

GARFIELD COUNTY, UTAH

GENERAL PLAN

FOR THE PRESENT AND FUTURE NEEDS, GROWTH AND DEVELOPMENT OF
GARFIELD COUNTY

PURSUANT TO TITLE 17, CHAPTER 27, SECTION 301 OF THE UTAH CODE

ADOPTED

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INTRODUCTION

Over the past two decades, Garfield County officials have expended considerable effort in developing understandable and enforceable plans for the physical development of the county. Documents such as the Comprehensive Water and Sewerage Plan for Garfield County (1968); Garfield County Master Plan Studies (1970); Capital Improvement Program for Garfield County (1972); Transportation Assessment for Garfield County (1978); and Garfield County Master Plan (1979, 1981, and 1984) have outlined the strategies by which county officials have made important development decisions. After another decade of change, the county has undertaken a new series of strategic and land use planning updates. During the past three years, the county has sponsored or cooperated in the preparation of a Garfield County Strategic Plan (1990), with the assistance of Utah Power and Light; a draft Garfield County Master Plan (1991), with the assistance of the Five County Association of Governments; a Garfield County Strategic Plan for Economic Diversification (1993), with the assistance of Economic and Educational Development and Garfield County Industrial Development, Inc. (GIDI); numerous Action Plans, with the assistance of the U.S. Forest Service; and culminating in the release of a draft General Plan for Garfield County (1993), assisted by a team of consultants and the Governor's Office of Planning and Budget.

With this intense, but fragmented effort, a comprehensive set of goals, policies, and objectives have been outlined. The challenge is to bring the pieces together into a single document which meets the intent of the enabling legislation which allows counties to prepare a "comprehensive general plan for: a) the present and future needs of the county; and b) the growth and development of the land within the county" (Utah Code, Title 17, Chapter 27, Section 301(1)). This document is intended to meet that challenge.

As was the case in previous planning documents, this Plan is designed to provide a general philosophy regarding the future pattern of land uses in Garfield County. The resulting zoning and subdivision ordinance amendments will reflect the policy directives outlined herein.

Finally, the Garfield County Commission gave direction to develop a Plan which would include language regarding the relationship of county land use plans to those of federal and state government land management activities in the county. This document will provide the basis by which consistency with federal Resource Management Plans is evaluated.

A. PURPOSE AND SCOPE

The "County Land Use Development and Management Act" adopted by the State Legislature in 1992 states that county officials are authorized to:

1. Provide for the present and future needs of the county;
2. Plan for the growth and development of land;
3. Provide for health, general welfare, safety, energy conservation, transportation, prosperity, civic activities, aesthetics, recreation, education, and cultural opportunities;
4. Reduce the waste of physical, financial, or human resources;
5. Provide for the efficient and economical use, conservation and production of natural resources;
6. Encourage the conservation of energy and use of renewable energy resources; and
7. Protect urban development.

The legislation goes on to state that counties may determine the comprehensiveness, extent and format of the General Plan.

The 1992 legislation also gives county officials guidance as to what elements may be included in a General Plan. These elements include:

1. A **Land Use** element showing: 1) the general distribution of land; and 2) standards of population density and building intensity for lands used for:
 - a. Housing;
 - b. Business;
 - c. Industry;
 - d. Agriculture;
 - e. Recreation;
 - f. Public Buildings and Grounds;
 - g. Open Space; and
 - h. Other Appropriate Categories.
2. A **Transportation and Circulation** element showing the general location and extent of:
 - a. Arterial, Collector and Local Streets;
 - b. Mass Transit; and
 - c. Other Modes of Transportation.
3. An **Environmental** element that addresses:
 - a. The protection, conservation, development and use of natural resources; and
 - b. Environmentally sensitive area protection and reclamation.

4. A **Public Services and Facilities** Element showing plans for:
 - a. Sewage Disposal;
 - b. Waste Disposal;
 - c. Drainage;
 - d. Local Utilities;
 - e. Rights of Way and Easements;
 - f. Public Safety; and
 - g. Other Public Services.
5. A **Rehabilitation and Conservation** Element providing for:
 - a. Historic Preservation; and
 - b. Redevelopment Potential.
6. An **Economic** Element composed of:
 - a. Revenue and Expenditure Reports;
 - b. Revenue Sources;
 - c. Base Industries;
 - d. Market Area;
 - e. Employment; and
 - f. Retail Sales.
7. Recommendations for **Implementation**
8. Other Elements Deemed Appropriate

These elements should be used as a guide when development requests are reviewed by the Planning Commission and County Commission. The General Plan provides a stable basis of policy upon which elected and appointed officials can rely.

A General Plan cannot remain static. Just as the county population base changes, so should the General Plan reflect such changes. The document should be reviewed annually by the Planning Commission to assure that necessary changes are reflected. A complete revision should be undertaken at least every 3 to 5 years.

B. METHODOLOGY

Each element of the General Plan is divided into three sections: 1) Current Status; 2) Planning Assumptions; and 3) Policy Statements. The Current Status section outlines the status of the county at the present time. The Planning Assumptions section describes the assumptions made by county officials as they looked toward the future of the area. The Policy Statements section relates those strategies which the county officials wish to pursue in order to accomplish certain desired outcomes. The necessary background information and reports which provide the basis for the Plan are included as appendices.

GARFIELD COUNTY, UTAH

GENERAL PLAN

MISSION STATEMENT

We value our proud and unique pioneer heritage and the resulting values which have created our current customs, culture, and quality of life. We are committed to deterring those aspects that will detract from such values.\

Therefore, we are dedicated to maintaining and improving our basic services and infrastructure including affordable housing, health care, environmental health services, telecommunications, public facilities, educational and cultural amenities, roads, water resources, and utilities.

In five years, Garfield County will be home to a group of growing communities which will be home to a cooperative, progressive, and prosperous people. This will be achieved through retaining and expanding traditional businesses and industries; protecting and improving agricultural and ranching opportunities; through attracting new industry; and through promoting tourism. Each activity will allow the county to preserve and maintain the proud pioneer heritage and values which make Garfield County unique.

CHAPTER ONE

LAND USE

A. CURRENT STATUS

The most striking characteristic of land ownership in Garfield County is the large percentage of government owned land. Parts of three national parks, a national recreation area, and national forest are found in Garfield County. The largest category of land ownership is the national resource lands managed by the U.S. Bureau of Land Management (See Table 1-1).

**TABLE 1-1
FEDERAL LAND ACREAGE
IN GARFIELD COUNTY, UTAH**

<u>Agency</u>	<u>Acreage</u>	<u>Percent of County</u>
Bureau of Land Management	1,450,391	43.0
Forest Service	1,045,974	31.0
Dixie N.F.	1,042,150	
Fish Lake N.F.	3,824	
National Park Service	434,147	12.9
Bryce Canyon	26,944	
Canyonlands	17,729	
Capitol Reef	87,527	
Glen Canyon NRA	301,947	
Grand Staircase NM		
Bureau of Reclamation	39,007	1.1
Utah State Trust Lands	269,614	8.0
Private Lands	133,584	4.0
TOTALS	3,372,717	100.0

Source: Utah State BLM Office Property Records

One of the difficulties in considering the distribution of land ownership in Garfield County is the high degree of inconsistency between state and federal agencies figures of the amounts of land managed by the various agencies. Table 1-2 indicates this problem.

**TABLE 1-2
LAND OWNERSHIP IN
GARFIELD COUNTY, UTAH**

<u>Source</u>	<u>Federal Acres/Percent</u>	<u>State Acres/Percent</u>	<u>Private Acres/Percent</u>
Utah State BLM Property Records, 1994	2,969,519 (88.0%)	269,614 (8.0%)	133,584 (4.0%)
Utah Office of Planning & Budget, 1993	2,941,705 (88.1%)	241,127 (7.2%)	154,982 (4.6%)
1976 Statistical Abstract, Univ. of Utah, Bureau of Economic and Business Research	2,952,114 (88.9%)	232,989 (6.7%)	133,297 (4.0%)
Utah Geological & Mineral Survey	2,972,700 (89.5%)	194,200 (5.9%)	151,500 (4.6%)

Private Land Use

The predominant use of private land in Garfield County is agriculture. Table 1-3 indicates that pasture and rangeland comprise the greatest amount of private agricultural land while irrigated croplands comprise the smallest.

**TABLE 1-3
PRIVATE AGRICULTURAL LAND USE IN
GARFIELD COUNTY, UTAH**

<u>Category</u>	<u>Acreage</u>	<u>Percent Change 1987-92</u>
Total Cropland	41,286	+30.0%
Harvested	16,819	+28.0%
Grazed	20,803	N/A
Other	3,664	N/A
Total Woodland	5,620	-8.0%
Grazed	3,421	N/A
Not Grazed	2,199	N/A
Other Land	90,624	-10.0%
Rangeland	86,174	-9.0%
Lots, Roads, etc.	4,450	-21.0%
Total Pastureland	110,398	-4.0%

Source: U.S. Bureau of the Census, Census of Agriculture, 1992, Part 44, Utah, Table 6, Page 193

A combination of limited rainfall, limited irrigation, short growing season, and little arable land has resulted in the amount of land used as cropland--only 1 percent of the county land area, one of the lowest in the state.

Land which is considered "urban" or "built-up" (cities, towns, industrial sites, cemeteries, airports, golf courses, institutional and public administrative facilities, and roads) is also a small portion of the Garfield County land area (See Table 1-4).

**TABLE 1-4
URBAN AND BUILT-UP LAND USE
IN GARFIELD COUNTY (ACRES)**

<u>1958 Acres/% County Area</u>	<u>1958 Acres/% County Area</u>	<u>Percent Increase 1958-1976</u>
1,563 (0.04%)	8,662 (0.2%)	554.0%

It should be noted that much of the increase in urban land is due to towns annexing large tracts of unincorporated land. The small amount of land which has been "built-up" in Garfield County is a reflection of the extremely low density of population in the county. The 1990 Census shows a density of 0.8 persons per square mile in Garfield County, which is the lowest population density among Utah counties, and among the lowest in the continental United States.

As was noted in the introduction, Garfield County adopted a Master Plan for development in 1984. The county adopted a Subdivision Ordinance in 1966, which was updated in 1985. This ordinance has been used from time to time to give direction to subdivision development in the county, and a number of subdivisions have been reviewed and recorded under its guidance. No other land use ordinance had been adopted prior to that time.

Garfield County does have a Zoning Ordinance which was adopted in 1986. Garfield County and the incorporated communities participated in the "HUD 701" Master Plan Program in 1973. Model ordinances were presented for use in the county at that time. Over the past decade, most of the incorporated communities have developed and adopted zoning ordinances.

Irrespective of how carefully land use ordinances are developed, they are of little value unless there is an enforcement effort which requires skilled enforcement personnel. One on-going concern is that ordinances which have been adopted have not always been enforced. The proper enforcement of land use ordinances requires an extensive and skillful community education program. Increased public understanding of the usefulness of land use planning may be achieved through viewing ordinances as protective devices rather than as restrictive ones. Sometimes, this only happens after the land use pattern has been hurt by a poorly located development or by incompatible uses of land.

As stated above, the area encompassed by Garfield County is extensive and the relative population of the area is very low, having a total of 4,280 (1994 estimate) residents. Frequently, building inspectors, particularly on the county level, are spread too thinly to adequately cover an entire county area. Often, construction projects, particularly the installation of mobile homes, go unnoticed unless, or until someone in the county reports a violation. By that time, it is often difficult or impossible to make effective corrections.

In the past, much land in the county was sold without going through the process of creating a legal subdivision. Development took place in these areas without the benefits of a building permit or building inspection. In the case of subdivisions, county officials are frequently unaware of land sales taking place until there is a request for building permits. Frequently, after the land is sold the seller is no longer available for remedial action on the part of the county. Many illegal land sales in the region have gone uncorrected or unprosecuted.

The difficulty of effective prosecution is another handicap to code enforcement. County attorneys' offices are usually understaffed and over-worked with other cases. Cases relating to land use development usually rate a very low incidence of priority; one reason being that, as stated above, many such cases are extremely difficult to prosecute successfully, and there is also a general attitude of leniency on the part of the public toward the prosecution for land use violation. The notion of "a man has the right to do what he wants with his property" is sometimes interpreted to mean one has the right to do "whatever he wants" with his property. Growth and development create conflicting uses of land. Land use plans are merely tools for coordinating development and to mitigate conflicts.

Land planning and development has made much progress in the past decade. With time, education, and increased development, more and better enforcement have taken place. Increased

development will result in a demand for increased enforcement of ordinances. Garfield County should be encouraged to prepare for sound planning decisions which are a necessity and should not be an afterthought.

B. PLANNING ASSUMPTIONS

The Garfield County Planning Commission and County Commission have established a series of eight zoning districts which overlay all land except for National Park Service holdings in the county. Each district includes a purpose statement which provides the basis for the establishment of the zone. Both the Planning Commission and County Commission have indicated that these basic purposes still apply, and should be the basis for any potential amendments to the General Plan or Zoning Ordinance. These purpose statements are listed below, and serve as the basis for future land uses in the unincorporated areas.

1. Multiple Use District

To establish areas which are open and generally undeveloped. The district is designed to protect lands and open space resources, reducing unreasonable requirements for public utilities and services. This district will encourage the use of land, where appropriate, for grazing, agriculture, mining, wildlife habitat, and recreation. The intent of the district is to avoid excessive damage to watersheds, control water pollution, inhibit soil erosion, avoid damage caused by livestock and/or wildlife grazing, and to enhance wildlife values. Most of the public lands administered by the Bureau of Land Management (BLM), the U.S. Forest Service (USFS), and the private inholdings surrounded by BLM lands are included in this district. The minimum lot size is forty (40) acres and most uses beyond agriculture and forestry require a conditional use approval by the planning commission.

2. Forest/Recreation District

To permit the development of identified mountain areas for recreation and seasonal residential living and other activities, to the extent compatible with the protection of the natural and scenic resources of the district. Most of the private land inholdings surrounded by forest service lands are included in this district. The minimum lot size is 22,000 square feet. Any use beyond a single dwelling on forty acres requires planning commission approval. Design of any use must incorporate wildfire protection measures.

3. Agricultural District

To preserve appropriate areas for permanent and temporary agricultural and open space uses. Uses normally and necessarily related to agriculture are permitted and uses adverse to the continuance of agricultural activity are not allowed. The minimum lot size is six (6) acres. Most private land holdings in the unincorporated area of the county fall into this district.

4. Residential District

To provide appropriate locations where residential neighborhoods may be established, maintained and protected. This district also allows for public and semi-public uses which support residential development. Little or no unincorporated land has been placed into this district, mainly because developers cannot afford to install the infrastructure required to support residential neighborhoods, and the county will not provide municipal type services. Allowable lot sizes range from 12,500 to 20,000 square feet.

5. Residential Estates District

To provide for residential estate neighborhoods of a rural character together with a limited number of livestock for the benefit and enjoyment of the residents. Again, this district has not been used extensively. The allowable lot size is one acre.

6. Commercial District

To provide for retail and service activities in locations convenient to serve the public. In practice, this district has been used to legitimize existing commercial activities occurring at major intersections.

7. Light Industrial District

To provide areas where light industries necessary and beneficial to the local economy may locate and operate. Most industrial uses have located inside incorporated cities. The county has not identified any such districts in the unincorporated area, due to the lack of adequate infrastructure needed to support such development.

8. Heavy Industrial District

To provide for industrial uses not allowed in any other zone. This district has been used for the location of sawmills in the unincorporated area.

The county intends to continue using these broad land use districts as the basis for future plans and ordinance amendments.

A major assumption inherent in this plan is that the unincorporated county cannot support development which must access municipal services. Development at a scale which requires such services should be located in the communities which can adequately service such development.

C. POLICY STATEMENTS

The following policies have been developed by the Local Government Planning Process Steering Committee, the Planning Commission, and County Commission in work sessions held during 1993-94. Many remain from previous planning documents. Others reflect the concerns of the public, as expressed in the numerous planning processes which have occurred in the past two years.

General Land Use Policies

1. Garfield County should enter into agreements with its communities to coordinate approval of subdivision plats, commercial development and the issuance of business licenses within each community's sphere of influence, as defined in the Annexation Policy Declarations prepared and filed by the respective communities. If no such declaration is on file, the sphere of influence will be considered to be one half mile from the corporate limits. Communities should consider annexation when considering extension of water service and other improvements.
2. All new urban-type development, both residential subdivisions and commercial developments shall be encouraged to locate within the boundaries of incorporated municipalities except for projects specifically justified in other locations as associated uses needed for basic permitted activities. Unincorporated areas are encouraged to incorporate when the population requires it and increased services are required; for example, landowners and residents in the vicinity of Panguitch Lake may consider incorporation at some future date.
3. Garfield County should update and revise the Zoning Ordinance, Subdivision Ordinance, building codes and construction standards as a means of implementing the General Plan and administering related ordinances. The revisions should address the following priorities:
 - a. The need to more fully preserve the county's custom and culture;
 - b. Incorporate Agriculture Protection Areas, as authorized by state law;
 - c. Address wildland fire protection;
 - d. Recover new construction "county-provided service" costs;
 - e. Encourage the development and adoption of covenants, conditions, and restrictions which promote the use of building materials which fit the environment of the county; and
 - f. Assure compliance with all health and sanitation codes.

Garfield County urges communities to update and/or adopt consistent municipal General Plans and appropriate ordinances.

4. The county should adopt an "Impact Policy Declaration" stating that in any "Boom Town" development developers or those entities causing the impact shall provide a comprehensive

development plan that assures financing by revenues generated from the proposed project. Thus, the financial burden shall not fall back on the existing population.

5. Recreational development occurring in the Multiple Use or Forest Recreation districts should be clustered so as to not inhibit the continuing use of other lands for legitimate multiple uses.
6. Residential and commercial growth resulting from natural resource development should be located within existing municipalities where appropriate municipal services can be provided.
7. The Scenic Byway and Backway designations of major roads in the county will be protected in part by a comprehensive outdoor advertising chapter currently being prepared by the Five County Association of Governments and Planning Commission for inclusion in the Zoning Ordinance.

Commercial Land Use Policies

1. Garfield County shall encourage commercial activities to be grouped together in order to facilitate shopping, supply needed parking spaces, provide attractive settings, and create collective customer drawing power.
2. All new commercial uses, unless justified as exceptions (Bryce Canyon, Ticaboo, Panguitch Lake) or those offering significant commercial potential shall be centrally located within existing municipalities for water, sewer service, fire and police protection, and for support of the municipal tax base.
3. Where feasible and desirable, areas adjacent to a municipality to be developed for commercial use should first be annexed. Commercial land inside municipalities should be utilized before additional commercial uses are permitted in unincorporated areas.
4. Strip commercial development along state highways or paved county roads shall be prohibited. Highway developments should be clustered to insure multiplicity of services.
5. All new development costs should be absorbed by the developer so as not to be a burden on the existing population.
6. All new subdivisions, residential commercial or industrial developments should be required to install all improvements before any building permits are issued.

Agricultural Land Use Policies

1. Vacant developable lands not designated for agricultural use in the municipalities of the county should be developed first prior to developing lands in unincorporated areas.
2. Prime agricultural land should continue to be designated as greenbelt area as long as conceivably possible, including protection through the Farmland Assessment Act (Greenbelt) (Utah Code, Title 59, Chapter 2, Section 501 et. seq.) and the Agriculture Protection Area Act (Utah Code, Title 17, Chapter 41, Section 101 et. seq.)
 - a. The County Commission will establish the Agriculture Protection Area Advisory Board, and direct the Board to identify appropriate unincorporated areas which

qualify for designation as Agriculture Protection Areas. The Board will forward their recommendations to the County Planning Commission by January 1, 1996. The County Planning Commission will review the areas identified by the Agriculture Protection Area Advisory Board, and forward a recommendation to the County Commission by June 1, 1996. As part of this evaluation process, a recommendation regarding the minimum number of contiguous areas to be included in an Agriculture Protection Area will be forwarded to the County Commission.

- b. Property owners will retain the opportunity to propose Agriculture Protection Areas independent of the evaluation process of the Agriculture Protection Area Advisory Board.
3. Garfield County should propose that the areas presently or potentially used for irrigated cropland should be protected and preserved for this exclusive use.

Manufacturing Land Use Policies

1. Industrial development should be centralized in appropriate areas in each municipality, except for those located at raw materials sources.
2. Industrial development should have direct access to major highways to make sure industrial vehicles need not move into or through residential areas.
3. Industrial development factors of noise, dust, odors, glare, vibrations, etc. must be kept within acceptable standards to decrease harm to plant workers and to neighboring land uses.
4. Keep all industrial operations in good repair and attractive in appearance.

CHAPTER TWO

TRANSPORTATION AND CIRCULATION

A. CURRENT STATUS

In Garfield County, like most rural counties, transportation facilities are the life lines of the local residents. The road system running through the county provides a critical function in accessing federal and state land and resources. Map 2-1 shows major highways within the county. It is not possible to show the entire network of highways, roads, and trails in this document. Detailed maps of the Utah Department of Transportation (UDOT) roadway system (primary and secondary systems, Class A, B, C, and D) are available at UDOT headquarters. Detailed maps of the RS 2477 road rights-of-way identified by the county commissioners are available at the county courthouse.

1. Airports

Garfield County created an Airport Authority in 1993 to address airport-related issues. A summary of airport facilities is given in the Table 2-1.

Table 2-1
AIRPORT FACILITIES INVENTORY

Airport Name	BRYCE	BULLFROG	ESCALANTE	PANGUITCH
Length of Runway	7,400 ft.	3,500 ft.	5,025 ft.	4,200 ft.
Surface	Asphalt	Asphalt	Asphalt	Asphalt
Rotating Light/Beacon	Yes	No	Yes	Yes
Navigational Aids	VORTRAC 112.8	VORTRAC 112.8	VORTRAC 112.8	VORTRAC 112.8
Communication	UNICOM 122.8	UNICOM 122.8	UNICOM 122.8	UNICOM 122.8
Distance to Salt Lake Intl. Airport	206 Miles	234 Miles	241 Miles	209 Miles

Source: Utah Aeronautical Chart, April 1, 1989.

2. Highways

The county's highway system, including state roads, is the single largest infrastructure investment. Existing highways in Garfield County are only in fair condition overall, due partly to insufficient funds needed to properly maintain and renovate these aging facilities.

According to studies performed by Utah's Joint Highway Committee, highway facilities are rapidly falling behind in maintenance, with state roads currently receiving approximately 86

percent of the needed funding and county roads receiving approximately 56 percent. Many state and county roads have exceeded their 25 to 30-year design life and are in need of major rehabilitation, reconstruction, or replacement. Local city streets are also in poor condition and are often poorly constructed for drainage or structurally inadequate (thickness of asphalt, road base, or sub-base).

Within Garfield County there are several state and federal highways, the most prominent being Federal Highway 89 and State Route (SR) 12. US-89 runs in a north-south direction and is located in the extreme western portion of the county. SR-12, a fully improved highway, begins at US-89 midway between Hatch and Panguitch, and runs east/southeast through Tropic, Cannonville, and Henrieville. It then runs northeast to Escalante, continues through Boulder, and leaves the county leading towards Grover in Wayne County. SR-12 makes connection with SR-24 in Torrey in Wayne County.

The Bicentennial Highway (State Route 95) leading from Hanksville in Wayne County provides access to the eastern portion of Garfield County. This fully improved highway splits approximately 10 miles from the county boundary to State Highway 276 heading south-southwest to the Bullfrog Basin immediately inside the Kane County border. SR-95 continues south-southeast into San Juan county.

In Garfield County there are several other fully improved roadways. These are the interconnecting highways SR-143, SR-20 and SR-63. SR-143, which begins at Panguitch runs southwest and west towards Brian Head Ski Resort and on to Interstate 15 near Parowan. SR-20 begins at US 89 approximately 10 miles north of Panguitch, runs west to Interstate 15. SR-63 is the road which serves Bryce Canyon National Park. This road begins at the junction of SR-12 where SR-63 and SR-22 (a partially improved road) meet.

