

MILLARD COUNTY GENERAL PLAN

1996-98 County Planning Project

Introduction

The 1996-98 Millard County Planning Project and the subsequent Millard County General Plan update are efforts by the County and its citizens to address the present and future needs of Millard County. This Plan addresses specific issues identified by County residents as County priorities and outlines a series of strategies designed to accomplish County goals and objectives.

Utah State statutes provide for the development of county-level plans under Title 17-27-301. Components which may be addressed within these plans include: land use, transportation, environmental issues, public services and facilities, rehabilitation and redevelopment, housing, economic development, recommendations for plan implementation, and "any other elements that the county considers appropriate." In its plan, Millard County has focused on issues identified by County residents during several public work sessions. These issues are addressed in the Plan through County "value/goal" statements. Issues identified as "County priorities" are further developed through "County Policy Statements" and "Action and Implementation Steps."

The purpose of the Millard County General Plan and the 1996-98 Planning Project is threefold. First, the County now possesses a single document that establishes the "guidelines" for other planning efforts within the County. It is anticipated that future County planning efforts will expand on the "values and objectives" identified in the County's General Plan. In

respect to this purpose, County priorities and the issues facing the County will most likely change over time. For the document to function as a valuable decision-making tool, it should be reviewed and amended as necessary to address County issues and interests as they develop.

Second, under FLPMA (Federal Land Policy and Management Act) Title 43, U.S.C.A. Section 1712(c)(9), Federal land management agencies are required to recognize local plans and solicit participation. It is Millard County's position that County representatives should be properly notified and offered a seat at agency planning tables whenever changes affecting County interests are proposed, definitely before decisions are made and programs implemented. To improve cooperation between the County and Federal land management agencies and to ensure consistency between the County Plan and Federal planning documents, the County Planning Department, specifically the County Planner, will play an active role in all relevant Federal planning processes. In turn, the County Planner will inform and work closely with the Millard County Commissioners.

Third, the planning process itself has been a valuable learning experience for the citizens of Millard County. A diverse group of more than 175 County residents actively participated in all stages of plan development including: issue identification, issue prioritization, objective identification and implementation strategy development. Through this process, County citizens have "planned for Millard County's future." The County's General Plan is the result of their combined expertise and experience. This experience will be invaluable as the County adopts and begins to implement this Plan.

As part of this planning project, a separate document, *The Millard County Profile*, has been prepared. This document contains information, data, and maps covering County demographics, economics, land use, and public facilities and services. If consistently updated, this document will remain a valuable resource for Millard County officials, County residents, and individuals interested in general Millard County information. A copy of the *Millard County Profile* Table of Contents can be found in Appendix F.

General Plan Purpose and Process

The Governor's Office of Planning and Budget and the Utah Association of Counties recognizes the need for adequate county-level land use planning. Under Utah State law, a general plan must address certain social, economical, and environmental issues. The law also requires a minimum level of public participation. The process to update the Millard County General Plan went beyond the required level of public participation and provided residents of the County with the opportunity to participate through a number of public meetings and as members of citizen committees and task-groups. Bear West, a consulting firm with expertise in county-level planning and Federal and State land use issues, assisted the County throughout plan development.

At the beginning of the project, a citizen Plan Advisory Committee was formed. This committee represented a cross-section of Millard County interests and included local elected officials and representatives from Federal and State land and resource management agencies. (A list of the PAC members may be found on the inside cover of the General Plan.) This committee's main responsibility was to work with the

consultants throughout the plan development process.

The Millard County project formally began in October of 1996 with public workshops held in Delta and Fillmore. Over one-hundred County residents attended these meetings. These workshops served as the "scoping" meetings for the project and gave County residents their first opportunity to identify the issues, concerns, values, and opportunities that they felt should be addressed as part of the County's General Plan. Once issues were recorded, workshop participants had the opportunity to indicate which issues they felt were County priorities. Priorities identified during the meeting include: maintaining the County's "small town" character and lifestyle, encouraging responsible economic growth and community development, participating in Federal and State land/resource planning processes and improving human and community services. A summary of these issues was prepared and reviewed by the Plan Advisory Committee. These topics became the focus of the plan development process. A list of these issues and their prioritization, *Public Scoping Meeting Small Group Issue Identification and Prioritization*, is attached in Appendix B.

Beginning in November 1996, the Plan Advisory Committee and consultants met monthly. During these work sessions, the Committee discussed each County "priority issue" in detail. The Committee worked to articulate County sentiments through "value/goal" statements, to refine County objectives, and to development policy "implementation strategies." Depending on the topic of discussion, members of the Committee or "topic experts" were invited to present background information and to assist the Committee in developing realistic and viable approaches. A compilation of

workshop agendas can be found in Appendix C.

