at that time. The government cannot properly change these decisions without amending the original withdrawal and revising the land use plan based upon sound and valid monitoring data.
- Forage allocated to livestock may not be reduced for allocation to other uses. Current livestock allocation will be maintained.
- The government agencies should support financially the needed structural and vegetation improvements to ensure there is sufficient forage, especially when there is pressure from other land uses.
- The continued viability of livestock operations and the livestock industry should be supported on the federal lands within the County by management of the lands and forage resources, by the proper optimization of animal unit months for livestock, in accordance with supportable science and the multiple use provisions of the Federal Land Policy and Management Act of 1976, 43 U.S.C 1701 et seq., the provisions of the Taylor Grazing Act of 1934, 43 U.S.C. 1901 et seq.
- Land management plans, programs, and initiatives should provide that the amount of domestic livestock forage, expressed in animal unit months, for permitted, active use as well as wildlife forage be no less than the maximum number of animal unit months sustainable by range conditions in grazing allotments, which are based on an on-the-ground and scientific analysis.
- It opposes the relinquishment or retirement of grazing animal unit months in favor of conservation easements, wildlife, horses and other uses.
- It opposes the transfer of grazing animal unit months to wildlife or horses.
- Any reductions in domestic livestock animal unit months must be temporary and scientifically based upon rangeland conditions.
- Policies, plans, programs, initiatives, resource management plans, and forest plans may not allow the placement of grazing animal unit months in a suspended use category unless there is a rational and scientific determination that the condition of the rangeland allotment or district in question will not sustain the animal unit months proposed to be placed in suspended use.
- Any grazing animal unit months that are placed in a suspended use category should be returned to active use when range conditions improve.

- Policies, plans, programs, and initiatives related to vegetation management should recognize and uphold the preference for domestic grazing over alternate forage uses in established grazing districts while upholding management practices that optimize and expand forage for grazing and wildlife in conjunction with state wildlife management plans and programs in order to provide maximum available forage for all uses
- In established grazing districts, animal unit months that have been reduced due to rangeland health concerns should be restored to livestock when rangeland conditions improve, and should not be converted to wildlife use.
- The proper management and allocation of forage on public lands is critical to the viability of the County's agriculture, recreation and tourism industry.
- Management of forage resources directly affects water quality and water yields.
- Increases in available forage resulting from conservation practice, improved range condition, or development of improvements by the livestock operators or other allocated forage user will be credited to that use.
- Increases in available forage resulting from practices or improvements implemented by managing agencies will be allocated proportionately to all forage allocations, unless the funding source specifies the benefactor.
- Upon termination of a permit, livestock permittee will be compensated for the remaining value of improvements or be allowed to remove such improvements that permittee made on his/her allotment.
- Forage reductions resulting from forage studies, fire, drought or other natural disasters will be implemented on an allotment basis and applied proportionately based on the respective allocation to livestock, wildlife and wild horses. Reductions resulting from forage studies will be applied to the use responsible for the forage impact.
- Permittees may sell or exchange permits. Such transaction shall be promptly processed.
- Changes in season of use or forage allocation must not be made without full and meaningful consultation with the permittees affected. The permitted seasons of use set forth in a management plan may be adjusted and still be in conformance with the plan if:
 1. adjustments meet, maintain, or make progress towards meeting the range management standards officially adopted by the managing agency
 2. the managing agency and the permittee sign an agreement documenting monitoring plan
 3. through coordination, consultation and cooperation, the managing agency develops grazing management practices determined necessary, including those that provide for physiological requirements of desired plants.
- Livestock allocations must be protected from encroachment by wild horses and wildlife.
- Permanent increase or decreases in grazing allocations reflecting changes in available forage will be based on the vegetative type of available forage and applied proportionately to livestock or wildlife based on their respective dietary need.

Paleontology, Archeology and Geology

Remnants of early life forms, geological history and cultures have evolved as an important segment of a local economy and have become the signature of the local tourism trade. Considerable investment has been made in museums and visitors centers to promote these important resources.