Other partially paved roads (including chip seal roads) or improved gravel roads are SR-22, the Burr Trail, Notom, Pine Creek, Panguitch Lake, River Lane, John's Valley, Kodachrome, Proctor, Mammoth Creek, Fish Hatchery roads and others. SR-22 is a minor and partially paved roadway which originates in Piute County near Otter Creek Reservoir and connects to Garfield

County's Johns Valley Road, which leads through Antimony traveling south through Widtsoe to John's Valley. At this junction it connects with SR-63 which continues south through Bryce Canyon. The Burr Trail has been partially surfaced (a chip and seal). Through the state's Community Impact Board, significant financial investments have been made in this facility. This road is more than 60 percent complete (40 miles out of 66 total) and will provide new opportunities for tourism and recreation. The Notom Road which connects to the Burr Trail is mostly a gravel road.

3. Railroads

At the present time there are no railroads in service or rail trackage in Garfield County.

B. PLANNING ASSUMPTIONS

1. Garfield County will continue to accept direct maintenance responsibility of Class B and D roads in order to preserve their class designation and to assure state funding for Class B roads.
2. The rugged topography in Garfield County will continue to emphasize highways as the primary transportation resource for both residents and visitors.
3. As stated in the land use element, urban-type developments within Garfield County should be restricted to locations within the municipalities or to adjacent locations which can be annexed, in order (among other reasons) that new streets and highway building can be kept to a minimum, except for clearly justified exemptions from this policy.
4. All streets and roads in the county and its municipalities will be considered part of the public landscape, to be made attractive as well as useful. Strong consideration should be given to form a Shade Tree Commission in each municipality and in the county to encourage and regulate the planting of trees on the roads and streets, in harmony with a county-wide street tree planting and maintenance plan.
5. County leaders will coordinate with state and federal highway officials to encourage each entity to continue to work together to keep all state highways in as good repair as possible. The county will aid in this process by providing a list of state highway improvement priorities to the State Highway Commission at their regularly scheduled regional meetings.
6. Existing roads will require upgrading as traffic increases and safety standards are raised. These routes are proposed for scenic enjoyment by developing and protecting the landscaping along them.
7. Garfield County will continue to make improvements to the Burr Trail Road.
8. The access road to Kodachrome State Park will provide better access for visitors which will enhance the tourism potential of the county.
9. The Utah Code states that "all highways, roads, paths and ways not designated as a federal, state, city or special highway, road, path or way shall remain under the direction of the county executive in the county where they are located." (Title 27, Chapter 12, Section 25). Garfield County will use this provision of state law to preserve public access across the county.

C. POLICY STATEMENTS

The following policies have been developed by the Local Government Planning Process Steering Committee, the Planning Commission, and County Commission in work sessions held during 1993-94. Many remain from previous planning documents. Others reflect the concerns of the public, as expressed in the numerous planning processes which have occurred in the past two years.

1. Maintain or improve the existing roadway system within the county including the preservation of RS-2477 access rights-of-way to federal and state lands for mining, timber, grazing, etc. Such activity is authorized by state law (UCA 27-12-25).
2. The maintenance of existing city, county and state roads and highways is of major concern. While the State of Utah maintains all state highways and provides partial funding for Class "B" (county) roads, maintenance of these facilities is currently inadequate.
3. The issue of how best to obtain additional funding for maintenance and roadway reconstruction could be approached in numerous ways. It appears that the best solution is a comprehensive approach. This issue is extremely complicated because highways are an integral part of so many infrastructure elements.
4. The method of taxation and funding of highways and other infrastructure services (garbage, police, ambulance, etc.) should be equally distributed among all groups of road users. Because the beneficiaries of county services and infrastructure are different and the services and facilities they impact are also different, individual user categories should be identified and then evaluated as a whole. One single comprehensive formula should be developed and coordinated with relevant county, state, and federal parties. While the scope of this project does not allow the analysis and formulation of this exercise, the infrastructure subcommittee did identify the various potential sources of funding and the affected beneficiaries of a comprehensive approach. The most serious infrastructure service problem is the inadequate reimbursement of law enforcement and emergency services resulting from the tourism and recreation industries.
5. Increase roadway maintenance and needed highway capital improvements (develop new or increase existing funding mechanisms).
6. While surface highways will remain the primary means of transportation in Garfield County, additional alternative means of transportation will be encouraged. This will be accomplished by incorporating pedestrian and bicycle paths into state and county road right of way designs, where feasible.
7. The county will support efforts to establish both hiking and Off Highway Vehicle trails across public lands, including a bicycle trail along Highway 12, which is a designated Scenic Byway.
8. Airports in the county are undergoing major improvements in order to accommodate increased air traffic. Master plans for the Bryce Canyon and Panguitch airports have been prepared. The programmed improvements detailed in the airport master plans should be added to the capital improvement priorities of each respective jurisdiction.
9. The airport protection areas identified in the respective airport master plans will be noted on the Garfield County General Plan map.

CHAPTER THREE

ENVIRONMENT/CONSERVATION

A. CURRENT STATUS

Garfield County is a land of contrasts. Located at the western edge of the Colorado Plateau physiographic province, the county contains a number of very high elevation plateaus which have been dissected by water courses leading to the Colorado River on the east side of the county and the Sevier River on the west. The natural erosion processes in the region have resulted in some of the most unique and varied landscapes in the world. There are few places where the geologic column is so well exposed, so colorfully exhibited, so sculptured by erosion and arranged by structure.

This unique geography has also produced some important natural resources. Minerals produced in Garfield County include petroleum, uranium, sand and gravel, vanadium, gems and semi-precious stones, antimony, coal, precious and base metals, stone and bentonitic clay. The county also contains a large carbon dioxide gas deposit. While large deposits or reserves of such minerals are well-documented, history and economics have shown that the remote nature of Garfield County, combined with competition from other sources, has tended to make mineral production a "boom/bust" phenomenon.

The most obvious natural resource developments in the county have been the Upper Valley oil field and the Ticaboo uranium processing facility. The Upper Valley field is still producing petroleum. The Ticaboo facility has recently been sold. The new owners anticipate a renewed interest in the facility, since it is one of only four such facilities in the country able to begin processing activities.

Timber production and processing began simultaneously with settlement of the county. Sawmills have been a major historical economic base for both Panguitch and Escalante.

The climatic conditions and vegetation of the county encourage livestock grazing which is still a predominant use of much of the land base.

In contrast, the value of the scenic resources of the county continues to grow as visitation to the area increases. The county is home to Bryce Canyon and portions of Capitol Reef and Canyonlands National Parks, the Glen Canyon National Recreation Area, a number of state parks, and vast expanses of Forest Service and Bureau of Land Management lands.

The dramatic changes in elevation create a very diverse display of vegetation, wildlife, and climatic conditions. The county contains alpine lakes and coniferous forests, broad expanses of high desert steppe, and slickrock desert canyons famous throughout the world.

The management of the bulk of resources in the county is in the hands of the federal government, since the federal government controls almost 89% of the county land base. The privately-owned lands are generally located at the mouths of canyons where perennial streams flow from the high plateaus. In virtually every case, these lands are subject to natural hazards such as earthquake

faults, flood plains, unstable soils, and steep slopes. In addition, the seasonal dwellings scattered throughout the county are also exposed to wildfire hazards.

B. PLANNING ASSUMPTIONS

1. County leaders are committed to developing an environment where the natural resources found in the county are utilized in a fashion which encourages economic and ecological sustainability.
2. The small private land base cannot be effectively sustained without considering the management of the public lands. Therefore, county leaders will develop a cooperative working relationship with all government agency managers to ensure the inclusion of local perspectives and concerns in public land management directions.
3. The health, general welfare, and safety of county residents and visitors is one of the primary purposes for local land use plans. Because of this basis, the location and extent of potentially hazardous natural conditions will be identified and disclosed to present and future residents and visitors.
4. Practice has shown that attempts to manage natural resource development with a single resource focus fail to reflect the true scope of impacts to the natural and built environment. At the same time, the "ecosystem management" concept, as described by federal agencies tends to treat humans as intruders in the natural system. County leaders reject this supposition and will insist that natural resource management plans and/or "ecosystem" management plans for all county lands, public or private, consider humans as part of the system.

C. POLICY STATEMENTS

1. New development or individual builders should be encouraged to include designs which maximize the use of alternate energy sources.
 - a. Encourage new developments and individual builders to orient their buildings in such a manner as to take advantage of solar energy.
 - b. Allow for the use of alternative energy sources such as wind and solar.
2. The county commissioners should adopt by resolution solar energy and solar access policies to make the people aware that the commission is very concerned about energy conservation.
3. The county's zoning ordinance should reflect and encourage solar, wind, and other energy efficient development.
4. Continue an aggressive public education and awareness campaign on the need to reduce pollution of Panguitch Lake and other surface waters in the county.
5. Encourage upgrade of nonconforming sewage facilities to meet Department of Health Standards.
6. Enforce State Health Department standards for new sewage systems.

7. Encourage upstream livestock operators, landowners, state agencies and the Forest Service to maintain existing erosion control and revegetation projects on Panguitch Lake tributaries.
8. Adopt fish cleaning policies that require cleaning in approved areas only. Disposal of fish entrails into Panguitch Lake should be prohibited.
9. Eliminate disposal of human waste from boats.
10. Identify 100-year flood plains beginning with the Federal Insurance Rate Maps prepared for the county and avoid development in such areas. If such development is deemed necessary, the owner will be required to document that adequate mitigation measures will be in place prior to occupancy.
11. Identify the location and extent of earthquake faults which may impact county residents. The technical assistance of the Utah Geological Survey will be requested in this regard.
12. Solid waste generated on public lands must be disposed of properly in approved solid waste landfills. Public agencies responsible for the management of such lands will be required to pay Garfield County for the present and future costs of managing such solid waste disposal.
13. The County will identify and map all drinking water source protection zones in effect in the county, and recognize their importance in land use permit reviews and approvals.

CHAPTER FOUR

PUBLIC SERVICES/INFRASTRUCTURE

A. CURRENT STATUS

Extensive capital investments have been made in infrastructure elements, including roads, public and private utilities, telecommunications, equipment, public facilities and buildings (schools, medical facilities, community centers, libraries, courthouses, etc.) and services.

Infrastructure covers a broad range of public facilities and services including items such as transportation (highways and other forms of transportation), water and water resources, law enforcement, emergency services, community facilities, and environmental health (clean air and water, solid waste, etc.). Many infrastructure categories and services overlap with other areas or programs which are not normally considered to be infrastructure, such as education, human/social services (including welfare, employment and social services programs, etc.) and health services. Education, human and social services, and health services, are addressed in regard to infrastructure related aspects such as public buildings, transportation requirements and other infrastructure or utility requirements for these facilities. Needs for education curriculum and human/social and health care services and programs have not been addressed in this planning effort.

Infrastructure needs in Garfield County over the past ten years have remained fairly constant with the primary needs being capital replacement or modernization. Population projections from the State of Utah (Governor's Office of Planning and Budget) indicate that while population and employment are both projected to increase only moderately from 1990 to 2000 (approximately 1 percent per year), education enrollment is anticipated to decrease 17 percent from 1,060 to 881 students by the year 2000.

In June 1993, Garfield County created "*The Municipal Building Authority of Garfield County, Utah*" for the purpose of promoting, improving, financing, or implementing capital improvement projects.

The information presented on the following pages is a summary of the existing conditions of various infrastructure elements. The information was collected from various sources including individuals on the Garfield County infrastructure subcommittee, the cities in Garfield County, Garfield County staff, and regional, state and federal agencies.

Environmental Health

Air Quality

Air quality in Garfield County is excellent. Many residents' value clean air as a cultural benefit associated with the rural county lifestyle. The preservation of clean air is one of the goals of Garfield County. At this time, this goal does not present a conflict with economic or resource development, except in a few select areas. There are no areas where resource or other development is prohibited due to air quality, provided that new development emissions meet

National Ambient Air Standards established for this area. Within southern Utah (including all of Garfield County), all areas are designated as Class 2, with the exception of the National and State Parks and designated wilderness areas. The parks and wilderness areas are all classified as Class 1.

Development is permitted in Class 2 areas, provided that a process has been completed which indicates that PSD (Prevention of Significant Deterioration) standards are maintained. Current sensitive areas (where certain resource development may not be allowed or may be required to attain higher air emissions standards) are determined by weather and wind patterns, the cost to mitigate or reduce pollutant emissions, the type and concentration of pollutant being omitted, as well as a number of other parameters such as the location of other sensitive areas (National and State Parks, wilderness areas, and other specially designated areas).

The designated sensitive air quality areas or "air sheds" are not shown in this report and do not exist in a map format. The issue of mitigating mineral resource development emissions (e.g. coal gasification) on permitted grounds, normally becomes an issue of cost-effectiveness provided that no other significant National Environmental Protection Agency (NEPA) standard problems exist.

Organic and Animal Disposal

In Garfield County, most local cities have organic and animal disposal sites which accept other solid waste and garbage on a regular basis. Each of the cities within the county which operated unpermitted solid waste disposal sites are required to close these sites by October 9, 1995, or face more strict compliance standards.

The county also has two permitted solid waste facilities (with the possibility of an additional facility in Panguitch) which have sufficient capacity to also accept organic and animal waste. New organic and animal disposal sites are not required by the State of Utah, but Garfield County has developed plans for such sites in each community.

Solid Waste Disposal

In Garfield County, there are two permitted solid waste facilities in operation. John's Valley Solid Waste Facility, a 320-acre facility with a 200 to 400 year expected life, receives approximately 15,000 cubic yards of solid waste per year. The John's Valley solid waste landfill is located approximately 12 miles north of Tropic and 20 miles east of Panguitch. The county also operates a permitted solid waste landfill in the Ticaboo area, approximately 8 miles north of Bullfrog Basin. The Ticaboo facility is a forty-acre site and has an expected life of 50 years. Fees are anticipated to increase as a result of new federal and state legislation requirements. According to Garfield County staff, the county's proposed higher solid waste fees would still be lower than the fees charged in adjacent counties. Garfield County solid waste fees are expected to undergo significant restructuring in order to coincide with federal mandates and fiscal year-end periods for state and federal agencies.

For more information regarding solid waste disposal refer to Garfield County's Solid Waste Disposal Plan. This document is available for review at the Garfield County Courthouse.

Wastewater Disposal and Treatment

At the present time, there are three cities which have sewer or wastewater treatment facilities: Escalante, Tropic, and Ticaboo. All three cities operate wastewater lagoons. The rest of the county uses septic tank systems to dispose of wastewater. Pumped septic tank sludge waste is disposed of privately. In general, facilities appear to be adequate for present needs. However, any substantial expansion for mineral development or additional industrial or commercial development could result in the need for further expansion of their existing facilities or new wastewater treatment facilities. Panguitch is in the process of investigating the possibility of a wastewater treatment facility (wastewater lagoons, etc.) within the city boundaries or immediate vicinity. Other cities which could benefit from future wastewater treatment facilities include Antimony, Boulder, Cannonville, Hatch, and Henrieville.

A wastewater disposal-related problem relates to septic tank sludge which clogs and backs up effluent if not pumped on a regular basis. Also, the county and/or cities are in need of lagoons for the disposal and treatment of septic tank sludge. While the cost effectiveness of implementing sewer systems in each city is more an economic issue than a health issue, the proper disposal of septic sludge is primarily a health issue with economics being secondary. Individual septic wastewater treatment systems must be installed according to specific requirements set by the State of Utah and enforced by the local or regional Board of Health.

Water Quality

Water quality within Garfield County for drinking is good to excellent and is supplied by canyon springs and wells. All public drinking water systems within the county are state approved. The majority of spring fed or well water systems are located above the river basins or septic tank systems. Water quality of downstream rivers such as the Sevier River is generally reduced due to their downstream location. In general, however, it can be summarized by stating that the water sources located above the cities and towns are fed by clean and pure water sources, whereas the downstream rivers, specifically the Sevier River, have decreased water quality due to salts, organics, and nutrient content.

Law Enforcement and Public Safety

Law enforcement within the county is adequate, with the possible exception being during the peak tourist season. Within the county there is one county sheriff, three deputy sheriffs, two Panguitch city police officers, two Utah Highway Patrol (UHP) troopers and one Escalante city police officer. The sheriff's posse consists of 21 volunteers from Panguitch, 8 from Bryce Valley, and 19 from Escalante.

Law enforcement and emergency service personnel indicated that equipment improvements are the most critical need within their area. The age of the existing facilities and the need for remodeling and modernizing the sheriff's office and jail were law enforcement's top priorities. The need for facilities and equipment was also prioritized by emergency services.

Garfield County fire departments indicate that facilities and replacements are their top priority. Each city has new fire trucks. Although the fire station in Panguitch needs replacing, the fire department has two relatively new fire engines (1989 and 1992).

Ambulance services are all dispatched through the Garfield County Sheriff's office.

Public and Private Utilities

Electrical Power

Residents and businesses in Garfield County are currently served by two providers. Utah Power and Light serves a relatively small area of the county, primarily the Panguitch and Panguitch Lake area. Garkane Power Rural Electric Association Inc. serves the remaining portion.

Current electrical power needs are being adequately served. However, in the eastern portion of the county there are many remote areas in which there are very few service lines.

Gas

At this time, natural gas is not available within Garfield County. LP gas is delivered by private vendors. The nearest gas lines are in Bear Valley, about 10 miles north of Panguitch. For more information related to potential future gas service, contact Mountain Fuel Company.

Telephone

Garfield County is served by three different telephone carriers. Information about rates, areas covered, line installation, and type of switching equipment used is available from each company and can be obtained by contacting South Central Utah Telephone Association Inc., Beehive Telephone Company, or U.S. West Communications. South Central Utah Telephone has contracted to take over the existing Panguitch and Hatch Town telephone systems.

Television

Television in Garfield County is available in many areas via cable (or satellite dish). Ed-net telecommunication services have been made available in Garfield County schools.

Education and Healthcare Facilities

Educational Facilities

Education was one of the issues of primary concern initially expressed at a public meeting in November 1992. In Garfield County, declining student enrollment, high educational costs per pupil, and adequate competitive curriculum are some of the challenging issues that need to be addressed.

Curriculum and educational programs are beyond the scope of this plan.

Vocational and Higher Education

The Garfield School District provides educational and vocational training for the residents of Garfield County. The closest institution offering post-secondary training is Southern Utah

University, located in Cedar City. In addition to its four-year academic program, Southern Utah University emphasizes vocational, technical, and business subjects.

Human/Health Care Services Facilities

Health care services in Garfield County are generally adequate for most residents, though accessible services are of concern to residents in remote areas of the county. Intermountain Health Care operates the only hospital in the county in Panguitch. The Garfield Memorial Hospital is a full-service facility which is able to perform most emergency procedures. However, during the last two years this facility operated at a significant financial loss, over one-half million dollars per year. This situation is being addressed with the proposed addition of 24 swing (both long-term and acute care) beds. The plan would keep patients within the county and surrounding area instead of having them flown to St. George or the Salt Lake/Provo area. In addition to the hospital, medical clinics are supported in three cities: Panguitch, Cannonville and Escalante.

Medical services are also provided to Piute County residents through the clinic in Circleville. Select critical or highly specialized emergency medical care must be provided for elsewhere. Airlifting (Life Flight, etc.) is a common transportation method in such cases.

Garfield County belongs to the Five County Mental Health Organization as well as public health and human service organizations including Southwest District Health and Five County Association of Governments Human Services.

B. PLANNING ASSUMPTIONS

1. We believe that a quality education for all citizens in the county is an essential priority for our future. *Therefore*, we are committed to improving and maintaining the quality of our educational facilities and instructional excellence in all of our schools.
2. We value our current customs, culture, and quality of life and are committed to deterring those aspects that will detract from it. *Therefore*, we are dedicated to maintaining and improving our basic services and infrastructure including affordable housing, healthcare, environmental health services, telecommunications, public facilities, roads, water resources, and utilities.
3. Garfield County desires to protect and enhance the quality and quantity of water resources within the county and to promote and expand the efficient management and use of water. *Therefore*, it is in the county's best interest that:
 - a. The county work cooperatively with the Upper Sevier River Water User's Association to acquire 20,000-acre feet of water from the Central Utah Water Conservancy District [the state Division of Water Rights requests more detail on this policy];
 - b. The county work toward the activation of the Wide Hollow Water Conservancy District in order to enhance water supplies in the Colorado River drainage basin, with emphasis on the Bryce Valley and Boulder areas of Garfield County [the state Division of Water Rights wants more details on this policy];
 - c. The county implements aggressive conservation measures including:

- i. Irrigation conservation measures (ditch lining, sprinkling, enhanced monitoring and state-of-the-art technology);
 - ii. Municipal conservation measures;
 - iii. Water re-use and recycling; and
 - iv. Incorporating hydroelectric generation into projects, where feasible.
- d. The county enhances the agricultural industry through the improvements of a more reliable water supply which will:
 - i. Improve water storage and conveyance systems;
 - ii. Allow water loss detection and prevention (leaks);
 - iii. Encourage development of new or alternative water resources (Hatch Town Dam, wells, etc.) [the State Division of Water Rights has reminded the county that all surface water rights are appropriated];
- e. The county supports the exploration, development and acquisition of additional water rights for future alternative water resources including underground water resources;
- f. The county supports an adequate review of water rights applications by the Utah State Water Engineer in order to provide a definitive description of the status of water rights in the county;
- g. The county provides a list of water development priorities, as requested by the Central Utah Water Conservancy District; and
- h. The county aggressively markets existing water resources (excluding water rights) to their highest beneficial use. Explore and evaluate the possible sale of surplus CUP water (if available) to surrounding counties [the state Division of Water Rights wants more details].

C. POLICY STATEMENTS

1. Garfield County supports utilizing unused water resources.
2. Garfield County should maintain a current Capital Improvements Plan to program future investment needs. A capital improvements program is a process of budgeting for large scale public facilities which are expected to have a relatively long life, usually ten years or more, and generally exceed \$10,000 in value. Examples include parks, hospitals, courthouse improvements, road equipment, etc.
3. Continue county-wide efforts to seek out and obtain additional water from any source, particularly the Sevier River Drainage Basin and the Upper Colorado Basin; use existing water resources in the most efficient manner; eliminate existing pollution of any waters; and prevent development of new pollution sources.
4. Research the feasibility of establishing county impact fees.

5. Investigate the feasibility of establishing county-wide law enforcement, fire protection, transportation planning, parks and recreation.
6. Garfield County Commissioners should use the information gathered during a "recreational/tourism cost/benefit analysis" as a basis for transient room tax reallocation arguments. Input from the county commissioners should be forwarded to other state agencies and organizations, e.g., send a copy of recommendations/comments to the Association of Governments and the Governor's Office.

In addition, the commission will solicit proposal review and comment from other recreation oriented and impacted counties; propose that the item be placed on the Utah Association of Counties priority legislative agenda; and generate legislative support by having all county commissioners throughout Utah contact their legislative representatives.

7. The Garfield County Steering Committee supports establishing a state search and rescue fund. Monies from this fund would be used to reimburse counties for county provided search and rescue services.

Most search and rescue efforts are exerted on behalf of non-county residents. These beneficiaries contribute little or nothing to cover county-incurred expenses. The natural resource/land use subcommittee recommends that a cost recovery approach similar to the state of Colorado's be implemented in Utah.

8. Promote the extension of natural gas service from the transmission line in Bear Valley, first to Panguitch, and then on to communities along Highways 89 and 12.
9. The county will develop a policy regarding the amount of solid waste it will accept from public lands, and develop a fee schedule for public lands solid waste management.
10. The County Commission will establish a formal interlocal agreement with the Garfield County School District which will outline the development of a strategic plan for educational improvements in Garfield County.

CHAPTER FIVE

ECONOMIC BASE

A. CURRENT STATUS

Garfield County's economy depends on several sources of outside income to generate wealth for local residents. The industries that are critical to the county's economic base are government, tourism, manufacturing and agriculture.

Government, which consists largely of federal land management agencies, county and city government, and school districts, contributes 17.7 percent of all income in the county. Approximately 89 percent of the land in Garfield County is owned by the federal government. Federal land ownership, coupled with the major role that local government plays in providing public services, make government a major participant in the Garfield County economy.