The Plan Advisory Committee's recommendations are formally presented to the citizens of Millard County through this *Draft Plan*. Each "priority issue" is presented in the following fashion: County Policy Statement, County Objectives, and Action/Implementation Strategies.

As outlined in State statutes, these recommendations are subject to Planning Commission and County Commission review through an open public hearing and adoption process.

Using and Amending the Millard County General Plan

It is intended that the updated General Plan will serve as a framework for Millard County as it considers future private and Federal and State land use decisions. The Plan is also designed to provide a policy foundation for human and community services and economic development activities.

To successfully implement specific portions of the General Plan, Millard County will need to take action beyond Plan adoption. Recommended actions are identified in the "Action/Implementation" or "strategy" sections following each County "Objective."

While this plan, upon adoption, reflects the thoughtful direction of Millard County in 1998, it is expected that the plan will be updated and revised as circumstances change and new challenges arise. The amendment process for the General Plan is defined by Utah statute, and follows the same requirements as the adoption process: hearings and action by the Planning Commission and County Commission with

minimum 14 days notice by each body. Any interested person can propose an amendment at any time by filing an application with the Planning Commission. A copy of the Utah State "general plan adoption and amendment process" statute can be found in Appendix D.

Millard County Planning Project
1998

Value/Goal Statements: A Framework for Action

Community Lifestyle and Character

Millard County residents enjoy a lifestyle unique in today's society. The area's "rural character" and "small-town atmosphere" provide a "quality of life" vastly different from that found in larger urban areas. County residents also enjoy a solid moral climate, low crime rates, accessible government, quality human and community services, and a strong economic base. Maintaining these "quality-of-life" characteristics is a top County priority.

As growth in the State continues, Millard County will experience additional development pressure. County residents support continued economic and community growth and feel that if the County's development objectives are clearly articulated through County policies and plans, future growth will enhance rather than detract from the area's unique lifestyle and character.

Intra-County Relations

County residents recognize and appreciate the diverse interests and independent nature of Millard County communities. Nevertheless, the County feels that each community, and the County as a whole, can benefit from better community-to-community and community-to-County communication, coordination, and cooperation. Improving east-west relations has been identified as a priority.

Land Use

Existing land uses within the County provide residents with a variety of development options and a mix of urban and rural lifestyles.

The County will continue to support orderly residential, commercial, industrial and agricultural growth. Development will continue in a responsible manner and in locations that contribute to the economic and social well-being of County residents

In order to maintain its rural atmosphere, preserve prime agricultural land and provide adequate services to County residents, the County will encourage growth to take place within or adjacent to existing communities.

The County feels that land use plans and development standards should reflect citizen preferences and be amended to address relevant issues and challenges. Once adopted, regulations will be consistently enforced.

The County is also sensitive to private property right sentiments and will balance these rights with public interests.

Recreation and Tourism

Millard County possesses a variety of unique natural, cultural and historical resources. These resources provide residents and visitors with a number of diverse recreational opportunities. The County will continue to promote tourism activities that highlight the history, landscape and culture of the

region.

Millard County recognizes the economic benefits that tourism-related activities bring to the area. The County will encourage and support private sector development of tourism facilities and venues and will participate in local, regional and State-level tourism promotion and planning efforts as deemed beneficial to the local industry. The County will also work with State and Federal land managers to promote responsible use of Federal and State recreation sites within the County.

When exploring future tourism development activities, the County will consider the following:

- impacts to County natural, cultural and historical resources;
- demands on County services and facilities (law enforcement, emergency services, water and waste management, search and rescue);
- impacts on the County's rural lifestyle; and
- impacts on traditional resource uses.

Recreation Facilities

Millard County encourages the use of recreational facilities within the area. As requested, the County will work with individual communities to explore potential funding sources for community-level recreation projects and facilities.

The County encourages private sector development of recreational facilities and services and may offer development

incentives as doing so becomes feasible. The County also supports cultivating recreation facility development and maintenance "partnerships" with other entities, agencies and special interest groups.

Federal and State Lands/Federal and State Agencies

More than 87% of the land within Millard County is managed by Federal or State agencies. Due to the dependence of several County-based industries on these lands and the accompanying resources, decisions made by these management agencies directly impact the County and its residents.

As provided through the Federal Land Policy and Management Act (FLPMA), the National Environmental Policy Act (NEPA) and the National Forest Management Act (NFMA), Millard County claims the powers, rights and authority given specifically to local governments to participate in Federal and State land management planning and decision-making processes.