It is the County's position that:

- All significant discoveries found in the area should remain here.
- Management Plans must provide opportunity for amateur collectors and students of these sciences to study, explore for, and collect related items as provided for by law.
- Public land management agencies should promote these resources with educational material, signage, and information centers where appropriate.
- Remnants found within the County and removed for cataloging or further research should be returned to the County on at least a temporary basis to further the education of area residents and visitors to the area.

Off Highway Vehicles (OHV)

It is the County's position that:

- Off Highway Vehicles (OHVs) should be used responsibly.
- The management of OHVs should be uniform across all jurisdictions to prevent concentration of use within any particular jurisdiction.
- OHV's have become an important segment of the County's recreation industry and are an important tool and mode of transportation for farmers, ranchers, and visitors.
- It supports the current policies of open OHV areas.
- It will support limiting OHV use and travel to existing roads, trails, and designated trail systems, with the caveat that additional trails be developed over time to meet the increasing needs and to limit the concentration of too many vehicles on a few trails.
- When the necessity for a closure has been established, additional trails and areas must be opened to offset the loss of that recreational opportunity.
- Public land management agencies must implement and maintain an aggressive OHV education and enforcement program to minimize resource impacts.
- The non-recreational use of OHVs, such as development and livestock operations, must be provided for in all areas unless restricted by law.
- Snowmobile use should continue to be encouraged and developed as an enjoyable use of public lands during the winter months. Associated trail heads and service providers need to be developed.

Mitigation and Habitat Improvement

It is the County's position that:

- The best method for accomplishing well planned and successful habitat improvements or mitigation is through a local habitat collaborative planning group. Facilitated by the County this group should consist of local governments, federal and state resource managers, industry, and permittees interested in the creation of productive and properly functioning habitats.
 - Any conservation initiative, mitigation or compensatory mitigation programs or studies must be coordinated with, and provide for full participation of the County.

- All disturbances of habitats must be reclaimed as soon as feasible after impacts have been created.
- All mitigation of surface disturbances must be accomplished on or adjoining the site of disturbance. No off-site mitigation may be considered until onsite opportunities have been exhausted or that proper analysis shows that habitat losses can not be mitigated on site.
- Off-site mitigation is voluntary on the part of project proponents.
- Off-site mitigation must provide for the full involvement of the County.
- Off-site mitigation should not be permanent, but be of duration appropriate to the anticipated impacts being mitigated.
- The most cost effective method of mitigation or habitat improvement is to pool committed mitigation funds to fund larger efforts to mitigate the impacts of multiple impacts. This can be accomplished through a mitigation banking system which provides for the banking of dollars or mitigation credits.
- It favors habitat improvement projects that are jointly sponsored by cattlemen's, sportsmen's, and wildlife groups such as chaining, logging, seeding, burning, and other direct soil and vegetation prescriptions that are demonstrated to restore forest and rangeland health, increase forage, and improve watersheds for the mutual benefit of domestic livestock, wildlife, and watersheds.

8.6 County Resource Management Issues

The previous section dealt with Daggett County's expectations for land management agencies and the upcoming sections deal with the County's desires and goals for working with these agencies in a more meaningful way. Each issue will be presented and then addressed individually in its own section.

1. Although the County has put a great deal of time and effort into developing their land management plans and their vision for management of the many natural resources with the county, there is still much to be done.
2. The County has limited financial and human resources and is struggling to keep up with the planning process of federal land management agencies.
3. The Public Lands Advisory Committee has provided valuable input into the County's public land management process, but is still not functioning up to its potential.
4. Partnerships between the County and federal agencies are improving as all involved explore the opportunities these partnerships create.
5. Daggett County has noticed that the federal agencies tend to minimize the economic challenges to Daggett County and do not properly analyze the socio-economic impacts of their decisions on the county and its residents.
6. Public land management agency guidelines allow for further development of the lands within their management, but have been reluctant to allow this to occur, which has hampered the county's growth and overall economic stability.

8.7 Developing Daggett County's Vision



Although the County has put a great deal of time and effort into developing their land management plans and their vision for management of the many natural resources within the county, there is still much to be done.