Tourism contributes 11.1 percent of the income in Garfield County. The industries of hotels and lodging, amusement and recreation, service stations, and eating and drinking establishments comprise the largest portion of tourism income generated in the county. Portions of Bryce Canyon National Park, Capitol Reef National Park, Glen Canyon National Recreation Area, and Dixie National Forest are located in Garfield County.

When considering the ultimate value of tourism to the county, it is important to carefully assess the impact that tourism has on the county. In order to determine the actual impact of tourism on a county, critical assumptions must be made regarding the number of tourists that will spend at least one night in the county, the amount of money they will spend, and the number in their party. During the course of this planning project, a careful assessment was made with the following conclusions:

Total amount directly spent by tourists in Garfield County in 1989 was \$7,428,262.

The total number of jobs that were created within the county by tourists was 1003 with an estimated annual payroll of \$13,051,924.

The total dollar impact of tourism on the county was estimated to be the combined amount of figures, \$20,480,186.

Manufacturing makes up 7.6 percent of total income in the county. The largest share of manufacturing income and employment is in the lumber and wood products industry. However, the closing of Escalante Saw Mills in 1992 has reduced manufacturing employment and income significantly. The Garfield County economy has struggled as manufacturing employment as a percent of total employment in the county has dropped from 16.8 percent in 1987 to 8.5 percent in 1994 (up from 7.7 percent in 1992).

Agriculture constitutes 7.5 percent of income in the county and is comprised primarily of income from the livestock industry. The county has over 138 thousand acres of land in farms and is the

seventh most farm dependent county in Utah when measured using farm earnings as a percent of total earnings.

An often overlooked but important contributor to the income in Garfield County is non-labor income that comes in the form of transfer payments -- mostly Social Security monies -- and dividends, interest and rents. Garfield County, like most rural counties, is relatively more dependent on non-labor income than the state average. Transfer payments and dividends, interest and rents make up 35.3 percent of the total income in the county.

The combination of income from government, tourism, manufacturing, agriculture, transfer payments, and dividends/interest/rents comprises 79.2 percent of all income in the county and forms the economic base of Garfield County. The remaining 20.1 percent comes from mining, transportation, public utilities, non-tourism trade and services, finance, insurance and real estate.

In evaluating the economic base, it is important to recognize that jobs in various industries have a different economic value to the county. The direct wages paid are dispersed throughout the economy of the county, giving them a "multiplier effect". The average payroll for jobs within the county ranges from a low of \$569 per month in the trade industry to a high of \$3,006 per month in the mining industry. The multiplier for each of these jobs also changes and is affected to a great extent by the nature of the work performed. Estimates of these employment multipliers range from a low of 1.38 for government positions to a high of 2.48 for agriculture.

B. PLANNING ASSUMPTIONS

1. We appreciate our diverse economy which provides a variety of opportunities for individuals and families to have meaningful employment. Therefore, we are committed to expanding a balanced mix of job opportunities for both entry level and career positions and expanding and strengthening our business and industry base.
2. The variety of cultural and natural resources within the county provides a number of diverse recreational opportunities. The mountains, forests, deserts, high plateaus, and water resources, continue to provide wonderful settings for traditional recreational uses such as hunting, fishing, and camping, as well as currently popular activities such as mountain biking, all-terrain vehicle riding, and cross-country skiing. The county is the "gateway" to many of the region's parks and recreational areas. A large number of non-residents pass through the county each year, yet fail to make a significant contribution to the county's economy. Therefore, in an effort to strengthen its economic base, the county desires to increase its revenue opportunities through enhancing county recreational opportunities and developing destination-related activities.

C. POLICY STATEMENTS

1. Garfield County supports exploring a change in the transient room tax formula in order to help pay for services provided to tourists.
2. Garfield County supports retaining and expanding its existing local retail businesses.

3. Garfield County supports aggressively pursuing coal and other mineral resource development.
4. Garfield County supports exploring tourism and recreational opportunities in the county.
5. Garfield County wishes to retain and expand its existing agricultural businesses.
6. Garfield County wishes to retain its existing timber-related businesses.
7. Garfield County wishes to increase Payments in Lieu of Taxes (PILTs).
8. Garfield County supports establishing a county fee for recreational tour groups.
9. Garfield County supports preventing the loss of any existing retail businesses.
10. Garfield County supports expanding existing businesses.
11. Garfield County wishes to organize the county's tourism and recreation promotion.
12. Garfield County supports creating new attractions and recreational facilities within the county.
13. Garfield County supports expanding the agriculture industry to the point that related businesses can be attracted or created.
14. Garfield County supports providing general information throughout the county on business creation.
15. Garfield County will consider the provision of direct assistance and consulting to entrepreneurs in order to assist them in starting and operating their own business.
16. Garfield County would support providing direct assistance to businesses in financing, marketing, exploring, etc.
17. Continue to support the highest economically allowable development of the Kaiparowits, Alton and Henry Mountain coal reserves.
18. Support the coal gasification proposal for Escalante, Utah.
19. Continue to support the timber industry with the goal of achieving the highest long-term sustained production level.
20. Continue to support the redevelopment of Ticaboo and the uranium mines and mill. Ticaboo should also be developed as a tourist center as a part of the Bullfrog-Ticaboo recreational area.
21. Encourage increased industrial growth of the tourist industry and others such as electronics, wood manufacturing, etc.
22. Continue to support exploration and development of other natural resources within Garfield County.
23. Maintenance and expansion of livestock trade should be encouraged.

24. Garfield County will support the identification of new markets that the county's agriculture industry might serve, including the investigation of new markets for popcorn, fruit, and hogfeed.
25. The County will analyze and regularly monitor the economic impact of the timber industry on the county in terms of employment, wages, taxes, health of the local forests, etc.
26. The County will continue the county's current lobbying effort of the federal government directed at influencing the process relating to obtaining long-term timber contracts.
27. The County will regularly contact the local timber businesses to assess their needs, be apprised of their developments, and determine in advance the problems and concerns they are facing, especially those relating to utilizing timber resources found on the public lands.
28. The County will work with the management of timber mills in the County regarding keeping plants open and operational.
29. The County will continually monitor the status of the timber industry in the County and be prepared to assist in keeping plant operations viable and in upscaling operations when opportunities arise.
30. Continually monitor, along with Utah Forest Products management, the status of the Escalante plant, and be prepared to assist in keeping the plant a viable operation.
31. The County will support sending representatives to attend timber sales and scoping meetings.

CHAPTER SIX

PUBLIC LANDS MANAGEMENT

A. CURRENT STATUS

Approximately 89 percent of Garfield County is federally owned. Since such a large portion of the county is owned by the federal government, federal land management and resource planning efforts carry implications for local planning-related activities and influence the scope of local planning documents.

Federal agency land/resource planning, mandated by the organic acts of, and other applicable laws guiding, the various agencies, requires that certain basic steps be followed in developing federal land use management plans. First, each department or agency, with appropriate public participation, is required to develop specific administrative procedures it will follow in developing land use plans. These normally must include provisions for coordinating agency planning efforts with the land use inventory, planning and management programs of counties in which the lands are located, the state in which they are located and other federal departments and agencies, and with affected tribal governments. The process must also include procedures for public participation and for appropriate protests and appeals of proposed or final planning decisions. The next step normally involves the systematic inventory of commodity and non-commodity resources, uses and rights. The next steps include scoping, development of and analysis of alternatives and then the actual creation of the plan. On a site-specific basis, federal agency activities include contracting for development, providing for construction of roads, visitor and other facilities, monitoring performance, and enforcing against infractions. Federal agency plans must also include a plan amendment procedure.

1. Bureau of Land Management

The Bureau of Land Management (BLM) manages federal lands and resources under the Federal Land Policy and Management Act (FLPMA). Resource Management Plans (RMPs) are the primary mechanism for implementing the "multiple use and sustained yield" mandate and other guidance outlined in FLPMA.

Other BLM plans include Recreation Management Plans (land-based recreation plans limited to recreational activities consistent with other management prescriptions contained in the RMP and county, state, tribal, and other agency plans), Activity Plans (plans with focus on specific areas with the larger resource area boundaries), and plan amendments.

The Presidential proclamation designating the Grand Staircase - Escalante National Monument requires that the Secretary of the Interior prepare, by September 18, 1999, a management master plan for the monument. BLM, as the agency responsible for managing the monument, is also responsible for preparation of the National Monument Master Plan (NMMP) and for its consistency with county, state, tribal and other agency plans.

Resource Management Plans

Section 202 of FLPMA mandated that the Secretary of the Interior "consistent with the laws governing the administration of the public lands coordinate the land use inventory, planning, and management activities of or for such lands with the land use planning and management programs of other Federal departments and agencies and of the States and local governments within which the lands are located...."

Each RMP provides management direction and establishes action for an area of BLM land called a Resource Area (RA). RMPs also contain the standards and criteria used to govern subsequent specific decisions.

The planning process for an RMP begins with the development of a Preplanning Contract (PPC). A PPC represents an agreement between the BLM, state agencies, and local jurisdictions on how the RMP will be prepared. Following the PPC, a management situation analysis (MSA) is undertaken. A MSA includes an inventory and analysis of existing conditions within the Resource Area. To initiate a plan and start the RMP process, and to begin to solicit public participation, the BLM must publish a Notice of Intent (NOI) to plan. This officially begins the planning process for each new RMP or plan amendment.

The BLM planning process includes the following steps: identification of issues, development of planning criteria, inventory of data and information collection, analysis of the management situation, formulation of alternatives, estimation of effects of alternatives, selection of the preferred alternative, preparation of an Environmental Impact Statement (EIS), and development of the actual plan. Each plan requires approximately four years to complete. Monitoring and evaluation occurs throughout the RMP process and continues after the plan is completed.

National Monument Master Plan

Designation of the Grand Staircase - Escalante National Monument, by the President of the United States, on September 18, 1996 under the authority of the Antiquities Act of 1906, occurred without prior consultation or coordination with the County, the State of Utah, the public or the Congress of the United States. It was also done without the benefit of formal or informal public participation, review, environmental analysis, impact studies or planning required by law under regular BLM procedures and regulations. The Presidential proclamation mandates a three-year planning process to develop a master management plan for the monument. Due to the requirements established in law and regulations BLM is required to incorporate into the development of the NMMP plan the basic elements and procedural requirements of the regular BLM planning process. Statements included in the Presidential proclamation and commitments and statements made by the President, during his remarks at the proclamation signing, provide some indication of how the monument is to be managed. FLPMA, as BLM basic management authority provides additional guidance.

Current BLM Planning Information

Information on current or proposed Bureau of Land Management planning activities occurring in Garfield County can be obtained from the BLM office in Escalante (telephone 435-826-4291); the Monument Planning Office in Cedar City (telephone 435-865-5100) or the BLM State Office (telephone 801-539-4001).

2. Forest Service

Under the National Forest Management Act (NFMA), the Forest Service prepares Forest Plans at the national forest or ranger district level.

National Forest Plans

The Forest Plan represents the selected alternative based on the various considerations which have been addressed in an Environmental Impact Statement (EIS). Forest Plans have an effective life of ten to fifteen years. Forest Plans may be revised or amended whenever the Forest Supervisor determines that conditions or demands in the area covered by the plan have changed significantly.

During the planning process, forest planners are required to issue draft plans for public and interagency review. Forest Plans require approximately three years to complete and, at a minimum, are required to address the following resource integration issues: timber resource land suitability, vegetation management practices, timber resource sale schedule, evaluation of roadless areas, wilderness management, fish and wildlife resources, grazing resources, recreational resources, mineral resources, water and soil resources, and cultural and historical resources. Conditions addressed in the Forest Plan are reviewed at least every five years.

Current National Forest Planning Information

Information on current or proposed U.S. Forest Service planning activities occurring in Garfield County can be obtained from the Supervisor's Office of the Dixie National Forest (telephone 435-865-3700) or the Supervisor's Office of the Fish Lake National Forest (telephone 435-896-9233).

3. National Park Service

The primary planning document of the National Park Service (NPS) is the General Management Plan (GMP). The parks' governing principle is the single-use policy that emphasizes scenic resource preservation. Other NPS plans include Development Concept Plans (DCP) and Resource Management Plans (RMP).

General Management Plans

GMPs are prepared and implemented at the individual park level and generally have a ten-year cycle. The GMP planning process follows a format similar to that outlined in FLPMA and NFMA. However, the NPS is under no legal obligation to emphasize or even address multiple use or sustained yield issues.

Development Concept Plans

A DCP focuses on a specific land use or resource management issue particular to a specific area within a national park (e.g., visitor facilities or in-park operations).

Resource Management Plans

The RMP is a performance-budget plan and is updated every three years. Additional plans which are often sub-components of a GMP include Cultural Resource Plans, Statements of Management (completed every two years), Backcountry Plans, and Wilderness Plans.

Current NPS Planning Information

Information on current or proposed NPS planning activities in Garfield County can be obtained from Bryce Canyon National Park (telephone 435-834-5322); Capitol Reef National Park (telephone 435-425-3791); Glen Canyon National Recreation Area (telephone 520-608-6200); and Canyonlands National Park (telephone 435-259-3911).

4. State Natural Resource Planning in Utah

As previously noted, over 89 percent of Garfield County's surface land area is federally owned or managed. Of the remaining 11 percent, almost two-thirds is owned or managed by the state. In Garfield County, the state is the second largest land owner. Since such a large portion of the non-federal land in the County is owned by the State government, state land management and resource planning efforts carry implications for local planning-related activities and influence the scope of local planning documents.

Due to the State's interest in land use/resource management in these areas, rural counties can utilize the planning resources of the State to facilitate and complement their own efforts. Several State land managers and agencies conduct land use/resource development/management efforts within Garfield County. An overview of several State agency's planning processes and activities follows.

5. Division of State Parks and Recreation

State statute requires the Division of Parks and Recreation to formulate and implement long range planning efforts. Current division policy extends beyond this requirement and "encourages improved partnerships between state parks and their surrounding communities."

State Comprehensive Outdoor Recreation Plan (SCORP)

The Division of State Parks and Recreation has completed a SCORP. This plan identifies critical recreational needs, demands, user preferences, and issues for a five-year period. Issues addressed within the Utah SCORP include establishing a stable source of funding for outdoor recreation development, developing a comprehensive plan for all of Utah's natural resources, improving park access and infrastructure, and improving interagency coordination and cooperation.

State Park Long Range Plan

The Division of State Parks and Recreation has also initiated a State Park Long Range Planning effort. These plans will clarify long term missions, operational planning, and solicit staff and agency comments and division objective recommendations. These plans are scheduled to be revised every 5 years and incorporate interim studies--e.g., visitor use studies, SCORP recommendations, Governor's programs, etc.

Park Operational Plans

On a site or park-specific basis, the Division is implementing Park Operational Plans. These plans will establish adequate park management continuity regardless of changes in park personnel. These plans will be formulated through a process which allows more public input and participation in park management decisions.

Current Division of State Parks and Recreation Planning Information

Information on current or proposed Division of State Parks and Recreation planning activities occurring in Garfield County can be obtained from the Utah Division of Parks and Recreation in Salt Lake City (telephone 801-538-7220); the Regional Office in Cedar City (telephone 435-586-4497); Anasazi State Park (telephone 435-335-7308); Escalante Petrified Forest State Park (telephone 435-826-4466); or Kodachrome Basin State Park (telephone 435-679-8562).

6. Division of Wildlife Resources

The Division of Wildlife Resources has responsibility for all wildlife management within the State on private, state, and federal land. It also has responsibility for habitat management on all DWR owned lands. Concerning land acquisition and management, the division separates its planning efforts into two phases: physically identify and control, and long-term management goals. In both phases the counties have an opportunity to voice their opinions. Utah Code 23-21-22 stipulates that the DWR must meet with the county commission in an open public forum to discuss any proposed acquisition within the county and to address as much as possible the concerns or comments expressed by county officials. Concerning the second phase, long-term planning, the division also provides opportunity for county and community involvement.

Statewide Wildlife Management Plans

The Division of Wildlife Resources develops wildlife management plans and big game management plans, i.e. elk (1993), deer (1995), etc.

Statewide Habitat Management Plans

The Division of Wildlife Resources develops habitat management plans, which become the basis for intensive habitat study for specific areas.

Current Division of Wildlife Resources Planning Information

Information on current or proposed Division of Wildlife Resources planning activities occurring in Garfield County can be obtained from the Division of Wildlife Resources in Salt Lake (telephone 801-538-4700); or the Regional Office in Cedar City (telephone 435-865-6100).

7. Division of Forestry, Fire and State Lands

The Division provides fire protection for non-federal wildlands, provides conservation-oriented technical assistance to private landowners in managing private forest land and other lands, and manages Utah's sovereign lands in the public interest.

State law (65A-2-2) requires that management plans be developed for state lands. This provision requires the division to "adopt rules for notifying and consulting with interested parties" during the planning process. Interested parties include the general public and resource users, as well as federal, state, and local governments. During this process the Division must provide reasonable public notice and comment periods, respond to all commenting parties, and give the rationale for the acceptance or nonacceptance of those comments.

The Division utilizes three main types of management plans:

- General or Comprehensive Management Plans: plans which guide the implementation of trust land management objectives on sovereign lands;
- Resource Plans: plans prepared for a specific resource such as mining, timber, grazing or real estate;
- Site Specific Plans: plans providing specific actions on specific parcels of state land.

Beyond the initial creation of a plan, interested parties also have the opportunity to participate in any General or Comprehensive Management Plan amendment or termination. Through such avenues as public petitions for Declaratory Orders and Consistency Reviews, the County may request Division clarification of specific plan objectives or actions.

Current Division of Forestry, Fire and State Lands Planning Information

Information on current or proposed Division of Forestry, Fire and State Lands planning activities in Garfield County can be obtained from Division headquarters in Salt Lake (telephone 801-538-5555).

8. School and Institutional Trust Lands Administration

Utah's School and Institutional Trust Lands are to generate revenue for the trust beneficiaries. Under State Code 53 C-2-201, the Administration, as the state school lands trustee, has a duty of undivided loyalty in managing trust lands to provide economic support for the trust beneficiary. Trust resources cannot be diverted to any other purpose.

The Administration utilizes the AOG and the Resource Development Coordination Committee (RDDC) process when developing its plans. Planning occurs on a site-specific basis. Plans deal with a specific action or actions on a specific parcel of land.

Current School and Institutional Trust Lands Administration Planning Information

Information on current or proposed School and Institutional Trust Lands Administration planning activities in Garfield County can be obtained from the Administration's headquarters office in Salt Lake (telephone 801-538-5100).

B. PLANNING ASSUMPTIONS (Public Lands General)

1. Historically, the livestock, timber and agriculture industries within the county have shaped county custom and culture and made significant contributions to the region's economic base. These industries continue to play a vital role in the county's lifestyle and economic stability. County livestock and agriculture industries, along with timber harvesting and mining activities, are dependent on public land use. Therefore, the county deems it critical that: resource management plans provide for range improvements, current grazing on public lands be preserved, county water rights be maintained, and public land timber harvesting be continued, and mining leases be considered and encouraged.
2. County wildlife resources are important elements of the county's custom and culture. Historically used as a subsistence resource, today they continue as part of a strong hunting, fishing, and recreational viewing tradition. While the abundance of wildlife and wildlife habitat provides additional opportunities for further wildlife resource development, conflicts with other county interests, i.e. livestock/wildlife range competition and wildlife damage to agricultural fields often arise. Therefore, the county desires that wildlife resources be comprehensively managed without detriment to county economic interests.
3. Over 96 percent of the land within the county is federal or state land (see tables 1-1 and 1- 2 for detailed breakdown). County industries such as agriculture, grazing, timber, mining, oil and gas, tourism and recreation depend on these lands and their accompanying resources for economic stability. Therefore, it is in the county's best interest that:
 - BLM/USFS land management practices encourage economic ecological sustainability;
 - state school land exchanges consider future impacts on the growth of the county's communities;
 - state school land/federal land exchanges increase "in-county" state land acreage totals or county benefiting economic value;
 - existing public access to public lands be protected and all RS-2477 rights-of-way be preserved;
 - transfers of private lands to federal or state ownership should not result in a net "private land" acreage loss, unless they result in long term, ongoing, economic benefits to the County.

PLANNING ASSUMPTIONS (Grand Staircase-Escalante National Monument)

1. A major portion of the monument lies within Garfield County. That portion of the monument that is likely to be most heavily visited, especially during the early phases of monument development, is entirely within Garfield County. Impacts and demands on county services and infrastructure have already increased significantly. The County will take aggressive steps to respond not only to the demands placed upon it, but also to ensure that its interests are protected and the needs of its citizens are considered in the development of the NMMP.
2. The consistency provisions of FLPMA, which refer to BLM planning, give very special status and standing to local plans. The county will insure that the provisions of the Garfield County General Plan are clearly understood by the BLM and the public and aggressively pursued during the BLM planning process for the monument. The consistency requirements of FLPMA, regarding the County's plan, must be fully complied with by BLM.
3. All planning assumptions specified in the previous section (PLANNING ASSUMPTIONS (General)) apply equally to development of the NMMP.

POLICY STATEMENTS (Public Lands General)

1. As a matter of economic reality Garfield County reserves the right to establish user fees for search and rescue activities, based on a user pay concept.
2. Garfield County supports identifying possible federal-state land exchanges, with the understanding that such exchanges will not increase the net acreage of federal lands in the county. The county will not support the loss of limited private land holdings, unless a positive, quantifiable long-term economic benefit accrues to the county. In addition, the county supports a policy of "no net loss" of state trust lands in the county, in order to preserve the base of revenue-generating lands in Garfield County.
3. The County takes the position that it should not be penalized, through loss of federal or state shared revenues, such as PILT, mineral leasing, or other revenues when federal lands become state lands or when state school trust lands are exchanged. The County holds that a new federal obligation was created by designation of the Monument, involving the counties in which the Monument exists. A new revenue formula split or some other source of revenue to compensate the Counties for losses arising from designation must be created.
4. Garfield County holds the position that wildlife numbers must be established for designated areas within the County. It is county policy that the introduction of any exotic plant or animal species into the county should not take place without formal concurrence by the County Commission and that public hearings should be held in Garfield County prior to any such introductions.
5. Garfield County has organized a Wildlife Committee to make recommendations on wildlife numbers. Recommendations of the Committee should be based on balancing economic, recreation, environmental and other needs and demands.
6. Garfield County believes that watchable wildlife areas should be developed.

7. Garfield County takes the position that the number of Animal Unit Months (AUMs) allocated within the county should be expanded to the full carrying capacity of the forage resource.
8. Garfield County supports creating a partnership with the existing timber industry in and promoting new long-term timber industry development in order to stabilize, maintain, and expand the industry through the combined efforts of business, the public and the County and to ensure that forests within the County are maintained as a healthy renewable resource.
9. Garfield County supports and will assist industry in obtaining permits for timber sales, in qualifying for financial assistance, marketing of products, and creation of new related businesses and in promoting the long-term health and renewability of the forests located within the County.
10. Garfield County will support and utilize a County Natural Resource/Land Use Committee as recommended by the County's local government planning process steering committee and as outlined in the Utah Code. This committee will actively participate in federal and state resource management decisions as directed by the County Commission. See Appendix G for details of responsibilities and functions of the committee.
11. Garfield County will utilize the County Livestock and Agriculture Committee to assist the County in carrying out its AUM monitoring policy. A group within the Committee will monitor the number of AUMs allocated by the federal and state agencies within the county and be alert to any adjustments in that number, either proposed or allocated. See Appendix H for some of the responsibilities of the Committee and AUM monitoring group.
12. Garfield County will normally, before supporting or approving any federal-state-county exchanges, involve the County Natural Resource/Land Use Committee. The Committee should follow the procedures outlined in Appendix G before recommending an exchange for consideration by the County Commission.
13. It is the policy of Garfield County to preserve and enhance access to public lands.
14. Garfield County will, if it deems it appropriate, comment on and may develop and submit proposals for Wild and Scenic River designations to the appropriate federal land management agencies.