The County will take full advantage of these opportunities to promote and protect County interests.

As part of their General Plan, the County has articulated their Federal and State land management priorities. Specific objectives include:

- actively participating in Federal and State land management planning processes,

- maintaining “multiple-use” management practices,
- supporting responsible Federal and State land resources use and development,
- participating in wildlife management decisions,
- encouraging Federal and State land consolidation/disposal,
- promoting Federal and State land recreation and tourism, and
- maintaining adequate Federal and State lands access.

Human and Community Services

Millard County residents desire to maintain the current quality of human and community services available throughout the County. The County will continue to work with communities and private interests to improve service availability. Services identified as County priorities are listed below.

Emergency Services/Law Enforcement

Millard County is a safe place to live and raise a family. Considering the County's demographic and economic profile, residents feel the existing County and community law enforcement, fire protection, emergency response, and search-and-rescue personnel and agencies are well prepared and trained. Maintaining an adequate level of agency staffing and personnel preparedness is viewed as a necessity.

The County is also dedicated to maintaining and expanding emergency services/law enforcement facilities according to County needs.

It is the County position that local law enforcement personnel and agencies should be given preference in law enforcement matters on Federal and State lands. Money to perform such duties should be funneled from the Federal to local level.

Medical Facilities/Health Care

Private health care providers within the County maintain excellent medical facilities and provide the finest health care in the region. County residents desire to maintain this level of excellence and support expanding services and facilities as doing so becomes economically feasible.

The County will continue to support the strategic planning, physician recruitment and marketing efforts of the existing health care system.

Senior Citizen Services

Senior citizens are integral members of Millard County communities. The County is committed to providing recreational, educational, residential, and medical services and opportunities for this sector of the population.

Education

Providing additional education opportunities for all County

residents is a top priority. In this effort, the County will continue to support public and private efforts to provide quality educational facilities and instruction materials. The County also supports the development of additional in-County post secondary education opportunities and the expansion of existing technical training programs.

Utilities

County residents support the expansion of public utilities within existing communities or areas designated for future growth and development.

Housing

Millard County is a wonderful place to live and raise a family. With increased interest and development in the area, providing adequate and affordable housing opportunities is a top County priority.

The County has identified the need to better understand area housing needs and will work with community leaders, developers and citizens to identify ways in which these issues can be politically and socially addressed.

Communications

Millard County supports upgrading existing telecommunication facilities and services to improve in-County communication links and increase County access to outside information sources.

Economic Development

Millard County enjoys a diverse economic base and employment profile. The County will continue efforts to strengthen their existing position and will encourage economic growth that is compatible with the area's character and lifestyle. The county economic development objectives include: business retention and expansion, value-added marketing and business recruitment. The County will also pursue economic development activities that compliment existing businesses and industries.

Natural Resources

The abundance and availability of natural resources within the County provide a variety of economic development opportunities. Millard County will continue to support the responsible use and development of these resources and associated industries and businesses.

Agriculture

Millard County also recognizes the economic contributions made by the area's agricultural industry and related businesses. The County will continue to encourage and support growth and expansion of this sector.

Infrastructure

Maintaining adequate transportation and water/sewer systems within the County is a necessity. The County will continue to work with the State, individual communities and the appropriate special service districts to address these issues.

Millard County understands that future development is most likely to occur in areas where services are available. With this in mind, the County does not support extending services through or into areas that have not been identified for future development. It is the County's position that the majority of residential growth should take place within existing communities where services are readily available.

Water Resources

Water quality and availability will determine the type, level and location of future growth. Millard County encourages the efficient management and use of water resources. The County also supports the development, adoption and implementation of water collection, storage, distribution and conservation plans by local municipalities, the Conservancy District and water companies. The County also encourages continued cooperation among these entities as water-management decisions are made.

The County will take an active role in all relevant Federal and State water-resource management plans and decisions impacting the County and/or the interests of its residents.

Transportation

Maintaining an adequate and safe transportation system throughout the County is a necessity. Residents depend on

the existing network of roads and highways to access human and community services, recreational areas, natural resources, and regional and interstate markets.

The County realizes that adequate access to and across Federal and State lands is necessary for efficient natural resource use and development. The County encourages continued cooperation among Federal and State land management agencies, private interests and Millard County to address access, right-of-way and road maintenance issues.

Millard County recognizes the Delta City and Fillmore City airports as important regional transportation facilities. The County encourages these entities to maintain their respective facilities and services as viable transportation alternatives.

Millard County General Plan Elements

Planning Coordination
County Growth and Development
Land Use
Housing
Human and Community Services
Economic Development
Tourism
Transportation
Utilities
Federal and State Lands