Introduction:

The County Resource Management Planning process developed by the state and implemented by Daggett County for the preparation of this document is still in its infancy stage. This document addresses the current relationship between the county and federal agencies and analyzes only 2 of more than 50 natural resources. Much more needs to be done to analyze the resources and how they contribute to the area and how they should be treated to clarify the County's vision. There are also many specific sites within the county that could be analyzed for possible future development or preservation.

Need for Change:

Daggett County needs to continue the planning process to completely and clearly define the County's vision for land management within the County.

Desired Management Setting:

Daggett County desires to fully evaluate the resources within the County and get into written form a plan that will provide land managers, residents, and future county leaders with information that will help them make wise decisions regarding the use of lands within Daggett County. It is also highly desirable that County officials and residents regularly review and update this plan as laws and needs change.

Policy/Position Statements:

It is Daggett County policy that the Daggett County General Plan directs the management of the lands within Daggett County. This General Plan reflects the needs and desires of the people of Daggett County at any given time.

Goals and Objective:

1. The County will continue this planning process and analyze all the major resources available within Daggett County.

2. The County will annually review the existing Plan and accept comments from its residents, its boards and committees, and others who may have input regarding the plan.
3. County elected officials will continue to seek funding as outlined in the next section to continue this process.
4. The County will share the completed plan and all updates with federal and state agencies to make them aware of Daggett County's desires.

Monitoring:

1. The County Commission will annually select at least one resource to analyze each year until this process is complete.
2. The County Commission will review the General Plan with its boards and committees and will hold an annual public hearing to allow public comment on the Plan.
3. County elected officials will annually review expenditures related to Public Lands and the General Plan and strive to maintain or increase the budgets for these activities until the County's vision is clearly identified in writing.
4. The County Commission will share each approved version of the General Plan with all agencies that manage lands within the borders of Daggett County.

8.8 Developing Daggett County's Capacity



The County has limited financial and human resources and is struggling to keep up with the planning process of federal land management agencies.

Introduction:

Daggett County's ability to fully participate in the planning processes of federal and state agencies is directly affected by the high proportion of federal and state managed land within the county. The remote location, small population and unpredictable climate also play a role in preventing Daggett County's economy from growing and developing a better tax base that would allow the County to hire the staff it needs to carefully plan for the development of the resources within the county in such a way that these resources are not damaged or used up to a point where they are no longer beneficial.

The County's commissioners are part-time and they have a full-time assistant who provides a large variety of skills??. The County has a contracted "County Attorney" and a contracted

Engineering firm, but neither of these contractors resides in the County, which makes the concept of being proactive in planning for the future difficult. The biggest problem centers around the fact that the County does not have a planner on board to help direct the planning efforts and interaction with the other stakeholders in and around the County. Each planning effort generally has a different planner based on the availability of grant funding and so over time there has not been a consistent development of the county's vision and plan to make it happen.

Need for Change:

Daggett County needs to find funding to hire at least on a part-time basis a planner that can continue the planning process needed to complete the General Planning process and help the County clearly define its vision for land management.

Desired Management Setting:

The County desire's to have a full-time planner that would direct the County's planning efforts under the direction of the county commission. This would allow the county to move from a reactive posture to proactively interacting with management agencies in a way that would allow all entities to move towards meeting their desired objectives.

Policy/Position Statements:

It is Daggett County's position that planning is a vital function of local government and needs to be done in a proactive way to ensure that goals and desires of the residents of Daggett County are met.

Goals and Objective:

1. Daggett County will continue to apply for outside funding to assist with the county's planning efforts.
2. The County will support efforts to provide a full-time planner to every rural Association of Government and will apply for a portion of that planner's time to be spent in Daggett County.
3. Daggett County will examine past expenditures for contract help and try to budget amounts annually that will enable consistent and regular planning to occur within the county.
4. County officials will educate the public and their newly elected counterparts concerning the importance of planning and staying actively involved in agency planning processes.