POLICY STATEMENTS (Grand Staircase-Escalante National Monument)

Garfield County policy regarding specific management issues and impacts that result from creation of The Grand Staircase-Escalante National Monument include, but are not limited to, the statements listed below. County policy statements contained in the previous section relating to public lands in general also apply to lands within the monument as do references to public land management found in other sections of this plan.

1. Garfield County holds that establishment of the monument also created a new federal obligation to assist the County in preserving and saving the County's natural heritage and historic uses of the land, as they presently exist in and around the monument. As specified in the Proclamation establishing the monument and, in the promises made by the President in announcing it, the "... monument is rich in human history" and included in the natural heritage

being protected is "a long and dignified human history". It will be essential to incorporate in the NMMP criteria and provisions that will insure that the quality of human life, historic uses of the land and the local way of life in and around the monument are preserved so that it can continue to be not only a "place where one can see how nature shapes human endeavors in the American West", as specified by the President in the proclamation, but also a place where County residents can continue to enjoy their chosen way of and quality of life and where the historic use of the land is protected.

2. Garfield County endorses management of the monument by the Bureau of Land Management, pursuant to applicable legal authorities, as specified in the proclamation, so long as BLM continues to follow established procedures and to use balanced multiple use management as the basis for managing the monument.
3. The County endorses statements in the proclamation and comments made by the President that the monument include only lands already under federal jurisdiction. Garfield County policy is that private, state, and county lands, including rights-of-way grants, appropriate access to and other vested title interest in lands must be recognized and adequate provisions made for the preservation of private, state and county interest in those lands during the development and implementation of the NMMP. County policy is that reasonable access must be planned and provided for in the NMMP. The NMMP must contain a section spelling out how access will be granted to private and state land inholdings and guaranteeing that the monument will not in any way infringe upon private property rights, access, or the fiduciary interests of and benefits to school trust lands.
4. Garfield County will do everything in its power to protect and insure that the federal government recognizes all valid existing rights, including vested rights-of-way included in the monument. Valid existing rights must not only be recognized, but must also not be negatively impacted by either the establishment of the monument or by implementation of the management plan for the monument. Although this was specified in the proclamation the County is concerned because of prior actions of the BLM and other agencies and the Departments of the Interior and Agriculture. The County has prepared and submitted to BLM a map identifying the County's vested rights under Revised Statute 2477 (RS 2477) for road rights-of-way, including many roads now inside the monument.
5. Garfield County's position is that in order to complete a management plan for the monument it is necessary to develop a comprehensive public transportation plan. The County also holds that in order to develop an adequate transportation plan BLM must resolve, during the planning process, conflicts concerning RS-2477 roads. If a final resolution is not possible, during the planning process due to litigation or other factors, the NMMP must, at a minimum document, acknowledge and address how and when the County's vested rights within the monument will be handled. The NMMP must also contain provisions which will allow the County, as the entity most directly responsible and legally liable for road maintenance, law enforcement and search and rescue activities in a large area of the monument, to carry out these responsibilities in an appropriate manner. This includes recognition of adequate right-of-way widths to accommodate reasonable maintenance, traffic flow, etc. and the placement

of law enforcement and emergency management facilities such as, but not limited to, repeater stations at appropriate locations inside the monument.

6. County policy is that the lands in the monument must remain open for multiple use activities including hunting, fishing, hiking, camping and grazing, etc. as well as for all other grandfathered uses where valid existing rights exist. The County recognizes the definition of multiple use management contained in Public Law 94-575, October 21, 1976 (FLPMA), BLM's organic act, which states: "The term 'multiple use' means the management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; the use of some land for less than all of the resources; a combination of balanced and diverse resources uses that takes into account the long-term needs or future generations for renewable and nonrenewable resources, including, but not limited to, recreation, range, timber, minerals, watershed, wildlife and fish, and natural scenic, scientific and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or the greatest unit output." The County holds that it is critical that all uses be dealt with in the management plan. For example, the multiple use of monument lands, called for in the proclamation must include the ability to extend needed utilities through the monument. Local and regional utility companies have valid existing rights inside the monument, which will need not only to be maintained, but to be upgraded and expanded as local need demands. The NMMP must provide for adequate utility corridors which allow for the transmission of and maintenance of vital public services to area residents, as well as for other specified multiple uses.
7. The County is concerned about and will actively defend water rights and related water issues within or near the monument. Although no federal reserved water rights are created by the designation, as specified by the President in the proclamation, the designation of the monument has, due to the close proximity of local communities to monument boundaries, created situations which places many of the community watersheds in the County inside the boundaries of the monument. Local governments recognize the benefit of protecting these watersheds, but also understand that there are existing needs, and that there will be future needs, to make improvements on lands now included in the monument. It is critical that both the interim and final monument plans and regulations recognize the need for communities to develop new sources of water, including those which might lie within the monuments. The County believes that is possible to do this and to protect other monument values at the same time. Garfield County is also concerned, based on its own experience and the experience of other counties near or which have large federal reservations in them, about possible future federal attempts to control water or gain water rights by using the Endangered Species Act, instream flow arguments, or other circuitous measures which attempt to override existing

water rights. The County will strongly resist any such evasive tactics on the part of any federal agency.

8. Garfield County adopts the position that it must be compensated for any potential lost revenues, that would have come to the County or the State, from lands included in the monument, including State trust lands. The NMMP should recognize that a federal obligation has been created and that the loss of any potential revenues must be addressed. Valuation of forgone revenues should be based on their fair market value as of September 17, 1996. By addressing this issue, the BLM will help fulfill the President's commitment that the creation of the monument would not "come at the expense of Utah's children" or the children of Garfield County since a significant amount of valuable Utah State Trust lands are now inholdings within the monument. Another aspect of trust lands revenue generation that must also be considered is the economic benefits which accrue to local governments once trust lands are leased or sold. Local governments receive both property and sales tax revenues that may not now flow to the County and other local governmental entities. To protect this revenue flow the County position is that as exchanges are made a comparable state trust land base equal to that which presently exists must be maintained within the County. This would protect the local tax base in the County. If this cannot be done the County should be held harmless and therefore would need to be compensated for any losses which result from creation of the monument which arise from diminishment of the trust land base within the County.
9. The County adopts the position that an accelerated exchange process, between the federal government and the State must be established immediately with reasonable differences in valuation being settled in favor of the school trust, as specified by the President. High priority must be given to exchanging federal lands outside the monument, but within the counties in which the monument lies to ensure that the counties most heavily impacted do not suffer a greater loss of both current and potential revenues. It is important to recognize that trust lands exchanged out of the monument will be targeted for development in order to comply with the trust mandate. The County also reiterates its position that the exchange of lands out of the monument should not deprive the County of potential revenues that could have been generated and that would have accrued to the counties had the monument not been established. Creating the monument must not come at the expense of local communities nor the counties in which the monument is located.
10. Garfield County holds that the three-year planning process for the monument must involve, in a meaningful way, both the State of Utah and the two counties in which the monument is located. This means, according to the FLPMA definition of public involvement, "the opportunity for participation by affected citizens in rule making, decision making, and planning with respect to the public lands, including public meetings or hearings held at locations near the affected lands, or advisory mechanisms, or such other procedures as may be necessary to provide public comment in a particular instance." the management plan for the monument must also be developed in compliance with the strong consistency requirement of Title II, Section 202 (9) of FLPMA and in full cooperation and close coordination with the counties. BLM must realize that the Congress has given the input of local elected officials

and local plans a higher legal standing than that given to the general public or to "special interest groups".

11. Garfield County agrees with the position that nothing in the proclamation or in the plan developed to manage the monument should diminish the responsibility and authority of the State of Utah for management of fish and wildlife, including regulation of hunting and fishing, on federal lands within the monument. The county takes the same position on the establishment of wildlife numbers for lands within the monument as it does for other public lands.
12. The County endorses the position that nothing in the proclamation shall be deemed to affect permits or leases for, or levels of livestock grazing on Federal lands within the monument. Existing grazing uses should continue to be governed by applicable laws and regulations other than the proclamation, as specified in that document. Because past experience has shown that there will be attempts by certain individuals or groups to remove livestock grazing from the monument it will be essential, in order for the President's promise to be kept, that provisions be included in the NMMP which designate livestock grazing and related activities as essential parts of those historic values to be protected by the designation of the monument. The County's position is that there should be no net loss of AUMs due to designation of the monument. The County also believes that the School and Institutional Trust Lands Administration should, when it negotiates an exchange, make every effort to protect, for existing lessees, for a certain number of years the same management and use of the land as existed under state administration. Since state leases are very important to many operations and since they do not normally carry as many restrictions as federal leases this issue becomes critical in allowing existing operations to continue.
13. The County takes the position that not all of the 1.7 million acres of federal land now included in the monument contains "objects of historic or scientific interest" worthy of inclusion, as described by the President. Areas where boundary conflicts or potential conflicts exist must be carefully examined, discussed and documented during the planning process. The County reserves the right to legally challenge the process by which the monument was designated, and the boundaries of the monument at any time in the future.
14. Garfield County recognizes that nothing in the proclamation establishing the monument shall be deemed to revoke any existing withdrawal, reservation, or appropriation, however the County also recognizes the proclamation states that the monument shall be the dominant reservation for public lands within its boundaries. In line with the President's mandate the County holds that the designation of the monument overrides existing wilderness proposals for lands now included in the monument. The County recognizes that BLM cannot arbitrarily abolish WSA, but holds that in developing the NMMP the agency must consider all values and needs without respect to WSA boundaries. Wilderness values must now be reconsidered in light of the purposes for which the monument was designated and in concert with all other multiple use values and management requirements, including transportation and visitor use, search and rescue and other requirements. The County is opposed to and will actively resist

any efforts to use the designation of the monument as a basis for unilateral wilderness designation.

15. The County adopts the position that designation and/or management of the monument should not result in the establishment of buffer zones, view sheds, or other designations which impact or which may in the future impact the use and/or management of lands outside the monument, whether private, state, county, or federal. If there is a need to protect monument values from activities which may occur within or outside of the monument such areas should be accounted for in the NMMP and should be protected only by lands within the boundaries of the monument. Every effort should be made to avoid conflicts with valid existing rights, needed public resources and land uses and activities located near the boundaries of the monument.
16. The County adopts the position that it is incumbent on BLM, as early in the planning process as possible, to thoroughly document the presence of objects of scientific or historic interest and clearly justify their value and the reason for their inclusion in the monument, when they either impact or have the potential to impact the infrastructure of local communities surrounded by the monument. Since a number of County municipalities have been nearly surrounded by the monument such things as springs, water tanks and distribution lines, roads, utility rights-of-way, etc. may now be located within the monument boundaries or there may be future needs that must be considered in the planning process. Identification and documentation of these situations and needs, both existing and potential, must be part of the planning process and accommodations made for their future use, development and maintenance made in the plan.
17. The County adopts the position that monument staff, both professional and support, should be located as close to the monument as possible. The decision to locate the monument planning team away from the monument goes counter to the principle of having staff as close to the ground as possible. It also makes county interaction with the staff more difficult. Every effort should be made to locate all positions involved in planning, management and administration of the monument in the counties where the monument is located. The County holds that major visitor and interpretive centers and facilities, and other related support structures should be located both inside the monument and as needed in local communities. The County also holds that housing for management support staff should be located only in local communities. Comfort stations and other necessary facilities should be located as needed throughout the monument.
18. Garfield County takes the position that the management plan must address possible future coal and other mineral development. The monument now encompasses one of the largest coal reserves in the continental United States, as well as other mineral resources. While the President indicated in his remarks at the proclamation signing that "we can't have mines everywhere, and we shouldn't have mines that threaten our national treasures" the management plan for the monument must recognize that the coal reserve and other mineral values also have important national values. To be complete the management plan for the monument must recognize and include provisions for dealing with possible future

development of the coal, oil, uranium, vanadium, copper, titanium, zirconium and other minerals which may be found to exist in the area in the future. The NMMP cannot ignore the existence of these values nor preclude their development at some future time if it is determined to be in the national interest. Consideration must be given in the planning process to addressing future mineral values, i.e. federal coal reserve, etc. The plan must allow for continuing research and for non-impairing exploration of potential mineral resource values within the monument.

19. The County holds that the monument management plan must include provisions for assisting local communities with impact mitigation resulting from designation. The creation of a new National Monument, without local input or consultation, places new and immediate, as well as serious long term demands and requirements on local governments. The NMMP and interim management initiatives must recognize these federally created impacts and the attendant federal obligations created by designation of the monument and explore ways to assist the State and local governments in dealing with them.

CHAPTER SEVEN

IMPLEMENTATION PROCESS

This plan is only as good as its implementation. The implementation should provide for the application of the plan and maintain its intent. Yet, the implementation should be flexible enough to give consideration to the diversity of interests in Garfield County. The plan should be reviewed periodically to ensure that projects being implemented are consistent with the established goals and policies.

The following list of implementation tasks indicate what actions must be undertaken in order to affect the preferred policy. These tasks have been carefully developed after considering the capability of the county in accomplishing each policy. They do not represent all that will be done in the pursuit of that policy, but do reflect what must be done if the policy is to be implemented.

A. LAND USE

Garfield County adopted a County Master Plan in 1984. In 1985 and 1986, respectively, the county adopted Subdivision and Zoning Ordinances. During natural resource/land use subcommittee work sessions, the committee discussed reviewing the existing ordinances in three specific areas. These elements are listed below.

1. Protecting Traditional Uses:

The subcommittee felt that protecting the county's traditional land uses and rural aesthetics should be one of the ordinances' main objectives. Questions raised during county land use discussions included:

- a. Are traditional land uses important to the county adequately protected by existing zoning regulations? example - agricultural land, river corridors, etc.
- b. Are billboards/advertising practices detracting from the county's rural atmosphere?

2. Fire Protection:

The subcommittee recommends that the county assess existing infrastructure elements, water resources, and building/zoning ordinances with respect to adequate fire protection. Elements included:

- a. existing water system; fire hydrants, capacity, etc.
- b. dwelling/building proximity to natural vegetation
- c. adequate distances between residences and out buildings
- d. cul-de-sac diameter
- e. street width

The subcommittee recommends that the county participate in the Division of State Lands and Forestry's rural area/wild lands fire protection programs.

3. Cost Recovery:

Garfield County incurs costs when providing services to new development. The natural resource/land use subcommittee feels that the developer should assist the county in covering some of these costs. Steps the county should take before determining which services for which to bill would include:

- a. identifying and listing the types of services provided,
- b. determining the costs of providing each service,
- c. comparing these costs to current county revenues,
- d. targeting those services which show favorable cost/benefit ratios for possible fee implementation or existing fee increase.

Recommendations for any ordinance or fee structure amendment will need to be taken before the general public for review and comment. These changes will also require county commission approval and adoption.

4. Additional Tasks:

- a. Improve coordination between the county planning commission and the county commission.
- b. Increase county planning commission familiarity with existing county land use/building ordinances.
- c. Request from county commissioners to regional Association of Governments (AOG) for planning commission training and instruction. AOG instructional format may include reviewing the "Workbooks and Video Tapes for Utah Communities" prepared by the Center for Public Policy and Administration at the University of Utah. Applicable resources within this material include the workbook on "Special Zoning Methods - Tools for Zoning Flexibility" and the "Reviewing/Evaluating Your Own Ordinance" section from the "Zoning and Zoning Ordinance" workbook.

B. PUBLIC SERVICES AND FACILITIES

1. Gather and prepare valid data relating to the costs incurred by Garfield County for search and rescue services. Information should include an inventory of existing equipment and an assessment of current SAR emergency personnel training.
2. County commissioners should use this data to support the SAR fund recommendation. Input from the county commissioners should be forwarded to other state agencies and
3. organizations, e.g., send copy of recommendations/comments to the Association of Governments, the Division of State Parks and Recreation, and the Governor's Office.
4. Contact SAR "special interest groups" throughout the state. Solicit their input and support. These groups would include all county search and rescue organizations and volunteers.

5. Propose that the item be placed on the Utah Association of Counties 1994 priority state legislative agenda.
6. Generate legislative support by having all county commissioners throughout Utah contact their legislative representative.

C. ECONOMIC DEVELOPMENT

1. Identify the types and level of services provided by the county for recreational/tourism related visitors; estimate the costs of providing these services, and compare these costs to tourism/recreation generated benefits.
2. Garfield County Commissioners should use the information gathered during their "recreational/tourism cost/benefit analysis" as a basis for transient room tax reallocation arguments. Input from the county commissioners should be forwarded to other state agencies and organizations, e.g., send copy of recommendations/comments to the Association of Governments and the Governor's Office.
3. Solicit proposal review and comment from other recreation oriented and impacted counties.
4. Propose the item be placed on the Utah Association of Counties priority legislative agenda.
5. Generate legislative support by having all county commissioners throughout Utah contact their legislative representative.
6. Conduct a study to determine the economic significance of the local businesses. The study should consider the financial impact of these businesses in terms of taxes paid, improvements made to property, wages, and the multiplier effect of those wages.
7. Conduct a retail leakage study to determine how much money is leaving the county in terms of goods and services that are purchased outside of the county.
8. Develop an educational campaign directed at the county residents to relate to them the value of the local merchants, the impact on the entire county of a purchase made locally, and a comparison of local merchants to those outside of the area.
9. Initiate a "buy it locally" campaign. The purpose of the campaign is to educate local residents of the need and benefits of shopping locally.
10. Initiate a training program for local merchants and business owners. The training is to be directed at helping them better understand their customers' needs, improve their management practices, and ultimately become more successful (Super Host).
11. Develop a merchant's advisory service. This service would provide assistance in a variety of areas to help business owners to become more successful. This service would serve as a clearinghouse of information and assistance that is available for the merchant from a variety of sources.
12. Work with The Garfield County News and The Spectrum to cover county and promote business.
13. Meet with and coordinate all local Chambers of Commerce.

14. Orient local businesses toward strategies for capturing more tourist dollars.
15. Establish a working committee that will take the lead in investigating new ways to generate revenue from tourists in the county. This committee should work closely with the State Office of Planning and Budget, the State Travel Council, and the Department of Community and Economic Development.
16. Conduct a thorough assessment of what other counties and resort locations have done to generate revenues from tourism. Carefully consider what can be done within the constraints and parameters of Utah law.
17. In conjunction with the state and neighboring counties, develop and pass legislation that has been drafted during the study phase.
18. Identify new markets that the agriculture industry can serve. Investigate popcorn, fruit, and hogfeed.
19. Actively market to those businesses identified, the benefits of locating within Garfield County and the value of the trained workforce that is already in place.

D. PUBLIC LANDS MANAGEMENT (General)

1. Organize the Garfield County Natural Resource/Land Use Committee as recommended by the county's planning project steering committee and as outlined in Chapter 4, Ongoing Planning Process Guidelines.
2. Actively participate in federal and state resource management decisions. Members of the county's natural resource/land use committee should:
 - advise the county commissioners concerning county-impacting mineral resource use issues. Input from the county commissioners should be forwarded to other state agencies and organizations e.g., send copy of recommendations/comments to: the Utah Resource Development Coordinating Committee; the Utah Department of Natural Resources; the Division of Oil, Gas and Mining; the Division of State Lands and Forestry; the Utah Geological and Mineral Survey; and the Governor's Office.
 - gather and prepare valid data relating to the economic benefits associated with mineral development within the county.
 - submit written recommendations and county position statements, through the county commission, to key decision makers.
 - participate in federal and state resource planning processes during the scoping/issue's identification and draft plan review/comment periods.
 - notify interested county residents of current or proposed mineral/mining activities and solicit their input when formulating county comments/responses.
 - attend Bureau of Land Management, Forest Service, and Utah Department of Natural Resources resource planning meetings and work sessions as needed.

- review federal and state resource management plans with respect to mineral development policy and practices. This will require the committee to participate in federal and state resource planning processes during scoping/issue identification stages, as well as public review/comment periods.
- maintain contact with key decision makers throughout the decision-making process. Federal and state resource processes should be monitored to
- ensure that the county's mineral resource concerns and interests are heard and adequately addressed.
- visit with local and regional resource managers. Interaction between managers and the general county populace improves relationships and will allow the county to have "frontline" input and issue clarification.
- assess mineral resource type, amount, and location. Several federal and state agencies can supply mineral resource data to the county. These agencies include the Utah Geological Mineral Survey, the United States Geological Survey, the Minerals Management Survey, the BLM, and the USFS.
- request to be placed on agency mailing lists.

When specific mineral development opportunities arise, the County Natural Resource/Land Use Committee should advise the county commission to consider all associated costs and benefits. The county should compare revenue potential to the cost of providing additional services. Factors which should be considered during this analysis include the:

- existing and available water resources, existing transportation network,
 - local economy, environmental impacts,
 - existing housing supply and demand,
 - impacts on sewage and solid waste disposal facilities, available utilities,
 - condition of existing infrastructure,
 - and the increased burden placed on human services such as law enforcement, fire protection, health care, and education.
3. Establish an AUM monitoring group. The purpose of the group is to monitor the number of AUMs within the county and be alert to any adjustments in that number, either proposed or enacted.
 4. Organize the farmers and agriculturists in the county around this issue and keep them informed. Existing organizations such as the Farm Bureau could be used for this purpose.
 5. Obtain the expertise that is needed to effectively represent the county's interest in this matter to the federal government. This expertise may include retaining legal counsel, retaining lobbyists, or designating some individual or group in the county capable of performing this function.

6. Regularly conduct an analysis of the economic impact of the agricultural businesses on the county and what effect decreases in AUMs will have on that value. Use this information in the presentation to the federal representatives.
7. Develop a well-documented and substantiated request to increase the number of AUMs allotted within the county. Present this to federal agencies.
8. Analyze and regularly monitor the economic impact of the timber industry on the county in terms of employment, wages, taxes, etc.
9. Continue the county's current lobbying effort of the federal government directed at influencing the process relating to obtaining timber harvest contracts.
10. Regularly contact the local timber businesses to assess their needs, be apprised of their developments, and determine in advance the problems and concerns they are facing.
11. Work with the management of the Kaibab and Utah Forest Products timber mills in their decision to keep the plants in Panguitch and Escalante open and operational.
12. Continually monitor, along with Kaibab and Utah Forest Products management, the status of the Panguitch and Escalante plants and be prepared to assist in upscaling the plant's operations in the future.
13. Identify potential businesses that would benefit from being located in an area with a raw lumber supply and skilled workforce.
14. Send representatives to attend timber sales and scoping meetings.
15. Before proposing any federal-state-county exchanges, the county, with the assistance of the County Natural Resource/Land Use Committee, should:
 - complete a land ownership inventory,
 - identify federal or state lands which lie within viable community expansion areas,
 - present preliminary recommendations to the county commissioners for their review and comment,
 - gather and prepare data relating to the benefits associated with land exchanges in respect to county growth and development,
 - assist the commissioners in formulating a list of potential exchange sites. These county proposals should be forwarded to other regional and state agencies for review and comment.
16. Once a viable exchange has been identified and the county is committed to pursuing an actual exchange, the county will need to solicit support from the Governor and the Congressional delegation. County recommendations should be:
 - submitted, through the county commission, to key decision makers,
 - proposed as a county interest by county leaders when participating in federal and state resource planning processes,

- reviewed with federal/state decision makers throughout the decision-making process to ensure community expansion/development concerns and needs are met.

PUBLIC LANDS MANAGEMENT (Grand Staircase - Escalante National Monument)

1. The Garfield County Commission and the Garfield County Natural Resource/Land Use Committee will actively participate in the planning process being followed by the BLM in developing the NMMP. The County will also aggressively defend its rights and prerogatives and the policies articulated in this plan.
2. The County will provide, on a continuing basis, information it has received or developed to the public and to local media about the monument planning process.
3. The Commission will formulate and implement an outreach plan to encourage public participation and input into the BLM planning processes.
4. The County will encourage the development, for planning purposes, of county socio-economic and other data detailing the current and projected effects of the monument on issues and trends in the county such as possible increases or decreases in population; in economic activity; in quality of life factors; or in the ability of the community to protect its historic and cultural values.
5. The County will identify and develop, in cooperation with the BLM and other interested parties, an interim strategy and plan to deal with the impacts of increased visitor use prior to the completion and approval of the NMMP.
6. The County will develop an assessment of county infrastructure needs (including transportation, solid waste disposal, utility, tourist accommodations, housing and other needs), and interim and long-term funding requirements, so that all parties (federal, state, county, cities, and private businesses and citizens, etc.) will have a clearer understanding of their likely financial obligations and of economic development opportunities which may result from creation of the monument.
7. The County will develop, in cooperation with the BLM, local communities, and the State of Utah interim and long-term law enforcement strategies and plans to deal with increased visitation, including identification of possible interim funding sources.
8. The County will develop, in cooperation with the BLM, an interim search and rescue, medical assistance, and fire protection contingency plan, including identification of interim and long-term funding and revenue sources including a user fee system.
9. The County will prepare an assessment, for planning purposes, of potential impacts of the monument on air and water quality, including the need of local communities to identify, protect, and develop additional public water sources.
10. The County will develop in cooperation with BLM an automated County resource information and issues data base to allow the County to respond, in a timely and appropriate manner, to issues raised during the Monument planning process.

11. The County will develop and adopt amendment(s), as appropriate and necessary, to update the Garfield County General Plan to address issues created by and issues that may develop as a result of designation of and planning for and management of the monument.

APPENDIX A

PHYSICAL DESCRIPTION OF GARFIELD COUNTY

Garfield County, in south-central Utah, is bordered on the west by Iron County, on the south by Kane County, on the east by the Colorado River and San Juan County, and on the north by Piute and Wayne counties. High wooded plateaus, fertile river valleys, steep rugged mountains and canyons, deserts, and picturesque red sandstone rock formations contribute to the varied landscape of Garfield County.

Pre-History

The region now known as Garfield County, Utah was inhabited by various groups of humans, beginning about 12,000 to 8,000 years ago. Archaeologists term these early humans as "Paleoindians". It appears that these groups were hunter-gatherers, who remained tied to a family-sized unit. About 8,000 years ago, these native Americans evolved into what are termed "archaic" cultures. It appears that the peoples began to include limited horticulture and seed-gathering into their cultures. The humans still remained in small, mobile groups, following both game and vegetative resources. It appears that these people began to gather into larger winter settlements, but broke into family-sized units during the summer season.

The high plateaus of Garfield County appear to have been hunting grounds, with very little or no permanent settlement. Various tribes used the area for hunting and gathering. The first record of permanent settlement is found in the Anasazi ruins located at the lower elevations in the Escalante River canyons. The Anasazi State Park in Boulder is a dramatic example of that culture. Fremont Indians appear to have used the Aquarius Plateau as a hunting ground.

At the time of European contact, it appears that the southern Paiutes used western Garfield County as summer hunting grounds, but moved onto the west desert during the winter. Navajos appear to have raided and traded into the eastern part of the county, along the Colorado River and tributaries.

History

Garfield County was carved from portions of Iron and Kane counties, and designated as a separate county by the Utah Territorial Legislature in 1882. It had originally been intended to be named Snow County in honor of the Mormon pioneer and settler Erastus Snow; but, at the recommendation of Utah Territorial Governor Eli Murrey, it was named to honor President James A. Garfield, who had recently been assassinated.

The early history of Garfield County is rather sketchy. Very few of the early Utah explorers ventured into the area. The Old Spanish Trail passed through the extreme northwest corner of the County, but very little further exploration had been made.

In 1852 a Mormon exploration party passed through the county, but it was not until March 1864 that Mormon colonists from Parowan and Beaver settled what is now Panguitch. Jens Nielsen was the leader of the first group of settlers. These early Garfield County pioneers spent only two

years in their new homes before they were forced to leave after many skirmishes with Indians, which occurred not only in Garfield County, but throughout most of southern Utah. For their own protection, the settlers at Panguitch were called back to Parowan and Beaver until the Indian trouble subsided.

In 1870 the area was again declared safe and in March 1871, Mormon pioneers started back to Panguitch. When they arrived, they found the crops and homes of the previous homesteaders still standing; the Indians had not touched them.

In 1872 an exploration party from Panguitch set out in search of more fertile cropland. The reports of these explorers led to the settlement in 1875 of an area then known as Potato Valley. The new settlement, and the river which runs through the valley, were named "Escalante" in honor of the Spanish monk who explored a great deal of the Utah territory in 1776. Although the town and river bear his name, Escalante never explored this part of Utah.

The town of Boulder, in the north-central part of the county, was truly one of America's "last frontiers." Supplies were taken into this tiny ranching community by pack horse or mule train until the mid-1930s, when a detail of Civilian Conservation Corps workers constructed the first road into the area.

Since the time of the earliest settlement, the principal means of income in Garfield County has been agriculture. Because only about four percent of the County's land is tillable, its temperature range so extreme, and its growing season so short (Hatch and Panguitch average 84 days), livestock has become the principal source of agricultural income for the county. Woodland and forest products are also important to the county economy and uranium is the leading mineral of the few minerals mined. The lack of transportation facilities has been the major restraint to economic growth in the county. A further problem is that Garfield County is the second least densely populated county in the state, with only 0.8 people per square mile.

A bright aspect in Garfield's economy lies in its tourist potential. The Paiute Indian name, Unka-timpe-wa-wince-pock-itch, paints a word picture of one of America's most spectacular scenic attractions. Translated, it means "red rocks standing like men in a bowl-shaped canyon,"--a good description of Bryce Canyon National Park, which attracted over 1.1 million visitors in 1993.

The Canyon received its name from a Spanish immigrant cattleman, Ebenezer Bryce, who settled in the area in 1876 and grazed his cattle there. Although Mr. Bryce became discouraged and moved to Arizona in 1880, his name has since been associated with the Canyon. Several early attempts were made to change its name to something more picturesque, but all were unsuccessful. Other National Parks within Garfield County include part of Capitol Reef National Park, with 610,707 visitors in 1993, and part of Glen Canyon National Recreation Area with almost 3.6 million visitors in 1993.

Physiography

A portion of the boundary that separates the Colorado Plateau and the Great Basin runs through Garfield County. This geographic boundary enters the area at the Utah-Arizona border, south of Hurricane, and follows a north-easterly course to the Beaver-Millard County line, north of

Beaver. The northeast-trending Hurricane Fault which passes through the area is the approximate break between the two provinces, though the change is generally transitional and cannot be broken along any distinct line. Eastward from this boundary are found the high plateaus of Utah, which make up a portion of the Colorado Plateau. Westward lies the basin and range of western Utah. A portion of the Great Basin is characterized by elaborately faulted and folded strata, arranged as north to south-trending ridges, generally less than 9,000 feet in elevation, separated by broad, semiarid valleys. The Paunsaugunt Plateau and the Aquarius Plateau are two such plateaus and separate the Sevier and Colorado River Drainage systems.

Rock beds in the basin and range section owe their complex folded and broken structure to faulting, which was the cause of the north-south-trending mountains and resultant valleys. Rocks exposed in the basin and range portion of the area range from Precambrian to Quaternary in age. The majority of rocks exposed are Paleozoic marine sedimentary types and Tertiary volcanics of all types. Washington County is the only exception with large exposures of Mesozoic non-marine sediments and Quaternary volcanics.

The high plateaus, which dominate the topography of most of the county, are huge rock platforms, 25 to more than 500 square miles in area, bordered by terraced escarpments 4,000 to 5,000 feet high. From heights of 10,000 to 11,000 feet, they overlook the lower series of plateaus along the Colorado River, which forms the eastern boundary of the area. In broad outline, the geologic history of the area is the story of enormous masses of sedimentary rock raised high above sea level, broken into huge blocks by faults, and intricately dissected by the Colorado River, its tributaries, and to a lesser extent, by streams flowing into the Great Basin.

As viewed from the south, the plateau country appears as a giant stairway whose ascending risers are the Lower Triassic Chocolate Cliffs, the Upper Triassic Vermillion Cliffs, brightly variegated slopes, the Jurassic White and Pink Cliffs, the Cretaceous Bluff and Grey Cliffs, and the Tertiary Pink Cliffs extending upward into large sheets of Tertiary volcanic rocks, capped here and there with cinder cones and recent flows of black basalt.

Climate

Elevations in Garfield County range from less than 5,000 feet to over 10,000 feet. This wide range of elevation has marked influence on the climate of the county. Annual precipitation shows a direct relationship to change in elevation, and ranges from less than 10 inches at the lower levels to more than 20 inches a year in the higher mountains. This limited precipitation comes in two distinct seasons (See Table A-1). Winds from the Pacific Ocean bring early spring storms. Summer thunderstorms come from the Gulf of Mexico.

TABLE A-1

**GARFIELD COUNTY PRECIPITATION, ELEVATIONS, AND
TEMPERATURES FOR MAJOR TOWNS AND AREAS**

Major Towns	Elevations	Frost Free Dates	Annual Mean Temperature Min. – Max.	Annual Average Precipitation
Panguitch	6,720 ft.	5/19 – 9/3	25.7 – 62.1	9.89 in.
Escalante	5,810 ft.	5/25 – 9/26	33.7 – 65.1	10.55 in.
Tropic	6,600 ft.	5/6 – 9/19	31.9 – 62.8	12.30 in.

Summers are characterized by hot, dry weather with average maximum temperatures of 100 degrees at lower elevations to temperatures in the 80's at elevations above 6,000 feet. Winters are relatively severe because of the mountains acting as barriers trapping cold continental air masses. Winter snowfall can be less than five inches in lower valleys to over 60 inches in higher elevations.

APPENDIX B POPULATION CHARACTERISTICS

TABLE B-1

**GARFIELD COUNTY AND MUNICIPALITIES
POPULATION CHANGES FROM 1950 TO 1990**

Population						
Entity	1950	1960	1970	1980	1990	1980-1990 % Change
Antimony	187	161	113	94	83	-11.70
Boulder	N/A	108	93	113	126	+11.50
Cannonville	205	153	113	134	131	-2.24
Escalante	773	702	638	652	818	+25.46
Hatch	224	198	139	121	103	-14.88
Henrieville	114	152	145	167	163	-2.40
Panguitch	1,501	1,435	1,318	1,343	1,444	+7.52
Tropic	483	382	329	388	374	-3.61
Unincorporated Area	664	271	269	711	738	+3.80
GARFIELD COUNTY TOTAL	4,151	3,562	3,157	3,673	3,980	+8.36

**1990 Census of Population and Housing
Garfield County, Utah**

Total Population..... 3,980

SEX

Male 2,031
Female..... 1,949

AGE

Under 5 Years 367
5 to 17 years 1,060
18 to 20 years 137
21 to 24 years 128
25 to 44 years 966
45 to 54 years 363
55 to 59 years 188
60 to 64 years 215
65 to 74 years 345
75 to 84 years 167
85 years and over 44
Median age..... 31.3
Under 18 years 1,427
Percent of total population 35.9
65 years and older 556
Percent of total population 14.0

HOUSEHOLDS BY TYPE

Total households 1,321
Family households 1,050
Married-couple families 947
Percent of total households 71.7
Other family, male householder 35
Other family, female householder 68
Non-family households 271
Percent of total households 20.5
Householder living alone 261
Householder 65 years and over 130
Persons living in households 3,960
Persons per household..... 3.0

GROUP QUARTERS

Persons living in group quarters..... 20
Institutionalized persons 20

**1990 Census of Population and Housing
Garfield County, Utah**

RACE AND HISPANIC ORIGIN

White 3,890
Black..... 1
American Indian, Eskimo or Aleut..... 73
Asian or Pacific Islander..... 8
Other race 8
Hispanic origin (of any race) 35

HOUSING

Total housing units 2,488
Occupied housing units 1,321
Owner occupied 1,082
Percent of owner occupied..... 81.9
Renter occupied 239
Vacant housing units 1,167
Seasonal, recreational or occasional use..... 924
Homeowner vacancy rate (%) 2.4
Rental vacancy rate (%)..... 14.4
Persons per owner-occupied unit..... 3.0
Persons per renter-occupied unit 3.0
Units with 1 person per room 76
1-unit, detached 1,912
1-unit, attached 8
2 to 4 units 28
5 to 9 units 1
10 or more units 10
Mobile home, trailer, other 529
Specified owner-occupied units..... 708
Less than \$50,000 357
\$50,000 to \$99,000 334
\$100,000 to \$149,000 12
\$150,000 to \$199,000 3
\$200,000 to \$299,000 0
\$300,000 or more..... 2
Median (\$) 49,800
Specified renter-occupied units paying cash . 175
Less than \$250 123
\$250 to \$499 52
\$500 to \$749 0
\$750 to \$999 0
\$1000 or more..... 0
Median (\$) 202

APPENDIX C

HOUSING CHARACTERISTICS

GARFIELD COUNTY

COMPREHENSIVE HOUSING AFFORDABILITY STRATEGY PROFILE SEPTEMBER, 1993

Under the Cranston-Gonzales National Affordable Housing Act, which was passed by congress in 1990, a Comprehensive Housing Affordability Strategy (CHAS) must be prepared by every jurisdiction eligible for federal community development funding. The CHAS document includes a profile, five-year strategy and one-year action plan for evaluating and planning safe, sanitary affordable housing for a specific area. The CHAS works in concert with programs such as HOME, Weatherization, Critical Needs Housing, etc., to provide housing, particularly for moderate, low and very-low income people.

The purpose of the CHAS is to identify existing housing conditions, determine housing barriers and needs for very low to moderate income individuals, develop priorities for housing activities that should be implemented during the next five years, and to produce viable alternatives and implement action plans necessary to achieve housing goals. The intent of the following housing goals and associated policies and programs is to allow for the successful development of a sufficient housing stock to accommodate low and moderate-income residents.

Housing programs and administrative structures in Garfield County are limited. However, county and city officials recognize the necessity to support additional low/moderate housing needs. Though "fair share", in terms of number of units, has not been established by law, consideration of such a goal is not out of the question.

This document is intended to assist local officials in the continuing development and implementation of programs intended to provide safe, sanitary and affordable housing to area residents.

Constraints on the development of low/moderate income housing stem not only from financial barriers, but also ill-perceived misgivings as to the community benefit from properly developed low/moderate income housing. For this reason, proper and progressive planning techniques are given primary emphasis in the goals, policies and potential program suggestions. These suggestions will focus on overall housing planning goals and allow for success in developing attractive, affordable and pleasing neighborhoods.

TABLE C-1

MARKET ANALYSIS	
Panguitch City – Analysis Parameters (Conventional Loan)	
Total Households	450
Median Household Income	23,750
Mean Housing Cost	47,700
Length of Mortgage	30 years
Down Payment Percentage	10%
Annual Percentage Rate	7.5%
Housing Debt Ratio	29%
Average Monthly Personal Debt	275
Median Mortgage (Census)	467
Calculated Median Mortgage (based on median household income)	$573.96 - 275 \text{ (personal debt)} = 298.96$
Calculated Median Mortgage (based on median housing costs)	300.18
Very Low Income (<50%)	< 11,875
Low Income (50% - 80%)	11,876 – 19,000
Moderate Income (81% - 95%)	19,001 – 22,563

The above data indicates that income wages approximate the average home mortgage cost. The Census median mortgage data versus income differences demonstrates that many are spending their extra income on housing. According to 1993 estimates the median cost of a home in Panguitch is \$49,500. Taking the 1993 estimate for average housing cost and using the same format for analysis as listed above, the average calculated mortgage based on mean unit housing cost is \$311.50. This figure is on the borderline of supporting the mean housing cost.

TABLE C-2

25-34 AGE CATEGORY (Typical First-Time Buyer Age Category)	
MINIMUM INCOME REQUIREMENT	% INCOME MINIMUMS OF \$23,000
\$23,812.45	47.44%
*\$24,281.10	**44.87%

*Based upon 1993 mean housing costs

**Based upon 1993 mean housing costs

The above table indicates that in order for the typical first-time home buyer to purchase mean housing in terms of cost, the household income must be at least \$23,812.45. Since the Census income breakdowns do not specify to the point needed, the nearest income category was used. Review of this information illustrates that home purchase appears to be difficult, relative to employment and income levels with 47.44 percent of first-time buyers being able to purchase mean housing. In 1993, only 44.87 percent of typical first-time homebuyers have been able to purchase an average priced home. However, similar to Beaver County, many single-family homes are very low priced in Panguitch and are affordable. Housing diversity is still needed. As economic possibilities improve, the condition of the housing stock and overall housing diversity should improve.

The private home construction industry in Garfield County has been a strong force in the past 10 years. Local contractors that build on Cedar Mountain in the summer have done some speculative bidding in the western part of the county during the winters. Several new homes have been constructed in the past 10 years by a local pre-fabricated home contractor.

Most of the houses in Garfield County lie within small towns and communities that were originally established by Mormon settlers. Some of the larger towns provide excellent examples of these quaint historical structures.

An overwhelmingly large percentage of the housing stock (32%) is well over 40 years old. Many of these older homes show signs of deterioration particularly those homes that have no foundations and those that have unsealed sandstone foundations.

Though the data does not indicate all of the market implications, there are major market factors on housing in Garfield County that are quite unusual. First, many of the old homes are being purchased by out-of-state investors, generally from California or Arizona, inexpensively (sometimes for as little as \$20,000). They are then renovated and either kept as retirement/summer homes or sold at prices that average Garfield County residents cannot afford.

This results in many moderate or low-income units being taken off of the market resulting in few rentals.

Another specific impact on Garfield County is the high percentage of deteriorated homes (20.5%). As indicated earlier, the rising unemployment rates and polarization of seasonal

employment escalates the lack of home maintenance. This is especially apparent during the bitter winter months that Garfield County experiences. Education on home maintenance could improve the housing stock, particularly older homes.

Another concern associated with the influx of seasonal jobs in Garfield County is the lack of financial assistance for home purchase, improvements, and/or rentals. Many seasonal workers have difficulty gaining the credit or references necessary to acquire or access housing (some of this difficulty is attributed to being non-year-round residents). If owner-occupied housing is identified which would meet the needs of low-income residents, but needs rehabilitation, funding or financial assistance is still a barrier. Due to a lack of assistance programs, housing which meet the needs for low income families are often difficult to find.

Some benefits which have been available to county residents include the funds for new single dwelling housing units under the Farmers Home Administration programs. The Veterans Administration also makes housing loans in Garfield County to eligible veterans.

Based on current population estimates from the Utah Department of Planning and Budget, Garfield County's new housing starts must focus on affordable multi-family unit development in an effort to meet the current housing needs as well as the predicted 30-year population growth. A more varied housing stock will satisfy these needs. In an effort to identify Garfield's target in terms of housing types with projected population growth, Garfield's total population can be separated into three general categories: (1) single-family or one-unit detached units; (2) single-family or one-unit attached units; and (3) multi-family or multiple units.

TABLE C-3

Age Grouping According to Housing Type		
Category 1 Groups	Category 2 Groups	Category 3 Groups
0-17, 40-74	30-39, 75+	18-29

These age group populations can then be divided by the Census estimate of persons per household: 3.38 for categories 1 and 2, 2.1 for category 3, thereby estimating build-out needs by the year 2020. The estimated housing needs are the following:

TABLE C-4

Garfield County	CATEGORY 1	CATEGORY 2	CATEGORY 3
CURRENT HOUSING UNITS (1990)	2,441	8	39
PROJECTED UNITS NEEDED BY 2020	0	186	521
PERCENT CHANGE FROM 1990-2020	0%	2,225%	1,235%
ESTIMATED UNITS NEEDED	0	178	482

Garfield County is well above the housing units needed for 2020. Ninety eight percent of all housing units in Garfield County are single family detached units or manufactured homes.

Similar to Beaver County's housing situation, very reasonably priced single family detached homes and manufactured homes are available in Garfield County. As noted in the above chart, many single-family attached units and multi-units are needed in Garfield County.

TABLE C-5

NUMBER OF PERMIT-AUTHORIZED DWELLING UNITS BY TYPE OF STRUCTURE 1991 – 1ST Quarter 1993					
	Single-Family (includes mobile homes)	Duplexes	Apartments	Total Units	% Single Family
Panguitch	6	0	0	6	100%

Source: Bureau of Economic and Business Research, Vol. 34, No. 3, Vol. 35, No. 4 and Vol. 36, No. 1.

As noted above, many duplex and apartment units are needed in Panguitch.

HOUSING NEEDS

Due to Garfield's high seasonal and service-oriented employment trends, variety and diversity of housing types are needed in Garfield County. The major need for Garfield County seems to be rental housing. This is difficult as rental housing is considered speculative and banks are hesitant to loan on this type of unit. Currently seasonal rentals are nonexistent and year-round rentals are sometimes less than satisfactory.

A need exists for improving the maintenance of older, larger homes within the housing stock. Education and funding for home maintenance may assist in reducing the high levels of deterioration that Garfield County is experiencing.

Changes in zoning philosophy to allow diversity and mixed-use will help provide needed family and low-income housing, particularly the development of multi-family units. Without political will and public tolerance of mixed land use, many of these housing needs will not be met.

Garfield County requires more nursing beds for the frail elderly and disabled. Emergency assistance and shelters are needed for the mentally ill and abused. Currently these individuals are referred to shelters in Cedar City. Emergency shelters provide the needed housing to protect and preserve the dignity and character of the individual.

HOMELESS

Facilities

The only services offered in Garfield County are the State Transient Fund and the Garfield County Care and Share in Panguitch, which provides food boxes and commodities.

Needs

It is very difficult to estimate the homeless population because: 1) there is no reliable nationwide count of the homeless; 2) there is a high turnover this population; 3) it is difficult to count and locate the homeless; and 4) definitions of homelessness vary greatly.

The Department of Housing and Urban Development uses two ratio methods to estimate the homeless population. The first method is a standard ratio of 25 homeless persons per 10,000 of the general population. Even HUD admits that this ratio is a little high in determining the homeless count. The second approach is the assumption that larger metropolitan areas have a greater number of homeless than rural areas. For rural areas of population up to 250,000, a 6.5 homeless count to every 10,000 population was assigned, compared to 13 homeless per 10,000 in areas of population greater than one million. These methods are inconsistent and it is difficult to approximate the general number of homeless in Garfield County. This information is based upon "Utah's 1992 Homeless Count", Division of Community Development Services, Department of Community and Economic Development, December 1992.

The homeless count in Garfield County was approximately 10 in 1993 and should grow to about 13 by the year 2020. However, Garfield County Social Services reported to local government officials that homelessness does not exist in Garfield County. Social Services monitors the problem very closely and provides housing if needed.

SUPPORTIVE SERVICES AND HOUSING RESOURCES

A 24-bed senior citizen unit will be constructed onto the Garfield Memorial Hospital that will relieve housing pressure county wide. This project was funded \$200,000 by a FY 1992-1993 CDBG. It happened to be the only project in 1993 related to housing in the Five County region that received appropriated funds through CDBG. Garfield County and the Community Impact Board also supplied money for the project. This geriatric unit will make some rentals available that are currently being occupied by individuals waiting for this facility. These units will be two

beds per room. There are no nursing homes or institutionalized elderly quarters in Garfield County as of 1993.

Daycare and counseling services are available at Southwest Utah Mental Health in Panguitch. This center is for out-patients only. If more help is needed the clients are sent to the Horizon Center in Cedar City where beds and additional help is offered for up to 90 days. There are no public housing programs in Garfield County. Garfield County should provide public housing to relieve pressure on the low-income resident.

Weatherization is a primary supportive service offered in Garfield County. Four residences totaling \$6,570 were renovated in Garfield County during fiscal year 1991-1992. One home was offered service during FY 1992-1993 in weatherization at a total of \$1,694.44. More effort is needed in outreaching the Weatherization Program in Garfield County.