Monitoring:

1. The County Commission will annually apply for funding from the Governor's Office of Planning and Budget and other sources to maintain or increase these planning efforts. Planning grants and expenditure information will be tracked over time to ensure levels stay consistent or increase.
2. The County Commission and the Commission assistant will write letters on behalf of the Permanent Community Impact fund Board's efforts to provide planners for small rural communities. They will also ensure that an application is put into to ensure that between 20 and 30% of the local planner's efforts are expended in Daggett County.
3. The Commission assistant will prepare by the end of 2009 a list of past grant revenues and planner expenditures, tallied by source, so that the Commissioners may examine these items to determine if there are options that would allow the county to hire a full-time resident planner.
4. County officials will prepare three newsletter articles annually to educate the public about current planning efforts and the importance of continued planning for the viability and economic well being of the county. The commissioners will add a planning segment to board and committee agendas to assist in keeping these community members informed of specific planning needs and goals.

8.9 Developing Daggett County's Advisory Committee

The Public Lands Advisory Committee has provided valuable input into the County's public land management process, but is still not functioning up to its potential.



.Introduction:

The Daggett County Public Lands Advisory Committee was formed in 2003 and was fairly active in discussing situations involved with the BLM's Vernal RMP. This volunteer committee represents a diverse group of people with diverse interests including, agriculture, oil and gas, recreation and wildlife. It was hoped that once formed the group would take an active role in advising the county on public lands issues. Generally, the group is reliant on the county's direction and assistance in order to facilitate the exchange of information.

Need for Change:

The County needs to train and encourage this group to be more proactive in providing the County with suggestions and advice regarding public lands issues. The County also needs to develop a way of showing appreciation to those who have volunteered their time.

Desired Management Setting:

Daggett County desires to see an active public lands advisory committee that is proactive in nature and advises the elected officials concerning land management issues and also willing to make and encourage others to comment on public land issues as private citizens.

Policy/Position Statements:

It is Daggett County's position that the Public Lands Advisory Committee is an integral part of the County's effort to provide input and feedback to federal and state agencies on public land issues that affect the county and its residents.

Goals and Objective:

1. Daggett County Commissioners will choose a day of the month and hold regular monthly meetings.
2. The Commission Assistant will make sure that e-mails and information received by the County is distributed by mail or e-mail to committee members within 48 hours.
3. The County Commission will annually review attendance of committee members and their willingness to comment to determine if changes in the committee make-up need to be considered.

Monitoring:

1. Regularly scheduled meetings will be considered complete if at least 10 monthly meetings are held each year.
2. The County Commission will forward public lands information to the Commission Assistant and check back with the assistant during weekly workshop meetings to ensure that the information has been forwarded to committee members.
3. The Commission Assistant will track attendance and comments submitted and prepare a report for the Commissioners by the end of November each year.

8.10 Developing Daggett County's Partnerships

Partnerships between the County and the many state and federal land management agencies are improving as all involved explore the opportunities these partnerships create.



Introduction:

Daggett County strongly believes in the power of partnerships and is currently engaged in many formal and informal partnerships. Formal agreements may include Memorandums of Understanding (MOUs), Interagency agreements and Cooperating Agency status. The County would like to be a Cooperating Agency and expects that federal and state agencies will involve Daggett County as early as their individual guidelines allow. Daggett County will then decide to how it will be able to participate in the specific planning process. At times this may mean a more informal relationship will be more appropriate.

Daggett County feels that informal relationships are critical to the success of all partnerships and will continue to cultivate those important personal working relationships with state and federal land managers and their staffs.

Partnerships are not a new concept, but they are receiving renewed emphasis due to the increasing scarcity of resources. As agencies work together each agency and their constituencies will benefit, but there is a continuing adjustment period as the breadth and scope of these partnerships are explored and the details are worked out in partnerships that are just beginning.

Need for Change:

Daggett County needs to continue to develop the existing partnerships with state and federal land management agencies, so that all parties benefit from the partnership. Federal land managers need to extend the invitation to partner on activities in and around Daggett County as early as possible.