**TABLE C-6
GARFIELD COUNTY STATISTICS AND PROJECTIONS**

TOTAL POPULATION	3,980		POPULATION YEAR PROJECTIONS	
Male	2,031		1980	3,673
Female	1,949		1980-1990 Percent Change	8.4%
White	3,890		1990	3,980
Black	1		1990-2000 Percent Change	9.8%
Indian	73		2000	4,371
Asian	8		2000-2010 Percent Change	12.5%
Other	8		2010	4,919
Hispanic Origin	35		2010-2020 Percent Change	2.9%
			2020	5,063
ETHNIC HOUSING (# OF HOMES)				
White	1,299		TOTAL PERSONS BY AGE	3,980
Black	0		<5	367
Indian	17		5-17	1,060
Asian	2		18-20	137
Other	3		21-24	128
Hispanic Origin	9		25-44	966
			45-54	363

LOW TO MODERATE INCOME (LMI)			55-59	188
Total LMI Families	549		60-64	215
Total LMI Persons	1,910		65+	556
Percent LMI	48%		Median Age	31.3
HOUSEHOLDS			INCOME THRESHOLDS	
Total # of Households	1,321		Median Household Income	\$21,160
Family Households	1,050		Very Low Income (50%)	<\$10,580
Female Headed Households	68		Low Income (51-80%)	\$10,581- \$16,928
Total # of Non-Family Households	271		Moderate Income (81-95%)	\$16,929- \$20,102
Householders Living Alone	261		Middle Income (96-120%)	\$20,103- \$25,392
Persons per Household	3.00			
Persons per Family	3.48		EMPLOYMENT	
Female Head of Household – No Husband Present	81		Percent of Females Working with Children Under 6	279 (56.6%)
Percent of Female Head of House with Children <18	64.2%		Children Under 6 with Both Parents Working	233
			Unemployment Rate	3.6
INCOME			Percent in Labor Force	61.9%
Capita Median Income	\$8,248		Percent of Females in Labor Force	53.0%
Household Median Income	\$21,160		POVERTY LEVEL	
Family Median Income	\$23,701		# of Individuals	583
			Percent of Individuals	14.8%
HOUSEHOLD STRUCTURAL CHARACTERISTICS			# of Families	120
Total Units	2,488		Percent of Families	11.4%
1 Unit Detached	1,912			
1 Unit Attached	8		AGE OF HOUSING STOCK	
2-4 Units	28		Total Houses	1,488

5-9 Units	1		Percent Built After 1980	17.1%
10+ Units	10		Percent Built Before 1939	31.5%
Mobile Homes	529			
			OWNER OCCUPIED UNITS	
OVERCROWDING VACANCY RATE			Total Owner Units	1,082
ALL HOUSING			TENURE	
Mean # of Rooms	5.6		Resident After 1989	10.8
Overcrowding	76		Resident Before 1969	31.1
OWNER OCCUPIED			Median Mortgage	475
Owner Vacancy %	2.3%		Mortgage Percent of Income	21.5%
Persons per Unit	3.00			
Mean # of Rooms	6.2		RENTER OCCUPIED	
			Total Rentals	239
RENTAL OCCUPIED			TENURE	
Rental Vacancy %	14.3%		Resident After 1989	53.1
Persons per Unit	2.98		Resident Before 1969	4.2
Mean # of Rooms	5.0		RENT	
			Median Rent	292
HOUSING COSTS	708		HUD Fair Market (2 Bed)	509
Total Units	357		Rent Percent of Income	17.8%
<50	334			
50-99	12		BIRTH	
100-149	3		Percent Foreign Born	.9
150-199	-		Percent Born in Utah	74.4%
200-299	2		Percent Born in U.S. (Outside of Utah)	24.7%
>300	\$49,800			
Median Unit Cost			DISABLED INDIVIDUALS	
			Persons in Group Quarters	20

LAND USE			Institutionalized Persons	20
Square Mileage	5,174.5		Other Persons in Group Quarters	-
Persons per Square Mile	.8		CONNECTION FEES	
			Culinary	-
EDUCATION			Power	-
Persons 25 and Over	2,305		Sewer	-
% High School Graduate Over 25 Years of Age	79.9%		Irrigation	-
College Graduate or Higher Education over 25 Years	15.0%		Other	-
			IMPACT FEES	
			Fire	-
			Roads	-
			Parks	-
			Planning	-
			Residential	-
			Other	-

APPENDIX D

NATURAL RESOURCE OVERVIEW

Mineral and Energy Resource Development

Garfield County possesses vast energy and mineral resources. Copper, uranium, vanadium, and petroleum extraction are the most significant mining activities in the county. Of major interest in Garfield County are the coal fields of the Kaiparowits Plateau, the Alton Field, the Henry Mountains, gold deposits in the Henry Mountains, and the uranium deposits in eastern Garfield County.

Coal

The coal of the Kaiparowits Field lies in a remote area of Garfield County. All of the coal beds, four feet thick or more, are confined to the northwest-trending belt 18 to 25 miles wide, paralleling old shore lines. The Kaiparowits Field attracted little attention until 1960 when projected power demand indicated increased need for fossil fuels. A form of land boom followed in which private companies and individuals prospected and leased the plateau coal lands.

The development potential of the coal reserves in Garfield County depends largely on such factors as quantity and quality of the deposits, transportation system, labor supply, water availability, conditions of production, energy markets, and the most significant of all: local, state, and federal policies. Most of the uranium and coal deposits are on federally owned land. Furthermore, these deposits are on or adjacent to, or in very close proximity to, national park land and proposed wilderness areas.

There are an estimated 3,698.5 million tons of coal in measured reserve in Garfield County, or 15.2 percent of Utah coal reserves. Not all of the reserve is recoverable due to overburden, seam thickness, and the necessity to leave some intact for roof support in underground mines.

Coal quality is evaluated in terms of ash and sulfur content, and the BTU per pound. The following table summarizes this data.

TABLE D-1
COAL QUALITY GARFIELD COUNTY

Field and Area	Percent Ash	Percent Sulfur	BTU/Pounds
Kaiparowits Plateau			
Escalante Area	7.80	1.26	11,563
Tropic Area	13.77	0.98	11,203
Alton			
Cannonville Area	-	0.87	8,530

Coal Sulfur Content

Generally, coal with less than 1 percent sulfur is considered low sulfur coal. However, a more meaningful evaluation is to measure the sulfur content relative to the energy content of the coal. In this context, the point at which coal is considered to be high in sulfur is when it emits .6 pounds or more of sulfur per million BTU input to a combustion process.

Garfield County coal reserves have the following sulfur-content per BTU characteristics:

Kaiparowits-Escalante	.850 lbs. (3,491.1 million pounds of coal in reserve)
Kaiparowits-Tropic	.854 lbs. (982 million pounds of coal in reserve)
Alton-Cannonville	1.016 lbs. (171 million pounds of coal in reserve)

The Cannonville coal is high in sulfur to BTU content, while Escalante and Tropic coal is relatively low in sulfur and ash content. The Escalante field is one of the largest in southern Utah, and some of the most likely to be developed.

Coal Development Considerations

Other considerations in the development of the Kaiparowits and Alton coal reserves include availability of transportation, labor supply, water, conditions of production, coal markets, and government policies. Coal development in Garfield County is dependent upon many factors which are regional in scope.

Summary

If the coal resources of the area are to be developed to any significant extent it will most probably come as a result of the use of coal for power generation to satisfy minimal energy demands of the Southwest United States. Coal is by far the most abundant and least costly of all the fossil fuels for this purpose. The use of coal for either gasification or liquefaction seems a less likely possibility in the near future. Coal for power generation can be used either at or near the mine site or transported to a distant power plant site. In either case, many factors exist which affect the cost of competitiveness of Garfield County coal relative to other western coal. Included is the sheer isolation of the major deposits, with poor transportation access, very limited local labor supplies, and undeveloped water resources. Further, the close proximity of national parks and recreation areas to the deposits present potential environmental and other use conflicts. On the other hand, the sheer magnitude and quality of the coal deposits is attracting a great deal of interest from private industry.

Uranium

Uranium is found throughout Garfield County and was previously mined by Plateau Resources at Ticaboo. Pioneers originally knew of the uranium bearing ore in the eastern part of the county, but since they had no use for the metal, it was not mined and was only considered a marvel.

When radium was discovered in 1898, and its radioactive properties identified, the ore became useful. It was first used in medicine for cancer treatment and then in paint as an illuminating

element. Exploration was encouraged by this demand and in 1913 the first production from the Henry Mountains was recorded. Deposits such as Crescent Creek, Trachyte, Delmonte and Shootaring Canyon became known uranium areas. The demand for vanadium developed in the 1930's. The deposits in Garfield County were developed on a limited basis because of the distance from improved roads.

Between 1913 and 1970, Garfield County produced 57,000 tons of uranium and vanadium, making the county fourth in the state in total production. The mid-1950's was the peak of production, with about 7,000 tons being produced for the maximum year. Production from 1958 to 1968 ranged from 1,000 tons to 3,000 tons. The annual average during this period was approximately 1,800 tons. Since the exploration did not keep pace with production, the known, "easy" reserves were exhausted and production fell sharply in 1969 and 1970.

In the South Henry Mountains of Garfield County there are three concentrations of uranium mineralization (from north to south); Woodruff Springs, Delmonte, and Shootaring Canyon. These deposits are large shallow bodies and are usually high-grade ore. The vanadium-uranium ratio is 1.8 to 1.0. The deposit at Shootaring Canyon was mined by Plateau Resources Limited (PRL) which is a wholly owned subsidiary of Consumer Power Company, a Michigan Corporation. PRL was created to acquire, explore, and develop uranium and related properties and to provide uranium concentrates for processing into fuel for Consumer Power's two operating nuclear plants and the two-unit nuclear plant located near Midland, Michigan, which was completed in late 1983. The mine has been purchased by U.S. Energy, which has noted that current economic conditions may allow the facility to reopen in the near future (1995). Other companies plan to eventually open an additional uranium development called the Farley Mine located north of Ticaboo.

The feasibility of increased uranium mining activity in eastern Garfield County will be dependent on the costs of transportation, the availability of sufficient labor force, and the impact of environmental constraints. The main transportation route in eastern Garfield County is SR-276, which provides access to Bullfrog Basin Marina in Kane County. East-west travel is restricted because of the absence of paved highways.

Production began at the Ticaboo mill on April 15, 1982; however, the uranium market is depressed and is not expected to pick up for several years. Subsequently the mill was shut-down. When the mill is started up again, it will have a production capacity of 247 tons of U308 per year.

Future

Garfield County officials should support existing and any proposed uranium related development simply because, unlike coal, it is a locally established industry. Unfortunately, like coal, the future need for uranium is unpredictable. The national mood toward nuclear power generation must be mitigated if uranium production is to approach past production records. However, it should be noted that the Ticaboo mine is only one of four mines in the U.S. that has been cleared for future production.

APPENDIX E

ECONOMIC BASE INFORMATION

Employment

The strongest sectors of employment in Garfield County have historically been agriculture and services. However, in the last several years there has been a significant drop in agricultural employment, and the county has seen dramatic increases in government employment and in the transportation/tourism service industries. Table E-1 illustrates the number of workers in each major employment sector.

TABLE E-1
EMPLOYMENT AVERAGES

Category	1960	1970	1980	1985	1990	1993(p)	1 st 1/4 1994
Total Civilian							
Labor Force	1,500	1,480	2,237	1,497	2,060	2,301	2,172
Employed	1,280	1,200	2,059	1,295	1,894	2,101	1,966
Unemployed	220	280	178	202	166	200	206
Rate	14.7%	18.9%	8.0%	13.5%	8.1%	8.7%	9.5%
Total Non-Agriculture	840	980	1,790	1,332	1,474	1,626	1,251
Mining	N/A	10	210	38	7	8	10
Construction	20	30	380	33	23	38	27
Manufacturing	220	200	250	222	209	104	106
Trans., Comm. & Util.	50	50	90	46	60	66	62
Trade	110	130	130	162	188	233	148
Fin., Ins. & Real Est.	N/A	10	20	20	22	22	21
Services	160	220	270	313	506	663	390
Government	260	330	460	498	459	491	487
Agriculture (EST)	N/A	N/A	157	N/A	222	234	N/A

Source: Utah Department of Employment Security

Garfield County School District is the largest government employer with over 100 employees. Presently there are only three private firms in Garfield County that employ more than 50 persons:

Kaibab Industries	50-99
Ruby's Inn	100-199
TW Recreational Services	100-199

Unemployment

Unemployment has consistently been a critical problem in Garfield County. Table E-2 illustrates the seriousness of the problem in comparison with the Utah rate of unemployment.

Monthly observations of the county unemployment rate indicate a congruent pattern with the tourist season. These data strongly support the need for new industrial developments that will provide year-round employment. Possibilities include developing tourism to its full potential particularly during the winter. Snowmobile and cross-country ski tournaments are possible answers. Attracting small non-polluting industries will also play a key role in alleviating much of the economic stress.

TABLE E-2
GARFIELD COUNTY RATE OF UNEMPLOYMENT COMPARED TO STATE
(1970-1994)

Year	Garfield County	State of Utah
1970	19.2	6.1
1975	14.4	7.4
1980	7.4	5.4
1985	8.0	6.3
1990	8.1	4.3
1993	8.7	3.8
1 st ¼ 1994	9.5	3.5

Source: Utah Department of Employment Security

Income

Per capita income in Garfield County is substantially lower than for the state of Utah. In 1970 the annual per capita income for the county was \$2,476, compared to that of the state as \$3,220 (77%). By 1980, this figure increased to \$4,969 in the county, and \$6,305 in the state (79%).

The 1990 per capita income was \$8,248 in Garfield County, and \$11,029 in the state (75%).

Family Income

In 1990 the number of persons per household in Utah was 3.15. Garfield County had a smaller number of persons per household (3.00) than that which prevailed statewide. Since there are fewer persons per household in this county than statewide, one would expect per capita income to be higher if family incomes were the same. However, per capita incomes are lower in Garfield County than those of the state. Median household incomes in 1990 were \$21,160 in the county, as compared to \$29,470 in the state.

Poverty Levels

The 1990 Census revealed that 11.4 percent of Garfield County families were below the poverty level compared to 8.6 percent for the state. Over 24.3 percent of the county population were below the 125 percent poverty level in 1990, as compared to the state figure of 15.9 percent.

Tourism

The tourist industry in Garfield County is one of the major revenue producers and should not be overlooked. County residents can boast of three national parks, one national recreation area, two national forests, three state parks and pristine mountain and desert areas that are unmatched in scenic beauty. Table E-3 indicates the number of visitors each major attraction receives annually.

TABLE E-3

NUMBER OF VISITORS GARFIELD COUNTY MAJOR ATTRACTIONS (000's)

Attraction	1986	1987	1988	1989	1990	1991	1992	1993
Bryce Canyon	680	559	583	481	704	929	1,018	1,600
Capitol Reef	427	317	377	431	323	618	668	611
Glen Canyon	2,211	1,773	1,645	1,820	1,864	3,181	3,588	3,584
Calf Creek Rec. Area	6	6	6	6.5	6	3	2	3
Escalante Canyons	5	5	5	5.5	5.5	N/A	4	5.5
Anasazi Village	34	38	39	40	44	45	46	N/A
Petrified Forest	43	38	30	23	33	50	59	N/A
Kodachrome Basin	31	30	30	19	34	48	64	N/A

Source: National Park Service, Bureau of Land Management, Utah State Div. of Parks and Recreation.

Winter recreation is a major potential tourist resource that is now emerging and should be evaluated and developed to help alleviate winter unemployment rates. Bryce Canyon was visited by 15,179 people in December, 1993. Many of these people come to enjoy cross-country skiing and snowmobiling.

Panguitch Lake is also attracting persons who enjoy ice-fishing, but Garfield County must explore all winter recreation possibilities to guarantee maximum results. These may include a ski resort and mountain recreation area that could be established just north of Panguitch Lake. Because Brian Head is already established, many skiers who visit that resort could then spend an extra day at a resort in Garfield County. This would even provide greater popularity for Brian Head. Snowbird and Alta share a similar relationship. Other possibilities would be sponsoring separate tournaments for cross-country skiers and snowmobilers in and around the Bryce Canyon vicinity.

Quaint historical buildings and homes should be put on the state or federal historical registers. Many people take vacations just to visit historical structures. It is believed that Garfield County has much to offer in this area.

Backpacking, camping, and hiking are other important activities that must not be overlooked. This sector could be maximized by putting advertisements in appropriate magazines portraying the remote and rugged nature of the area in magazines that cater to specific tourist needs.

Livestock and Agriculture

The 1992 Census of Agriculture provides the following summary of the status of agriculture in Garfield County.

TABLE E-4**SUMMARY OF AGRICULTURAL STATISTICS CENSUS OF AGRICULTURE
GARFIELD COUNTY**

Item	1987	1992
Number of Farms	263	249
Land in Farms (acres)	138,559	137,550
Average Farm Size (acres)	527	552
Average Market Value (\$)	336,586	441,225
Average per Acre Value (\$)	530	791
Percent of Land Base in Farms	N/A	4.2
Size of Farm (farms)		
1 to 9 acres	23	6
10 to 49 acres	56	53
50 to 69 acres	22	18
70 to 99 acres	15	16
100 to 139 acres	17	13
140 to 179 acres	20	15
180 to 219 acres	8	10
220 to 259 acres	18	15
260 to 499 acres	35	44
500 to 999 acres	20	29
1,000 to 1,999 acres	15	17
2,000 acres or more	14	13
Total Cropland (acres)	31,722	41,286
Harvested Cropland (acres)	13,180	16,819
Pasture (acres)	115,569	110,398
Woodland (acres)	6,129	5,620
Irrigated Acres	22,852	29,231
Value of Mach. & Equip. (\$)	28,390	38,051

Item	1987	1992
Fully Owned (acres)	50,832	47,453
Partially Owned (acres)	85,140	76,222
Tenant (acres)	2,587	13,855
Average Years on Present Farm	18.6	18.6
Average Age of Farmer	54.4	54.9
Family Owned (acres)	102,989	105,769
Partnership Owned (acres)	10,276	11,569
Corporate Owned (acres)	N/A	N/A
Other Ownership	13,000	N/A
Wheat (acres)	N/A	433
Barley (acres)	353	780
Oats (acres)	318	568
Hay (acres)	12,759	15,347
Orchards	30	30
Beef Cows	13,030	14,053
Milk Cows	255	169
Heifers	3,604	5,012
Cattle Sold	12,267	13,734
Hogs and Pigs	183	90
Sheep and Lambs	7,916	4,451
Horses and Ponies	N/A	834
Milk Goats	N/A	13
Goats	N/A	21

The livestock and agriculture industries have seemed to stabilize over the years, and this same trend is expected in the future. However, if further environmental constraints are enacted, sheep and cattle inventories would decrease as a result of less accessible grazing lands. This could be economically devastating to local ranchers.

Timber

Timber production from the high plateaus of the county has been an economic mainstay since the settlement of Garfield County. Both Panguitch and Escalante have relied upon sawmills for the manufacturing employment base which provides year-round, household sustaining jobs.

Federal timber management directions, combined with timber sale appeals have caused a dramatic reduction in the amount of timber sold in the county. The Kaibab sawmill in Panguitch has scaled back to a one shift operation. The Escalante mill was sold and dismantled in 1992.

The "ecosystem management" approach has forced timber companies to concentrate on smaller volumes and more costly harvesting methods. A new mill operated by Utah Forest Products in Escalante which will produce smaller volumes and specialized products seems to be the trend for the future.

Forest management planning should be directed toward increased timber production. Although full production may not be realized for several years, continued emphasis on timber growth is essential. It has been estimated that the Dixie National Forest can produce 30 million board feet per year.

Wildlife

Wildlife is an important economic potential for Garfield County. In 1982, the estimated economic return to the county was 1.2 million dollars. The economic value of the 1982 fishing season at Panguitch Lake exceeded 2 million dollars. The tourist potential in the county due to wildlife and other scenic values is important as well.

Wildlife harvesting in Garfield County will continue to be an important factor in the economy of the county. Increasing the deer harvest and the fishing harvest in Garfield County could result in annual revenues of over 5 million dollars.

Finances

The lack of a solid economic base puts the elected officials in the precarious situation of raising taxes to help pay for major projects. This is also politically unsound because county residents have one of the lowest per capita income rates in the state. The following table summarizes revenue and expenditures of Garfield County for the past four budget years

APPENDIX F

INFRASTRUCTURE STATUS REPORT

GARFIELD COUNTY INFRASTRUCTURE ASSESSMENT
Compiled by the Five County Association of Governments
1994
(Fire, Police, General Administration, Recreation and Streets)

ANTIMONY

Fire

Location and Service

The fire station is in the center of town and serves a 15-mile radius. Average response time per call is unknown. The town is located in the Antimony Fire District. The fire station is handicapped accessible. The fire station is 2,400 square feet. The fire insurance rating is "10".

Facilities and Personnel Available

Type of equipment and facilities available for fire protection: one mini-pumper, one pumper and one vintage tanker. Major facility and equipment upgrades performed in the past five years: acquired two fire engines (one mini-pumper truck and one pumper truck) and a fire station/city hall. Everyone in the community is a volunteer fighter.

Facilities and Personnel Needed or Desired

No necessary equipment or facility upgrades are needed within the next ten years; however, money is available in the general fund for needed facilities. It is unknown whether projected revenues are sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years.

Police

Location and Service

There are no police facilities or police officers in town. The town is located adjacent to the Piute/Garfield county border, and is patrolled by both Piute and Garfield County sheriff deputies.

General Administration

Location and Service

The city offices are located in the fire house. All meetings and records are kept in this building. The concrete steps of the new city office/fire house is part of an historical building.

Antimony needs to develop a satisfactory capital improvement program, and execute adequate planning and zoning regulations.

Existing Employment

All job positions are voluntary. The town board has established the following positions: water master, road supervisor, park master and town clerk.

Recreation

Facilities Available

There is one, 1.5-acre park in town with a tennis court, playground and three pavilions. The park is near a Daughters of the Utah Pioneer's (D.U.P.) monument.

Facilities Needed or Desired

There are no future park and recreational plans.

Events

Antimony has a town reunion in August and a 4th of July celebration.

Roads and Streets

Major Streets and Services Available

There are only two blocks within the community. One block is paved and one is gravel. The only collector street in town is State Highway 22. All other streets are local.

Streets Needed or Desired and Street Rehabilitation

No new streets are planned within the next five years. Bench Road, Parker Road and 300 East are the only streets that have been paved during the last ten years. Projected revenues are not sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years. Funding sources include general funds and Class C funds.

Major Traffic Counts

The average annual daily traffic on State Highway 22, north of Antimony in 1993 was approximately 440 vehicles. The average annual daily traffic on Federal Aid Secondary Route 361 (John's Valley), south of Antimony in 1993 was approximately 125 vehicles.

BOULDER

Fire

Location and Service

The fire station is in the center of town and serves up to 40 square miles. Average response time is unknown because of the lack of sufficient fire response history. Facilities and equipment available for fire protection include a one-ton E-1 400 gpm mini-pumper and one 700 gpm pumper and other firefighting equipment. The fire station is handicapped accessible. The fire station is 1,440 square feet in size. The fire insurance rating is "1 0".

Facilities and Personnel Available

Ten volunteers serve on staff. Major facility upgrades during the past five years include the purchase of the one-ton E-1 400 gpm mini-pumper miscellaneous equipment, and continued training programs.

Facilities and Personnel Needed or Desired

Necessary equipment and facility upgrades needed during the next five years: clothing and gear for six firemen at an estimated cost of \$18,000. Within five to ten years: communication system and additional equipment (hoses, air packs, blower, generator and tank) at an estimated cost of \$18,000 to \$22,000.

Need five to ten additional volunteer firemen in the next ten years. Boulder's concern is more in finding willing, dedicated volunteers rather than in the cost of training.

Projected revenues are not sufficient to cover capital improvement costs for the next five years. Boulder has received some grants and will apply for more. Projected revenues are sufficient to cover staff, operation and maintenance costs for the next five years. Boulder will use general funds and does not anticipate that these costs will be high.

Police

Location and Service

Boulder has no police station. The average response time per call is unknown.

Facilities and Personnel Available

Garfield County provides deputy sheriff patrols.

Facilities and Personnel Needed or Desired

Boulder does not anticipate any changes in the police arrangement in the foreseeable future.

General Administration

Location and Service

Boulder needs to develop a satisfactory capital improvement program and execute adequate planning and zoning regulations. A community General Plan was adopted in 1994.

Existing Employment

Job positions: town clerk and building inspector. Volunteers: city council, planning commission and firemen.

Employment Needed or Desired

Positions planned or needed in the next five years: probably none. Within five to ten years: will probably need to add a maintenance worker.

Recreation

Facilities Available

Type of recreational and cultural facilities available: an Anasazi Indian Village museum; a community center; a community park with a playground, baseball field, basketball court and picnic tables. The town hall is not handicapped accessible. Building new restrooms and handicapped accessibility has been planned and will be built soon. The town hall was once nominated or suggested to be placed on the National Historic Register, but as far as Boulder knows it was never placed on it.

Facilities Needed or Desired

Recreational facilities desired for the next five years: add a covered pavilion for picnics, and fencing and other improvements to the basketball court so it can be used for tennis; Within five to ten years: undetermined.

Events

Recreational events include a small celebration on the 4th of July. No other plans are anticipated.

Roads and Streets

Major Streets and Services Available

Streets planned or needed during the next five years: none, unless subdivision roads are brought up to grade and turned over to the town.

State Highway 12 is considered an arterial street and is the main street in town. All other streets are local. All local roads are two lanes and are in poor to fair condition. There are a few dirt roads in town. Local streets are 60' in right-of-way and 28' in pavement width.

Streets Needed or Desired and Street Rehabilitation

Streets planned to be repaved during the next five years: probably none. Within five to ten years: all the streets will probably need to be at least chip sealed.

Projected revenues are sufficient to cover staff, operation, maintenance and capital improvement costs for the next five years. Funding source: Class C road money and the interest it earns.

Major Traffic Counts

The average annual daily traffic on State Highway 12, north of Boulder in 1992 was approximately 439 vehicles. The average annual daily traffic on State Highway 12, south of Boulder in 1992 was approximately 561 vehicles.

CANNONVILLE

Fire

Location and Service

The fire station is located at 40 West Center Street. The station serves Cannonville, Kodachrome State Park and outlying areas. The average response time per call is five minutes within town limits. The fire station is handicapped accessible. The fire station is 4,000 square feet in size.

The fire insurance rating is "9".

Facilities and Personnel Available

Equipment and facilities available for fire protection: a 1991 Ford pumper, one-ton 250-gallon tank pumper and a 1979 Dodge 300-gallon tank pumper. Six to eight volunteer firemen serve on the fire department. Major facility and equipment upgrades during the last five years: purchased a one-ton pumper 350-gallon tank and new breathing Self Contained Breathing Apparatus (S.C.B.A.).

Facilities and Personnel Needed or Desired

Necessary or desired equipment and facility upgrades for the next ten years: turn out gear and more tanks for S.C.B.A. Estimated cost: \$20,000. Cannonville's annual fire budget is \$2,000. Two more volunteer firemen will be needed during the next five years. Estimated cost: \$4,000. Five more volunteer firemen will be needed during the next five to ten years. Estimated cost: \$20,000. Projected revenues are not sufficient to cover capital improvement costs for the next five years. Funding source: town budget. Projected revenues are sufficient to cover staff, operation and maintenance costs for the next five years. Funding source: town budget.

Police

Location and Service

Cannonville does not have a police department. Garfield County Sheriff's Department provides police protection. Average response time per call is approximately 20 minutes.

Facilities and Personnel Needed or Desired

Cannonville will not supply any police facilities, policemen, or equipment for the future.

General Administration

Location and Service

The city center is handicapped accessible. The city center was built with all volunteer labor many decades ago. Cannonville needs to develop a satisfactory capital improvement program, and execute adequate planning and zoning regulations.

Employment Available

Job positions: parks and recreation director, street and road director and water supervisor.
Volunteers: city council and firemen.

Employment Needed or Desired

Positions planned or desired during the next ten years: water master - \$20,000 per year.

Recreation

Facilities Available

Recreational and cultural facilities include: one community recreational center and one small park with picnic tables, a play area for children and restrooms.

Facilities Needed or Desired

Recreational or cultural facilities desired within the next ten years: a swimming pool.

Events

Cannonville annual Bear and Old-Time Fiddlers Festival is the only recreational event held. No other recreational events are planned.

Roads and Streets

Major Streets and Services Available

The only arterial street is State Highway 12. All other streets are local. Most streets are in fair to poor condition. All streets have two lanes. Pavement widths are 28 feet for local streets.

Streets Needed or Desired and Street Rehabilitation

All the streets in Cannonville need to be repaved and chip sealed. Cannonville would like to pave all the streets right now; however, their budget only allows for the maintenance of pot holes. Streets are not efficient to carry existing traffic. Major repairs and repaving are needed. No roads have been built in the past five years and none are planned to be built in the next ten years. Projected revenues are not sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years. Funding sources: state, county and local governments.

Major Traffic Counts

The average annual daily traffic on State Highway 12, north of Cannonville in 1992 was approximately 929 vehicles.

ESCALANTE

Fire

Location and Service

Escalante has one fire station that serves the community and the surrounding area. The average response time per call is five to ten minutes. The community is located in the Escalante Fire District. The fire station is handicapped accessible. The fire station is 1,638 square feet in size. The fire insurance rating is 11511•

Facilities and Personnel Available

Equipment or facilities currently available for fire protection: one 750 gpm pumper and one E-1 1000 gpm pumper. Fifteen volunteer firemen serve on staff. The E-1 pumper and additional equipment were recently purchased in the past five years.

Facilities and Personnel Needed or Desired

Necessary or desirable equipment and facility upgrades within the next ten years: continued upgrading of fire equipment. Estimated cost: \$10,000. Approximately 15 to 20 additional volunteers are needed during the next ten years. Projected revenues are sufficient to cover capital improvement costs for the next five years. Escalante sold a building for approximately \$10,000 and the money is projected to stay in the fire department. Projected revenues are sufficient to cover staff, operation and maintenance costs for the next five years. Funding source: general funds.

Police

Location and Service

Escalante employs one police officer. Garfield County provides additional police protection. The average response time per call is approximately ten minutes. The police office is 200 square feet in size, and is handicapped accessible.

Facilities and Personnel Available

Escalante has a police car, equipment and a radio as well as a holding cell for prisoners, but no overnight accommodations. Prisoners are sent to Panguitch. During the past five years a police car, equipment and a radio were purchased.

Facilities and Personnel Needed or Desired

Additional police equipment and automobiles are needed and desired during the next ten years. One or two additional policemen are needed during the next ten years. Estimated cost: \$20,000 to \$40,000. Projected revenues are sufficient to cover capital improvement costs, staff, operation and maintenance costs for the next ten years. Funding source: general funds. The council feels they cannot raise taxes due to the economic situation of the city.

General Administration

Location and Service

The city office is located at 55 North 100 West in Escalante. Escalante needs to develop a satisfactory capital improvement program, and execute adequate planning and zoning regulations.

Existing Employment

Job positions: clerk/recorder/treasurer, part-time j.p. clerk, two maintenance workers, policeman, librarian, mayor-council (small wage). Volunteers: planning commission and firemen.

Employment Needed or Desired

Additional volunteer firemen and policemen are planned for the future.

Recreation

Facilities Available

Recreational and cultural facilities existing in Escalante: one tennis court, a library, and a gym. There are two community parks within the town. One park has restroom facilities and they are handicapped accessible.

Facilities Needed or Desired

Escalante plans to build a golf course and a D.U.P. museum in the next few years. Escalante would like to improve both parks by adding facilities and revitalizing. Escalante needs one sport field, at least one mini-park with additional playgrounds and two basketball courts in the next ten years. The school district has programmed the addition of an auditorium.

Events

Recreational events include: 24th of July celebration and a race meet. No other recreational events are planned.

Roads and Streets

Major Streets and Services Available

Escalante has a satisfactory street circulation system. Main Street (State Highway 12) is the only arterial street and all other streets are local, two-lane and through streets. The Utah Department of Transportation completed the widening of Highway 12 through the community in 1994. Many of the streets are in poor to fair condition. The right-of-way of local streets are approximately 99' and the pavement width is 24' to 28'.

Streets Needed or Desired and Proposed Street Rehabilitation

Escalante is currently chip sealing seven miles of dirt road. Within the next ten years, ten miles of road will probably need to be chipped and sealed. Projected revenues are sufficient to cover

capital improvements, staff, operation and maintenance costs for the next five years. Funding sources: Class C road money.

Major Traffic Counts

The average annual daily traffic on State Highway 12, east of Escalante in 1993 was approximately 605 vehicles. The traffic count west of Escalante in 1992 was approximately 865 vehicles.

HATCH

Fire

Location and Service

Hatch has one fire station in town that serves a ten-mile radius. Average response time per call is approximately seven minutes. Hatch fire station is located in the Garfield County Fire District.

The fire station is handicapped accessible. The fire station is 1,440 square feet in size. The fire insurance rating is "10".

Facilities and Personnel Available

The community has two mini-pumper fire trucks and one E-1 fire truck. Twelve volunteer firemen serve on staff. One E-10 pumper fire truck was purchased during the past five years.

Facilities and Personnel Needed or Desired

Needed and desired facility and equipment upgrades in the next five years: engine safety and protection gear, a fire station rescue vehicle, training and communication equipment. Within five to ten years: same equipment as above. Fifteen additional volunteer firemen will be needed during the next ten years. Projected revenue is not sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years. Funding source: county funding and the general budget.

Police

Location and Service

The town has no police station or police officers. Law enforcement protection is provided by the Garfield County Sheriff's office. The average response time per call is approximately one- half to two hours.

Facilities and Personnel Needed or Desired

Police facilities desired or needed in the next ten years: one police vehicle and equipment. At least one policeman is also desired and needed during the next ten years. Projected revenues are not sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years.

General Administration

Location and Service

Hatch needs to develop a satisfactory capital improvement program, and execute adequate planning and zoning regulations.

Existing Employment

Job positions: none. All volunteers: city council and firemen.

Employment Needed or Desired

Volunteer firemen and one policeman are needed during the next ten years.

Recreation

Facilities Available

Existing recreational facilities include: a city park, a tennis court, a picnic canopy and a D.U.P. museum. Facilities in the only community city park include: a picnic canopy, D.U.P. museum, restrooms, two BBQ's and Dutch oven pit tables. One tennis court is located in town. The

D.U.P. museum was the old schoolhouse and the park was the old school yard.

Facilities Needed or Desired

Hatch has a 4th of July celebration and a 24th of July town festival. No recreational events are planned. There are plans to extend the canopy in the community park. Ramps and handrails need to be added to restrooms to improve handicapped accessibility.

Roads and Streets

Major Streets and Services Available

U.S. Highway 89 is the only major arterial street in town and is in good condition. All other streets are local with two lanes and are mostly poor. The right-of-way of local streets is approximately 50' and the pavement widths of local streets are approximately 20'. Roads in Hatch are inefficient for traffic circulation.

Streets Needed or Desired and Street Rehabilitation

New streets are probably not needed during the next ten years. Streets planned to be repaved during the next five years: 100 East and 100 West and other back roads along the perimeter of the town or in the planning area are expected to be repaved. Projected revenues are not sufficient to cover staff, operation and maintenance costs for the next five years. Funding source: general budget. Projected revenues are not sufficient to cover capital improvement costs for the next five years. Funding source: State C road funds.

Major Traffic Counts

The average annual daily traffic on State Highway 89, north of Hatch in 1992 was approximately 1,858 vehicles. The average annual daily traffic on State Highway 89, south of Hatch in 1992 was approximately 1,429 vehicles.

HENRIEVILLE

Fire

Location and Service

Henrieville has one fire station which serves the community and the surrounding area for a distance of two and one-half miles. Henrieville is located within the Henrieville Fire District. The fire station is handicapped accessible. The fire station is 4,800 square feet in size. The fire insurance rating is 9. The average response time for each call is approximately five minutes.

Facilities and Personnel Available

Equipment and facilities available include: one-ton 1990 E-1 pumper truck. There are currently five volunteer firemen which serve on staff. The one-ton fire truck was purchased during the past five years.

Facilities and Personnel Needed or Desired

Necessary and desired facility and equipment upgrades during the next ten years: a fire alarm on pager, fire brush truck, additional uniforms and air equipment, training equipment, furnace and electricity in fire station. During the next five years, eight volunteer firemen will be needed, and within the next five to ten years, 12 to 15 volunteer firemen will be needed for fire protection.

To cover sufficient capital improvements, Henrieville might contract again with Garfield County for fire protection funding. Henrieville has no funds other than their city budget of \$600 per year for two years. Projected revenues are not sufficient to cover staff, operation and maintenance costs for the next five years. Henrieville doesn't know how to cover these costs.

Police

Location and Service

There is not a police station in Henrieville. Garfield County Sheriff's Department provides police protection for Henrieville. Average response time per call is approximately five minutes.

Facilities and Personnel Needed or Desired

Currently no facilities or equipment upgrades are needed or desired within the next ten years. Garfield County provides police protection. No additional policemen are needed within the next five years. In five to ten years no new officers will be needed except for one in the Bryce Valley area.

General Administration

Location and Service

Henrieville is currently renovating their city hall (outside and inside). The city hall is handicapped accessible. The city center was built in 1881 and is the oldest building in Bryce Valley. Henrieville needs to develop a satisfactory capital improvement program, and execute adequate planning and zoning regulations.

Existing Employment

Job Positions: one part-time clerk, one part-time water meter reader- three hours a month, one part-time water master - a few hours a month. Volunteers: city council and firemen.

Employment Needed or Desired

Positions needed during the next ten years include: additional hours for the part-time clerk.

Recreation

Facilities Available

There is an old school and a senior center located in the current town center. There is a small recreational room in the L.D.S. church. There is no longer an open-air basketball court in town. There is one small one-fourth block community park in town with a playground.

Facilities Needed or Desired

The town desires an additional community park. An unused dance hall in town should be condemned. Henrieville used to have the reputation of having great dances and now it has no place to hold them. The town desires a recreational facility for all types of recreation.

Roads and Streets

Major Streets and Services Available

State Highway 12 is two lanes and it is the only arterial street; all other roads are local. Most streets were chipped and sealed on a dirt base last year. The streets fell apart this past winter (1992-93) with excessive moisture. Four blocks need to be oiled and all streets need storm drainage and an overlay. There are 24 blocks in town that need to be repaved. The pavement width of local streets is about 24 feet.

Streets Needed or Desired and Street Rehabilitation

No streets are planned within the next ten years. Five times the money for roads presently available is needed for streets and roads. Projected revenues are not sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years. Funding source:

Class C funds. No streets have been built during the past five years. Total emphasis has been on upgrading from dirt base streets.

Major Traffic Counts

The average annual daily traffic on State Highway 12, west of Henrieville in 1992 was approximately 939 vehicles. The average annual daily traffic on State Highway 12, twenty miles northeast of Henrieville in 1992 was approximately 803 vehicles.

PANGUITCH

Fire

Location and Service

The fire station is located at 34 North Main Street. It serves Panguitch City and part of Garfield County from the north county line to Hatch. The average response time per call is four minutes. Panguitch City is located in the Panguitch Fire District covering the area above. Part of the fire station was built in the 1920s and it does have some historical significance. The fire station is handicapped accessible. The fire station is approximately 3,500 square feet in size. The fire insurance rating is "7".

Facilities and Personnel Available

There are three fire trucks for fire protection with a 2350 gallon/minute capacity. One 400 gallon per minute mini-pumper brush truck, one 750 gpm pumper and one 1250 gpm pumper. Twenty volunteer firemen serve on staff. During the past five years Panguitch has purchased one new fire truck, pagers, radios and jaws of life. Panguitch has a 1928 American LaFrance fire truck and a 1959 American LaFrance fire truck.

Facilities and Personnel Needed or Desired

Necessary or desired facility and equipment upgrades in the next ten years: a new fire station and a brush truck. Estimated cost: \$430,000. Projected revenues are insufficient to cover capital improvement costs. Funds will need to come from grants, loans and gifts. Sufficient funds are available to cover staff, operation and maintenance costs for the next five years. Funds are available on an annual basis and no problems are anticipated over the next five years. If problems develop, Panguitch has the ability to raise funds through tax increases.

Police

Location and Service

Panguitch has a police station which is shared with the county on a 50/50 basis. The station is located at 45 South Main Street in Panguitch. Average response time per call is two to five minutes; however, it may take longer depending on the time of day. The police department is handicapped accessible. The police department is approximately 3,500 square feet. Garfield County Sheriff's Department provides additional police protection.

Facilities and Personnel Available

Major facilities involved with police protection include: a jail, dispatcher office, evidence room, office space for policemen and a common area. Panguitch has one police chief, one full-time police officer and a part-time animal control officer. The city manager and mayor are involved in administration. Equipment and facilities upgraded during the past five years: two police vehicles, radar units, weapons and improvements to evidence room.

Facilities and Personnel Needed or Desired

Police facilities and equipment desired or needed during the next five years: police vehicles, computer and upgrading office space. Within five to ten years: police vehicles. One additional full-time police officer may be needed depending on growth during the next five years and another one or two may be needed depending on growth in the next five to ten years. Projected revenues are sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years. Funds are available from their annual city budget. Funding sources: taxes, police fines and liquor enforcement.

General Administration

Location and Service

The city hall is handicapped accessible. Panguitch needs to develop a satisfactory capital improvement program, and execute adequate planning and zoning regulations.

Existing Employment

Job positions: city manager, police chief, one police officer, recorder, economic development specialist (part-time), water and road maintenance supervisor, park maintenance/animal control, justice of the peace (part-time), judicial secretary (part-time), librarian (part-time), summer help (part-time). Volunteers: city council, planning commission and firemen.

Employment Needed or Desired

A part-time secretary, volunteer firemen and policemen are needed during the next ten years.

Recreation

Facilities Available

Types of cultural and recreational facilities available in Panguitch include: a swimming pool, a community recreational center, library, softball field, little league fields, a community city park with restrooms, two lighted tennis courts, a visitor center, a pavilion and picnic tables, a rodeo grounds and a race track. All park restroom facilities are handicapped accessible.

Facilities Needed or Desired

Recreational facilities needed or desired include: additional weight equipment and general revitalization for recreational center; a golf course; a softball field; and general maintenance to existing facilities. Recreational facilities needed in the next ten years include: a few mini-parks

with playgrounds and picnic facilities and three basketball courts. No additional parks are planned; however, a new visitor center with restrooms may be built by the State of Utah.

Events

Recreational events include: 24th of July celebration, horse races, high school rodeo, Little Britches Rodeo, summer plays. Events needed and desired include: additional "cultural events," special sports activities (softball tournaments) and a Winter Festival (snowmobiling, etc.).

Roads and Streets

Major Streets and Services Available

Panguitch is based on a grid-like street pattern. Center and Main Streets are considered arterial streets. All other streets in Panguitch are local. The arterial streets are in excellent condition and the local streets are in good to fair shape. Local streets are 99' in right-of-way and the pavement width is approximately 26'. Streets built during the past five years: two new subdivisions, Kaibab Road, Pigweed Road and Highway 89 were finished in 1991.

Streets Needed or Desired and Street Rehabilitation

Only two short streets (300' in length) are planned for the next ten years. Panguitch chips and seals all streets every four years. Annual budget is sufficient to cover all staff, operation and maintenance expenses for the road department as long as Panguitch continues to receive Class C road funds. No major capital improvements are planned for the next five years, except the chip and seal program outlined above. Funds are currently available for capital improvements through the State of Utah (Class C road funds) and local budget.

Major Traffic Counts

The average annual number of daily traffic on State Highway 89, north of Panguitch in 1993 was approximately 2,020 vehicles. The average annual daily traffic on State Highway 89, south of Panguitch in 1993 was approximately 2,350 vehicles. The average annual daily traffic along State Highway 143, south of Panguitch in 1993 was approximately 675 vehicles.

TROPIC

Fire

Location and Service

Tropic has one fire station in town that serves the community and the surrounding area. The average response time per call is ten minutes. The fire station is located in the Tropic Fire District. A ramp has just been built to provide total handicapped accessibility. The fire station is 3,000 square feet in size. The fire insurance rating is "8".

Facilities and Personnel Available

Tropic has two 1000 gpm pumpers and one 1200 gpm pumper for fire protection. Twelve volunteers serve the community. Major facility or equipment upgrades made during the past five years: the purchase of a 1000 gpm pumper.

Facilities and Personnel Needed or Desired

Necessary and desired facility upgrades for the next ten years: obtain a combination pumper and a release truck with equipment. Estimated cost: \$120,000. Seven volunteer firemen are needed within the next ten years. Estimated cost: \$7,500. Projected revenues are not sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years. Funding source: general fund.

Police

Location and Service

The average response time per call is three to four minutes.

Facilities and Personnel Available

Garfield County Sheriff's Department provides police protection.

Facilities and Personnel Needed or Desired

Needed or desired facilities and equipment upgrades during the next ten years: establish a police department at an estimated cost of \$50,000; purchase fully-equipped police cars. One or two additional policemen are needed during the next ten years at a \$30,000 to \$60,000 cost.

Projected revenues are not sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years.

General Administration

Location and Service

Tropic needs a new city hall but does not have sufficient funds to build it. The city hall is handicapped accessible. There is a log building on the city block that Tropic wants to place on the historical register. Tropic needs to develop a satisfactory capital improvement program, and execute adequate planning and zoning regulations.

Existing Employment

Job positions: city clerk, water master and two part-time maintenance workers. Volunteers: planning commission, city council and firemen.

Employment Needed or Desired

Job positions desired and needed during the next ten years: water master, building inspector, roads and streets supervisor and a city manager. Estimated costs range from \$30,000 to \$50,000.

Recreation

Facilities Available

One park is located in the community.

Facilities Needed or Desired

Tropic is planning to develop a swimming pool and a private golf course within the next ten years. There is a scout house and bowery located in the city park which need to be renovated. The scout house is almost 100 years old and made of logs. Tropic is trying to get it listed as a historical building.

Events

A Harvest Festival is celebrated on the last Saturday of September.

Roads and Streets

Major Streets and Services Available

Arterial streets: Highway 12 - good condition, Bryce Way - poor condition and Center Street - poor condition. All other streets are local and have two lanes. The roads are in poor condition.

The local bridges and streets need to be upgraded. Several street signs also need to be put in place. Existing roads are inefficient for traffic circulation. Local streets are approximately 24' in pavement width. Right-of-ways vary in width. No roads or streets have been built during the past five years.

Streets Needed or Desired and Street Rehabilitation

No new streets are planned for the next ten years. All existing roads require resurfacing as soon as adequate funds are available. Hopefully all the streets will be repaved during the next ten years. It will depend on whether Tropic receives the necessary funds. Bryce Way and Center Street will definitely be repaved in ten years. Projected revenues are not sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years. Presently Class C road funds are available. Tropic is currently looking into grant money-matching funds. Tropic's primary concern is whether or not the community can afford the burden of a loan to match funded grants.

Major Traffic Counts

The average annual daily traffic on State Highway 12, north of Tropic in 1933 was approximately 1785 vehicles. The average annual daily traffic on State Highway 12, south of Tropic in 1993 was approximately 1000 vehicles.

registered nurse and four licensed practical nurses. The project is supported by the Rural Health Initiative Program. Satellite clinics are located in Bryce Valley (Cannonville), Escalante, and Circleville (Piute County). Doctors visit each facility two to three times weekly.

GARFIELD COUNTY INFRASTRUCTURE ASSESSMENT
Compiled by the Five County Association of Governments
1994

HEALTHCARE

Facilities and Personnel Needed or Desired

GARFIELD MEMORIAL HOSPITAL - Panguitch

Services

The hospital serves Garfield County, Piute County and northern Kane County. The hospital is 9,662 square feet and has one floor. Currently there are 20 beds. Handicapped accessibility renovation needed: wheel chair accessibility, restrooms and drinking fountains. A long-term care facility has recently been added to the hospital, and will open in March 1995.

Major Department

Major facilities utilized within the hospital: X-ray, Laboratory, Physical Therapy, Respiratory Therapy, Obstetrics, Blood Bank, Outpatient Services, Surgery, and Emergency Care.