Desired Management Setting:

The Daggett County Commissioners expect to be kept informed of projects and activities that could potentially affect management of lands within Daggett County's borders. We expect to be formally notified at the beginning of any planning process and invited to participate as a cooperating agency. We want to receive regular updates and less formal invites to participate or give comments through our partnering activities. We would also like to be involved in the selection process for line officers that have

responsibility to manage lands within Daggett County's borders. We do not expect to make the decision, but would hope that County official's input would be sought by those with authority and power to make those decisions.

Policy/Position Statements:

It is Daggett County's position that partnerships between the county and land management agencies are appropriate and desirable. Furthermore it is our position that they have a legal responsibility to partner with the county and should seek our participation at the earliest possible time in any planning process.

Goals and Objective:

1. The County will list out all existing agency partnership agreements and a brief description of the purposes of that agreement and any expiration dates with these current agreements by the end of 2009.
2. The County will continually update standing agreements and seek new ways to partnership with local land managers and their staffs.
3. Daggett County will send a representative to the Uintah Basin Partners meetings and expects to see local federal and state agencies participate in a meaningful way.
4. Daggett County Commissioners will invite local and federal land managers to make regular presentations of plans and projects during commission meetings and/or workshops.

Monitoring:

1. The Commission Assistant will work with the Commissioners and County Clerk to develop an exhaustive list of all partnership agreements by the end of 2009, and will update annually thereafter.
2. The County will annually review the need to alter standing agreements or seek new ways to partnership.
3. The Commission Assistant will work with the Daggett County representative at the Partner's Meetings to track attendance of other land managers and the topics discussed and work to encourage all agency partners to keep local government representatives fully apprised of all planning activities and projects within the county's boundaries. A year-end tally will be prepared and presented to the Commission and agency partners.
4. The Commission Assistant will work with the Daggett County Commission to schedule and track regular agency presentations and present a year-end tally.

8.11 Developing Daggett County's Socio-Economic Information and Analysis

Daggett County has noticed that the federal agencies tend to minimize the economic challenges to Daggett County and do not properly analyze the socio-economic impacts of their decisions on the county and its residents.



Introduction:

Daggett County's small economy has been lumped with neighboring counties to show minimal affects brought about by agency decisions or the economic impact is totally ignored. Existing data can be found in federal management plans, but very rarely is this interpreted or are the potential effects of decisions analyzed for their impacts on the culture and economy of Daggett County. The County is reliant on the state and federal agencies to prepare this type of information as it does not have the expert's on staff that are trained and qualified to prepare this type of information.

As federal budgets have been slashed services formerly provided by federal land management agencies are heaped on already strapped local governments without mitigation. Small rural counties like Daggett County cannot continue to absorb these services as residents and civic leaders are already wearing many hats and struggling for survival.

Need for Change:

The County needs to work with state and federal agencies to prepare better baseline data and to more fully assess the impacts past decisions have had on Daggett County's culture and economy, while estimating future impacts that may occur due to issues under consideration.

Provisions for services required of local governments to their citizens must be quantified and considered as plans and projects are developed and mitigation for these effects must be provided.

Desired Management Setting:

Daggett County desires to get a good baseline study completed that outlines impacts federal and state land management agency decisions have had on our culture and economy. Future decisions will be analyzed on how they can and do impact Daggett County. Cumulative effects of ever increasing restriction and resource protection will be considered individually and as a group. Actions that negatively affect Daggett County will be avoided or mitigated.

Policy/Position Statements:

It is Daggett County's policy that agency planning documents better analyze the potential impacts of their decisions during their planning process. It is Daggett County's position that when land management decisions have a negative or restrictive effect on the culture and/or economy of Daggett County that these effects be mitigated monetarily or in creating additional opportunities in other areas, so that over time there is no net economic loss.

Goals and Objective:

1. The County will work with state, federal and educational agencies to develop good baseline data that decisions can be related to in order to predict the effects of proposed decisions.
2. The County will provide comments to federal and state land management agencies regarding their proposed plans and projects and will encourage county residents and visitors to do the same.
3. The County will continue to provide information to federal and state agencies concerning the costs incurred by the county associated with their decreasing levels of service to residents and visitors.