Departments and Professionals Employed

Department	Professionals
Nursing	8 Registered Nurses, 2 licensed Practical Nurses
Home Health	1 Registered Nurse
Laboratory	2 Registered Technologists
X-ray	2 Radiographic Technologists
Therapy	1 Physical Therapist, 1 Respiratory Therapist
Pharmacy	1 part-time Pharmacist
Dietary	1 Dietitian
Long-Term Care	15 to 19 FTE's

Professionals extend health services to outlying areas through a network of satellite clinics. Professionals include: three physicians, one nurse practitioner, one physician's assistant, one registered nurse and four licensed practical nurses. The project is supported by the Rural Health Initiative Program. Satellite clinics are located in Bryce Valley (Cannonville), Escalante, and Circleville (Piute County). Doctors visit each facility two to three times weekly.

Inpatients Serviced During the Past Five Calendar Years:

Year	1988	1989	1990	1991	1992
Patients	710	674	520	528	486

New Facilities

Major facility upgrades made during the past five years: added three physician offices.

Facilities Needed or Desired

Medical facilities or upgrades planned or needed within the next ten years: an addition of 24 beds for long-term senior care patients under the swing bed program, estimated cost is

\$1,050,000; to bring the total number of beds to 44. Projected revenues are not sufficient to cover capital improvement costs for the next five years. Funding sources: Intermountain Health Care, Inc., subsidizes capital costs and operations. Projected revenues are not sufficient to cover staff, operation and maintenance costs for the next five years.

Intermountain Health Care, Inc., has provided funds for operations and has not indicated that there would be a change.

SOUTHWEST UTAH MENTAL HEALTH/ALCOHOL AND DRUG CENTER

Services and Operation

Southwest Utah Mental Health/Alcohol and Drug Center serves southwestern Utah or the Five County area of Beaver, Garfield, Iron, Kane and Washington.

Southwest Utah Mental Health/Alcohol and Drug Center manages a comprehensive service continuum which includes:

1. Outpatient services.
2. Day Treatment programs for adults and youth.
3. Twenty-four-hour residential support.
4. Case management services.
5. Supervised independent living services.
6. Residential treatment and social detoxification for substance abusers.
7. Supportive employment services.
8. Specialized high-risk target population services for women, adolescents and abused children.
9. Twenty-four-hour emergency services.
10. Hospitalization placement and aftercare.
11. Outreach and follow-up services.
12. Prevention and education programs.

Unduplicated Number of Clients Served for the Past Five Years:

Year	1989	1990	1991	1992	1993
Clients	727	831	944	1410	1990

* Estimated for the end of the year.

Facilities Available

A psychiatric inpatient behavioral medicine hospital unit is operated by Southwest Utah Mental Health at the Dixie Regional Medical Center. This facility has a total of nine beds for people who have acute psychiatric needs. An adult day treatment program is available at the Independence House through Southwest Utah Mental Health in St. George. This facility is a two-day care treatment program for the adult mentally ill. The former Independence House was relocated in St. George and the existing building has recently been converted into an inpatient mentally ill and drug/alcohol abuse facility with 9-10 beds available, where treatment is available for up to 90 days unless special circumstances arise.

An adult day treatment program is available at the Oasis House through Southwest Utah Mental Health in Cedar City. This facility is a two-day care treatment program for the adult mentally ill. Those who need more intense care are referred to Horizon in Cedar City, where 90 days of drug/alcohol treatment can be offered.

Mountain View House located in Cedar City is a licensed residential living facility available for severe mentally ill adults. This facility is provided through Southwest Utah Mental Health. There is physical help available and a 14-bed capacity.

Horizon House located in Cedar City is a licensed, 15 bed, co-ed residential facility operated by Southwest Utah Mental Health/Alcohol and Drug Center. The facility has a capacity of 18 to 24 people. It has a limited stay of 90 days, unless special circumstances arise. This facility treats residents who have drug or alcohol problems.

Outpatient therapy and emergency services are available in all the five counties. These facilities are available in the following cities: Milford, Beaver City, Cedar City, Panguitch, Escalante, St. George and Kanab.

A total of 21 locations are available for mental health services within the Five County area. The facilities total 40,000 square feet.

New Facilities

Major facility and equipment upgrades performed in the past five years: Mountain View House was built; Horizon House was built; and a home in Cedar City for outpatient mentally ill services was remodeled; Independence House in St. George was relocated to increase capacity for service of short-term acute mental crisis patients; the former independence House has recently been converted into an inpatient mentally ill and drug/alcohol abuse facility with 9-10 beds available, where treatment is available for up to 90 days, unless special circumstances arise.

Facilities Needed or Desired

Facilities needed or desired within the next five years: long-range plans have been made to build an administration, outpatient and case management center in St. George and HOME funds have recently been awarded to Southwest Utah Mental health to construct two-housing units that are permanent for the handicapped.

Projected revenues are sufficient to cover capital improvement costs for the next five years.
Funding sources: budget revenues and a loan.

Projected revenues are sufficient to cover maintenance, operation and staff costs for the next five years. Funding source: budget revenues.

COURT FACILITIES ASSESSMENT

Garfield County is within the Sixth Judicial District

Escalante

Escalante has its own part-time justice court clerk who works eight hours a week. The Judge holds court when needed in the city council chambers. The court is adequate for Escalante's needs.

Panguitch

Court Functions

The Garfield County Courtroom is housed in a new addition to the old county courthouse. The addition connects the old county courthouse and the existing jail. It provides facilities for court functions in addition to the county clerk and other county offices. The single courtroom serves the Garfield County District Court, the Garfield County Justice Court and the Panguitch City Justice Court. The juvenile court sometimes uses the commissioners' room.

The district court clerk also performs duties for the juvenile court. The justice court clerk works for both Garfield County and Panguitch City.

The building is up to code, but it does not have sprinklers.

The courtroom has a smoke and heat detection system and an alarm system from the court to the sheriff's office.

The jury room and judge's chamber have good internal access and circulation, and both of them can be secured. The prisoner-holding facility is adjacent to the courtroom. Prisoners are transferred from the jail through the rear entrance of the building into the holding facility. Prisoners use only about 15' of the public corridor. The clerk's area is not adjacent to the courtroom.

The courthouse is totally handicapped accessible. The original courthouse was built in 1907.

New Facilities

Court facilities upgraded during the past five years: new witness stand, complete remodeling of the commission room and several offices.

Facilities and Personnel Needed or Desired

Court facilities planned or desired within the next ten years: none. Court positions planned or needed during the next ten years: none.

The courtroom is large enough and is adequate for Garfield County.

PUBLIC SCHOOL DISTRICT ASSESSMENT

GARFIELD COUNTY SCHOOL DISTRICT

Status

Panguitch Middle School, Panguitch Elementary School and Bryce Valley School (K-12) all need handicapped accessibility renovation.

No operating schools within the district have historical significance.

New Facilities

Major educational facilities upgraded during the past five years:

Bryce Valley High School added a gymnasium and auditorium; Escalante High School was completed; and

Antimony School was renovated to accommodate the disabled.

Facilities Needed or Desired

Major educational facilities or equipment purchases planned or needed for the next ten years: handicapped accessibility renovation for the above schools, a high school in Bryce Valley.

Projected revenues are sufficient to cover staff, operation, maintenance and capital improvement costs for the next five years.

Garfield County will continue to operate through tax levies, allotment from the state and board leeway.

JAIL INFRASTRUCTURE ASSESSMENT

GARFIELD COUNTY JAIL (Panguitch) – Piute County is served on emergency.

Facilities and Prisoners

There are a total of seven cells in the jail facility. The cells and capacity include: 3 cells/1-person, 1 cell/2 persons, 2 cells/3 persons and 1 cell/4 persons for a total capacity of 15. An average of 90 to 100 prisoners have been incarcerated per year during the past five years.

The jail is handicapped accessible. The jail was built in 1936 and was remodeled in 1983. There is a holding cell in Escalante that has a capacity of two people.

New Facilities

One cell that can hold two people has been added during the past five years.

Facilities Needed or Desired

The county would like to build an additional jail facility within the next five years. The county needs at least ten additional cells and would like to build 40 additional cells.

Projected revenues are sufficient to cover capital improvement costs for the next five years. Funding source: Utah State revenues. Projected revenues are not sufficient to cover staff, operation and maintenance costs for the next five years. Funding source: Garfield County general fund.

GARFIELD COUNTY SHERIFF'S DEPARTMENT (Panguitch)

Location and Service

The sheriff's station serves the entire county including all the cities. Average response time per call is 30 to 60 minutes. There are many back-country roads that cause delays in the response time. The department is located in the newly built part of the old courthouse in Panguitch. The sheriff's department is handicapped accessible.

Facilities and Personnel Available

One administrator, three deputies, one dispatcher/jailer/peace officer and five jailers serve on staff. There is an office, a kitchen and a dispatch room within the sheriff station. Officers are located in Tropic (Bryce Valley), Escalante and Panguitch, and the sheriff travels where he/she is needed. Major facilities and equipment upgraded during the past five years: a computer system and a few vehicles were purchased.

Facilities and Personnel Needed or Desired

Facilities and equipment needed or desired within the next ten years: a radio system and upgrading the communication system; sheriff cars for additional officers. Two officers will be needed within the next five years and two additional officers will be needed in five to ten years. Projected revenues may be sufficient to cover capital improvements, staff, operation and maintenance costs during the next five years. Funding source: Garfield County general fund.

SOLID WASTE ASSESSMENT

GARFIELD COUNTY JOHN'S VALLEY LANDFILL

Services and Operations

John's Valley is located 12 miles north of Ruby's Inn, which is near Bryce Canyon. It serves the entire county except the Glen Canyon area as of June 1992.

The landfill is on a 320-acre site and its dimensions are 5280' x 2640'. The landfill has been in operation since June 1992.

If the landfill closed, solid waste would probably be disposed of in either east Carbon County, Richfield, or Armstrong (Iron County) landfills.

The following landfills in Garfield County have recently closed: Antimony and Boulder.

Bryce Valley, Escalante and Panguitch have all submitted applications to operate Class IV landfills.

Capacity and Accumulation

The capacity of the landfill is 100 years.

John's Valley Landfill accumulated approximately 13 tons of solid waste per day during the past year.

Recycling

Currently there are no organized efforts for resource recovery or recycling. There are plans to have cardboard recycling and a grinder to shred tires.

The following communities will operate composting pits as of October 1995 in Garfield County: Panguitch, Escalante, Boulder, Henrieville, Cannonville, Tropic, Hatch and Antimony.

Precautions and Revenues

Type of precautions made for any type of hazard: there are three wells drilled to monitor water quality; and a synthetic blanket covers the landfill to prevent infiltration of moisture, and to facilitate covering operations.

The landfill will comply with all of the provisions of state standards as of October 1995.

Projected revenues will probably be sufficient to cover capital improvement costs for the next five years. Funding source: solid waste fee.

Projected revenues will be sufficient to cover staff, operation and maintenance costs for the next five years. Funding source: solid waste fee.

TICABOO LANDFILL

Services and Operations

Ticaboo will open a solid waste landfill as of October 1993.

The landfill is located on a 40-acre site and the dimensions are 1320' x 1320'.

The existing 20-acre Ticaboo landfill closed October 9, 1993. The new landfill will be located on another site.

The landfill serves the Glen Canyon area.

If the landfill ever closed, solid waste would probably be disposed of in east Carbon County.

Capacity

The landfill has a 50-year capacity.

Recycling

No organized efforts have been made for resource recovery or recycling. There are plans for cardboard recycling and a grinder to shred tires.

Precautions and Revenues

Hazard precautions: there is a leachate study in progress; the groundwater under the landfill is at about 300-400 feet. There are no groundwater monitoring wells. Gas migration is under control.

The landfill will comply with all provisions of state standards as of October 1993.

Projected revenues will probably be sufficient to cover capital improvement costs for the next five years. Funding source: user fees.

Projected revenues will be sufficient to cover staff, operation and maintenance costs for the next five years. Funding source: user fees.

WATER

Antimony

Service

Antimony is in the process of having a certified operator for the water system. To conserve water during drought years, turns are taken to water lawns.

New Facilities

Major water facility and equipment upgrades performed in the past five years: acquired one spring and maintained water lines.

Facilities Needed or Desired

Type of water facility and equipment upgrades needed and desired in the next ten years: no facilities are planned except maintaining water system.

Projected revenues are sufficient to cover capital improvements, maintenance, operation and staff for the next five years. Funding source: water billings.

Boulder

Service

Boulder is in the process of having a certified operator at proper grade for the water system. The public has been notified to conserve water.

New Facilities

Major water facility and equipment upgrades performed in the past five years: maintained water lines.

Facilities Needed or Desired

Water facility and equipment upgrades needed or desired in the next ten years: in the process of drilling a culinary well at an estimated cost of \$130,000; maintain water system.

Projected revenues are sufficient to cover capital improvement costs for the next five years. Funding source: water billings and FHA loan.

Projected revenues are sufficient to cover staff, operation and maintenance costs for the next five years. Funding source: water billings. All operations are completed on a contract basis.

Cannonville

Service

Cannonville is in the process of having a certified operator at proper grade for the water system.

No water conservation measures have been implemented in the community.

New Facilities

Major water facility and equipment upgrades performed in the past five years: maintained water lines and replaced a 300' water line.

Facilities Needed or Desired

Type of water facility and equipment upgrades needed or desired in the next ten years: a new chlorinator at an estimated cost of \$5,000 and maintain water system.

Projected revenues are sufficient to cover capital improvements, staff, operation and maintenance costs for the next five years. Funding source: water billings.

Escalante

Service

Escalante is in the process of having a certified operator at proper grade. No water conservation measures have been implemented.

New Facilities

Major water facility and equipment upgrades performed in the past five years: drilled a new well, maintained water lines and installed a 500,000-gallon water tank.

Facilities Needed or Desired

Type of water facility and equipment upgrades needed or desired in the next ten years: upgrade southern city water lines at an estimated cost of \$200,000 and maintain water system.

Projected revenues are not sufficient to cover capital improvement costs for the next five years. Funding sources: Community Impact Board Grants and Water Resource Loans. Escalante needs matching funds such as loans or grants.

Projected revenues are sufficient to cover staff, operation and maintenance costs for the next five years. Funding sources: Water Resources.

Hatch

Service

Hatch does not have a certified operator at proper grade for the water system, but there are plans to have a certified operator.

A sprinkling system has recently been made available for water conservation.

New Facilities

Major water facility and equipment upgrades performed in the past five years: installed a new water system which includes a 200,000-gallon water tank, water meters, one well and water lines. Estimated cost: \$400,000.

Facilities Needed or Desired

Water facility and equipment upgrades needed or desired in the next ten years: recently installed a new water system; provide flood control throughout the town and maintain the water system.

Capital improvement costs are covered by a Farmers Home grant and loan, also applying for a CDBG.

Projected revenues are sufficient to cover staff, operation and maintenance costs for the next five years. Funding source: water billings.

Henrieville

Service

Henrieville has a certified operator at proper grade for the water system. No water conservation measures have been implemented.

New Facilities

Major water facility and equipment upgrades performed in the past five years: 80 percent of the water distribution system was installed; several fire hydrants were installed; and existing water lines were extended for two miles.

Facilities Needed or Desired

Type of water facility and equipment upgrades needed or desired in the next ten years: maintain water system.

Projected revenues are sufficient to cover capital improvement costs for the next five years.
Funding sources: Water Resource loan and a Water Board Resource grant.

Projected revenues are sufficient to cover maintenance, staff and operation costs for the next five years. Funding source: water billings.

Panguitch

Services

Panguitch has a certified operator at the proper grade for the water system.

To conserve water, the city began reading meters during the summer months and has a pressurized irrigation system for outside watering.

New Facilities

Major water facility and equipment upgrades performed in the past five years: installation of a new 8" water main on Main Street and all new service connections; development of flood control and storm drainage throughout the city; installation of water meters throughout the city; maintenance of water lines.

Facilities Needed or Desired

Type of water facility and equipment upgrades needed or desired in the next ten years: take away the dead-end lines and loop-in systems and determine the need for adding an extra water storage tank; maintain water system.

Projected revenues are sufficient to cover capital improvement costs for the next five years.
Funding source: general budget.

Projected revenues are sufficient to cover staff, operation and maintenance costs for the next five years. Funding source: general budget.

Tropic Service

Tropic's water supervisor is in the process of becoming certified for the water system. No major water conservation measures have been implemented.

New Facilities

Major water facility and equipment upgrades performed in the past five years: one 500,000-gallon water tank, acquired several springs, drilled a well, extended water lines, three or four blocks of 4" lines have been replaced by 6" lines, and transferred water rights from Tropic Canyon to Bryce Canyon.

Almost the whole water system has been installed or changed.

Facilities Needed or Desired

Type of water facility and equipment upgrades needed or desired in the next ten years: install filter system and pump, maintain water system and extend water lines into annexed areas.

Projected revenues are sufficient to cover capital improvements, staff, operation and maintenance costs. Funding sources: Community Impact Board Grant, Water Resources Loan and Safe Drinking Water Loan.

Utah State Water Standards

If a drinking water system will provide no water for the irrigation of lawns and gardens, an average yearly consumption of 400 gallons per day per connection should be assumed.

If a drinking water system will provide all water for the irrigation of lawns and gardens, an average yearly consumption of 800 gallons per day per connection should be assumed.

**TABLE F-1
DRINKING WATER SYSTEMS**

FIVE COUNTY DRINKING WATER SYSTEMS BY JURISDICTION				
JURISDICTION	"AVERAGE" GALLONS USED DAILY PER WATER SYSTEM FOR THE "AVERAGE" UTAH WATER SYSTEM	GALLONS PER CONNECTION PER DAY	GALLONS USED DAILY	STORAGE CAPACITY
Antimony	60,800	N/A	N/A	316,000
Boulder	60,000	565	42,402	117,000
Cannonville	56,000	1,217	85,216	250,000
Escalante	306,800	471	267,041	1,000,000
Hatch	54,400	210	23,808	250,000
Henrieville	48,000	1,893	113,621	160,000
*Panguitch	1,295,200	515	832,983	1,000,000
Tropic	153,600	910	174,794	750,000

* "Average" gallons used daily per water system for the "average" Utah water system is higher than storage capacity.

** Gallons used per day is higher than storage capacity.

@ Some connections are used only a small amount throughout the year.

TABLE F-2
GARFIELD COUNTY SEPTIC SYSTEMS

JURISDICTIONS WITH SEPTIC SYSTEMS		
Jurisdiction	System	Status Need
Hatch	Septic Tanks	System OK
Cannonville	Septic Tanks	System OK
Henrieville	Septic Tanks	System OK
Antimony	Septic Tanks	System OK
Boulder	Septic Tanks	System OK

Capital Improvements Plan

The purpose of the Capital Improvements Plan is to make an orderly presentation of the complex variety of capital improvements needed within Garfield County over a five-year period and to establish a program to accomplish those improvements within the county's ability to pay. The Capital Improvements Plan is the point where the relationship between all capital needs, community goals and priorities, and available resources are brought into balance.

While the program should be based on long-range plans, it should be flexible enough to permit reassessment and modification as conditions change. *The program should not, however, be too easily modified or it will be disregarded, thereby losing its value as a planning and management tool.* The benefits of a Capital Improvement Program are:

- a. Implements Garfield County's comprehensive development plan.
- b. Encourages early review of priorities.
- c. Provides opportunities for coordination among projects with respect to location, function, and timing.
- d. Indicates where sites for projects are needed and where advance acquisitions should occur.
- e. Provides for long-range financial planning by facilitating reliable capital expenditure and revenue estimates.
- f. Fosters operations planning by each agency. Facility needs can only be determined by evaluating whether particular operating programs should be expanded, limited, revised, or replaced. The necessity of submitting five-year capital requests foster such evaluation.
- g. Sets a framework for managerial decisions. The Capital Improvements Plan process looks ahead five years to see what facilities should be constructed, agencies are forced to determine the increased operating expenses produced by the construction of new physical facilities and to seek ways of operating the new facilities in the most effective and efficient manner.
- h. Provides a vehicle for presentation of the county's programs to other jurisdictions and levels of government.

APPENDIX G

DUTIES AND RESPONSIBILITIES OF THE COUNTY'S NATURAL RESOURCE/LAND USE COMMITTEE

Members of the County's Natural Resource/ Land Use Committee should:

- Advise the County Commissioners concerning county-impacting natural resource issues. Input from the County Commission will be forwarded, when appropriate, to other state agencies and organizations, e.g., the Utah Resource Development Coordinating Committee; the Utah Department of Natural Resources; the Division of Oil, Gas and Mining; the Division of Forestry, Fire and State Lands; School and Institutional and Trust Lands Administration; the Utah Geological and Mineral Survey; and the Governor's Office.
- Gather and prepare valid data relating to the economic benefits associated with mineral development within the county.
- Submit written recommendations and county position statements, through the county commission, to key decision makers.
- Participate in federal and state resource planning processes during the scoping/issues identification and draft plan review/comment periods.
- Notify interested county residents of current or proposed mineral/mining activities and solicit their input and participation when formulating county comments/responses.
- Attend Bureau of Land Management, Forest Service, and Utah Department of Natural Resources resource planning meetings and work sessions as needed.
- Review federal and state resource management plans with respect to mineral development policy and practices. This will require the committee to participate in federal and state resource planning processes during scoping/issue identification stages, as well as public review/comment periods.
- Maintain contact with key decision makers throughout the decision-making process. Federal and state resource processes should be monitored to ensure that the county's concerns and interests are heard and adequately addressed.
- Visit with local and regional resource managers. Interaction between managers and the general county populace improves relationships and will allow the county to have "front line" input and issue identification.
- Assess mineral resources by type, amount, and location. Several federal and state agencies can supply mineral resource data to the county. These agencies include the Utah Geological Mineral Survey, the United States Geological Survey, the Mineral Management Survey, the BLM, and the USFS.
- Request to be placed on agency mailing lists.

When specific mineral development opportunities arise, the County Natural Resources/Land Use Committee should advise the County Commission to consider all associated costs and benefits. The County should compare revenue potential to the costs of providing additional services. Factors which should be considered during this analysis include the following:

- Existing and available water resources
- Existing transportation network Local economy
- Environmental impacts
- Existing housing supply and demand
- Impacts on sewage and solid waste disposal facilities
- Available utilities
- Condition of existing infrastructure
- The increased burden placed on human services such as law enforcement, fire protection, health care, and education

When considering whether or not proposed federal-state-county land exchanges are in the best interest of the County, and before making a recommendation to the County Commission, the Natural Resource/Land Use Committee will follow the procedures outlined below:

- Complete a land ownership inventory of the County.
- Identify federal or state lands which lie within viable community expansion areas and assess their potential for economic development.
- Present preliminary recommendations to the county commissioners for their review and comment.
- Gather and prepare data relating to the benefits and problems that might be associated with specific land exchanges with respect to County growth development, PILT payments, change in mineral and other revenues, etc.
- Assist the commissioners in formulating a list of potential exchange sites. After approval by the County Commission, County proposals should be forwarded to other regional and state agencies for review and comment.

Once a viable exchange has been identified and the County is committed to pursuing a specific exchange, the County will solicit support from the Governor and the Congressional delegation. County recommendations should be:

- Submitted, through the County Commission, to key decision makers.
- Proposed as a County interest by elected officials of the County when participating in federal/state resource planning processes.
- Reviewed with federal/state decision makers throughout the decision-making process to ensure community expansion/development concerns and needs are met.

APPENDIX H

DUTIES AND RESPONSIBILITIES OF THE COUNTY'S AGRICULTURE AND LIVESTOCK COMMITTEE

Members of the County's Livestock and Agriculture Committee should, with regard to allocation of AUMs in the County:

1. Organize the farmers and agriculturists in the county around this issue and keep them informed. Existing organizations such as the Farm Bureau, Soil Conservation Districts, and the Agriculture Protection Area Advisory Board could be used for this purpose.
2. Obtain the expertise that is needed to effectively represent the county's interest in this matter to the federal government. This expertise may include retaining legal counsel, retaining lobbyists, or designating some individual or group in the county capable of performing this function.
3. Regularly conduct an analysis of the economic impacts of the agricultural businesses in the county and what effect decreases in AUMs will have on that value. Use this information in the presentation to the federal representatives.
4. Develop a well-documented and substantiated request to increase the number of AUMs allotted within the county. Present this to federal agencies.