Monitoring:

1. The County Commission, the Commission Assistant/Economic Development Director will continue to work with the State of Utah, Utah State University and the University of Utah to improve the quantity and quality of information that can be shared with federal and state land managers..
2. The County Commission will share information as it is developed and encourage residents and visitors to share the effects management decisions have had upon them or could have on them as new plans or projects are proposed.
3. Annual reports will be prepared outlining the emergency response requests associated with federal and state lands and other associated expenses that have moved from federal control to local government burden.

8.12 Developing Daggett County's Public Lands



Public land management agency guidelines allow for further development of the lands within their management, but have been reluctant to allow this to occur, which has hampered the county's growth and overall economic stability.

Introduction:

The abundant natural resources on Daggett County's public lands are tied to the custom, culture and economy of the area. The limited development of private and public land does not meet the needs of Daggett County's residents and visitors. In holdings on federal and state lands within Daggett County were sometimes traded for lands outside the county. Restrictive measures and protections were put into place by federal and state land managers, which have also negatively affected the county's ability to provide for resident and visitor needs.

Residents and visitors value the areas resources and do not want to see them destroyed, but they do want opportunities that were identified during the Flaming Gorge Recreation Area Feasibility Study completed in 1993. Many of the suggestions and ideas generated during this study have not been actively pursued. The study did not call for wholesale destruction of our federal and state lands, but suggested that the careful development of a few strategic locations would greatly benefit the visitors who come to enjoy this area, but also provide opportunities for the residents who struggle to survive in this area. The privatization of Dutch John was a beginning, but further exploration of the possible development of renewable resources, cultural and heritage experiences, trails, recreational infrastructure and especially visitor lodging are needed. Increasing demands and use of our natural resource rich lands will lead to resource damage if it is not properly planned for and spread out over a greater area instead of being restricted to a more and more confined area.

Need for Change:

Federal and state land managers need to work with Daggett County and private residents to provide opportunities for the development of abundant renewable resources, cultural and heritage experiences, trails and other recreation related infrastructure including visitor lodging that will lead to a more sustainable economy for the area while providing the amenities desired by an extremely mobile yet aging population.

Desired Management Setting:

Daggett County desires federal and state agency managers to look at options that could lead to area economic stability. The County understands that managers have guidelines to follow that may not allow this development in certain areas, but know that multiple use and sustained yield are part of the management guidelines that could be further developed to meet the needs of Daggett County's visitors and residents.

Policy/Position Statements:

It is Daggett County's policy that opportunities for development be actively pursued in accordance with agency guidelines in order to ensure the economic stability and long term viability of the communities within Daggett County and the surrounding areas.

Goals and Objective:

1. Copies of the 1993 Recreation Feasibility study will be passed out to residents and area land managers and this document will be reviewed for projects or ideas that were successfully completed or implemented and for those that are still viable and need additional planning and work.
2. The County will work with the state and university groups helping to provide updated economic information in order to update the data or to produce a new feasibility study.
3. The County will encourage federal and state land agencies to actively pursue additional development of recreational opportunities (ie: ATV trails, snowmobile trails, shooting ranges, etc.) on state and federal lands in accordance with existing guidelines.
4. The County will specifically work with Forest Service and Federal Representatives to develop a resort complex including lodging, conference facilities, restaurants, golf and other needed amenities on the Lucerne Peninsula.

Monitoring:

1. The County Commission and Commission Assistant will read through the 1993 Recreation Feasibility report and provide copies to interested land managers, residents and visitors during 2008. A report will be prepared by the Commission Assistant for Commission and agency review by the end of 2009.
2. The County Commission will work with state entities contracted to provide economic data to update or review this report and see what else needs to be considered.
3. The Daggett County Commissioners will keep the concept of increased development of recreational opportunities in front of land managers during partnership meetings and other less formal get-togethers.
4. The County will work with the Forest Service, state and federal partners and private individual companies to pursue the development of a resort complex on the Lucerne Peninsula.